

77-DF-99-0026
Final Report

Black Affairs Center

For Development/Leadership in Applied Organizational and Behavioral Sciences, Inc.
(202) 872-1787

COMPREHENSIVE EVALUATION REPORT
(Report #6)

VOLUME I

Project

WASHINGTON URBAN LEAGUE
YOUTH ARBITRATION CENTER
651 Florida Avenue,
Washington, D. C.

Period Covered;
December 1, 1975 - February 15, 1978

A Project Supported by the
Law Enforcement Assistance Administration

64388

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baac

Washington, D.C. 20005

This evaluation study was supported by a grant to the Washington Urban League and the Office of Juvenile Justice and Delinquency Prevention (LEAA). It was monitored by Ms. Judi Friedman and Ms. Charmone Jackson (OJJDP) and the District of Columbia's Office of Criminal Justice Plans and Analysis.

The views and conclusions in this document are those of the evaluators and should not be interpreted as necessarily representing official views or policies, either expressed or implied, of the Office of Juvenile Justice and Delinquency Prevention, the Washington Urban League or of the U.S. Government.

February 1978

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PREFACE

* * * * *

This evaluation report --the sixth in a series of seven-- represents a comprehensive overview of a two year diversion program for status offenders or "youth in need of supervision." The program is known as the Youth Arbitration Center (YAC), operated by the Washington Urban League as one of its social and community service programs. YAC's two year diversion history has been funded by the Law Enforcement Assistance Administration through its Office of Juvenile Justice and Delinquency Prevention. The grant to the Washington Urban League has also included support for a third party, competitively bid evaluation contract for data collection, analysis, findings, model recommendations and program technical assistance for case forms and instruments.

This Comprehensive Evaluation Report covers the YAC Diversion Program brief history from September 1, 1975 - January 1, 1978. The report is designed to provide the sponsoring organization, the funding and monitoring agencies (LEAA and D.C. OCJPA), the project and the Evaluation unit with:

- accurate established baseline data on PINS trends in the District of Columbia and YAC's two Service Areas;
- an assessment of the Youth Arbitration Center's activities and progress toward achieving its proposed objectives and goals, as well as their reality;
- appropriate comparisons of demographic baseline data and trends in caseload characteristics between the first and second project years;
- an identification of YAC's services and treatment methods by type, frequency and relationship to referral reason. Where possible these activities will be described in relationship to initial referral reasons;

- observations and findings drawn from the various evaluation measurement instruments used to assess and measure changes in behavior, self concept, responsibility, locus of control and parent-child relationships;
- observations on follow-up of terminated YAC cases with some projection of recidivist rates;
- a summary of major limitations, observations, findings and recommendations.

The evaluation report has had to consider the impact of changes in project boundaries and refunding dilemmas since their impact has a definitive impact on YAC's two year diversion effort.

I. INTRODUCTION AND BACKGROUND

In September, 1975, the Washington Urban League (WUL) received a demonstration Grant from LEAA pursuant to the 1974, Juvenile Justice and Delinquency Prevention Act, to divert and serve "status offenders" in the community. WUL has initially received two one year grants to divert and service status offenders in the District of Columbia's Service Area Six during 1976 and then Juvenile Court's Service Region II for the second year (1977-78). This demonstration "diversion" project came under one of the "Act's" stipulation requiring that "status offenders" be diverted from juvenile detention or correctional facilities within two years in jurisdictions receiving such grants.

The "status offender", often known as a "person in need of supervision" (PINS), is a child who comes under the jurisdiction of the Juvenile Court for non-criminal offense, usually some form of ungovernability that would not be a crime if committed by adults.

The "Act" explicitly identified the desire of Congress to do whatever possible to:

- (1) prevent children from becoming delinquent;
- (2) defer contact with traditional juvenile justice agencies as long as possible; and
- (3) insure that the institutionalization of children takes place only as a last resort with discrete separation between status and non-status offenders.

The Washington Urban League's Youth Arbitration Center (YAC) is focused on the first two desires of Congress stated above, that is,

prevention and deferring official contact. In the context of Congressional intent YAC and the Evaluation Project, respectively servicing and describing "pre-adjudication" or "alleged" PINS behavior, represents a new demonstration in prevention and diversion through purposeful, systematic early youth services and inquiry. As a demonstration of alternatives to formal Juvenile Court processing, YAC was designed to aid in identifying and facilitating the resolution youth problems emphasizing the potential for early crisis and non-crisis intervention.

In 1970, the D.C. Court Reform Act established the classification known by the acronym, "PINS". Even before Court Reform Act, it was known that children and youth who have been adjudicated by the Courts as status offenders/PINS are usually beyond the control of their parents, guardians or repeatedly involved in school truancy and improper school conduct.

Annually, the District of Columbia's PINS cases have shown a variation and general decline over the eight year period from 1970-77 with a low of 474 in the second YAC project year (1977) from a 1973 peak of 1,025; averaging a low of 39.5 PINS case per month from a monthly caseload high of 85.4 in 1973. Table I and Table 3, in the body of the report, respectively, presents a complete eight year overview of PINS trend and their annual monthly case count averages. While the Evaluation study cannot immediately attribute this decrease to the YAC demonstration project, it can be clearly observed that:

- (1) the lowest trends have occurred during project years;

(2) that each project year over 60% of Juvenile Courts PINS cases in the service areas were referred to YAC; and

(3) that the YAC program has been the only new variable in the target area providing diversion services.

A provision also of the grant was that the project be evaluated by independent source. The evaluation was generally designed to:

- (1) describe the project's clients, operation's and services; and
- (2) reflect the project's impact on client behavior and relationship with themselves, their families, the schools and the juvenile justice system.

Toward the fulfillment of the Evaluation contract, reports have been submitted to the Washington Urban League's YAC covering the periods of:

FIRST YEAR

- Report 1. Dec. 1, 1975 - Feb. 29, 1976 : Initial Evaluation Report
- Report 2. Dec. 1, 1975 - Mar. 31, 1976 : Initial Progress Report
- Report 3. Mar. 1, 1976 - July 30, 1976 : Interim Progress Report
- Report 4. Aug. 1, 1976 - Dec. 31, 1976 : First Year Final Report

SECOND YEAR

- Report 5. Oct. 1, 1976 - Nov. 31, 1977 : Initial Second Year Progress Report
- Report 6. Dec. 1, 1975 - Feb. 15, 1978 : Accumulative Evaluation of Caseflow Patterns
- Report 7. Mar. 31, 1978 : Status Offense Diversion Evaluation Models for (1) Programs and (2) Evaluations

II. CITYWIDE INDEX OF DELINQUENCY AND PINS TRENDS

This section of the evaluation report summarizes the frequency and characteristics of anti-social juvenile behavior across the District of Columbia, as available through the Family Division of the Superior Court, Probation and Research Sections. This segment of the report responds to the Evaluation Project's responsibility to provide annual data on status offenses and juvenile "crime" rates, during and for the years prior to the YAC program.

Below are a series of tables summarizing current observable trends in juvenile justice baseline data. These data are categorized by "cases" and "children", referral reasons, and patterns within the District of Columbia's Service Regions. The overall trend for both children and cases referred to Court indicates a continuing general decline in all categories of referral, except "neglect", which shows a stabilizing trend.

TABLE 1. 1970-77 DELINQUENCY, PINS AND NEGLECT : TABULATED BY REFERRAL, NUMBER OF CHILDREN AND CASES

-A Eight Year Overview-

YEARS	TOTAL		DELINQUENCY AND PINS		NEGLECT	
	CASES	CHILDREN	CASES	CHILDREN	CASES	CHILDREN
1977	6,289	4,784	5,750	4,250	539	534
1976	7,391	5,536	6,826	4,984	565	552
1975	7,756	5,709	7,212	5,170	544	539
1974	7,772	5,741	7,079	5,054	693	687
1973	7,991	6,084	7,340	5,439	651	645
1972	7,404	5,569	6,875	5,042	529	527
1971	8,816	6,547	8,375	6,117	441	43
1970	8,796	5,921	8,175	5,306	621	61

The Data in Table 2 presents a four year summary of percentage frequencies for children referred. The continuing decline of the total

number of delinquent and PINS children (752) is clearly visible during YAC initial project year 1976 and 1977.

TABLE 2. 1974-77 PERCENTAGE COMPARISON OF CHILDREN REFERRED : FOR DELINQUENCY, PINS AND NEGLECT

YEAR	TOTAL CHILDREN	PINS	DELINQUENT	NEGLECT
1977	4784	9.9	78.9	11.2
1976	5536	10.6	79.4	10.0
1975	5709	7.9	82.6	9.4
1974	5741	9.1	78.9	12.0

Table 3 takes another look at the continuing decline in PINS trends, summarized over an eight year period. Columns 1./1977 and 2./1976 represent YAC's first two project years. While the project's target area had only four (4) youth handled by the Court in the 1976 PINS (total 590) and seven (7) of 1977's 474 PINS cases, it is still not possible to break out PINS activity for all service areas through available Court Planning and Research data. Ultimately, this may be possible through DHR diversion data when it develops a research and evaluation component. Thus, YAC has been unable to clearly determine its impact on the flow of PINS cases to Court from outside the service area.

Table 3 also indicates the continuing decrease in citywide PINS cases between 1973 and 1977, reflecting the two project years of 1976 and 1977. During the 1977 YAC project year 92.3% of Region II, Superior Court PINS cases were handled within the YAC community without needing adjudication (see Table 12).

TABLE 3. CITYWIDE PINS CASE TRENDS : 1970 - 1977
Eight Year Overview

YEAR	1977	1976	1975	1974	1973	1972	1971	1970
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
CASES	474	590	604	702	1,025	952	873	799
A.M.R.A.	39.5	49.2	50.3	58.5	85.4	79.3	72.8	66.6

*A M.R.A.: Annual monthly referral average for PINS cases citywide.

Data Source: D.C. Superior Court, Research and Planning Division.

The most difficult dilemma in comparison is that of accurately identifying (for the year(s) prior to the YAC project) PINS children referred to the Court from the 6th Service Area and Region II but not accepted for informal counseling, referral or processing toward possible adjudication. However, for the first two project years, this discrete data has been determined. In the first year, three (3) cases were adjudicated and 110 cases were referred to the project for service. The 1976 service to adjudication ratio in Service Area 6 was 37:1. In the second year 1977, seven (7) cases were adjudicated and 265 cases were referred to YAC for service; the 1977 service to adjudication ratio in Region II is 38:1.

Table 4. displays an eight year analysis of citywide PINS trends and decline in PINS cases since 1973, emphasizing the two lowest years as those of YAC project (columns 1 and 2).

PINS CASE TRENDS

TABLE 4.

1970 - 1977

-EIGHT YEAR INDEX-

	1977	1976	1975	1974	1973	1972	1971	1970
	474	590	604	702	1025	952	873	799
REFERRAL REASONS	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. Beyond Control (Ungovernable)	151	276	287	265	503	322	366	511
2. Interstate Compact Agreement	249	233	229	262	301	136	NA	NA
3. Truancy:								
A. School	56	67	57	94	92	276	237	226
B. Home	6	4	21	69	98	154	214	22
4. Other	12	10	10	12	31	73	56	40

*The majority of the Interstate Compact Agreements are cases in which the incident occurred in Maryland and Virginia, respectively and the youth is a resident of the District of Columbia.

--the primary data source is: Division of Planning and Research, D.C. Superior Court.

Between the first YAC year and 1975 there were no significant changes in PINS trends, however, the second year shows a very clear 45.2% decrease from 1976 to 1977 in the "beyond control" category which has been the District's primary category of PINS referral reasons since 1972.

An examination of Table 5 (PINS Percentage Trends) shows two distinct trends when the percentage function is used to the control of wide numerical variation. The first trend is that the most significant decrease in Citywide PINS percentages occurs in the project's second year, a year in which YAC received 159 PINS referrals from Superior Court's Region II, the new YAC service area. The second trend is the clear and constant increase in the "Interstate Compact

Agreement" (ICA) PINS cases from Virginia and Maryland status offense petitions or arrests of D.C. Youth. This ICA trend requires study which seems not to be immediately germane to this diversion evaluation report, except that it continues to consume increasing amounts of D.C. probation staff time. However, such a study may be independently valuable for knowledge and court service management.

CITYWIDE PINS CASE TRENDS IN PERCENTAGE TABLE 5

1972 - 1977

	1977	1976	1975	1974	1973	1972
REFERRAL REASONS	474	590	604	702	1025	952
	(1)	(2)	(3)	(4)	(5)	(6)
1. Beyond Control (Ungovernable)	32.0	46.8	47.5	37.7	49.1	33.8
2. Interstate Compact Agreement	52.5	39.5	37.9	37.3	29.4	14.3
3. Truancy:						
A. School	11.8	11.4	9.4	13.4	9.0	26.9
B. Home	1.2	0.7	3.5	9.8	9.6	16.2
4. Other	2.5	1.7	1.7	1.7	3.0	7.7

The next two tables, 6 and 7, provide a monthly analysis of PINS case distribution by referral reason for YAC's two program years. Again visible on a monthly frequency is the second year's decrease in "beyond control" and the continuing increase of "interstate compact agreement" cases. For the second project year the "average monthly PINS referral rate" has dropped from 45.1 to 39.5 cases per month.

TABLE 6

MONTHLY PINS CASE TRENDS*

- Citywide -

SECOND PROJECT YEAR

1977 PINS	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	ACCUMULATIVE TOTALS	
													N	%
<u>REFERRAL REASONS:</u>														
1. Beyond Control (ungovernable)	27	18	23	19	18	8	9	7	6	4	7	5	151	32.0
2. Interstate Contract Agreement	16	13	20	23	23	28	32	9	13	28	30	14	249	52.5
3. Truancy: School: Home	1	--	--	30	11	--	---	--	---	--	1	13	56	11.8
					1		1	1						1.2
4. Other	5				3	3	1						12	2.5
TOTALS: PINS Cases	49			72	55	39	43	17	19	32	38	32	474	100.0

*This table is presented as an update to Table 6., included in the third Evaluation Report, March 1 - July 30, 1976.

