

City of New Orleans

The Mayor's Criminal
Justice Coordinating Council

June, 1979

JUVENILE ADVOCATES: FINAL PROCESS EVALUATION REPORT ON ADVOCATES FOR JUVENILE JUSTICE

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Prepared by
The Mayor's Criminal Justice
Coordinating Council

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MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

FINAL PROCESS EVALUATION

PROJECT: Advocates for Juvenile Justice

PROJECT NUMBERS: 78-19-0320-0014

FUNDING SOURCE: Law Enforcement Assistance Administration
Louisiana Commission on Law Enforcement and
Administration of Criminal Justice
Mayor's Criminal Justice Coordinating Council

SUBGRANTEE: City of New Orleans

OPERATING AGENCY: The Open Door, Inc.

PERIOD OF GRANT REPORT: October 1, 1977 - September 30, 1978

DATE OF REPORT: June, 1979

PREPARED BY: Stephen M. Hunt

CUMULATIVE GRANT AWARD:	SLEPA	\$49,046
	Subgrantee -	<u>5,449</u>
	Total	\$54,495

PROJECT PERSONNEL: Joseph Kimbrell, President, Open Door, Inc.
Holly Ackerman, Program Director

AUTHORIZED OFFICIAL: Ernest N. Morial, Mayor
City of New Orleans

EXECUTIVE SUMMARY AND UPDATE

The Advocates For Juvenile Justice (A.J.J.) Program was awarded a \$50,000 J.J.D.P. grant for the period October 1, 1977 to September 30, 1978. The interim evaluation submitted by the Mayor's Criminal Justice Coordinating Council covering the period November 1, 1977 to May 1, 1978, stated the goals and objectives of the program and analyzed program operations for that time period (copy attached). The then Director of A.J.J. submitted a lengthy critique of that evaluation (copy attached). Because little or no additional progress was made in meeting the specific program goals and objectives since that report, it was determined that a lengthy second evaluation would serve no purpose. Therefore, this very limited close out report is submitted to complete the evaluation requirements.

This evaluation was initiated in January, 1979. A letter was mailed to the former Executive Director of Open Door, Inc. listing thirty-seven questions regarding the A.J.J. Program. A reply was received stating that no one had the appropriate knowledge to answer the questions and Open Door, Inc. was unable to supply the requested information. The President of Open Door was contacted on March 14, 1979, by CJCC with a request to assist in a final close out report. With the President's assistance, the former Executive Director was contacted and interviewed.

(Copies of the above correspondence is contained in the Appendix.) Interviews with these and other key individuals, as well as interim, progress, and narrative reports, form the basis for this final evaluation.

The A.J.J. Program was experimental in design. Stated simply, the program aimed to promote justice in the field of juvenile rights and intended to establish an information and action center with the capacity to litigate on behalf of juveniles. However, during the process of preparing the grant request, this goal was redefined into three sub-areas: the Suspension Program, the Mental Health Treatment Survey, and the Status Offenders Study.

Little progress was made in the Suspension Program since the interim report was submitted in May, 1978. The final conclusion of that program experience was that school principals resisted A.J.J.'s activities because it appeared that an outside group was infringing upon the responsibilities of schools. The Project Director indicated that in the future advocacy groups should gain support from parents and the community before approaching the schools. The Mental Health Treatment Survey may yet be conducted. The State Department of Mental Health has a copy of the instrument prepared by A.J.J. and the Director has stated that she plans to use that instrument in the future.

The Status Offender Study was never accomplished because the Juvenile Court would not agree to make juvenile records available to A.J.J.

Outside of the three areas of activity proposed in the original grant request, A.J.J. undertook a number of other interrelated activities. First, a Comprehensive Emergency Service (C.E.S.) for juveniles was proposed. A.J.J. prepared legislation, but the bill was eventually defeated. However, the State Welfare Department is still interested in the concept and hopes to eventually create such a service. Second, A.J.J. provided representation for juveniles at court hearings on a selective basis. A.J.J. received \$70,000 in funding from another source and was able to employ 2 full-time attorneys and 4 third-year law students, in addition to the four staff members paid by the J.J.D.P. grant. Finally, according to the former Project Director, the major accomplishment of A.J.J. was the revision of certain provisions in the new Juvenile Code through intensive lobbying undertaken by the A.J.J. staff throughout the State regarding 6 provisions of the new Code. According to the past Director of A.J.J., 5 of the changes were eventually incorporated into the Code. The Director termed this aspect of the program a success. (Three letters from State Senators regarding this effort are attached.)

In conclusion, it appears that A.J.J. was overcommitted and should never have proposed to achieve the stated goals. However, a need has been recognized for the establishment of an advocacy agency for juveniles in Louisiana. In that sense, A.J.J. broke ground and the program activities could be termed a partial success.

The following fiscal report covers the entire period of the grant, October 1, 1977 - September 30, 1978, and should be substituted for the fiscal report on page 38 of the interim evaluation. In view of the foregoing, measures of the cost-efficiency/effectiveness were not appropriate or available for this kind of program.

CRIMINAL JUSTICE COORDINATING COUNCIL
 1000 HOWARD AVENUE, SUITE 1200
 NEW ORLEANS, LOUISIANA 70113

Grant Title: Advocates for Juvenile Justice

Grant Number: 78-J9-0320-0014

Period Covered: October 1, 1977 to September 30, 1978

Date Report

Prepared: May 25, 1979

Item	TOTAL GRANT FUNDS			LEAA CASH ONLY		
	Amount Budgeted	Total Expenditures	Balance	Amount Budgeted	Total Expenditures	Balance
Personnel	35,392	34,380	1,012	31,662	30,751	911
Fringe	3,286	3,528	(242)	2,930	3,148	(218)
Travel	1,625	1,653	(28)	1,478	1,503	(25)
Equipment	470	542	18	423	407	16
Supplies	6,253	6,210	43	5,831	5,792	39
Contractual	0	0	0	0	0	0
Construction	0	0	0	0	0	0
Other Direct	8,529	8,272	257	7,676	7,445	231
Indirect	0	0	0	0	0	0
TOTAL	55,555	54,495	1,060	50,000	49,046	954

Note: Total grant funds includes both LEAA cash and subgrantee match. Overmatch is not included. Expenditures include encumbrances.

This report has been prepared on the basis of the final fiscal report submitted by the subgrantee.

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INTRODUCTION

An advocate is generally thought to be someone who speaks in another's behalf. Implicit in this definition is that one party is either unable to speak for themselves or has been prevented from doing so. Staff members at Open Door believe that juveniles, particularly those who have had contact with the juvenile justice system, are in need of such representation. Juveniles, for the most part, are referred to either detention facilities or social service agencies. AJJ believes that a lack of mutual cooperation and communication has adversely affected the children involved. Their staff was to be composed of people of various disciplines who would attempt to provide a unified approach to delineated problems. Thus, the AJJ project was developed to examine the status of juvenile rights and, if necessary, to promote changes within the system itself.

AJJ proposes to establish an advocacy system by providing the following services. The project will function as an information and strategy center working in conjunction with community organizations. This center will gather, store and analyze data relevant to juveniles and the juvenile justice system. Specific areas of concern will be identified and studied and activities planned to solve the identified problems. In summary, the following services will be performed by AJJ:

1. Assemble data on juvenile rights and the condition of juvenile services.
2. Assure access to this information to community groups and to identify problem areas with their assistance.
3. Attempt policy change based on this information.

The services of AJJ should eventually result in a network of agencies and individuals who share information concerning juveniles. These groups, trained and informed by AJJ, would act as advocates on a one-to-one basis with their clients. The real purpose then of AJJ is to create liaisons between community groups, in order that they would directly act to protect the rights of juveniles. AJJ would simply serve as a coordinator and technical advisor.

Problem Areas

Several problems will be targeted by AJJ as pilot projects. These mini projects were identified as a result of staff research and will constitute the major emphasis of the AJJ under the terms of this grant. The services described above will be used to accomplish the goals and objectives of the individual projects.

The target areas were selected, at least in part, as a result of the identification of three rights that AJJ believes should be guaranteed to juveniles. Initially AJJ seeks to assure juveniles of the right to an education which meets juvenile needs. In response to this, a student advocacy project is being developed. This project is particularly significant because of the professed relationship between truancy and juvenile crime rates.

The advocacy project will represent students in suspension proceedings. Individual advocates from community groups will work with students in District IV, the district with the highest truancy rate in New Orleans. These advocates will be trained and their activities coordinated by AJJ. Details of this and other priority areas will be discussed in a subsequent section.

AJJ also proposes to assure juveniles the right to physical and mental health treatment and evaluation appropriate to their needs. This problem area has been titled the "Community Mental Health" project and was later changed to "Psychotropic Drugs and Children". The Open Door staff has become concerned that needy children are not receiving adequate mental health care and that they are being given mood controlling drugs instead of relevant treatment.

The AJJ staff plans to survey mental health centers and to analyze the data they gather. It is hoped that through a joint effort with community groups steps can be taken to solve existing problems. It is assumed that these problems will surface in the course of AJJ's research.

The final right identified in the grant narrative is the right to justice as guaranteed by existing laws and constitutions. The mini project created in response to this right concerns status offenders. Status offenders are guilty of offenses, such as truancy and runaway behavior, which are not criminal if committed by adults. AJJ seeks to have all of these juveniles deinstitutionalized. The project intended to collect data on juvenile

court procedures and to compare these to other cities. An assessment was to be made of the available services and strategies which would be developed to better the situation if necessary.

A grant adjustment was received by CJCC in December of 1977 to change the orientation of this priority area. AJJ was unable to gather data from any of the Juvenile Court judges concerning the disposition of individual status offenders.

Further research has indicated another problem area regarding status offenders. Children are generally referred to either social service agencies or the juvenile justice system. AJJ contends that youths are often adversely affected by a deficiency in a common language. One group often does not understand the process or intent of the other. As a result of this lack of coordination, change is difficult. AJJ intends to provide information to each type and to investigate possible areas of legislative change.

Systems Improvement

The purpose of these advocacy efforts is not to directly impact juvenile crime but rather to improve the system. If successful, the advocacy program should foster lines of communication between social service agencies, community groups and the juvenile justice system. Long range goals would include changes, both procedural and legislative, that would affect the quality of justice for juveniles. Quality is a rather nebulous

concept and thus description will be the method used to assess the project's progress.

Evaluation Orientation

The establishment of an advocacy system will be considered a systems or process goal. As described above, the advocacy system will be judged on the basis of the success of the mini projects. This evaluation will assess the ability of each of these smaller projects to become operational.

This evaluation will essentially be a case study of each of the projects rather than the advocacy system as a whole. The objectives listed in the grant will function as a loose framework for the discussion.

1 Student Advocacy Pilot Project

The Student Advocacy Project was selected as a priority area because of the widely held belief that a close association exists between truancy or general school absence and juvenile crime. The incidence of juvenile crime appears to be increasing and as a result the schools are being examined more closely as contributing influences. The situation is particularly acute in New Orleans as evidenced by the high rates of suspension. The suspension rate nationally is 4% but the rate increases to 9% for Orleans Parish and 17.3% in District IV.¹ The AJJ felt that Orleans Parish and

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District IV is a school board designated unit. This district encompasses the area from Lake Pontchartrain to the north, Orleans to the west, the Industrial Canal to the east and the River to the south.

District IV, in particular, would be excellent locations for a pilot project.

AJJ's data indicates that a majority of the students who are suspended are minority students. Rather than being a disciplinary measure, the suspension is seen by the minority student as another example of injustice, according to AJJ's grant narrative. The staff believes that advocates can reduce this alienation and result in fewer suspensions.

The community organizations would work in behalf of the students with the cooperation of the parents. Thus, the work of the Student Advocacy Project entails the involvement of three major participants: the AJJ, District IV of the Orleans Parish School Board and interested community organizations.

Background Research

AJJ began the project by examining school board suspension records for the 1976-77 school year. These figures were compared with the previous year for Districts I - IV, revealing again that District IV had the highest rates. A listing of the reasons for suspensions was also prepared with the four major reasons being fighting, cutting class, disrespect for authority and creating a disturbance. The incidence of each of these activities was up from the previous year. These school board records indicated to the staff that the youths in District IV were likely to be suspended in greater numbers if the trends continue.

AJJ then developed a profile of the student body at each of the middle and senior high schools in the district. This information was used in deciding which schools were to be assigned to the participating community groups. The information described above was collected in the Summer of 1977 and thus was already usable when the program began in November.

Initial Contacts

The AJJ made their initial contact with the School Board during the Summer of 1977, but they did not actually meet with the District IV superintendent until November. At that meeting AJJ described their project and received the superintendent's support, which was to prove invaluable in dealing with reluctant principals. The superintendent prepared a letter of introduction for each of the advocates and offered to speak to any principal concerning the project. A copy of the letter can be found in the appendix. Meetings were then held with the superintendent's District IV Principals' Advisory Committee concerning the project and finally a meeting was held with all of the principals in that district.

AJJ expected a certain amount of resistance from the principals. It was believed by the staff that the school officials would see AJJ as a threat to their authority. The officials, however, must contend with growing discipline problems and with the encouragement of the superintendent agreed to let advocates operate in their schools. Plans were later made to allow AJJ staff members to speak

at school assemblies. The superintendent sent a letter to each principal, outlining the activities of the individual advocates. A memo given to the advocates by AJJ can also be found in the Appendix and this memo explains what actions have been taken by the superintendent in their behalf.

AJJ was also contacting community organizations during this time. The following groups in District IV were encouraged to participate:

1. St. Bernard Community Center
2. Treme Youth Development (TCIA)
3. The Greenhouse
4. Episcopal Community Services (ECS)
5. Tambourine and Fan Club
6. St. Mark's Community Center

With the exception of the Tambourine and Fan Club, all of the groups indicated they would assign one or more staff persons as advocates.

Each of the advocates from the community groups was matched with a school and trained by AJJ staff members. The training consisted of meetings with AJJ and other advocates to discuss possible strategies and to exchange information. Each advocate was given a packet with the following information: School statistics on suspensions for two years (1975-76 and 1976-77), maps of the school's location and copies of school rules. A separate set of rules was drawn up by Open Door emphasizing student rights and avenues for redress of grievances. Meetings were then arranged by the advocates with the individual schools.

Program Operation

Planning meetings between advocates and school officials began in late December, 1977, and January of 1978. The advocates were given a letter of introduction from the District IV superintendent. The advocates generally met with either the assistant principal or a counselor. AJJ assigned the community centers to the various schools with the assignment generally related to geographical location. A few exceptions, however, did exist. For example none of the community groups was close to Kennedy High School, but Greenhouse staff members expressed an interest and thus were assigned. A list of the advocates and their schools is on the following page.

As of March 3, 7 of the 10 schools on District IV had been contacted with six actively using the social services of the community groups. Assemblies were held in January and February in Capdaux, Gregory and McDonogh #28 Junior High. School officials at McDonogh #35, McDonogh High School and Clark assured AJJ that students would be referred. Activities at Bell, Kennedy and Phillips schools were postponed because the neighborhood groups were concentrating their efforts at the other schools.

During this period, AJJ simply acted as an umbrella agency. Their activities ranged from coordination of activities to providing technical assistance for the advocates. The AJJ staff had little direct contact with the schools after the initial meetings. This will be discussed in more depth in a subsequent section. The AJJ staff, however, has stated that the children would benefit most from an increase in social services and more children would receive services,

ADVOCATES' SCHOOL
ASSIGNMENTS

COMMUNITY GROUP ADVOCATE	SCHOOL
1. GREENHOUSE	KENNEDY SR. HIGH CAPDAU JHS FREDERICK JHS
2. ST. BERNARD DEVELOPMENT CENTER	GREGORY JHS PHILLIPS JHS McDONOGH HS
3. EPISCOPAL COMMUNITY SERVICES (ECS)	McDONOGH HS McDONOGH JHS #28
4. ST. MARK'S COMMUNITY CENTER	McDONOGH HS #35
5. TREME YOUTH DEVELOPMENT CENTER AND TREME COMMUNITY IMPROVEMENT CENTER (TCIA)	BELL JHS CLARK HS

if the activities of the neighborhood groups and the schools were synchronized. AJJ's goal was to provide that coordination.