- Source of Data: D.C. Superior Court, Planning and Research Division.

- Average Monthly Case Referral Rate is 40.4 Cases.

TABLE 7

1976 MONTHLY PINS CASE TRENDS*
- Citywide -

1976 PINS	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	FIRST PROJECT YEAR	
													ACCUMULATIVE TOTALS	
<u>REFERRAL REASONS:</u>													N	%
1. Beyond Control (ungovernable)	31	27	30	23	18	23	39	23	17	11	16	18	276	46.8
2. Interstate Con- tract Agreement	13	16	24	28	17	19	20	18	22	24	18	14	233	39.5
3. Truancy: School Home	15	14	7	7	18	--	1	5	--	--	--	--	67	11.4
	--	--	1	2	1	--	--	--	--	--	--	--	4	.6
4. Other	2	1	--	2	--	1	2	--	--	1	--	1	10	1.7
TOTALS: PINS Cases	61	58	62	62	54	43	62	46	39	36	34	33	590	100%

*This table is presented as an update to Table 6., included in BAC's third Evaluation Report, March 1 - July 30, 1976.

- Source of Data: D.C. Superior Court, Planning and Research Division.

- Average Monthly Case Referral Rate is 54.1 Cases.

Table 8 , is focused on the median age of delinquent and PINS "cases" with delinquent youth being slightly older than PINS youth over a given year period. Also indicated is the annual referral rate's continuing decline of 1,590 cases (21.7%) since 1973. The median age through 1976 has dropped to 15.6 years. During this

TABLE 8.

DELINQUENCY AND PINS CASE TRENDS AND MEDIAN AGE : 1970-1975

YEAR	TOTAL	MEDIAN	DELINQUENT	PINS
		AGE	N (%)	N (%)
1977	5,750	NA	5,276 (91.8)	474 (8.2)
1976	6,826	15.6	6,236 (91.4)	590 (8.6)
1975	7,212	16.2	6,608 (91.6)	604 (8.4)
1974	7,079	16.1	6,377 (90.1)	702 (9.9)
1973	7,340	16.1	6,315 (86.0)	1025 (14.0)

period a 53.8% decrease is observed in PINS cases as compared to an overall decrease in delinquency cases of 16.4% with 23.6% of the PINS case decline occurring during YAC's two project years. This decrease in PINS and Delinquent activity can also be clearly noted in the 1,763 fewer children referred to Court from 1971 to 1977 (see Table 1).

In order to maintain a perspective on the number of children involved in Juvenile Court related events versus those who the community may never hear about or may never encounter the Court's services, the comparison below in Table 9 has been provided. The Table compares the District of Columbia's estimated youth population

against the number and percentage of delinquent and status offense youth between 1972 - 1976.

The observation most visible is the small percentage of District youth encountering the Court system: this average for PINS youth is 0.6% and for delinquents is 33%. By percentage analogy, if the District's if the District's population were made up of 100 youth 7-17 years of age, three (3) would be delinquent and a little

Table 9. Delinquency and PINS Rate by Number of Children Referred and Estimated Child Population, Age 7 - 17, for the District of Columbia

Five Years 1972 - 1976					
Years	Estimated 7-17 Population*	Number of Children Referred		Rates (Percentage)	
		DELINQUENCY	PINS	DELINQUENCY	PINS
1972	136,700	4,090	952	3.0	0.7
1973	135,300	4,414	1,025	3.3	0.8
1974	133,900	4,352	702	3.3	0.5
1975	132,700	4,566	604	3.4	0.5
1976	132,700	4,394	590	3.3	0.4

*Figure for 1972, 1973, 1974, 1975 and 1976 is an estimate based on data from the District of Columbia, Municipal Planning Office, Statistical Services Division, Demographics Unit.

SOURCE: Computer data.

more than half of one (1) youth would be in need of supervision. This Table may suggest to the community and its agencies that (1) its youth in contact with the Court represent a small enough portion of the youth population to be worked with preventively, and (2) to reduce the dissipating level of fear often projected on all youth.

III.

YAC ORGANIZATION DEVELOPMENT

The first year of the Youth Arbitration Center's diversion services was organized for delivery of services through its Clinical Resources, Education, and Arbitration Service Divisions. This organizational design was modified in the second year to emphasize two primary thrusts.

The first was a structural refinement shifting from a model with four service units to a two service unit model under Clinical and Arbitration services. The second emphasis was to fully activate the Arbitration Unit.

The second year reorganization, as presented in Chart 1, was facilitated by the need to:

1. provide increased coordination between YAC's basic services;
2. provide services to a much larger service area compatible with the service regions not covered through agreement with the District's Department of Human Resources, and
3. fully activate YAC's conciliation, mediation and arbitration service unit.

The organizational modifications of YAC from year one to year two are graphically presented in the "Organizational Charts" on the following page.

Staffing Patterns

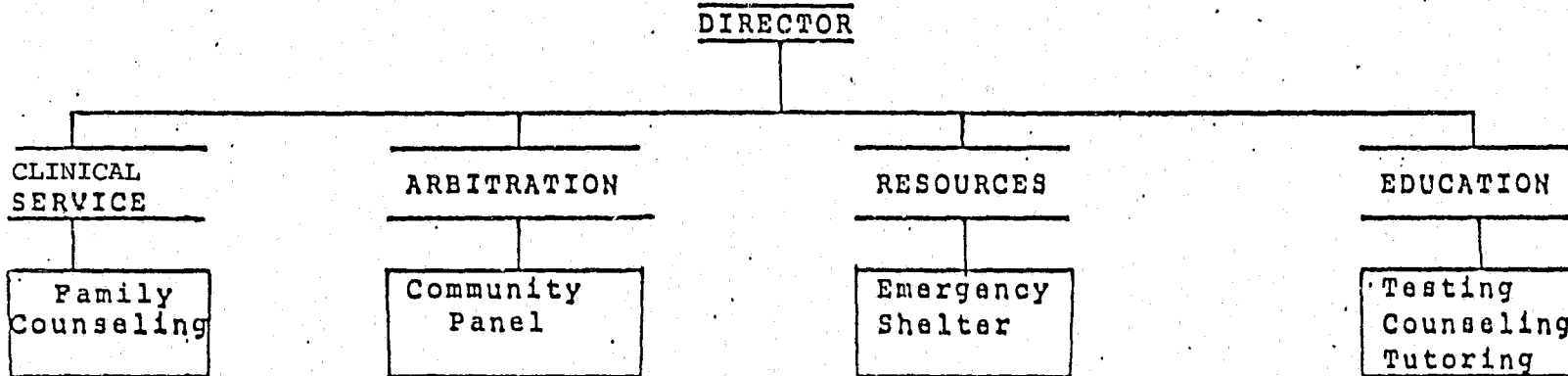
The program's initial staffing pattern was designed with the primary emphasis on family centered counseling and related supportive social services. These services and their coordination were pro-

YAC ORGANIZATIONAL DESIGNS FOR
1976 AND 1977

CHART 1.

1975-76

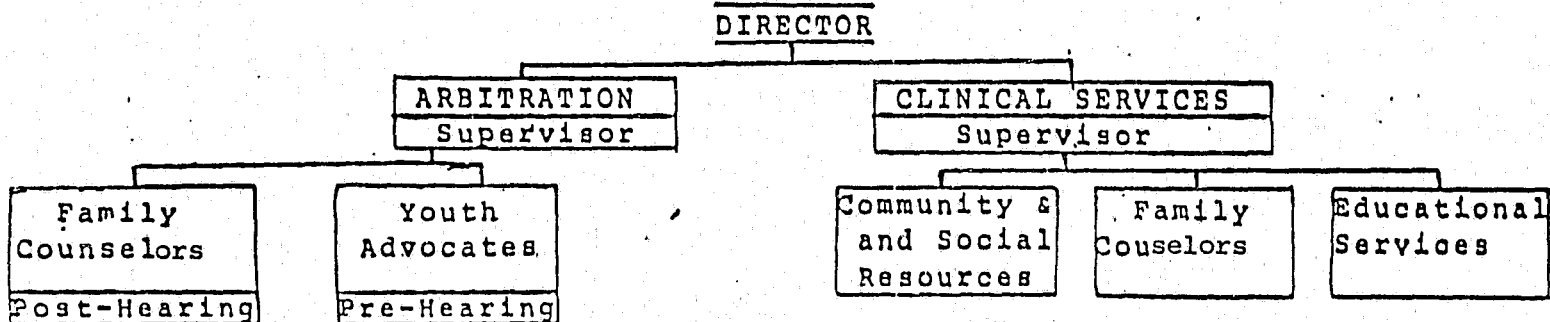
FIRST YEAR



(Services for each Unit are shown below)

1976-77.

SECOND YEAR



vided through the staff positions of:

Project Director
Clinical Director
Three Family Counselors
One Educational Specialist
One Youth Coordinator
One Community Resource Specialist
Three Social Service Aides
Administrative Assistant
Secretary

Since the project's start-up, there have been several personnel changes. The two original secretaries have accepted other employment. The Educational Specialist received a fellowship to engage in doctoral study; that position has also been filled. One Family Counselor is on maternity leave from May to September, with the position being temporarily filled by an equally qualified social worker.

The three aide positions are filled by Social Service students; one working toward a Master's Degree in Rehabilitation Counseling at George Washington University; another, a Master's Degree student in Social Work at Howard University, School of Social Work; and the other is a senior at Federal City College, Department of Social Work.

In YAC's second year -- which had been hindered by a four month funding interruption* -- its staffing pattern from twelve (12) to nineteen (19) and was structured under the functional areas of:

1. Administration (3)

*Funding interruption: From December 1976 to April 1977 YAC encountered delays in funding due to holidays, slow panel reviews, proposal revision and a delay refunding notice. As a result the second year in many ways resembled the typical first year start-up problems. Committed staff was the primary bridge to this interruption.

2. Clinical Services (10), and

3. Arbitration Services (6).

The following general observations might be made with regard to staffing characteristics:

- the average staff age remains 29.8 years;
- across all staff 63.2% are female and 36.8% male;
- the average work experience for all staff is 8.8 years;
- the average experience for senior staff is 11.3 years;
- 85% of all staff hold Bachelors degrees in the fields of psychology, education, and social welfare;
- 75% of senior and administrative staff hold advance degrees with four members having completed post graduate work
- 50% of the staff have had direct correctional experience.

YAC staff characteristics compare favorably with other similar diversion or youth service programs, although, what is a relatively high academic level is attributable to the emphasis on family centered and crisis counseling.

Discussion on Operations of the Clinical and Arbitration Units

A. Clinical Services Unit

This unit must be viewed as the backbone of the Youth Arbitration Center in that its services have been offered to youth and families since YAC's inception.

The composition of the Clinical Unit includes a clinical supervisor, four family counselors, one community resource specialist, two educational specialists, one part-time tutor, two part-time intake counselors and one secretary. Its' primary functions are the assessment of client needs, providing psychological evaluations and

therapy if recommended by the psychologist. Usually, the evaluating psychologists provided the therapy.

Procedurally, upon receipt of a case the Intake Counselor refers the cases alternately to the Arbitration Supervisor or the Clinical Supervisor. The case is then assigned to a Family Counselor who has total responsibility for its management from intake to follow-up. The Family Counselor diagnoses the family's problems; a family conference is held in which the diagnosis is explained; and a "treatment contract" is signed for a 30-day period between family members and Center staff which sets parameters and goals for problem-solving. The contract provides for Clinical Service Unit counseling and help in obtaining needed social, medical, dental, mental health, vocational, educational, housing or youth recreation services. Terminated cases are seen in a 30 and 90 follow-up...or more specialized help is found from other agencies.

This case management system has greatly improved service delivery during the second year and proved to be most effective in:

- (1) establishing rapport with client from the very beginning;
- (2) reducing the number of different people involved initially and often during a crisis; and
- (3) reducing in time lapse between intake and getting started with problem solving.

Clinical meetings are held each Wednesday to facilitate interdisciplinary as well as group input into the treatment plan necessary for more difficult cases. The counselors found these meetings particularly helpful for receiving consultation from other staff.

In addition to weekly group meetings, case conferences were held between the Clinical Supervisor and individual counselors on every case

assigned to the Unit. After a thorough intake assessment with both the youth and family and after agreement from the family to participate in the program, the counselor and clinical supervisor discussed the assessment and developed a treatment plan.

The services and treatment modalities of the Clinical Unit are discussed below:

Individual and Group Psychotherapy:

This modality was designed to reach the client (youth) at his level through knowledge of his own unique lifestyle and culture. Utilizing this modality, youth had the opportunity to identify, examine and analyze his own personal problems, either singularly or in a small group of peers, under the leadership of a trained therapist. The individual or group treatment programs were used depending on the problems and needs of the youth.

Individual and Group Family Counseling:

This modality was used to improve communication with the family and to increase understanding of the total family's relationship to the problem of the client; assist the family in acknowledging the client's problem; to deal with the emotional stress of the family and to maintain some continuity as the family and therapist worked toward solving problems. This proved to be the most frequently used and a successful modality.

Clinical Meeting:

Clinical Meetings were held weekly and all staff working with clients were usually in attendance. Facilitated by the Clinical Director, these meetings usually provided for a clinical evaluation of all youth accepted into, or rejected from the program; to deal with issues on increasing better staff relationships; and generally to foster a positive working climate within the Center.

Clinical Meetings were also designed for the interdisciplinary team of staff members to discuss and select the various treatment modalities to be used and also to select the participants for the treatment modality. The treatment for individual clients was determined by the specific problem(s) and/or needs that the client brought to the Center and as further identified by the clinical staff.