Referrals

The degree of coordination among organizations is difficult to measure, but the number and type of referrals received indicates something about the project's progress. The evaluator is able to document 22 referrals, 20 from Phillips School and 2 from McDonogh Junior High. The Greenhouse reported that 20 students were referred to them from Capdau with other school or family related problems. It is impossible to separate the referrals for short term suspension from general referrals in most cases, but it should be noted that the project's intended population was students on short term suspension.

The source of the referrals was different than was expected by project personnel. The grant narrative states that contacts will be fostered between youths and community agencies. Instead of this occurring, contacts have been made between community agencies and school officials. The community groups received all of their referrals directly from the schools and not from students contacting the groups voluntarily. Several explanations have been posited by project staff. The assemblies where the advocates are introduced are organized by school administrators and the advocates could have been seen as authority figures. It has also been suggested that the race of the counselors was a factor, particularly when it was different from the majority of the school. For whatever reason, the students appear to be reluctant to participate.

Participant Assessment

The community agencies involved were contacted for their assessment of the project. Opinions were divided as to whether the advocates benefitted from technical assistance, but on two points a certain amount of consensus was apparent. ECS advocates stressed that AJJ had given them greater access to the schools and more communication with school officials. All of the advocates; but particularly those at ECS and St. Bernard Community Centers, emphasized the fact that a program of this sort would need at least a year to become fully operational within a school environment. Direct referrals from school officials would introduce the project to the students, but only when the students themselves contacted the advocates could it be successful.

It should also be noted that the community agencies commended AJJ on their organizational and resource capabilities. Although AJJ maintained a low profile following initial contacts, considerable effort was expended to establish contacts with appropriate high level school administrators.

School administrators were consulted by the AJJ staff through questionnaires and by the evaluator for their assessment of the project. A copy of the questionnaire sent to the schools can be found in the Appendix. School officials said they welcomed assistance with "problem" students and stated in all cases that the advocates

¹School officials were contacted by the evaluator on June 5, 6, and 7, 1978. It appeared that the Advocacy project was perceived by school administrators as simply an extension of their referral possibilities. For example, none of the students referred to the Greenhouse had been suspended. Although some had had discipline problems, many of the students were referred because of emotional problems.

would be allowed to work with students next fall. The officials seem, however, to view the advocacy project as simply another counseling alternative and not as an innovative approach to dealing with short term suspensions.

Several of the school principals, such as at Kennedy and Bell, were unsure as to the role of AJJ or Open Door, but they were encouraged by the increase in community group participation. At Bell, the principal stated that the Treme community group had always been involved in the school and the project had had little new impact.

The school officials were generally supportive of the project and stated that on occasion they had called the community centers for advice with problem students. As was discussed earlier, access to persons working in agencies dealing with students seems to have been made easier as a result of the coordinative efforts of AJJ.

Objective Attainment

The grant narrative specifies four objectives for the student advocacy pilot program. A brief discussion of each will follow, and, thus, this section will serve as a summary of the project's intended and actual activities.

The first objective involved the provision of training to advocates on school board practices and policies. AJJ held a number of sessions for the advocates from all of the community groups. At these meetings AJJ provided information, but more importantly they provided a forum whereby the advocates from different neighborhoods could exchange data.

The second objective concerns the establishment of communication

between schools and community groups to assure notification when a student was suspended. School officials and neighborhood counselors have been in contact with each other where they had not been in the past, but suspension notification cannot be guaranteed. District IV has a very high suspension rate, yet less than 50 students have been referred in six months. Administrators appear to be testing the project with selected students and if these contacts are acceptable to them, the numbers will increase.

Procedures were supposed to be developed for involving the parents in the advocacy process. This does not seem to have been done to any significant degree. Some individual advocates have made plans to counsel the families, but aside from a request for the parents' signature, no established procedures appear to exist.

Finally, the project was responsible for monitoring and evaluating its progress. No document has as yet been produced, but surveys have been sent to all of the schools and community groups involved. Internal assessments are also being done through meetings between advocates. No data presently exists on re-suspension rates for involved students and this will be essential for internal evaluations to be useful.

AJJ has not requested that records be kept by the community groups on the students who were referred to the advocates. ECS

¹The suspension rate for 1977-1978 is not yet available, but the rate for 1976-1977 derived by the School Board, was 12.9%.

has used the data sheets suggested by AJJ and an example has been placed in the Appendix. This represents only two referrals, however. The Greenhouse has a file only on students who are residents and none are kept that relate specifically to the advocacy project. St. Bernard keeps a file on each student that they counsel, but their advocacy files consist only of correspondence with AJJ. Thus, little documentation exists on the actual referrals that were received as a result of AJJ activities.

Conclusions

The student advocacy project has been fairly successful in its attempts to be accepted by school administrators, but not in its efforts to involve the student body. In the organized assemblies advocates have been unable to inform students that their rights, such as the right to hearing, may have been violated when they were suspended. It is unlikely administrators would tolerate this challenge of their authority. The voluntary involvement of school officials and students may be mutually exclusive. Finally, it should be mentioned that a possibility exists that the students are not participating because they do not want to receive help.

It is difficult to determine if "communication networks" actually exist, but school administrators and neighborhood counselors are coming in contact with each other as a result of AJJ's coordinative or "umbrella" type activities. These contacts can afford the two groups a reasonable vehicle for communication. It remains to be seen, however, if either of these groups, working together or separately, can interest children in actively participating in

school.

This project was intended to affect the short term suspension patterns in District IV schools. An indication of the success of the project would be the number of students who were readmitted as a result of the advocates' efforts and if they were subsequently suspended. As was discussed earlier, these records have not been kept by AJJ, nor in many cases by the advocates themselves. The evaluator then is unable to assess their progress in this area. Accessibility to records of this sort will be even more necessary when the impact evaluation is performed.

Status Offender Project

The plight of status offenders within the criminal justice system has been given a great deal of attention recently. One of the most discussed issues is that of the deinstitutionalization of juveniles convicted of status offenses. Orleans Parish has made some progress in sharply reducing the number of status offenders held in detention facilities for extended periods of time and status offenders are not held with adult offenders.

Original Orientation

AJJ believed that although advances had been made in the deinstitutionalization of status offenders, an overall assessment of the way status offenders are processed was needed. In order to prepare this assessment, AJJ planned to collect data on status offenders including juvenile court records of dispositions and established procedures. This information would be used to recommend both legal and bureaucratic changes.

This priority area stresses the importance of volunteer participation and agency involvement. The Council of Jewish Women expressed interest in the program both in terms of doing research and lobbying for legislative change. Active participation was also expected from the juvenile court and the probation department. Thus, AJJ was dependent on external cooperation and resources for this facet of the project to operate as planned.

Original Objectives

The first objective involved assessing current procedures for handling status offenders in juvenile court. Treatment by probation officers was also a factor with caseloads and referral capabilities discussed.

The success of various processes for dealing with juveniles used in different localities was to be examined and evaluated as to its relevance for New Orleans.

The third objective will examine what services are and are not available for status offenders in Orleans Parish. In addition, the possible modification of existing services and the expansion of needed services will be addressed.

Finally, position papers will be written after the data has been gathered and analyzed. The project hopes to involve both criminal justice agencies and community groups in developing appropriate strategies for change.

Grant Adjustment

AJJ submitted a grant adjustment in December of 1977 to change the orientation of the status offender priority project. The change was needed as a result of the lack of cooperation from the Orleans Parish Juvenile Court and the Probation Office. Judgements in juvenile court are based on each judge's perception of a case and, thus, AJJ felt individual data was needed from each section. This information was not made available and the following changes were proposed and accepted by LCLE in February of 1978.