Case Conference:

Facilitated by the Clinical Director and held weekly, this process involves family counselors and other relevant staff presenting data, observations and progress on newly acquired or existing cases. For example, the reporting of family counselors include: initial inter-

views with potential client, home visits, conferences and/or phone conversations with referral agency personnel, initial observations, impressions and recommendations. During each presentation, staff has the responsibility to probe, analyze and make recommendations and to determine the plan of treatment for the client(s). Staff recommendations to the presenting counselor might include: the need for further exploration and data collection before action can be taken; referral back to the referral source, since the client is either over age, out of service area, etc.; acceptance or rejection, termination, referral to other social agency, the need to utilize other staff resources, e.g., Education Specialist, Social Service Coordinator; and renegotiate record or third contract.

Some Research recommendations to YAC from the Conference group observations include:

- That the Clinical Supervisor accompany family counselors on field trips (home visits) on a periodic basis.
- That monthly seminars be conducted to review and provide staff with methods on interviewing techniques.
- That family counselors be permitted to tape their counseling sessions with clients.
- That family counselors not limit themselves to only home and office visits of clients for interviewing; begin to use the client's life space as long as it is private, meets with client's approval and levels of confidentiality can be maintained.
- That staff be required to use referral terminology, consistent to the forms developed.

- That case conference presentations be the only items/issues discussed during this session.
- That program issues relating to either content and/or process be discussed in separate meeting established exclusively for that purpose.
- That these sessions be observed by a master clinical psychologist for evaluation and staff development purposes.
- That cases be prepared and circulated prior to meeting in order to receive maximum input from colleagues who would have familiarized themselves with cases prior to the meeting.

The Case Conference is also used to make a 30 day assessment and to determine future treatment for all cases.

Parent Group:

Designed to assist parents of youth in identifying and relating to behavior, which may be dysfunctional or having a negative effect upon the development of their child(ren); to identify problems, work on possible solutions, set goals and assess the impact the treatment has had on improving inter-family relationships; to give mutual support through sharing similar problems in child-rearing. The research role in the Parent Group is that of an observer and staff debriefing.

The following is an example of a Parent's Group observed by

Research:

PURPOSE:

Attendance at this session was for the purpose of determining the impact of case treatment for parents of children in the program.

PROCESS:

This session was conducted by the Clinical Supervisor, who shared the leadership role with a family counselor aide and this researcher.

CONTENT:

This session dealt with primarily manifestation of parental anxieties and how they relate to their role as either parent or guardian. The behavioral concern was that of obesity and its significance.

IMPRESSIONS:

As a session, this was one of the best to be observed. Although at the outset, there was no evidence of structure, one did evolve and the participants were able to identify their weight problems with their anxieties and the affect upon their children. For some of the participants, it was difficult to convey the importance of their own sense of self-worth. There was resistance, because the stark reality of their behavior had too great an impact upon them and/or their children.

RECOMMENDATIONS:

- (1) That each session be related to the prior session.
- (2) That the leadership role be shared by participating parent members, who have attended regular.
- (3) That the Clinical Supervisor be less "value laden" in relationship to this client population.

Special Education Service:

Data collected from the ongoing service records and interviews with the Education Specialist, revealed that the educational unit was a viable service of the Center. Through its educational specialists, tutoring, guidance, preparation and assistance in returning to school and/or preparation for the GED, are services provided. Individual programs are designed by the specialist for each youth referred by the counselors to reflect the youth's specific educational

needs. In designing individualized programs, the specialist needs to be cognizant of those factors that affect the youth as he interacted with teachers, peers administration and curriculum; the client's learning style; the nature of the conflicts experienced by the youth; the youth's overall school record. Most youth are referred for tutoring because of deficiencies in math and reading.

The education unit's major tenets for client treatment are to test, analyze, to prescribe and to implement.

Thusly, the unit was described by the educational specialist as a diagnostic prescription educational center.

Observations on YAC's Youth and Parental Group Counseling:

Since World War II, most public social service agencies, programs and projects have turned to group work as an economical, expedient and essential feature of effective intervention. While often adjunct to their basic services, group methods offer an additional means for gathering interactive information about individual problems that might be dealt with in the group or through other direct services. YAC has incorporated group counseling as a viable means for problem-solving within their total service strategy to:

- (a) increase self-esteem for group members;
- (b) motivate members to seek alternative behavior, which is consistent with societal norms; and
- (c) gain awareness into behavior that precludes acceptable functioning.

YAC's group procedure was conceived as a modus operandus for its staff to add to an existing repertoire this additional social protocol within a setting for group feedback and support. Another

intention was to provide such participants a means of ventilation and catharsis of affect; an opportunity to attempt new roles; and time-limited problem-solving.

Although the above goals and objectives for the groups are noble, they were being challenged by a lack of consistent attendance by some group participants, and possible premature termination by others. At best, the predictability for weekly attendance is random. According to Berne¹, attendance could be used as an objective measure of the group leader's skills. Berne's ratio, derived by dividing "total possible attendances by total actual attendances" (p. 11), yields two critical percentages: 90 percent and above indicates that the therapist is very proficient and 75 percent and below denotes trouble, which requires corrective action by a supervisor. He also subtracts from the gross number of absences those actually brought about by external constraints as opposed to those impositions, which are internal psychological. If the internal absences are above 15% of the total possible absences, he advises a re-assessment of the therapeutic modality.

¹Berne, E. Group Treatment. Grove Press, New York, 1966.

Client Attendance at YAC Group Meetings, especially the Parent Group, was irregular during the first year and tended to block group cohesion and organization. This phenomenon has been reported by therapists leading groups, similar to YAC's which are attended primarily by Black clients from low income neighborhoods. The degree of external pressure on attendance vis-avis YAC's clientele, cause the group to die of attrition (Berne²). Therefore, it is imperative that the external, as well as the internal reasons for absenteeism be identified and controlled where possible.

A study by Rosenzweig and Folman³ of clients prematurely leaving therapy revealed that a therapist-client interaction exists. The therapist's initial impression of the client proved highly predictive. Educational level of the client also was significant in predicting termination. Psychological variables were not predictive. The researchers concluded that: "group therapy sessions could be run more effectively and efficiently, when the patient-therapist populations are appropriately matched" (p. 78). They further stated: "High rates of patient drop-out from groups need to be examined, especially in light of findings indicating that unexpected patient termination in group settings can have unfavorable effects on remaining group members....." (p. 78).

During the first year YAC's Parent Group was not assessed systematically, then during the second year the project boundaries changed and the Parent Group was no longer used as a treatment methodology.

YAC's Youth Group counseling seems to enjoy higher atten-

²Berne, E. The Structure and Dynamics of Organizations & Groups. Grove Press, New York, 1966.

³Rosenzweig, S.P. and Folman, R. Patient and Therapist Variables Affecting Premature Termination in Group Psychotherapy. Psycho-Therapy, Theory, Research & Practice. 11:76-79, 1974.

dance than the Parent Groups. Jefferies⁴ contends that group counseling builds on already existing proclivities assessed by Black youth, because of their positive peer group associations. YAC's Youth Group is reflective of a moderate attraction to the group process. Gilbert⁵ offers some suggestions for counseling Black children. She stated that the counselor must possess more than professional skills; they must also have an understanding and appreciation of the demand characteristics of the inner city; the ability to communicate with Black youth, respect for the children as people, and the ability to impart to the children confidence in their ability to succeed, especially in school.

Summary Observation and Impressions

The overall observation is that from the use of the various treatment modalities, the program served as a catalyst for improvement in the family and in the youth in:

- improving decision-making skills, thereby enabling client to make better decisions;
- improving communication skills: it was evident in the family group sessions that family members were talking with each other more attempting to understand and respect the feelings and opinions of each other.
- dealing with problems with the family;
- better understanding of one's own behavior, its impact on others and assuming responsibility for the same.
- enabling family members to express more openly, especially in the group sessions, both negative and positive feelings about the behavior and/or other likes and dislikes about each other. Most clients admitted that the free expression of feelings was a new phenomenon to them.

⁴Jefferies, D. Counseling Children in Groups: A Forum. Holt, Rinehart & Winston, New York, 1973

⁵Gilbert, J. "Counseling Black Inner-City Children In Groups". In M. Ohlsen (Ed). Counseling Children in Groups; A Forum. Holt, Rinehart & Winston, New York, 1973.

It appears as though considerable professional growth has taken place as well as increased harmony among staff. The staff exhibits fewer defensive mechanisms and seems to have acquired the ability to conduct more indepth interviews and identify client problems with greater facility.

B. Arbitration Services Unit

This section describes the process of conciliation - mediation - arbitration to include its: (1) Rationale, (2) Definition of Terms, (3) Operational Procedures, and (4) A Discussion of the Arbitration Process:

- (a) Mediator Training and Evaluation
- (b) Client Perceptions
- (c) Arbitration versus Family Counseling
- (d) Observation on Case Selection Criteria

A route, "Arbitration" is available to families ready for more structured problem-solving. A Mediation/Conciliation Hearing is conducted before the Center's arbiter in this setting an attorney with a social service background). Staff advocates are then named to represent family members. Issues are discussed, agreements negotiated, and a written contract, usually for 45 days, is signed in which parents make specific commitments to youth, youth to parents, both to the Center-and uniquely, Center staff to both.

Rationale

Family dispute settlement has long been the private domain of the Behavioral Scientists, Social Workers, Psychologists, Psychiatrists, Clergy, Lawyers and Judges. One group is educationally directed, that is applying scientific methods to human problem solving, another group religiously directed, and the third group guided by cannons, law and municipal statutes. Each group has many successes which enable that group to incorporate a body of knowledge - relative to delivery systems and techniques of problem solving. Management and labor attempting to resolve their differences have also developed techniques and a process for dispute settlement. Among these techniques are conciliation, mediation, and arbitration, which may provide new opportunities and

techniques for helping families resolve some of their problems. It is the use of these processes that endow the parties with a concept of a contractual duty and responsibility toward each other. Recognition of those duties and responsibilities as having force of the agreement mandated by their agreement to agree; to disagree; and to negotiate; or to accept the decision of a third party; creates an atmosphere for settlement of many kinds of disputes.

It is the "force of the agreement" which may allow parties of unequal status to reach agreements or settle dispute that might have created a need for legal intervention.

Some basic assumptions from which a bargaining framework may be derived are common to those utilized by Lawyers, Judges, Behavioral Scientists, and the Clergy some assumptions which seem partially relevant to this experiment are:

- 1..... that all behavior has direction;
- 2..... an event which follows a behavior affects the probability of that behavior occurring again;
- 3..... that the "law of effect" is the influence of consequences on the subsequent behavior.

It is the purpose of this project unit to determine to what extent it is appropriate to borrow from labor and management, conciliation, mediation and arbitration, which have proven their worth, and combine them with the behaviorist's contracts and therapy techniques; and add from the Lawyers and Judges the modicum of community standards through peer panels, to establish an arbitration model in family dispute settlement.

Definition of Terms

- CONCILIATION is the act of winning over; soothing the anger of; placating or making friendly.
- MEDIATION is friendly and diplomatic intervention, usually by consent or invitation, for settling differences between persons.
- ARBITRATION is the settlement of a dispute by a person or persons chosen to hear both side and come to a decision.

OPERATIONAL PROCEDURES

RECEIPT OF REFERRAL

Once a referral is routed to the Arbitration Unit, the referral is logged within the unit and a unit staffer is assigned, by the Arbiter, for the initial contact interview. Due to the flexi-time schedule, all members of the Arbitration Unit will assume initial contact and crises intervention.

INITIAL CONTACT INTERVIEWS

The arbitration staffer will meet with family at the family's residence. At this meeting the referral facts are verified; and the following forms are initiated from the family:

1. Program Conditions
2. Initial Service Agreement
3. Assessment and Basic Record

A subsequent meeting is scheduled; and on that date basis is found for the writing of, (1) The Pre-Arbitration Summary; (2) Status Complaint Report; and (3) Complaint. A hearing date and time are set. Each staffer is required to note hearings on the calender as well as other case related events.

ARBITRATION PROCESS

UNIT CONFERENCE: Case conferences are scheduled immediately following the drawing up of the complaint. Each case is discussed for definition of; the issues; alternative behaviors desired; likelihood of

family's ability of sustain contract; and needed services we can provide as our function of the contract, i.e., medical and dental survey, educational tutoring, adolescent family planning; etc.

HEARING: The Format

- A. Those before the tribunal are; youth, parents or guardian, Youth Advocate I or II, or Family Advocate
- B. The Arbiter/Panel will serve as Hearing Officers

Order of Proof

- A. Complaint is read and copies given to all parties
- B. Plaintiffs 1, 2, and 3 present case
- C. YAC presents their appraisal and necessary background information
- D. Arbiter makes notes for contract and drafts one to serve as Decision
- E. Decision is presented with a contract and a Memo of Understanding for signatures
- F. Contract will show a review data.

Review and Follow-Up

1. Review dates will be carefully adhered to and contracts recorded in the Ongoing Service Record.
2. Ancillary services agreed upon will be chiefly coordinated by Arbiter, (psychologicals), and Youth Advocate II, (medicals and educational).
3. Follow-ups will follow only 30 and 90 day intervals. These will be done chiefly by phone whenever possible, and at present are under sole jurisdiction of Youth Advocate II.

A Discussion of the Arbitration Process

The following observations were collected through interviews with the Arbiter, the staff and clients as a means of attempting to assess the use of conciliation, mediation and arbitration as viable methods

for the resolution of family conflict in cases of status offense accused youth when combined with behavioral scientific practices and techniques (see Evaluation Objective V in the Appendix).