Children who come into contact with the criminal justice system, either as status offenders or accused delinquents, interact not only with the system itself but also with social service agencies. These groups do not always communicate effectively and often terms used by one are not understood by the other. AJJ

believes that this confusion has led to a lack of consistency in the services that the children receive.

Efforts have been made by both the courts and social services agencies to change the way status offenders are treated. These efforts are made both in behalf of bureaucratic or administrative innovations and legislative changes. AJJ maintained that because of the lack of coordination and adequate information between the groups, much of this activity has been unsuccessful. Therefore, AJJ proposes the following set of objectives to remedy the situation.

The first objective involved the development of a package of information designed to correct the problem of a lack of a "common language" between child serving groups. This package would contain descriptions of past and present legal procedures, legislation and regulations pertaining to status offenders. It is hoped that the data would stimulate new services from agencies serving juvenile offenders and specifically status offenders.

AJJ will solicit problems from involved agencies and when common problems are discovered working committees will be formed. These committees will be aided by AJJ in determining strategy for legislative or procedural change. AJJ will then aid the group in contacting appropriate agencies and individuals.

The Council of Jewish Women has expressed interest in the status offender project and plans have been made for their involvement. These volunteers will be assisted by AJJ staff members

in introducing bills in the legislature and lobbying for their passage.

Program Operation

The objectives described above specify a set of activities that AJJ would participate in to achieve certain ends. This section will outline not only the activities staff members engaged in, but also those that were delineated in the grant and not addressed and those that were added by project personnel.

Louisiana Juvenile Code

The grant narrative states that a working group of community agency representatives will identify problems and develop legislation to affect the situation. In addition, volunteers from the Council of Jewish Women were to be involved as proponents of the proposed legislation in the state legislature. Rather than follow the outlined course of events, AJJ believed that action to alter the proposed juvenile code took precedence.

The Juvenile Code was written as a result of funding made available through LCLE. The LEAA grant was awarded to the Criminal Justice Institute in Baton Rouge and they selected several law school professors as consultants. The code was written by a team of law professors in conjunction with a steering committee. The committee was multi-disciplinary with representatives from police

departments, sheriff's offices, youth services bureaus and so on. The Juvenile Code (HB 288) was passed by the House of Representatives and was being considered by a Senate Committee when AJJ became involved.

The first objection raised by AJJ involved the possible incarceration of status offenders. A juvenile convicted of a status offense often receives a court placement. Under the conditions of HB 288, if the child runs away from the placement he or she can be found in "contempt of court". A contempt citation is a delinquent act and the child can be sent to a Louisiana Training Institute for 15 days. Federal guidelines for juvenile funding mandate that status offenders not be placed with delinquents. AJJ believes that the passage of this section will result in Louisiana losing federal dollars. AJJ also objects to status offenders being incarcerated in any fashion.

The second major objection is the process by which psychiatric evaluations of children and their families are ordered and used. AJJ stated that the use of these reports should be strictly controlled. They are particularly concerned that these reports be read only after guilt or innocence has been determined. AJJ believes the child's right to a fair trial could be in danger.

The Juvenile Code does not guarantee status offenders the right to a lawyer. AJJ contends that often status offenders are in institutions for long periods of time and are more in need of legal assistance, according to staff members, than delinquents in many cases.

The final area of concern is the amount of time that a child can be held in custody before written charges are made in court. HB 288 would increase the amount of time from 72 hours to ten days. AJJ believes that this is too long of a time.

AJJ has been engaging in intensive lobbying at the state for its proposed changes in the code. Sample letters to appropriate Senators and sample petitions were mailed to persons who had been involved with the Open Door. Staff members report that concerned citizens have put a considerable amount of pressure on their legislators. The Vice President for Public Affairs on the Council of Jewish Women reports that volunteers from the council have not been significantly involved in the program. She stated that they provided funding and were kept advised of the status of the project by AJJ's staff.

At the time that the evaluation was written, hearings were still being held in the state senate. AJJ has both written and verbal assurances from several senators including the Chairman of Judiciary B, the committee reviewing the bill, that they will support AJJ's position on the code.

CES

Comprehensive Emergency Services (CES) is a child welfare service which is intended to protect children's welfare, particularly those children who could potentially come in contact with juvenile court. CES projects provide services for children

and their families in any crisis situation. "The preservation of an intact family is the primary objective."¹ Thus, both emergency shelter care and social services are involved.

AJJ staff members report that social service agencies in New Orleans became interested in CES at a conference held by the Children's Council in 1977. AJJ decided to revive the project in February of 1978 when a series of meetings were held with social service agencies. AJJ staff members stated that their major areas of concern were the following: the legal aspects of CES, coordination of CES with courts/probation/police and development of budgetary and personnel needs for the project.

AJJ staff members have worked in conjunction with the Office of Family Services in the Welfare Department to establish a CES center. The Welfare Department has a building and designated personnel slots, but staffing has been difficult. The center would remain open 24 hours a day and the workers would often go to the homes of needy families. More funds and enabling legislation are also needed. Despite numerous meetings with the Children's Council, the CES Steering Committee and the CES Task Force, the CES center is still in the planning stages.

Information Package

AJJ has done relatively little to establish a package of information for social service agencies. A position paper was written in the Summer of 1977 to be included in the package.² No

¹This definition was established by the Metropolitan Nashville's CES demonstration program.

²The paper was entitled The Juvenile Status Offender in Louisiana by Steven Scheckman.

action, however, was taken until February when a meeting was scheduled for March to discuss the package. Thus, the development of a package to ease the problem of a lack of a "common language" between child serving agencies was also still in the planning stages.

Objective Attainment

The majority of AJJ's efforts in this priority area have been directed at the Juvenile Code or House Bill 288. This problem area was not identified through the process described in the set of objectives, but rather was chosen because AJJ felt it immediate enough to be the first priority. It appears, however, that it was given precedence at the exclusion of other activities delineated in the stated objectives.

The information package to be used by social service agencies and the working group of representatives has not been established to any significant degree. Also, little has been done to instigate regulatory changes. However, a steering committee has been organized to establish the CES center. The grant indicates that the committee would exist and then the problem identified.

It would appear that activities have been carried out in behalf of status offenders by project personnel. However, AJJ does not seem to have adhered to the objectives and the activities that were mandated in the grant adjustment.

Psychotropic Drugs and Children: A Survey

AJJ has chosen psychotropic drugs and their use in the treatment of juveniles as the third priority area. AJJ staff members interviewed a sample of students from New Orleans Alternative Schools and found that of the 25% who were being treated, 75% had been given medication with no other services rendered. The project hypothesizes that a substantial number of children being treated in mental health centers are given mood altering drugs without accompanying psychotherapy.

Only one of the mental health centers in Orleans Parish has examined its own use of mood altering drugs and some question exists as to the validity of an internal evaluation. AJJ proposes to develop a research instrument or data collection device to survey the child serving psychiatric community in the New Orleans area. This survey was to be used to assess the exclusive use of medication as a treatment mode in both public community health centers and private practice.

Governmental Involvement

AJJ encouraged the participation of government officials in order to more easily acquire access to agency files. It is possible that a mental health agency would either refuse to participate or would withhold information that could be damaging. Thus, AJJ needed the support of a regulatory official who could assure AJJ of mental health center cooperation.

AJJ required the approval and participation of the acting director of the Community Mental Health Centers for the State of Louisiana in December of 1977. As state director, this person was able to require center participation but the survey instrument itself had to be approved by the state research committee. This approval is at least partially intended to insure that the survey adhere to confidentiality requirements. The committee will vote on Wednesday June 7. Thus the activities of the staff until June were directed toward the development of a survey that would be approved.

The acting director initially suggested that only Planning Region I (Metropolitan New Orleans) be included in the study. The Community Mental Health Centers (CMHC) listed below will be included:

- | | |
|-------------|---------------------------------|
| Orleans | 1. Orleans CMHC and Satellites |
| | 2. Chartres CMHC and Satellites |
| | 3. Pontchartrain CMHC |
| Jefferson | 4. East Jefferson CMHC |
| | 5. West Jefferson CMHC |
| St. Tammany | 6. Lurline Smith CMHC |

All of these CMHC's receive state funding and thus are under the Department of Mental Health. Two private agencies, DePaul and Touro, would be asked to participate. For reasons of efficiency and because of a lack of data accessibility, private practice and their drug dispensing patterns will not be included.