YAC Arbitrator/Mediator Training Program

Arbitration Unit staff received 12 hours of comprehensive training in a 2 day working session representing the YAC classroom training component. On the Job Training (OJT) is considered a continuous process with each new case, its case conference, the hearing and post hearing evaluation sessions. The primary elements of the training program were:

- classroom sessions designed around the mediator's syllabus and glossary;
- Mock hearings for practice were part of each afternoon session with staff acting as advocates, clients and arbiter.
- all arbitration staff participated to include the arbitration supervisor, two family counselors, family advocate, and two youth advocates.

Skill areas covered were:

- (1) knowledge of the terms of the unit process;
- (2) definition of the advocacy role;
- (3) definition of hearing process terms;
- (4) providing for the development of narrowing issues of dispute and prioritizing those issues;
- (5) paper-work management necessary to make a case; and to provide family counseling and follow-up. (Gathering of file matter).

Training Objectives were:

1. To provide for a cohesive working unit; by showing that family dispute settlement can be accomplished w/o staff with formal MSW's.
2. To teach and learn advocacy skills by mastery in both the classroom and mock hearings the skills covered in (item 2.d).

3. To teach the ability to narrow "issues" of family disputes from the very broad; and to prioritize those issues; and to decide those within our scope and those outside our scope.
4. To provide all staff with other marketable skills.
5. To implement the evaluation element by providing knowledgeable individuals.

Evaluation of the Training:

The evaluative comments which appear below refer to five (5) training objectives which appear immediately above. The objective is not repeated here only the comment:

Objective 1. Cohesion was developed by the Arbitration unit so that each staff member was able to complete each element of the service process from initial contact to follow-up. The staff was somewhat competitive but not negatively so.

A microcosm of the expanded behavioral skills included: working with women offenders and drug abuse; youth recreation and advocacy; spanish speaking coordination and teaching, and the clinical therapists developed their skills in advocacy which allowed for "professional" interchange of resources.

Objective 2. Mastery of the skills was consistently shown by all staff.

Objective 3. Perhaps the most difficult area of skills development was of narrowing and refining the referral issue and so many hearings were held with still very broad issues. Secondly, the push to hold more hearings, often left staff with not enough time to assess all relevant issues; consequently a few surprise issues surfaced at the hearings.

Objective 4. The response to this objective should be viewed in terms of responses 1 and 5.

Objective 5. The Arbiter's evaluation of staff's skill development was very even across staff. However, whether any of these skills are marketable, depends solely on the individual and the market. "Staff must answer this question individually.

Clients Perception of the Arbitration Process

All clients (both adults and youth) selected for arbitration have participated and voice satisfaction with the process from two very separate perspectives.

First, the setting, gives an aura of a formal "courtroom-like" setting. The table, witness chairs, advocate chairs, the papering process (complaint, contract) and memo of understanding requiring all parties, signatures, and finally the seal affixed to the paper creates an atmosphere of seriousness of purpose. It seems as if the clients in the arbitration process are impressed with the formality and an "air of authority". Also, contributive to this "air of authority" is the introduction of an arbiter; who in this instance is an attorney who presides similar to a "judge". The clients-- advised of the voluntariness of these arbitration hearing-- have not elected to question whether this hearing has the force of the judicial system. This "cloudy" influence is reinforced further by the fact that most cases are Superior Court referrals. One cannot separate the very real affect the advocacy role in the hearing has on both parties (youth and parent; youth and teacher), to have a spokesperson familiar with the home present who objectively presents the sides of the issues; coupled with the client's ability to intercede at any point in the process.

Secondly, and just as important is the "imagery" of the significance of the process to the point that such a process has effected change in all clients who have participated in this service alternative. This "imagery" is made real when a behaviorist (counselor/advocate)

goes to school not only to get records, but to chat with clients and staff; when that same individual continues to visit the home after the hearing; and when another staff member does the follow-up. The clients find the counselor/advocate is sincerely interested; constantly involved with them and so the client becomes "somebody" without the criminal or offender tate attached.

As a consequence of this interactive process the clients bring in unsolicited grade changes, awards; home progress reports and even gifts of their own artwork to the Arbitration Office.

Arbitration Youth vs. Family Counseling

The Arbitration Model herein developed and evaluated incorporates family counseling as a viable element but administered through more of a "probation officer" concept than that of a therapist.

Those having participated in the process, have more clearly defined "issues" or behavior complaints on paper; they have contracts for the desired behavior modification in addition to an advocate available to assist the family for a given period. Accountability is easily assessible in this arbitration mode.

Impressionable youth with lesser offenses might find benefit in process. Parents through the contract seem to feel more bound to adhere to behavior changes suggested for them.

The elements of the family dispute settlement are generally more visible; than in the family counseling model where although agreements are signed - parents feel no requirement adhere to their part of the contract because they perceive limited authority for sanction on the part of the counselor. However, with the arbitration model

and a contract as an end to the hearing; papering in the aura described earlier the arbiter's sanction.

In this setting supportive services can be used more as a reward or a condition of contracting than as a given, thus changing the welfare and case-worker syndromes, experienced by many of the clients.

Criteria for Arbitration Service Selection

Initially, there was no observable service selection criteria for Arbitration referrals; however, a careful review of the files has shown that staff developed their Pre-Arbitration Intake summaries in a manner which identified those cases suitable for hearings and those not suited.

Listed below are some of the criteria which evolved and some explored as germane to maximization of the use of the arbitration process:

1. Selection Criteria

The initial selection process used random sampling, every odd number was referred. After experimenting with this mechanism, the following observations were made:

- a. Children under 12 years cannot understand the process; do not sit still long enough for a hearing; and are too "astute" at cajoling parents to allow the referred behavior to continue.
- b. Run-aways should not be referrals, until they are certified that the runaway behavior has ceased, or that they are presently in counseling. If this certification is not possible, it is not inconceivable that the mechanism of equity (injunction) could be used as the first step of the contract; and at a subsequent hearing the "why" issues could be "adjudicated."
- c. Other referral reasons such as Malicious mischief, Petite Larceny, Larceny by Deceit could be first-line referral reasons. These referrals lend themselves to concept of

both arbitration and restitution as an end.

2. Staffing

- a. Certainly, employability standards should include ability to work with people, objectivity, the ability to listen, the ability to question, and seek available resources to meet assessed needs. An MSW or other graduate degree may not be a necessity for the Unit to function fully.
- b. The Advocates role should be narrowly defined and constantly re-evaluated.
- c. Due to general inconsistency in the flow of YAC referrals and the late start-up of this unit in the second program year, there is an inadequate number of cases to evaluate the volume of work a unit this size could handle or the staffing needs to significantly alter the number of cases that could be handled.

3. Continued Professional Development

During the period covered in this report, all staff have participated in two training programs. The first was a three day workshop with the American Arbitration Association. The purpose of the training was to increase staff skills in the application of new methods and techniques in settling disputes, mediation, conciliation and arbitration.

The second training program was a two day seminar aimed at sharpening staffs' treatment skills, which are essential to reducing family stress and social distance between client and counselor. The training also focused on inter-disciplinary staff relationships and strengthened the team approach in an inter-disciplinary setting.

Continued professional development training for staff is an ongoing part of the project, through external sources, as well as, full utilization of YAC Staff and Case Conference meetings. Formats to increase the productivity of both types of meetings are found in the Appendix of this report.

Individual staff members have participated in the following conferences and/or workshops:

- A Department of Human Resources sponsored conference on C Mental Health Special Education Program;
- A Department of Human Resources Conference on Juvenile Delinquency at Trinity College;
- Department of Health, Education and Welfare sponsored Conference on Alcoholism, Drugs and their effect on Minorities;
- A Family Counseling Workshop sponsored by George Washington University;
- A Conference on Crime in the District of Columbia, sponsored by the State Federation of Women's Clubs; and
- The Project Director participates weekly in meeting with the Coalition on Neglect and Child Abuse.

Other PINS Diversion Services in the District of Columbia

In addition to the services to "PINS" youth provided by WUL's YAC, the Department of Human Resources (DHR) operates a similar status offense diversion program employing a residential diversion home and four community outreach centers. Other DHR and private agency shelter care or group homes in the City for alleged and adjudicated PINS youth are:

Department of Human Resources:

- | | |
|-----------------------------|--|
| (1) Harvard Residence | - Group home for male PINS between ages 14-17 |
| (2) Cole Residence | - Shelter home for male alleged PINS and delinquent between ages 15 - 17 |
| (3) Ford Residence | - Shelter home for male alleged PINS and delinquents between ages 7 - 14 |
| (4) Park Road Group Home | - Shelter home for male alleged PINS and delinquents between ages 7 - 14 |
| (5) Rhode Island Group Home | - Shelter home for male PINS and delinquents between ages 16 - 17 |

Grant Funded Programs : The Criminal Justice Coordinating Board
and the Office of Criminal Justice Plans and Analysis:

- (6) Capital Tower Program - Group home for female PINS between ages 14 - 18
- (7) Near N. E./ Near S.E. Juvenile Justice Project - Group home for female alleged and adjudicated PINS between ages 10 - 18

Private Group Homes Operated by (SAJA) Special Approaches In Juvenile Assistance

- (8) The Other House - Group home for male/female PINS between ages 13 - 17
- (9) The Second House - Group Home for male/female PINS between ages 13 - 17
- (10) The Third House - Group Home for male/female PINS between ages 13 - 17
- (11) The Runaway House - Shelter Home for male/female runaways, who may not be involved in juvenile justice system

status offending youth between the ages of seven (7) and seventeen (17), the only condition being that both the youth and the parent or guardian agree to take part. Although in some special situations, youth may be accepted without parental involvement. Such has not been the situation to date.

The YAC Diversionary Flow Chart below, graphically presents how a child moves through YAC's informal voluntary youth service process once referred by the community or its agencies.

FLOW OF DIVERSIONARY CASES: YAC

CHART 2.

COMMUNITY

SERVICE AREA 6,
REGION II,
COMMUNITY AGENCIES
382 YAC CHILDREN

TRADITIONAL JUVENILE
JUSTICE SYSTEM
D.C. SUPERIOR COURT
JUVENILE BRANCH
COURT HEARING
or "PINS"
PETITION FILED
1976 = 4 (of 590)
1977 = 7 (of 474)

THOSE WHO REPEAT THE UNACCEPTABLE BEHAVIOR

YAC DIVERSION

YAC PARTICIPANTS

INFORMAL

YAC
SERVICES
393 CASES
382 CHILDREN

YAC PROGRAM SERVICES : VOLUNTARY

YAC

Community Based
Social Services:

- INFORMATION ----->
- INTERVIEW ----->
- ASSESSMENT ----->
- TREATMENT ----->
- TERMINATION ----->
- FOLLOW-UP ----->

TESTING

COUNSELING

EDUCATION

YOUTH SERVICES

- Family
- Group
- Individual
- Crisis

SOCIAL
FINANCIAL
SERVICES

HEALTH

EMPLOYMENT

ARBITRATION

THOSE MORE SUCCESSFUL THROUGH YAC SERVICES REMAIN IN COMMUNITY

IV. YAC PROGRAMMATIC AND SERVICE OBSERVATIONS

The project's primary mission is to provide services in family centered crisis intervention, to pre-status and status offending youth and their families experiencing conflict likely to threaten family break-up. The client population referred and receiving services include those families living in the project area, Region II D.C. Superior Court. This new second year Region is three times as large and includes most of the first year's DHR Service Area 6.

YAC's services through voluntary short-term (30-90 day) counseling, arbitration or emergency shelter have aided in reducing the number of family minors coming in contact with the Juvenile Justice System. Through its services YAC is providing an alternative to the detention and incarceration of status offending youth, a YAC secondary goal.

To provide these diversion and crisis intervention services, the staff uses the methods and techniques of:

- interview
- assessment, family therapy;
- educational services
- individual and group counseling;
- non-binding arbitration, mediation, and conciliation;
- short-term emergency living facilities for youth;
- referrals to other social services;
- individualized assistance in solving pressing problems;
- socialization/recreational services;
- twenty-four hour -seven days a week- crisis assistance; and
- training and consultation (continued professional development) for project staff;
- emergency shelter

A. Caseload Patterns:

This section of the Research Report is included to provide a

profile of YAC's caseload of 375 cases. It will examine YAC client characteristics and patterns to establish potentially comparative baseline data to increase citywide and area specific understanding of the District's "PINS" activity. Such baseline data regarding non-adjudicated diverted "PINS" cases did not exist prior to YAC.

TABLE 10. TABULATION OF YAC CASES AND REGION II PINS ACTIVITY

YEAR	NUMBER OF CASE UNITS ¹	NUMBER OF CASES ² (Referral reasons)	NUMBER OF PRIMARY CLIENTS ³ (Children)	NUMBER OF SECONDARY CLIENTS (other family members)	NUMBER OF CHILDREN REFERRED TO COURT	REFERRALS FROM COURT
	(1)	(2)	(3)	(4)	(5)	(6)
1978	26	37	2	81	0	18
1977	239	424	254	751	7	159 (54%)
1976	110	195	126	345	4	51 (46%)
1975	-No similar diversion program existed-				(44)	Unk.
TOTAL	375	656	382	1,177	11	228

This method of case counting has been adopted to facilitate comparison with the D.C. Juvenile Court's statistical methods --particularly, columns (2) and (3), Cases and Children-- see footnotes. In the context of columns (3) and (4) the total number of YAC clients is 1,559.

¹ A "case" unit is the file unit for a client and his/her family.

² A "case" (similar to the definition used by the Court) is one or more complaints (referral reasons) against a child referred to YAC by one source.

³ Primary client(s) is that child or family members for whom the original YAC referral was made.