A second suggestion was made to form an advisory board of local members of the child-serving community with emphasis on

psychiatric service providers. A list of the members of the advisory board can be found in the appendix. This board would approve the initial drafts of the surveys and aid in their development. It was also believed that cooperation between AJJ and the individual community health centers would be maximized as a result of their participation and that of community representatives.

Program Operation

The first few months of the project's existence were filled with meetings and research. AJJ staff members have compiled relevant position papers on the use of medication and a child's right to treatment. One example is the article "Drug Therapy in Child Psychiatry: Psychological Aspects" by Barbara Fish, M. D. This information would be used most extensively should the results of the survey be published.

AJJ met with representatives of the New Orleans Mental Health community to recruit members for the advisory committee. AJJ staff members have, however, had little actual contact with the directors of the mental health centers that will be included in the survey. The state mental health office has created somewhat of a cushion between the groups by requiring AJJ to get state approval on almost all activities. The contacts between the groups are not likely to increase if and when the research committee approves the research instrument. To preserve confidentiality, data collectors will not be AJJ staff members, but graduate students working at the centers.

AJJ, with the help of the Family Growth Center coordinator, developed a rough draft of the questions to be used in the survey. This draft was submitted to the advisory committee in late February. A copy of the initial rough draft can be found on the following page. This draft specifies an identifier, personal data and treatment: initiation, progress, termination as the major components of the study. As a result of the committee's comments and work by the AJJ staff, the initial draft was used to formulate three separate surveys. The first asked participants for demographic information such as age and sex and identifying data such as what facility they had attended. The second survey requested previous medical or mental health histories. The third and final survey concerned current treatment: initiation and progress. AJJ was still refining the surveys and investigating the computer usage possibilities in the city when a subgrantee from LEAA offered technical assistance.

Program Operation: Technical Assistance

Arthur D. Little, Inc. contacted AJJ in February of 1978 concerning technical assistance for the psychotropic drug project. A. D. Little, a professional consulting firm, is under federal contract to provide assistance to JJDP projects such as AJJ. Project personnel formally requested the assistance

DATA COLLECTION SURVEY ON PSYCHOTROPIC DRUG USE

I. CMH CENTER _____

REFERRAL SOURCE _____

II. PERSONAL DATA

A. AGE _____ SEX M F RACE W B OTHER

B. FAMILY INCOME LEVEL _____

FAMILY SIZE: # SIBLINGS _____ TWO OR ONE PARENT _____

C. OTHER FAMILY MEMBERS RECEIVING TREATMENT
MOTHER _____ FATHER _____ BROTHERS _____ SISTERS _____

III. TREATMENT: INITIATION, PROGRESS, TERMINATION

A. INITIATION

1. PRESENTING PROBLEMS (CODED)

2. DIAGNOSIS _____
PROGNOSIS _____

3. INTAKE PROCEDURES

GROUP OR INDIVIDUAL _____

INTAKE SCREENING BY _____

TYPES OF TESTING (PSYCHOLOGICALS, NEUROLOGICALS,.....)

4. TREATMENT CARE PLAN

TYPE OF TREATMENT/TREATMENT PROCESS (who does child meet with,
how often, individual/group/family, etc.) _____

LENGTH OF TREATMENT _____

MEDICATION, IF ANY

TYPE AND STRENGTH _____

FORM (SHOTS, PILLS, ETC.) _____

FREQUENCY AND DURATION _____

ARE PARENTS INVOLVED IN TREATMENT? _____

B. PROGRESS

1. CHANGES IN TREATMENT STATUS OR TYPE OF THERAPY (e.g., individual
to group or family) WHY? ON WHOSE RECOMMENDATION?

2. CHANGE IN OR INITIATION OF MEDICATION --
TYPE AND STRENGTH, FREQUENCY, DURATION
WHY?

3. CHANGE IN PARENTAL INVOLVEMENT

4. SIDE EFFECTS

C. TERMINATION

1. DATE AND REASON _____

2. OUTCOME _____

3. WAS TERMINATION WITH OR AGAINST MEDICAL ADVICE? WITH WITHOUT

and affirmation was received in March. A. D. Little sent two representatives, one a salaried consultant and the other a consultant to A. D. Little on drug research and epidemiology.

The representatives arrived in New Orleans for on-site consultation with AJJ March 28 - 29. The workplan found on the next page was forwarded to AJJ prior to the visit. As per the documentation, A. D. Little consultants have agreed to formulate three alternative studies with time and cost estimates included. The advisory committee would then decide which strategies would be pursued.

The first survey would examine all children who had been treated for at least 30 days. Basic demographic and diagnostic data would be needed from each individual file. Data would also be needed on what services had been provided for the first three months of treatment. Statistical tests (specifically correlation analyses) would be run on the information with the results presenting a picture of the most prevalent services offered and groups served.

The second survey would use a random sample of 25 cases per mental health center where pharmacologic treatment was involved either alone or in conjunction with other types of therapies. This survey then would be a basic prevalence study and an assessment of treatment standards.

The final survey would consist of a series of interviews with physicians treating children in mental health clinics. It

Louisiana: Develop Workplan for a Research Protocol

OBJECTIVE: It is alleged that juveniles referred by the Courts and schools to community mental health are given psychotropic drugs instead of other therapies. The purpose of the requested research protocol will be to determine the incidence and prevalence of inappropriate use of mood altering drugs with children. Whereas an advisory committee of psychiatrists, social workers, etc., is working on the problem, the group needs outside help not only with the design, but with such issues as definition of terms, confidentiality, etc. The long term result of the effort would determine the more appropriate use of programmatic community alternatives, in complement to the Juvenile Justice Delinquency Prevention Act of 1974.

PLAN:

Recipient: Advocates for Juvenile Justice
Advisory Committee
344 Camp Street Suite 1101
New Orleans, Louisiana 70130
(504) 586-8835

Contact: Holly Ackerman, Executive Director

Mode: On-site consultation

Activities

and Timing: Task 1 -- Review of congressional testimony and related literature.

Task 2 -- On-site discussions with the Advocates for Juvenile Justice/Open Door staff, and members of the Advisory Committee to review:

- o History and progress to date
- o Objectives of the Advisory Group
- o Relationship of a research protocol to the Juvenile Justice and Delinquency Prevention Act of 1974
- o If indicated, development of a workplan

Timing: On-site consultation will be conducted on March 28-29, 1978.

RESOURCES:

Staff and Responsibilities: The primary technical assistance provider will be Dr. Carl Chambers, Arthur D. Little consultant, an epidemiologist, and national authority of drug

abuse, and Paul Bradshaw, Arthur D. Little, Regional Coordinator for Region VI.

SPA Involvement: The SPA will be advised of activities and encouraged to attend the meeting.

PRODUCT: If determined to be appropriate, the result of this effort will be a workplan for the Advisory Group and consultant for the development of a research protocol.

PERSONDAYS: It is estimated that this effort will require the following persondays.

<u>PERSONDAYS:</u>				
T A S K	Preparation	On-site	Workplan	TOTAL
Staff				
Bradshaw	1	2	1	4
Chambers	1	2	1	4
TOTAL	2	4	2	8

is the intention of this survey to reveal decision-making patterns and attitudes towards the use of mood controlling drugs with children.

The AJJ staff worked in conjunction with A. D. Little in preparing the surveys in order that relevant questions from the original drafts would be included. The three surveys will be presented to the state research committee in early June for their approval. AJJ intends to use all three research instruments and plans are to begin data collection in June with projected completion being the Fall of 1978.

AJJ began to make preparations for the data collection by submitting its second grant adjustment on May 1, 1978. The adjustment requested that unexpended SLEPA funds be used to hire research data collectors. Confidentiality requirements necessitated employing persons who were affiliated with the Department of Mental Health for collecting and keypunching. In all probability social work graduate students will be used in this capacity.