Additionally, PINS cases referred to the Court are not recorded by service area, but by probation officer caseload, offense category, location of offense and residence of offender. Thus, such baseline information can currently be collected only through a project as the Youth Arbitration Center and the DHR Diversion Program in collaboration with the Court's Probation and Research Divisions, particularly, its Florida Avenue Field Office. During YAC's second year --December 1976 - February 15, 1978-- see Table 10, above, there were 265 additional Case Units referred, 461 Cases or incidents, 256 Children referred to YAC and 831 Other Family Members involved in YAC's services. The YAC program has already exceeded its goal of serving 300 families by reaching 375 families.

Table 11 examines YAC's referral sources over the past two years. Even with the boundary changes in the service area for year two, the evaluation team has found that the referral patterns have remained relatively constant.

A comparison of 1976 and 1977's nine (9) referral sources, data shows that over the two year period the Social Service Division ranked number one for both years with the public school system ranking number two. Walk-In's/Self ranked number three in 1976 while Friends and the Department of Human Resources ranked number three in 1977. The Youth Division, Metropolitan Police Department remained the fourth major referral source in both 1976 and 1977. The Corporation Counsel ranked number fifth in 1976 while in 1977 no referrals were received from that office.

The Superior Court continues to represent the major referral source to YAC, having referred 41.8% in 1976 and 64.8% in 1977 of all cases received, and a 23.0% increase in Court use of the program. With this continuing pattern it is noted that YAC has become a viable and increasingly relied upon alternative for

TABLE 11 YAC CASE REFERRAL SOURCE ANALYSIS
-Service Area Six-

SOURCE	---1977---		-----1976-----		-----1977-----	
	NUMBER	RANK	PERCENTAGE	RANK	PERCENTAGE	
*Social Service Division Superior Court	243	(1)	41.8	(1)	64.8	
Youth Aid Division Metropolitan Police Department	16	(4)	7.5	(4)	4.3	
Public School System	58	(2)	22.4	(2)	15.5	
Corporation Council	0	(5)	4.4	(0)	-0-	
Walk-In's/Self	32	(5)	4.4	(3)	8.5	
Department of Human Resources	7	(3)	8.9	(6)	1.9	
Friend	7	(3)	8.9	(7)	1.9	
*Other	10	(6)	7.5	(5)	2.6	
Unknown	2	(7)	0	(8)	0.5	
TOTALS	375		99.9		100.0	

Juvenile Court diversion. This trend of reliable utilization is followed by 22.4% in 1976 and 15.5% in 1977 for the Public School System. This YAC referral pattern is consistent with the eight (8) year "PINS" trends

in that the majority of the court's cases are shown as beyond control with the second highest being school truancy (see Table 4) , on PINS Case Trends and Percentages).

To facilitate the timely response to the youth, the family and the referring agency, YAC has maintained its services on seven-day-week and a 24 hour to receive referrals of clients from various sources, primarily from the Superior Court, D.C. Public School, Self, Police Department, Friend and the Department of Human Resources, respectively. See Table 11. Operation of the YAC on a 24 hour basis was viewed by both staff and clients to be one of the major strengths of the project.

Referral and intake were completed when the Initial Request for Service (001A) and the Assessment and Basic Record (003) forms were received. The completed forms were then submitted to the secretary for proper logging, assignment of a case number and assignment to a family counselor. Case assignment to counselors was on a rotational basis. A family counselor with clerical assistance was primarily responsible for the handling of intake.

The methods by which referrals occur are:

- Telephone, which originates with an individual or agency calling the Center for assistance;
- Mail, where social and psychological information on clients involved with other social agencies are referred to YAC;
- Walk-Ins on their own volition, will report to YAC for assistance;
- Onsite: Each day a YAC staff member is available to receive court referrals of youth who may have been detained and to receive others coming to the attention of the court from various sources which might be eligible for project services. This arrangement does not preclude the courts calling to refer cases at other times during the day.

Region II, Field Office PINS
Domestic Court Coordination

YAC's second project year and the Evaluation found in their continuing relationship with the Region II Office that a number of important coordinating efforts had been established through the first years demonstrated experience. These coordinating developments served to facilitate both referral and data collection procedures.

To facilitate basis control of Region II PINS activity and their increased referrals to YAC, the supervisor designed and put into use a "Screening Sheet for Beyond Control Complaints" (See Appendix.). This control sheet was sent with YAC referrals or remained with the probation staff for informal counseling needs (now less than 80 hours per month due to YAC services) or eventual referral for petition. This control process also provides more discrete information for the Evaluation study on how status offense calls or requests for service to the Court are handled. This process would establish for third and subsequent project years a statistically significant baseline for differential PINS processing by the Court at the local or community level. A similar control method is being considered for other Regions of Superior Court.

The data presented in Table 12 is the result of the Region II control sheet use in the second YAC project year. Through November 1977 Region II has received 260 request for PINS service or a monthly average of 23.6 requests. Sixty one (61) percent of these requests were referred to YAC--Column 2-- while only 81 cases were kept for

informal counseling by probation staff. Column 4 identifies the number of cases forwarded to the hearing officer to file a formal status offense petition, while 20 were referred only seven (7) were accepted for petition. Eventually this kind of status offense information will be available across the city for a clearer understanding of status behavior in the District and a possible cross-tabulation study with delinquency trends.

REGION II, D.C. SUPERIOR COURT DATA ON TABLE 12.
1977 PINS CASES AND YAC REFERRALS

<u>MONTH</u>	<u>TOTAL CALLS</u>	<u>YAC</u>	<u>ACC</u>	<u>I.C. or N-R</u>
(1)	(2)	(3)	(4)	(5)
Jan.	18	2	5	11
Feb.	14	3	3	8
Mar.	17	12	5	0
April	14	5	1	8
May	30	12	0	18
June	28	21	0	7
July	38	27	1	10
Aug.	28	28	0	0
Sept.	24	11	1	12
Oct.	22	16	2	4
Nov.	27	22	2	3
Dec.	Not Currently available			
Total	260	159	20	81
%	100.0	61.1	7.7	31.2
Monthly Aver. No.	23.6	14.5	1.8	7.4

* I.C. or N-R: Represents "informal Counseling or Non-Referral"

TABLE 14 YAC REFERRAL REASON FREQUENCY DISTRIBUTION
-CASE LOAD PROFILE-

COLUMN KEY	REFERRAL REASON*	NUMBER	RANK	PERCENTAGE
(1)	Consent Decree	0	(0)	0
(2)	Truancy	89	(1)	23.0
(3)	Habitual Disobedience	9	(8)	2.3
(4)	Ungovernable	78	(2)	19.8
(5)	Disruptive Family Conflict (DFC)	35	(5)	8.9
(6)	History of Inter- personal Tension (HIT)	3	(11)	0.8
(7)	Absconder	9	(8)	2.3
(8)	Runaway	16	(6)	4.1
(9)	Malicious Mischief	1	(10)	0.2
(10)	Drinking	2	(9)	0.5
(11)	Drug Use	9	(8)	2.3
(12)	Sexually Agressive and Promiscuity	0	(0)	0
(13)	Theft	14	(7)	3.6
(14)	Curfew Violations	59	(4)	15.0
(15)	Others (Fighting, failing in school, "bad" company)	69	(3)	7.5
	TOTAL	393		100.0

The above, Table 14, provides a discrete analysis of the number, rank, and percentage of the referred status offense committed by YAC's present caseload of 375 clients. An examination of the data shows that of the five reasons most frequently referred, we continue to observe almost a 50% ratio between school and family related reasons. The five most frequently encountered reasons represent 84.2% of all referrals; 40.5% of school related concerns and 43.7% of family related concerns. This frequency continues to support the primary emphasis on family and school related intervention or treatment services offered by the YAC project.

*Terms taken from Monthly Court Case Count Form I, as completed by YAC staff.

YAC Service Analysis

Of the 24 services rendered by YAC, ten (75%) are considered primary services, and which are of a treatment nature. Appropriately, the project counselors, and clinical psychologists rendered these services which include: Crisis Intervention, Family Counseling, Adolescent Family Planning, Individual Counseling, Parents Anonymous, Parent Group, Youth Group, and Psychological and psychiatric evaluations and Educational Testing, Evaluation and Tutoring. These services are rendered generally on a weekly basis and at other frequently scheduled times. Based on their frequency of use, treatment services are viewed as an integral and significantly viable primary component of the total project operations.

The "Types of Services Chart" show the following: Crisis Intervention was the service most frequently provided, with 321 or 85.6% of the clients completing the program from crisis interview to termination meeting the program objectives II and III of providing Crisis Intervention (see Evaluation Objectives in Appredix). The second most frequently used service was the youth group with 248 or 65.6% of the youth participating. Psychological and psychiatric evaluation were completed on 41 (11.5%) of the total caseload, while 110 (29.3%) clients received educational testing, evaluation and tutoring in either math and reading or both. Free medical and dental examinations were offered to all clients although less than half did have actual examinations.

Chart 3.

TYPES OF SERVICES RENDERED

(N=375)

SERVICE	YOUTH	PARENT	FAMILY	
Crisis Intervention	321			
Family Counseling			74	
Adolescent Family Planning	19			
Individual Counseling	107	25		
Parents Anonymous		1		
Parent Group		11		
Youth Groups				
Emergency Shelter	10			
Employment Referral/Placement	26			
Recreation/Socialization	200			
Alcohol & Drug Abuse Treatment and Referral		1		
Mental Health Program Psychological Evaluations	31			
Psychiatric Evaluations	12			
Family Housing Assistance			10	
Summer Lunch Program	2			
Dental Examinations	90			
Emergency Clothing	10		9	
Educational Testing/Evaluation	110			
Medical Examinations	104			
Returned to School	7			
Referrals to Other Treatment Programs	54	11		
Emergency Financial Aid			10	
Material Assistance	13		6	
TOTALS	1350	49	109	1508
<i>Average Number of Services per Case Unit</i>				4.2

There were 104 (27.7%) medical examinations completed and 90 (24%) dentals were completed.

The data on underlying causes continues to support the hypothesis that school problems are a significant influence of "PINS" behavior. School problems were regularly identified as sources of tension by parents, youth themselves, from school records and from school officials. Also among the important reinforcement services were the many (200) social and recreational activities were planned and carried out by YAC staff for both project youth and families.

Anticipated from preliminary analysis of data and staff interviews there was no significant change in distribution of case services by percentage. Program continued to receive 89.5% of Project services and family groups receiving a slightly higher level of services than individually served parents.

RECAP OF 1976 YAC SERVICES
TO YOUTH AND FAMILIES

	Totals	%
Youth	1,350	89.5
Parent	49	3.3
Family	109	7.2
Total	1,508	100.0

AGE AND SEX OF YAC SERVICED CLIENTS

Table 15, below shows that there were 382 youth enrolled in the YAC program with a slightly greater percentage of female clients received (203 or 53.1%) than male clients received (179 or 46.8).

The ages range from below 10 years of age (the youngest client was 9 years old) to 18 years of age. The greatest concentration of participants was between the ages of 13 and 16 holding true for both males and females.

TABLE 15 AGE AND SEX OF YAC SERVICED CLIENTS
1975 - 1978

AGE	TOTAL		MALES		FEMALES	
	NUMBER	PERCENTAGE	MALE	PERCENTAGE	FEMALE	PERCENTAGE
BELOW	6	1.5	5	1.3	-	-
10	8	2.1	6	1.6	2	0.5
11	10	2.6	6	1.6	4	1.0
12	16	4.2	6	1.6	10	2.6
13	38	9.9	15	3.9	23	6.0
14	48	12.6	20	5.2	28	7.3
15	68	17.8	51	13.3	33	8.6
16	51	13.3	22	5.7	27	7.1
17	15	3.9	6	1.6	9	2.4
18	4	1.0	-	-	4	1.0
NI	118	31.0	42	11.0	63	16.5
TOTAL	382	100.0	179	46.8	203	53.1

The modal age for males and females is 15, although more males (51) than females (33) are at this age level. There are slightly more females at age 13 (23), 14 (28) and 16 (27) than males. The clients below 10 years of age were male and the four 18 year old clients were female. These

age-sex tabulations must be viewed only as a sample survey due to the large "no information" factor.

In conclusion, YAC received more females clients than males with female clients tending to be older than male clients. Overall, these data then suggest that activities, whether recreational or therapeutic, should be structured with the mid/level (13-16 year) female and male adolescent in mind. In the YAC program this mid-level adolescent represented 57.3% of the total caseload.

YAC Survey of Physical Health of Participants

In a sample study of 28 YAC children referred for medical evaluation, it was observed that they would be considered at the normative level* with regard to health problems encountered by youth in America.

* Jack J. Steinlieb and Louis Munan, "A Survey of Health Problems, Practices and Needs of Youth". Pediatrics, February 1972. The reference for "normative level" is drawn from their study on approximately 1,350 youth between the ages of 15 and 21 years. Two of their tables appear in the Appendix (1) "Most Important Personal Problems of Youth" and (2) quoted above on "Health Problems of Youth".

The Evaluators study included 54% females and 46% males between the ages of 10 to 17 years with the average age being 14.1 years (average low was 12.9 years and the average high 15.8). This survey approximated the general YAC population. All of the YAC youth surveyed were considered to be generally classified as "well" with the following ranking of their secondary problems as:

<u>Rank</u>	<u>Problem</u>	<u>%</u>	<u>(Sternlieb Rank)</u>
1	Dental	35.7*	(2)
2	Menstral	10.7	(3)
3	Acne	7.1*	(4)
4	Obesity	7.1	(7)
5	Headaches	3.5	(6)
5	Learning Disability	3.5	(9)

In the classification of "dental" and "obesity" problem the YAC children were slightly higher than the comparison group while were lower in the other areas except for "menstral" which was about the same at 10%.

The general set of problems identified as the referral reason for the YAC children were of two types (1) school or (2) family related and the same problems as identified in the Sternlieb study. Further detail can be found in the Sternlieb tables in the Appendix. In the context of the YAC normativeness of adolescent problems, friction and growth, YAC must be viewed as a positive force toward early intervention for specifically referred crises as well as the normal adolescent growth problems to be resolved in the areas of:

- Self-image, identity, and desire for self-esteem.
- Acceptance of change within themselves.
- Struggle to attain independence.
- Relationship with peers.
- Relationship with the opposite sex.
- Cognitive and vocational achievement.
- Ability to control moods of depression and desires to act out.

The matrix (Chart 4) below was included to give the reader a monthly tabulation of YAC cases by referral source and case terminations covering the Project's two year operational history. There appear to be no significant monthly referral patterns when examining the matrix across monthly activity from year to year. The only clear pattern as reported earlier is the high frequency of use of YAC services by Juvenile Court.

Chart 5, which follows presents for the project's two year history the monthly pattern of case referrals to YAC from all sources as compared with cases closed by the month for all reasons. During YAC's two year program period new case referrals averaged 15.0 cases per month, while cases were closed at a monthly average of 12.8 cases for an active carryover difference of 2.2 cases per month. These figures are calculated over a 25 month program period.

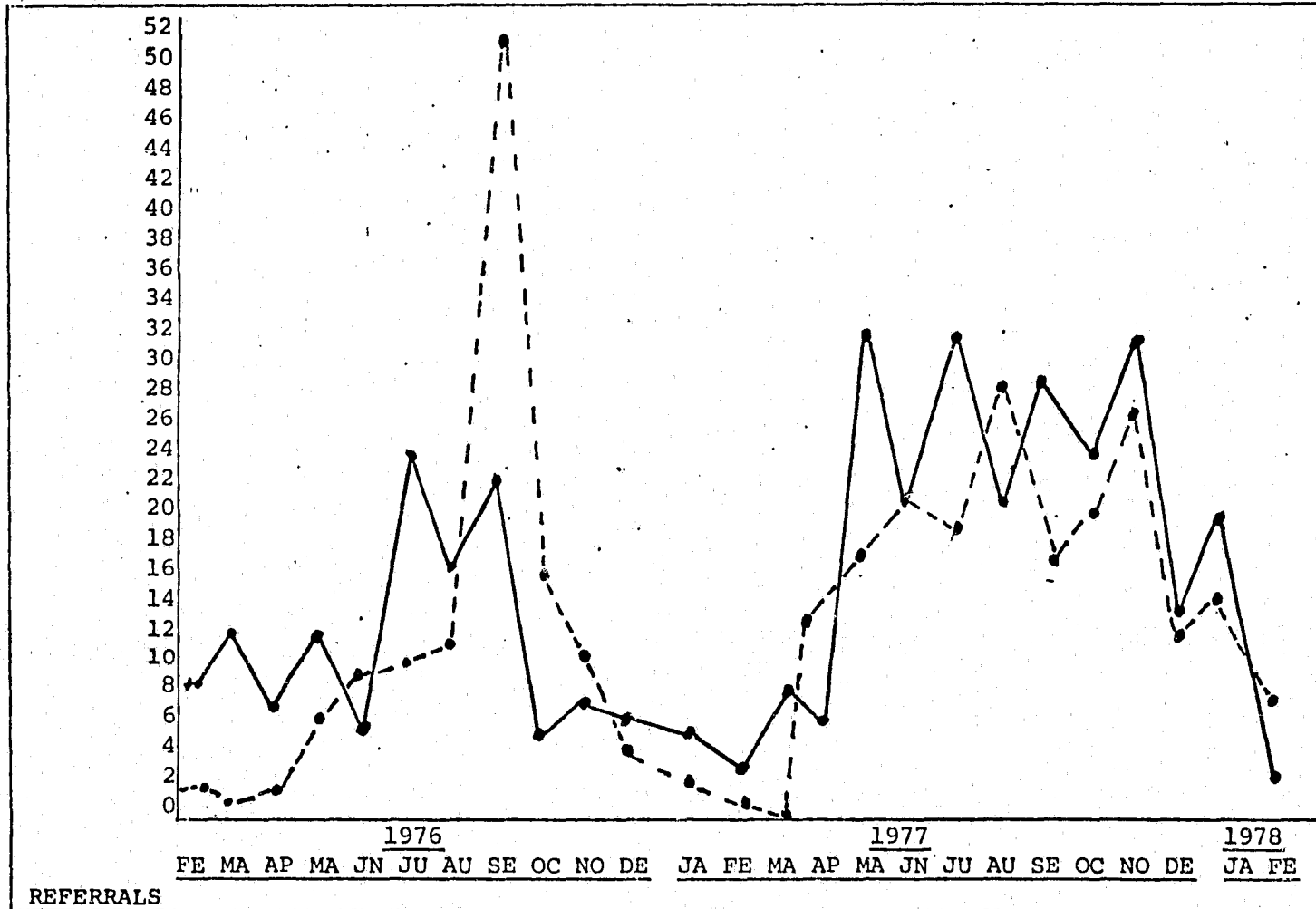
The months of low referral activity between January 1976 - April 1976 and December 1976 - April 1977 resulted from refunding uncertainties primarily based on LEAA review panel and refunding delays. With its refunding notification in March 1977 increased activity had sprung back into the project by April 1977. YAC's activity began to peak from there on, averaging more than 21.1 new cases per month from April to February 1978. During these peak months --per interview with Court Probation supervisors-- YAC services to Region II Court referrals significantly reduced Court staff time spent in counseling status cases (PINS) to less than 80 hours a month across all Court staff.

CHART 4
YAC CASES BY MONTH - SOURCE - REFERRALS - TERMINATIONS
1976 - 78 PROGRAM YEARS

Number Cases Per Month	REFERRAL SOURCE							Terminations	
	Court	School	Self	Friend	Police	D.H.R.	Other/(2/N7) Unknown		
February 1978 (2)	2							6	
January 1978 (19)	11	5		2		1		15	
December 1977 (13)	12	1						12	
November 1977 (31)	18	5	4	2			2	29	
October 1977 (24)	21		2			1		22	
September 1977 (29)	15	8	4	2				17	
August 1977 (21)	14	6	1					30	
July 1977 (34)	30		2			1	1	20	
June 1977 (21)	13	2			2		3	21	
May 1977 (32)	27	1	3		1			18	
April 1977 (6)	4	1	1					13	
March 1977 (8)	4	3	1					0	
February 1977 (3)	3							1	
January 1977 (5)	3				2			2	
December 1976 (6)	2	1	1	1	1			4	
November 1976 (7)	4	1	1				1	10	
October 1976 (5)	2	2			1			15	
September 1976 (23)	12	3	4		2	2		51	
August 1976 (16)	9		1		3	2	1	10	
July 1976 (24)	7	13	3		1			9	
June 1976 (5)	2	1	1				1	8	
May 1976 (12)	7	2	3					6	
April 1976 (9)	7	1					1	1	
March 1976 (12)	8	2						0	
February 1976 (8)	5	0			2		2	1	
January 1976 (0)					1				
Totals N	375	242	58	32	7	16	7	12	321
%	100.0	64.5	15.5	8.5	1.9	4.3	1.9	3.2	85.6

CHART 5
YAC MONTHLY "PINS" CASE REFERRAL AND CLOSURE FREQUENCY
FIRST AND SECOND YEARS

95



REFERRALS

+Referrals: _____	N = 375	Average Monthly Referrals	15.0
--Terminations: - - - - -	N = 321	Average Monthly Terminations	12.8
		Average Monthly Carryovers	2.2

OBSERVATIONS ON CASE TERMINATION

During this second year YAC and the Evaluation Team refined its examination of case terminations as recommended in the first year's final report. For this purpose eight (8) basic categories for closing were identified. They are identified in Table 16, which provides a first run analysis of YAC's second year terminations by reason, rank order and percentage.

The total number of YAC terminations was 321 or 85.6 percent of the programs 375 referrals for both years. Of the cases closed the greatest concentration was in the category of "Problems Solved" representing 39.5% or 148 of all cases closed. On a monthly basis YAC services successfully closed an average of 6.6 cases. the next highest area of termination was that of "Failure to Participate: at 28.5% of all cases closed. While this number is relatively high, it does include a significant number of clients who have participated in fewer than the contracted number of treatment services activities which may have resolved the original referral reason. Further study is needed to determine of this category how many clients may have found a solution to their original crisis during the first few contacts with the project and those who never participated after being recommended by the referral source. A similar examination of the category "Client's Request for Termination" should be conducted to more accurately determine those who felt their problem had been resolved or never existed. The remaining categories tend to be self explanatory.

It is the Evaluation Team's observation that YAC's ability to facilitate client problem solving continued to improve throughout the project's duration. Further, that understanding YAC's facilitating capability would increase a greater rate as more is understood through studying

TABLE 16 ANALYSIS OF YAC TERMINATIONS BY REASON

OCT 1976 - FEB 1978 (N=375)

YAC CODE	REASON	NUMBER	RANK	PERCENTAGE
1A	Problems Solved	148	1	39.5
2A	Clients Request for Termination	20	4	5.3
1B	Living Outside Service Area	19	5	5.1
2B	Failure to Participate	107	2	28.5
1C	Arrest Conviction	9	7	2.4
2C	Referred Out	54	3	14.4
1D	Moved Away	8	8	2.1
2D	Rejected for other Reasons	10	6	2.6
TOTALS		375		100.0

YAC CASES:	NUMBER	PERCENTAGE
TERMINATED*	321	85.6
REFERRED OUT	54	14.4
TOTAL	375	100.0

the category, "Failure to Participate", as identified in the discussion above.

STUDY AND DISCUSSION OF YAC CASE SERVICE DURATION

A. Referral to Termination

The observations reported in this section of the report provide a

sample overview of the time between "referral to YAC" and "YAC's closure of case services" during the project's second year. Through December 1, 1976 YAC has received 239 cases from all sources. Of this number there were 181 (75.7%) terminated cases sampled as the basis for Table 17 below.

CASE DURATION: REFERRAL TO TERMINATION TABLE 17

Second Year

<u>DAYS TO TERMINATION</u>	<u>NUMBER</u>	<u>%</u>	<u>AVERAGE DAYS PER CASE</u>
Less-Than			
30	99	54.7	11.4
60	48	26.5	41.4
90	18	9.9	74.5
Over 90	16	8.8	117.3
	181	(99.9)	

Supporting the program objective of providing short term crisis intervention, the evaluation of case duration data indicates the majority (54.7%) of the terminated cases studies were closed in less than 30 days or an average of 11.4 days. In further support of short-term services goal, 81.2% of the second year cases were terminated in less than 60 days or an average of 41.4 days. This means that 81.2% of YAC's cases are serviced within the time context of intake, assessment and the first 30 days service contract.

Cross-tabulating Table 17, with the "crisis intervention" observations and cases closed through "problem resolution" in Table 16 and

Table 18's positive response to "how have things been going since termination" along with the limited "interest in further services," suggests that YAC is meeting with increasing success its goals of short term crisis intervention and providing a viable alternative to Juvenile Court.

B. Referral to Assignment Observations

The Evaluation Team then examined YAC's intake data, specifically, the time between the referral and assignment to determine any undue lapse of time which might adversely effect the delivery of YAC's crisis services. A sample study of data over the two year Case Assignment period selected indicates that YAC has assigned 279 cases, after their initial receipt. These data show that it has taken on the average of 2.2 days to assign individual cases. This average is inflated due to longer periods taken during the first year start-up of the program.

The days that now lapse between the time the case is first received and case assignment is zero, though there are still a few cases that require 1 day or more before assignment. This assignment pattern continues to support the philosophy of crisis intervention with YAC's current modal lapse time from referral to assignment of zero days.

To begin to understand the impact and residual influence of YAC's arbitration and clinical services a structured follow-up interview schedule was prepared. Preliminary observations from the follow-up interviews are presented in the section below.

OBSERVATIONS AND DISCUSSION ON FOLLOW-UP SURVEY

Follow-up interviews, using a structured interview guide, were conducted with 268 YAC case parents (134) and youth (134). Data developed from interview questions 1-5 are presented in Tables 13-16 with tabulations based on age, sex and adult/youth variables. The follow-up interviews were conducted 90 days following case termination.

Follow-up data in Table 18, after 90 days on 134 cases, reveal that 71% (95) of the parents felt things were going better since their case was terminated. Similarly, 46% (61) of the youth felt that way. A negative response was given by 20.8% (28) of the parents, while only 5.5% (8) of the youth felt that things had become worst since termination. These findings are biased somewhat by the numbers of no responses mainly because of absence from the home at the time of interview. Only 8% (11) of the parents did not respond for this reason as opposed to 48% (65) non response by youth.

The lower half of Table 18 indicates that since the resolution of the original referral to YAC 51.1% of the respondents felt they no longer needed YAC services. It is the assessment of the Evaluation Team that there may be some positive correlation between the general positive response to question #4 of this Table. With further study, it might be observed that there is a residual effect from YAC services, such that, a family's coping power is lasting longer, its "status" problems are fewer or that the "status" problems may now be confronted with a manner that strengthens the family and child. Further study is indicated before a valid statement can be made regarding this correlation.

TABLE 18
ANALYSIS OF FOLLOW-UP QUESTIONNAIRES
(N=268)

QUESTION NO. 1.: How Have Things Been Going Since Termination?

Responses:

	<u>POSITIVE</u>	<u>NEGATIVE</u>	<u>NO RESPONSE</u>	<u>TOTAL</u>
PARENTS	95 (71.0)	28 (20.8)	11 (8.2)	134 (100.0)
YOUTH	61 (46.0)	8 (7.4)	65 (48.5)	134 (100.0)
TOTAL (TOTAL RESPONSES)	156 (58.2) (81.3)	36 (13.4) (18.7)	76 (28.3)	268 (100.0) (192) (71.6)

QUESTION NO. 4.: Can YAC Be of Further Service to You?