Participant Assessment

Two groups of participants were sufficiently involved in the psychotropic drug study to provide a preliminary assessment of AJJ's activities. The members of the advisory board represent a variety of child serving groups, both public and private. Private practitioners were disappointed that only public agencies were to be surveyed. All of the members contacted, however,

believed that AJJ was organized, "task oriented" and energetic.

Some reservations about the project were expressed by a representative of the state mental health department. It was stated that the AJJ staff exerted a lot of effort in several areas. The representative suggested that the project would be more successful if they were more specific in their aims. Thus, on the basis of this information, it is possible that this priority area is too broad in its goals for the time and staff available.

Objective Attainment

The first objective stated that the project would assemble a list of agencies who provided services for children and the project has made progress in developing the list. The second objective, however, stipulated that the project should contact each of the agencies regarding their feelings and participation in a program to study the inappropriate medication of children. This has not been done because the state office of mental health has discouraged AJJ from dealing directly with the CMHC's.

The third objective mandates that the project develop a model survey for internal use by the mental health agencies. This survey does not appear to have been derived because a great deal of effort has been put into drawing up a research instrument for the New Orleans region.

Finally, AJJ was to identify various problems as a result

of the different data collections and the project would work with prominent members of the mental health serving community in finding solutions. Time and resource restraints have prevented the project from realizing these objectives.

It would seem then that AJJ has attempted to accomplish a vast number of objectives such as those listed above for the mental health priority area. Because they have devoted time to so many tasks, few have been totally completed. To further compound the situation, the staff has added other activities such as CES which were not described in the grant. It appears that this approach is limiting the project's efficiency.

Scheduling

AJJ received their grant award in November of 1977, instead of September as was originally predicted. Despite the delay, personnel for the grant were hired by the end of November. Grant personnel consisted of 50% of the existing director's time, a volunteer coordinator, a legal researcher and a part time secretary.

Different schedules existed for each of the three priority areas. The school advocacy project was delayed for several reasons. Suspensions peak in October and the project had planned to begin training advocates during the first month. The grant award was delayed and a much greater amount of time

was needed to establish contacts with the schools than was expected. Thus, most of the advocates were trained in late December and January with referrals not coming in before the last week of January.

The time schedule for the status offender project found in the planning document applies to the original proposal involving the juvenile court. The project does not appear to have directly worked on the new set of objectives described in the grant adjustment. The staff chose to spend the majority of their effort on the juvenile code. The staff has done a great deal in amending the code since it was made available to them in March. Both information gathering and lobbying have been performed by the staff.

The psychotropic drug survey is behind schedule according to the grant. Months 1 to 3 (November to January) were to be spent establishing community liaisons. Instead, the project negotiated with the state mental health office and established the advisory board. During months 4 to 6 the research instrument was to be used. The project received technical assistance with the research instrument and it was completed in May of 1978.

It seems that the project has been optimistic in the deadlines it has set for itself. The delineated tasks have obviously required more time and effort than was originally planned.

Financial Responsibility

A financial summary of the project's activities can be found on the following page. The project was budgeted at \$55,555 including local match money. As of March 31, 1978, the project had spent \$25,295 or approximately 46% of the total. The largest expenditure item is for personnel and \$15,929 or 43% of that amount has been spent. Although the starting date is October 1, the project did not receive the grant award until November. Thus some money will remain unspent. It appears that the project has spent its money on schedule with approximately 50% of the funds spent after six months of operation.

Project Progress

This evaluation of AJJ covers a time period of from November of 1977 to mid-May of 1978. Several activities took place in late May that affected the progress of the project.

AJJ held meetings with the District IV Supervisor in May to review the advocacy project. A questionnaire was sent to the principals asking if they wished to participate in the project in fall. Six out of ten indicated they would be interested.

In reference to the status offender project, the state senate accepted four amendments submitted by the chairman of Judiciary B. The section which concerns the contempt of court citation for juveniles who flee a court referred facility remained

1000 HOWARD AVENUE, SUITE 1200
NEW ORLEANS, LOUISIANA 70113

Grant Title: Advocates for Juvenile Justice (Grant Period: October 1, 1977 to September 30, 1978)
Grant Number: 78-J9-3.2-0014 Date Report
Period Covered: October 1, 1977 to March 31, 1978 Prepared: May 24, 1978

Item	TOTAL GRANT FUNDS			LEAA CASH ONLY		
	Amount Budgeted	Total Expenditures	Balance	Amount Budgeted	Total Expenditures	Balance
Personnel	\$37,300	\$15,929	\$21,371	\$33,570	\$14,336	\$19,234
Fringe	3,566	1,523	2,043	3,210	1,371	1,839
Travel	1,470	608	862	1,323	547	776
Equipment	470	404	66	423	364	59
Supplies	4,220	2,335	1,885	3,798	2,102	1,696
Contractual						
Construction						
Other Direct	8,529	4,496	4,033	7,676	4,046	3,630
Indirect						
TOTAL	\$55,555	\$25,295	\$30,260	\$50,000	\$22,766	\$27,234

Note: Total grant funds includes both LEAA cash and ~~City in-kind match~~ Subgrantee Match
Expenditures include encumbrances.

a part of the bill. Further activities, however, are planned by AJJ to influence other senators who will eventually vote on the bill.

The research instrument developed by AJJ and the Arthur D. Little firm was reviewed by the state research committee in early June. The committee felt that confidentiality was not adequately protected and they expressed concern over the standards of treatment that were chosen. The committee has asked that AJJ review the surveys for possible changes before approval is given.

Conclusions and Recommendations

This evaluation has essentially consisted of three case studies, each of which concerned a project within the Advocates for Juvenile Justice concept. A critique has been done of each individual project but some comments are relevant for the project as a whole.

As a systems improvement project, AJJ has had some success in affecting the agencies that serve juveniles. For example, communication has been fostered between school officials and community groups. AJJ has also been able to influence the content of laws affecting juveniles. An assumption has been made that the standards AJJ advocates for the youths are those that the youths both want and need.

The staff of AJJ has worked very hard in behalf of juveniles. Community representatives have commented on their enthusiasm and professionalism. A question exists, however, as to whether the project is overextending itself. Personnel seemed to focus on an issue, such as the juvenile code, at the exclusion of grant specified objectives. In addition, the project is providing other services such as legal counseling for juveniles.

Targeted accomplishments seem to have been hampered by AJJ's willingness to attempt to solve any problem that is brought to their attention.

It is recommended that the project attempt to narrow its focus and that, wherever possible, they adhere to the stipulations of the grant. Effort directed toward fewer aims may result in more immediate results. Other related courses of action can thus be examined for their feasibility without excluding already specified activities.

APPENDIX



ADVOCATES FOR JUVENILE JUSTICE

A PROGRAM OF THE OPEN DOOR

September 13, 1978

Ms. Ellen McKinnon
CJCC - 12th Floor
1000 Howard Avenue
New Orleans, La.

Dear Ellen:

In the meeting held today with staff from LCLE and CJCC it was suggested that I write down all areas of confusion or disagreement in the preliminary evaluation which you prepared. These comments are enclosed. I reviewed most of these areas with you verbally in our last meeting.

I would be happy to review any of these points with you again if you feel it would be helpful. Could you please advise me of your plans for preparation for a final evaluation and of the process for review by the CJCC Evaluation Committee.

I look forward to hearing from you.

Best wishes,

Holly Ackerman
Executive Director

HA:mp

Encl.



ADVOCATES FOR JUVENILE JUSTICE

A PROGRAM OF THE OPEN DOOR

Comments and Corrections Regarding the Preliminary CJCC Evaluation of Advocates for Juvenile Justice

Pg. 4. Lines 7-8 AJJ was unable to secure data from three of the four juvenile judges in New Orleans. One judge had indicated willingness to cooperate but the project needed cooperation from all four judges in order to be successful.

Pg. 7. Lines 1-6 Student body profiles were not developed prior to program implementation. This work was done by Ms. Karen Snyder after the program received CJCC funds. Only raw data on suspension was available and arrayed prior to program implementation.