Responses:

	<u>YES</u>	<u>NO</u>	<u>NO RESPONSE</u>	<u>TOTAL</u>
PARENTS	25 (19.4)	94 (70.1)	14 (10.4)	134 (100.0)
YOUTH	13 (9.7)	43 (32.0)	78 (58.2)	134 (100.0)
TOTAL (TOTAL RESPONSES)	39 (14.5) (22.2)	137 (51.1) (77.8)	92 (34.4)	268 (100.0) (176) (65.6)

This observation of positive feeling and no need for further service is heightened when the non-responders are removed for the tabulation. The correlation is also located at similar levels, 81% and 78%, further suggesting that YAC intervention may have been helpful in minimizing the need for additional service. These questions should be refined in the next survey to determine other influencing variables.

Data in Table 19, collected at follow-up, show that when YAC cases by age and sex are, asked about police contact, 13 persons reported such contact, This represented 13.5% of the 96 youth who responded to this question. Eight out of 13 were females and nine out of 13 were age 15 and below. Of those age 15 and older who reported no contact with the police 46.3% were females who had been referred to YAC by the courts. An equal number of males over age 15, both court referred (9) and non-court referred (7), reported no further contact with the police.

TABLE 19

QUESTION NO. 2.: Have you Had Further Police Contact?

Responses: (Possible N = 134; 96 Responses, 71.6 38 No Responses, 28.3)

<u>(A) NO: No Further Police Contact</u>					
<u>O.R.S.*</u>	<u>MALE (45.0)</u>		<u>FEMALE (55.0)</u>		<u>TOTALS</u>
	<u>COURT</u>	<u>NON-COURT</u>	<u>COURT</u>	<u>NON-COURT</u>	
<u>Age:</u>					
Over 15	9 (22.0)	7 (17.1)	19 (46.3)	6 (14.6)	41 (49.4)
Under 15	10 (24.0)	11 (26.1)	15 (36)	6 (14.3)	42 (50.6)
Subtotals:	19 (23.0)	18 (22.0)	34 (41.0)	12 (14.0)	83 (86.5)
 <u>(B) YES: Further Police Contact</u>					
	<u>MALE (62.2)</u>		<u>FEMALE (53.8)</u>		
<u>Age:</u>					
Over 15	1	2	-0-	-0-	4
Under 15	1	2	2	2	9
Subtotals:	2	4	5	2	13 (11.4)
TOTAL RESPONSES:					96 (100.0)

*O.R.S.: Indicates Original Referral Source.

For those persons below age 15, females (36%) who were court referred reported no contact. Males who had not been referred by courts were next in reporting no contact (26.1%). Young males under 15 with original court referrals reported the least frequently as having no police contact (24%).

An overview of Table 19 shows that 86.5 of the respondents have had no further police contact with female youth (8 of 13) being the largest of those with further police contact (13.5%).

The question of further court contact is the subject of Table 20. Of the 136 responses 50.7% had no further contact with the court. For this category of non-court contact, data in Table 20A shows that upon follow-up a greater percentage of males than females reported no contact with the courts. Persons under age 15 showed a slightly greater percentage of reporting no court contact than persons 15 years of age and older.

There were 63 cases who reported contact with the Court--(see--- Table 20B) after termination. However, it is not yet clear from the data how much of this contact was at the request of the court as part of its follow-up or the result of a new incident. This issue should be clarified for February's comprehensive report. Within this further court group nearly two-thirds were 15 years and older, and over two-thirds were female. While females do generally comprise about 40% of the status offense category in most jurisdictions, the Evaluation Team feels further analysis should explore the sex and age differential in court contact.

When asked to respond to the family's coping ability, Table 21,

TABLE 20

QUESTION NO. 3.: Have You Had Further Contact with Court?

Responses: (Possible N = 136; This number exceeds 134 due to cases with more than one child).

(A) No: No Further Court Contact (N = 69/50.7)

<u>Age:</u>	<u>MALE</u>	<u>FEMALE</u>	<u>TOTAL</u>
Over 15	17 (56.6)	13 (43.3)	30 (43.4)
Under 15	<u>24</u> (61.5)	<u>15</u> (38.5)	<u>39</u> (56.5)
Subtotal	41	28	69 (50.7)

(B) Yes: Had Further Court Contact (N = 67/49.2)

Over 15	13 (32.5)	27 (67.5)	40 (59.7)
Under 15	<u>7</u> (25.9)	<u>20</u> (74.0)	<u>27</u> (40.2)
Subtotal	20 (30.1)	47 (69.8)	67 (49.2)
Total Responses			136 (100.0)

at follow-up 72 youth responded to question 5. Of those who responded 72.2% felt their coping ability was O.K. and 27.8% felt not clear about their coping ability. In both A and B response categories females represented about 58% or more of the respondents. Further study of factors influencing female response characteristics would be helpful for future project activity and replication. This coping correlation generally conforms with Table 18's "positive feeling" and limited need for further service. This continuing pattern over two follow-up studies aggregated in this report suggest the probability of a 70-80% success rate for YAC participants.

TABLE 21

QUESTION NO. 5.: How Do You Assess the Family's Ability to Cope
With Similar Problems If they Occur?

Possible 134 Responses to the Question: 67.9%
responded and 32.1% did not respond.

(A) OK on Coping Ability (65/72.2)

<u>Age</u>	<u>MALE</u>	<u>FEMALE</u>	<u>TOTAL</u>
Over 15	14 (41.1)	20 (58.8)	34 (52.3)
Below 15	<u>14</u> (44.0)	<u>17</u> (56.0)	31 (47.6)
Subtotal	28 (43.1)	37 (56.9)	65 (72.2)

(B) Not Clear on Coping Ability (25/27.8)

Over 15	3	4	7
Below 15	<u>7</u>	<u>11</u>	<u>18</u>
Subtotal	10	15	25
Total Responses			90 (100.0)

V.

THE EVALUATION PROJECT'S ORGANIZATION
AND METHODOLOGICAL DEVELOPMENT

Overview and Start-up Activities

Consistent with the goals and objectives of the Youth Arbitration Center's proposal and BAC Evaluation Project's scope of work statement, BAC initiated its start-up activities, October 1975, beginning with the joint development of record keeping and data collection forms. For reference copies of the evaluation objectives for both program years can be found in the Appendix. Notwithstanding, the Arbitration Center's initial dilemmas-- (1) referral source clearance; (2) obtaining a community-based program and administrative facility; (3) staffing and orientation; and (4) late formal sign-off on the evaluation contract-- BAC worked toward completion of evaluation tasks in line with contract time-task projections.

A. Staffing: BAC's evaluation staffing arrangement were completed by January 5, 1976 with the exception of student data collectors, replacement personnel and the last two staff additions.

Leon M. West	Project Director	1 Dec 75
Margaret Wilks Wright	Sr. Research Assoc.	1 Dec 75
Frank J. Jasmine	Diversion Consultant	1 Dec 75
Dr. James E. Savage, Jr.	Clinical Coordinator	1 Dec 75
Walter A. Bennet	Asst. Research Assoc.	23 Feb 76
Roxie D. Brooks	Admin. Asst./Sec.	1 Nov 77
Graduate Students	Data Collect/Collation	as needed, beginning 19 April 76
Dr. Barbara J. Stenbridge	Research Associate	1 Jan 78
James Bardwell	Programmer	1 Jan 78

B. Inter-Organization Development: During the start-up period, Bac engaged in scheduled on-going internal and external meetings, designed to promote: coordination, design, feedback, instrumentation, information, access and a working relationships. These meetings have been classified generally as: (1) internal to BAC; (2) jointly between BAC and YAC; and (3) with other agencies and organizations-- particularly the American Bar Association, regarding national diversionary programs; the Office of Criminal Justice Plans and Analysis, regarding baseline data and access to other sources; and the D.C. Juvenile Court's Social Service Division regarding status offense data prior to YAC.

C. Forms, Schedules and Instrumentation; The Evaluation Team met with Arbitration Center Staff on an on-going basis to develop procedural and data collection forms to be used throughout the project's life.

Listed below are the basic programmatic and data forms developed for the YAC Project:

<u>NUMBER</u>	<u>PROGRAMMATIC AND DATA FORMS</u>
001	Daily Request for Services
001A	Initial Request for Service
002	Initial Service
002A	Program Conditions
003	Assessment and Basic Record
004	On-Going Service Agreement
005	On-Going Service Record
006	Case Status Report, to Referral Source
007	Court Referrals : Monthly case Count I
008	Other Source Referrals : Monthly Case Count II

OTHER RESOURCE FORMS

A	Request for Information
B	Physical and Dental Consent
C	Referral for Specialized Services
D	Volunteer Recruitment Form

TEMPORARY FORMS

E	Letter of Placement Agreement
F.	Intake Summary

D. Data Collection: The initial project test data deriving from the forms (listed above) indicated the need for minor instrument revisions and possible areas for analysis. The evaluation initially developed three areas for data collection: (1) baseline or index; (2) project demographic and impact; and (3) control data. As part of the baseline information BAC began its library study on findings and evaluation models for diversionary programs.

E. Overview of Evaluation Activities: To measure the effectiveness of project impact, the evaluation team is engaged in a variety of activities, and depends on the following for data collection, correlation and interpretation:

- Instruments developed or modified for the YAC program;

- Data collection from staff, clients and agencies;
- Weekly updating, case review and project intake forms and records; (a record was kept on each client accepted in the program).
- Factual, observational, demographic and base-line data;
- Participation and observation in the following meetings for feedback, information and consultation:
 - General Administrative Staff Meetings (internal - external)
 - Inter-Agency Meetings
 - Case Conferences
 - Clinical Meetings

Treatment Groups:

- Parent Group
- Youth Therapy Group
- Female Youth Group

OVERVIEW OF THE EVALUATION PLAN: METHOD AND VALIDITY

This section of the report has been designed to provide the reader with a historical overview of the evolution and modifications of the Evaluation experience.

A. METHODS

The research design is a multiple time series, quasi experimental arrangement. It is best analyzed by what we shall call, "screening", contrasting and creating procedure. To accomplish this, we are initiating approximately three methods, staged toward analyzing the cases in our sample.

The first method entails analyzing (screening) each set of variable (i.e. academic achievement, intellectual achievement, clinical assessment, etc.) within each time frame. Thus, discovering the underlying influences of each set, at each time interval. This is in

order to facilitate the development of a conceptual model, which can generate formulation of hypotheses to be tested over the life of the study.

This analytical phase, also affords the reduction of the data to a manageable quantity, in order to study the interaction among the various sets of factors. Traditional multi-variet statistical procedures are planned for use in screening and reducing the data (e.g. factor analysis).

The second method is the contrasting of our experimental group with a selected control group, to observe differences, if any are found, through the application of the method above. This contrasting procedure will provide information as to differences and/or similarities of the two groups on dimensions under study. Standard procedures for testing significant differences will be used (e.g. multi-variet analysis of variance). This second method will also apply for succeeding steps in our analysis.

The third and final method is the linking of each time point, where data was screened. This will permit the establishment of relationships among our sets of variables, between any two time periods and also across all time intervals. This will help develop a comprehensive picture of what happens to our cases, on our measured set of variables as a function of YAC's juvenile arbitration services.

B. VALIDITY

Real world conditions, in contrast to the laboratory, are seldom under the complete control of the evaluator. Imperfections are frequently incorporated in a research activity, which any evaluator

must be aware of when deciding to accept, reject or view as questionable, a program's conclusions. This is particularly true, when the initial objective of the program is to first demonstrate its diversionary feasibility, and secondly, its effectiveness.

BAC's evaluation design was narrowed into three distinct phases:

(1) design and data gathering; (2) analysis; and (3) interpretation and generalizations. To maintain a reasonable level of internal validity, the evaluation design used the following four cautions or criteria:

1. Evaluation Design Control: BAC's design strategy should enable the Arbitration Center to rule out the influence of extraneous variables on changes, which are attributed to program participation.
2. Representative Sampling: BAC's sample of participants for measurement of change will be selected to represent all of the Arbitration Center's program participants.
3. Comparison Group Equivalence: If agreed to by the D.C. Superior Court -- the comparison or control group, against which the participant sample will be measured, will be generally the equivalent of the participant group on significant variables, such as referral reason, age and sex.
4. Adequate Follow-up: If time and costs permit, a serious follow-up effort -- BAC's follow-up data gathered on program participants and the comparison group will be adequate for support of the inferences made from such data.

Unlike the problem of internal validity, usually solvable with the use of appropriate methods and statistics, questions of external validity are not normally solvable in neat, conclusive ways.

External generalizations always involve the extension of program area.

The basic question we will be asking, regarding external validity is:

Are the YAC effects limited to a specific set of conditions or can they be generalized or replicated for other areas?

To maintain reasonable control of external validity, the evaluation team will employ three major criteria or cautions:

1. Generalizations to a Population: The design will examine those factors, which relate to YAC participants, so that individuals with whom the program is successful can be determined.
2. Generalizations to a Program: The design will explore factors which relate to the YAC program, itself, so that program components and services to which success can be attributed can be determined.
3. Generalizations to a Setting: The external design will finally explore variables which relate to YAC's program setting, so that the community, educational and criminal justice environment, in which YAC best operates can be determined.

In assessing the external validity, the evaluation team will be concerned with identifying those variables which interact with the arbitration program, such as population, setting and limit of the program's results to a specific set of conditions. Thus potentially extending the validity of the Arbitration Center's model to other diversionary, criminal justice and LEAA programs.