Pg. 7. Lines 7-9 The AJJ Project Director did meet with the District IV Superintendent prior to November. Indeed, the Superintendent wrote a letter of support for the grant dated September 7, 1978. In this letter he mentions specific meeting with the Project Director.

Pg. 7. Lines 20-21 Concern regarding the reaction of school officials, especially principals, was not viewed by AJJ as described. The District Superintendent had emphasized the need to work cooperatively with principals to gain their confidence. This was the concern of AJJ staff.

Pg. 9. Lines 13-14 Only one school allowed an assembly to be scheduled not three schools.

Pg. 9. Lines 19-21 During this time AJJ continued to meet with advocates and to write and phone school personnel to encourage both school and advocate participation.

Pg. 11. Last sentence Since principals wanted to change the focus from advocate-student interaction to that of advocate-principal interaction the reluctance or willingness of students to step forward is a moot point. The project, as it developed, could not reach the students directly. Instead, community advocates gained a beginning relationship with school personnel.

Pg. 14. Lines 21 & 22 AJJ requested that community groups keep records and provided a data sheet for this purpose. Many groups used their own internal record keeping in lieu of the AJJ sheet.

Pg. 20. Lines 8-14 AJJ met with many community agencies. It was a concern of these groups, as well as AJJ, that the proposed Code of Juvenile Procedure should be our legislative priority due to the negative impact the proposed Code would have had on status offenders and all juveniles. The course of events evolved essentially as outlined.



Pg. 21. Lines 1-4 AJJ became involved in reviewing the proposed Code prior to its entry as HB 288. Indeed, if AJJ had not organized massive support from the beginning of the legislative session the bill would probably have passed in its original form. AJJ and citizens organized by AJJ presented testimony both in the House and Senate.

Pg. 22. Lines 6-7 At no time did AJJ engage in intensive lobbying. All AJJ activities relative to HB 288 were of an educational and organizational nature.

Pg. 23 & 24 Information Package - Comprehensive Emergency services address the issue of service to status offenders, and bridge the gaps between professional groups. This project was, therefore, viewed by AJJ as an "information package". AJJ staff have worked to educate and involve diverse community agencies in the effort to develop these services.

Pg. 24 Objective Attainment - Work on the Code of Juvenile Procedure, as previously stated, did go through "processing" with other agencies.

A working group of representatives is attempting to develop CES for status offenders and other persons in our community.

Regulatory change was initiated when an AJJ attorney drafted needed legislation to initiate CES.

Pg. 25. Lines 17-18 Government officials were involved as advisors in development of the research and were proposed as data collectors. This was done as a result of their knowledge, abilities and capacity to view client records.

Pg. 27. Lines 8-14 The intent and meaning of this paragraph are unclear to the staff at AJJ. We have no preconceived ideas of research findings when data has yet to be collected.

Pg. 27. Lines 16-19 The AJJ Project Director spoke with staff at each mental health center prior to funding of the CJCC grant. A list of these persons and their affiliation was included in our original grant submission.

Pg. 31. Line 12 Our grant began on October 1, 1978 not in November.

general the evaluation seems to overlook the need for flexibility in program development when diverse groups are working together. In addition, AJJ has repeatedly stated that a majority (51%) of project time



was to be devoted to the three "mini-projects." Although more than 51% of time was used for these projects, other activities were prioritized and accomplished. The evaluation does not address accomplishments such as education of law students, the tremendous media involvement which AJJ has drawn to childrens issues or items such as our newsletter. In omitting these items many of our achievements are overlooked.

We look forward to a final evaluation and hope that it can embody the above comments and the full range of our accomplishments.



SENATE
STATE OF LOUISIANA

KENNETH E. OSTERBERGER
State Senator
District 16
Parish of East Baton Rouge

May 9, 1978

DISTRICT OFFICE:
138 McGehee Drive
Baton Rouge, Louisiana 70815
Phone: 275-7800

RESIDENCE:
8874 Trinity Avenue
Baton Rouge, Louisiana 70806

COMMITTEES:
Health and Welfare
Labor and Industrial Relations
Legislative Audit Advisory,
Vice Chairman
Local and Municipal Affairs,
Vice Chairman

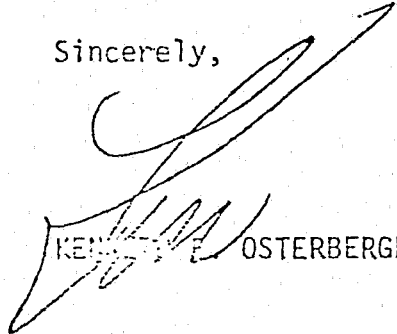
Ms. Holly Ackerman
344 Camp Street
Suite 1101
New Orleans, LA 70130

Dear Ms. Ackerman:

Thank you for your letter concerning a proposed Louisiana Code of Juvenile Procedure.

Your interest is truly appreciated, and I will review this matter and give your request every consideration. Thank you for keeping me informed.

Sincerely,



KENNETH E. OSTERBERGER



LOUISIANA HOUSE OF REPRESENTATIVES

DANIEL W. RICHEY
District 21

Phone (318) 757-8991
P. O. Box 877
Ferriday, LA 71334

COMMITTEES
Administration of Criminal Justice
Civil Law & Procedure
Health & Welfare

May 1, 1978

Ms. Holly Ackerman
Executive Director
Advocates for Juvenile Justice
344 Camp Street, Suite 1101
New Orleans, Louisiana 70130

Dear Ms. Ackerman:

Thank you for your letter of April 24, 1978, regarding House Bill 288, creating a new Code of Juvenile Procedure. I certainly appreciate your taking the time to express your views on this bill.

Rest assured I will give this legislation careful consideration. If I can be of further assistance on this or any other matter, please call or write.

With warmest personal regards, I remain

Sincerely,

Dan
Dan Richey

DR/pm



20-15

Senate
State of Louisiana

P. O. Box 44183

Baton Rouge, Louisiana 70804

May 15, 1978

Advocates For Juvenile Justice
344 Camp Street, Suite 1101
New Orleans, Louisiana 70130

Dear Ms. Ackerman:

Thank you for your letter of May 2, 1978, regarding House Bill 288. I am in full agreement with your recommendations, and I can assure you that I will do my best to delay or see that this bill is amended before it passes through the Senate.

Thank you for bringing your views to my attention. If I can be of further assistance, please do not hesitate to write me. I remain,

Sincerely,

A handwritten signature in dark ink, appearing to read "HEB/IV".

HENRY E. BRADEN, IV

HEB, IV/sa



CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

January 17, 1979

ERNEST N. MORIAL
MAYOR

Ms. Holly Ackerman, Executive Director
The Open Door
344 Camp Street - Suite 1101
New Orleans, La. 70130

Dear Ms. Ackerman:

I am in the process of making a final evaluation of the Advocates for Juvenile Justice Program. I will be calling you by telephone in a few days to schedule an interview with you.

The following is a list of questions I will be asking you at that time. In order to expedite the review and evaluation process, I am sending you this list before our meeting so that you will have enough time to gather the information.

Please answer these questions as completely and accurately as possible

I. Student Advocate Project

1. Please tell me the dates for your meetings with the District IV Principal's Advisory Committee.
2. Please tell me the date of your meeting with all the principals of District IV.
3. Do you have a copy of the letter the Superintendent sent to the principals outlining your plans?
4. Can you tell me the names of the schools the superintendent sent letters to?
5. Please give me a list of school and advocate responsibilities as mentioned in the 12/7/77 letter to the advocates.

Criminal Justice Coordinating Council / Frank R. ... Jr., Director
1000 Howard Avenue, Suite 1200 / New Orleans, Louisiana 70113
Phone: 504 • 586-3316

"An Equal Opportunity Employer"

6. Please tell me the dates of all training sessions you held for the advocates.
7. What was the total number of advocates participating in the project according to community agency?
8. Please give me a complete report of the number of referrals made from each school.
9. Please give me a report of the number of families contacted by advocates for each school.
10. Was the project continued during school year 1978-79? If so, please answer questions #8 and #9 for that period
11. What is the current status of the project and its relation to the Family Service Society?
12. Please describe in as much detail as is available the procedure for making a referral from school to advocate.
13. Please tell me your guidelines and procedures for advocate's intervention with families.
14. Please provide me with all of your follow-up statistics on the suspension rate of students involved in the project.
15. Did your staff prepare a manual to be used as a guide for this and later programs? If yes, please give me a copy.
16. Please give me your personal assessment of the Student Advocate project.
17. Do you think that the timing of this project (during the middle of the school year) was a major problem?

II. Status Offenders Project.

18. Did you develop a "package" of information concerning past and current school procedures, legislation and regulations affecting status offenders? If yes, please let me see it.

19. Did a working group of agency representatives emerge, and if yes, how frequently did they meet?
20. What work has AJJ done concerning changes in regulations affecting status offenders?
21. Please tell me the present status of C.E.S.
22. Does the office of Family Services operate C.E.S.?
23. Please tell me the date when O.F.S. took over C.E.S.
24. According to the interim evaluation, you had scheduled a meeting in March regarding the information "package". Could you tell me the conclusion of that meeting.
25. Please list the dates of all the issues of your newsletter. And also give me a copy of each, if available.
26. Please give me a list of all groups and persons receiving your newsletter.
27. Please give me the dates for all training sessions for volunteers from the Council of Jewish Women.
28. Please tell me the results of your lobbying effort on HB288. How much got changed and what did not.
29. Please give me your personal evaluation of this project.

III. Mental Health Treatment

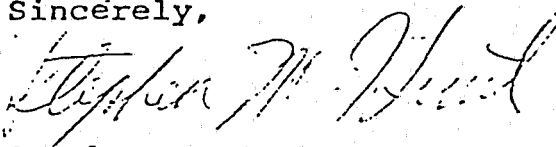
30. Please give me a list of all the members on your Advisory Committee.
31. Please tell me the dates of your Advisory Committee meeting
32. When did the committee complete the first draft of the survey?

1/17/79

33. What was the final decision made by the committee on October 16, 1978 concerning the survey which had been rejected by the state?
34. Please document your contact with the metropolitan C.M.H.C.'s in reference to your stated objective of soliciting their participation and feelings concerning your survey.
35. In your opinion, what was the basis of the State Mental Health Department's rejection of your survey.
36. Please give me your personal assessment of this project.
37. Please give me your personal evaluation of AJJ's activities over the course of the program in relation to your overall goals.

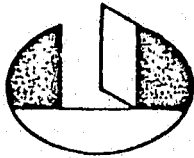
Thank you for your cooperation.

Sincerely,

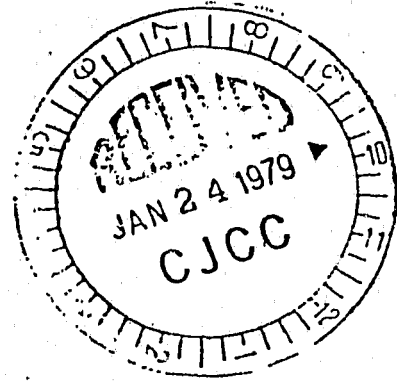


Stephen M. Hunt
Evaluator, CJCC

SMH:eg



THE OPEN DOOR



January 22, 1979

Mr. Stephen M. Hunt
Evaluator, CJCC
1000 Howard Ave., Suite 1200
New Orleans, LA 70113

Dear Mr. Hunt:

I regret to inform you that Ms. Ackerman is no longer with our organization as of 1/15/79. As you know, Advocates for Juvenile Justice had submitted a grant proposal to LEAA in the early fall of last year which was rejected late in December. Because this grant covered the total costs of the program, its denial necessitated the shut-down of the whole AJJ program. For these reasons, I am afraid no one here has the appropriate knowledge to answer the questions you ask in your letter of 1/17/79, and we are unable to supply the information you request.

Sincerely,

Elizabeth Graham
Elizabeth Graham
Administrative Assistant

EG:mp



CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

March 14, 1979

M

ERNEST N. MORIAL
MAYOR

Mr. George N. Papale, Jr.
1011 Fourth Street
Gretna, La. 70053

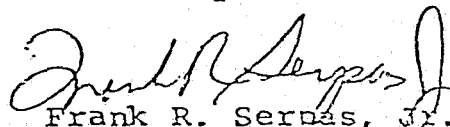
Dear Mr. Papale:

As the current President of Open Door, Inc., I think it is important to bring to your attention the current status of the Advocates for Juvenile Justice. For the past two and one half months, the Mayor's Criminal Justice Coordinating Council has been attempting to prepare a final report for that project. Contact was made with Open Door at 344 Camp Street but Ms. Elizabeth Graham replied that no one at Open Door had appropriate knowledge and that she was unable to supply the information we requested.

We are interested in speaking with someone who was involved with the project, particularly Holly Ackerman, Karen Snyder and Bill Rittenberg. If you can assist us in arranging a meeting with these individuals or in preparing the final report, please do not hesitate to call on us.

Your cooperation is appreciated.

Sincerely,


Frank R. Serpas, Jr.
Director, CJCC

FRS:eg

Criminal Justice Coordinating Council / Frank R. Serpas, Jr., Director
1000 Howard Avenue, Suite 1200 / New Orleans, La. 70113
Phone: 504 • 586-3816

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CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

April 10, 1979

ERNEST N. MORTAL
MAYOR

Mr. George Papale
1011 Fourth Street
Gretna, Louisiana 70053

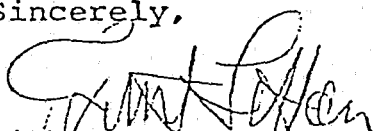
Dear Mr. Papale:

Enclosed is a copy of the preliminary evaluation of the Advocates for Juvenile Justice project done in 1978 by the CJCC, as well as a copy of comments and corrections as stated in a letter dated September 13, 1978, and signed by Holly Ackerman, the then Executive Director of AJJ.

Unless you desire that we undertake a major impact evaluation of the AJJ project, it is presently our intent to issue a short close out project report attached to the preliminary report (with Ms. Ackerman's comments and corrections.) As this project is now overdue, the LCLE granted a 90 day extension to the CJCC on March 7, 1979, for completion. Thus, please indicate your desire relative to the above as no further extension will likely be granted.

I look forward to hearing from you at your earliest convenience.

Sincerely,


Gilbert Litton
Projects Evaluation Supervisor
Criminal Justice Coordinating Council

cc: Mr. Stuart Carroll
Assistant Director

cc: Mr. Steve Hunt ✓
Evaluator

Criminal Justice Coordinating Council / Frank R. Serpas, Jr., Director
1000 Howard Avenue, Suite 1200 / New Orleans, Louisiana 70113
Phone: 504 • 586-3816

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CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

April 20, 1979

ERNEST N. MORIAL
MAYOR

Mr. George N. Papale, Jr.
1011 Fourth Street
Gretna, Louisiana 70053

Dear Mr. Papale:

I have been asked by CJCC's Evaluation Supervisor to send you a list of questions which will help me to write a "close out" report for the AJJ project. Enclosed is a list of questions I had prepared and sent to Holly Ackerman in January. I am also enclosing the response I received from The Open Door.

I am sure that you will not be able to answer all the detailed questions I have enclosed. But if you could ask Ms. Ackerman to respond to each question and put her answers in writing on the question list I will have more information for the report.

In closing I would like to express my desire to write an objective evaluation of AJJ. I would like the final report to be a clear and accurate summary of AJJ's activities from May of 1978 to October of 1978. If you can ask Ms. Ackerman for a narrative report for that period it would be very useful to me.

Sincerely,

A handwritten signature in cursive script that reads "Stephen M. Hunt".

Stephen M. Hunt

SMH/jac

enclosures

Criminal Justice Coordinating Council / Frank R. Serpas, Jr., Director
1000 Howard Avenue, Suite 1200 / New Orleans, Louisiana 70113
Phone: 504-586-3816

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END