C. CONTROL STUDY DILEMMA

The evaluation proposal initially required the development of an experimental research design which includes a control group in a service area external to Service Area 6 (or some other acceptable universe). Initially, the establishment of the control group seemed quite feasible until confronted with a number of emerging dilemmas. The research team identified control issues which involved:

- The court's policies regarding confidentiality and privacy of information,
- Ethical issues related to requirements for human subject research without services to the subject,

-It was further considered that legal dilemmas could evolve from the issues listed above, and

-The research team attempted to identify such a control population, it was observed that a truly comparable control group did not exist. That is, youth similar referral possibility in other service areas and were, therefore, returned home with their parents if their cases were not serious enough to refer to court. Those service areas in which youth are sent back have no official records kept on them. It is this group that would be the most likely control population, yet, which we have no means to contact. This dilemma could be eliminated with the advent of a citywide diversion service.

-It was also felt that the chief, justice for Juvenile Court had some reservations about an experimental control study which would serve some and not other PINS youth referred by the Court.

In an effort to seek more formal clarification of the availability and access to comparable populations for the control study, the research team engaged in a series of inter-agency meetings from February - August. The meetings have included the:

- Office of Criminal Justice Plans and Analysis (OCJPA)
- Metropolitan Police Department (MPD)
- Department of Human Resources (DHR)
- Superior Court:
 - Division of Research and Planning (SC-DRP)
 - Division of Social Services (Probation) SC-DSS)
 - Law Enforcement Assistance Administration
 - Office of the Corporation Counsel
 - Youth Arbitration Center

The outcome of this series of meetings led to the conclusion that a control study would not be possible or feasible.

The final meeting took place on August 18, 1976, with the Director of the Social Services for the Superior Court, appropriate probation supervisors, and representatives from OCJPA, SC-DRP, and YAC, LEAA was unable to be present. It was concluded that : (1) the data on non-court referred juveniles do not exist which would facilitate the iden-

tification of an on-level offense" control population: nor we are sure it should exist; (2) the court's policy on confidentiality of juvenile case information, beyond that which is published, would not be available for external organizational research; (3) what is available is aggregate non-identifiable profile data, which the Court's Research and Probation Divisions have been helpful with to the extent of developing a special computer program to select out more descriptive information on Service Area 6 delinquency and PINS characteristics, such as detentions; and (4) finally, the chief administrative judge of Juvenile Court would not permit the random selection of youth for service or referral merely to implement a full experimental design.

The alternative to the YAC control study dilemma was to concentrate the remaining evaluation efforts on measuring YAC's treatment impact on client behavior and functional relationships. It should be noted that the American Bar Association has also identified similar ethical and legal issues in the study of juvenile (and adult) diversion programs which attempted to use similar control studies.

D. DESIGN FOR MEASURING THE IMPACT OF THE YOUTH
ARBITRATION CENTER'S CLINICAL-COUNSELING
PROGRAM:

This focus on impact measurement became the Evaluation Team's alternative to LEAA's control study requirement. The primary purpose of this phase of the research evaluation is measuring the positive and/or negative impact of the Youth Arbitration Center's (YAC) counseling program on its consumers.

Youth who enter the program are provided various services and resources for changes in attitude and behavior. Among those services is

an exposure to group counseling. The client's participation varies as function of need and willingness to cooperate in the counseling sessions. The extent to which they benefit from this therapeutic effort is yet unknown, at least experimentally. While this gap is being closed, experimentally, other project assessments are being made to ascertain what positive and/or negative effects are emerging. The YAC Project's historical, descriptive case and field data has been collected to assess program impact.

The combinatin of these research methods, referred to above, are utilized to gather pertinent data that give us some insight to whether the youth are benefiting from the programmatic efforts being made. In addition, the data will serve as guide-posts for modifying program efforts to better serve YAC clients.

However, to investigate the possible cause and effect relationship by exposing the youth to a particular treatment and comparing the results to a control group is the most ideal approach for gathering data that are valuable in determining the overall benefits of counseling. This mode of data collection is known as the true experiment, although it is rarely achieved in other than laboratory situations. In situations such as YAC, control and/or manipulation of all the relevant variables seen in a true experiment is not possible. The closest approach to gathering data that are necessary for our needs is the employment of a quasi-experimental design.

One of the most difficult areas for research evaluation has been that of psychotherapy. Studies of the effectiveness of various treatments and a comparison of these treatments with each other, leave

a lot to be desired.^{1,2,3} However, there have been some contemporary efforts made to bring order to what has been a chaotic and ambiguous compendium of results.

Testing Methodology

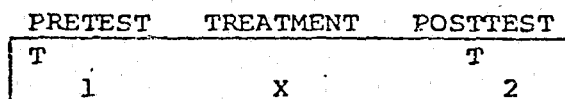
Design:

The primary goal of YAC is the implementation of a viable counseling program for its youth that will bring about positive changes in their human functioning. Thus a hypothesis has been structured as follows:

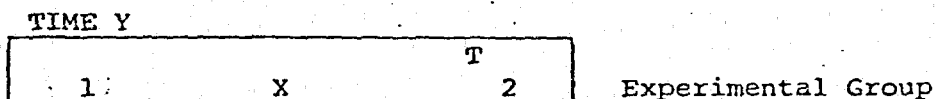
[Treatment (X) will cause behavior (Y) in subject (Z)]

In order to test the above hypothesis, two research models are being employed:

1. The one-group pretest --posttest design



2. The time --lagged control design



These designs offer several advantages. The pretest - posttest allows a comparison between responses by the same group of subjects before and after being exposed to the experimental treatment (counseling). It also provides a control for selection and termination variables, if the same youths take T₁ and T₂. The time - lagged control provides both an independent replication of the effect and a control during the time the intervention is withheld.

¹Gottham, John M. & Sandra R. Leiblum, How to Do Psychotherapy and How to Evaluate It, Holt, Rinehart & Winston, New York, 1974.

²Diedrich, Richard C. & H. Allan Dye (eds.), Group Procedures: Purposes, Processes and Outcomes, Houghton-Mifflin, Boston, 1972.

³Sloane, R. Bruce et. al, Psychotherapy vs Behavior Therapy, Harvard University Press, Cambridge, 1975.

There are some design disadvantages, such as: (a) no guarantee that (X) is the only, or even major factor in a $T_1 - T_2$ difference; and (b) plausible rival hypotheses: history; maturation; testing effects; changing effects of instrumentations; statistical regression; and selection biases and termination.

Design Procedures:

- Phase I. Administering of T_1 , the pretest (BAC's modification of the Family Pre-Counseling Inventory), to measure "...increased satisfaction and commitment to the family derived from changes in monitorable, socially important behaviors".⁴
- Phase II. Exposure of youths to X, YAC's counseling program, for a given time period (approximately 10 weeks).
- Phase III. Administering of T_2 , the posttest, measure positive change from T_1 after exposure to (X). This procedure has been time lagged for some subjects. A comparison of T_1 and T_2 is being made to determine what difference, if any, the exposure to (X) has made. Also, a comparison will be made between the experimental group and the time-lagged control group.
- Phase IV. An appropriate statistical test will be applied to determine whether the difference is significant.
- Phase V. The results will be cross-validated by contrasting them with findings from our historical, descriptive, and case and field studies, which will include data on some of the parents, who will be administered the Parent Forms of the Family Pre-Counseling Inventory.

The discussion which follows presents the findings as observed in the use of the Pre-Counseling Inventory over a sample YAC population of parents and children.

⁴Stuart, Richard B. and Frieda Stuart, Guide to Family Pre-Counseling Inventory Program, Research Press, Champaign, Illinois, 1975.

Summary Observations on YAC Parent-Child Relations :
A Parent-Child Pre-Counseling Inventory

This evaluation report described the methodology for the design to assess the impact of the Arbitration Center services on client behavior measured over 56 respondents. This current report examines the evaluation team's summary observations on baseline behavioral data from the use of a modified PARENT-CHILD PRE-COUNSELING INVENTORY (PCPCI). This assessment instrument was selected and revised for the YAC project for its applicability to both the interest of evaluation research and clinical assessment potential. Specifically, the PCPCI instrument facilitates a direct focus on the dynamics (frequency, structure and scope) of the parent-child relationship at the levels of family interaction, decision-making, communication, behavior exchanges, privileges and responsibilities.

The PCPCI was used to assess parent(s)/child(ren) interaction within the ecological environments of the family. Thirty-one (31) children and twenty-five (25) parents, who require special attention were administered the instruments. The children were referred for having problems adjusting to their home and school environment; and were referred either by parent(s), Social Service Division, Superior Court, schools, or others.

The data were collected mainly in home interviews; and some were collected at the Arbitration Center. Analysis of the data reveals several factors that appear to be crucial in planning family intervention strategies, as well as applicability for evaluation reporting.

CONTINUED

1 OF 2

In general, problems in compatibility of the match, between the child's home and school situations may result from a lack of parental control (e.g., disciplines, rules and nurturance) and a misunderstanding by the child of what is expected of him/her.

The outline for the present analysis and results involves basic demographic variables concerning the sample and selected variables for comparison of the responses of parent(s) and child(ren) to similar questionnaire items.

Demographic Variables

The relationship of the "parent figure" to the "identified child" was the first factor to be considered. Eighty-four percent (84%), (N=21) of the respondents were the natural or biological mother of the identified child. Twelve percent (12%), (N=3) were grandmother to the child; and 3%, (n=1) was a mother via adoption process. Therefore, the majority of the children stay in the parents' homes and not with other relatives or non-relatives. This factor seems important to the link between potential power or influence, through kinship, versus an unrelated parental or foster situation, which may not possess this potential influence over the child's behavior.

The marital status of the mothers revealed 24% married; 8% widowed; 60% separated and 8% (N=2) for the no response rates. Interestingly enough, 68% of the families interviewed were female headed families, raising the identified child without the aid of a husband.

The age of these mothers ranged from 21-53, ($x = 39.1$ yrs; N=25). The demographic data on the responding child revealed that there were 16 males and 15 female children. The mean age for the males was 15.4

yrs. (range 12-17). The mean age for the females was 13.8 yrs. (range 10-17). The mean number of children per family is 4.0 (2.0 males; 2.0 females).

Summary Data on Pre-Counseling Inventory

A number of selected questions were posed to 20 parents and their children dealing with the home and school ecological environments. The match between these two environments can play a vital role in the adequate development of the child. In addition quantitative information presented later in this section, was collected on 25 parents and 31 children.

Qualitative Data

A preliminary analysis of the data reveals a general factor of parental degree of control vs. lack of control over the child's values, role perceptions, behavior intentions and expectation of reinforcement. In short, it appears that both parent and child are ambivalent to who is in charge.

Question A asked: "Please list the three things which your father/mother (of son/daughter) do, which makes you feel good, stressing what they do, rather than what they are."

The responses of the parent focused more so on efforts that had been directed at the child to help him/her. Table 22 indicates the relative percentage of each category.

TABLE 22.

FREQUENCY DISTRIBUTION FOR QUESTIONNAIRE ITEM:
"Things done to make feel good" - (N=20)

RESPONSE	PARENT	CHILD	
		MALE	FEMALE
Improve School Work	60%	1%	5%
Improve Personal Cleanliness	25%	10%	15%
Improve dealings with others	10%	40%	25%
Involve more so in housework	5%	19%	35%
Let "child" go out more often	0%	30%	20%
	100%	100%	100%

The responses of the child, however, focused on things such as "buy me more clothes" or "give me more money" stressing a more selfish attitude towards the types of things that make them feel good.

Question 1 of Part B, Communication asked: "How would you like your child (or parent) to tell you what they do like about the things you do?"

TABLE 23.

FREQUENCY DISTRIBUTIONS FOR THE PARENT & CHILD
RESPONSES TO QUESTION 1: (N=20)

RESPONSE	PARENT	CHILD
Sit down and talk	70%	50%
Tell me without yelling	25%	50%
Don't Know	5%	0%

The responses to the question indicate that both parents and children feel it is very important to sit down and talk about their relationship with each other. It also seems important, as indicated by the response frequencies, that these parent/child discussions must not involve yelling or arguing, but be a calm and understanding exchange of views.

When the parent was asked to list two nice things and behaviors which he/she would like his/her child to do more often, the majority of the responses (60%) involved devoting more time and/or effort to education and schooling. The remainder of the parents' responses seemed to focus on aspects of improving the child's grooming habits. The child answered this question in an entirely different way. The majority of the children sampled wanted more freedom (e.g., "let me go out more often", "let me have company") to do as they pleased. The responses to this question express a parental need for more control and the child's desire for less control and more freedom.

The most interesting result seems to come from the responses to the question concerning the types of rules the parent has for the child, which states: "Many families have rules, which help people know what they can do and what their responsibilities are. Sometimes, these rules are stated --actually written down-- and other times they are not stated, but people follow them regularly anyway. We would like to know about the rules in your family: what are they and what changes, if any, would you like to see made."

For the first section of this question, "rule about free time", 80% of those parents questioned had no rules concerning the use of the child's free time! The responses of the remaining 20% were somewhat vague in describing this rule with responses such as "use constructively" or

"not waste time". These responses indicate a lack of the parent's knowledge about what the child does when not at school or at home performing chores. Strategies for dealing with this problem would involve closer parental supervision and direction of the child's leisure activities.

The second part of this question asked about the rule regarding spending money. The sample child seems to suggest that there is no spending money. The parents, however, suggest that the child must spend his/her money wisely, on school materials and clothes. There were fewer suggestions for changes in the "money rules" than for any of the other parts of this question. This conclusion suggests that there are restrictions as to the allocation of money in these homes. Some cross tabulation of the income of these families with the amount of money given to the identified child may be of further interest. There were no suggestions for changes or improvements in the money rule.

The "rules about school" part provides the most stringent and prescribed rules for the children. Ninety percent (90%) of those sampled suggested that the child was required to attend school everyday and not give the teachers any discipline problems. The remaining 10% stated that the child should attend school to attain some objective (e.g., to stay out of trouble, to get an education). It seems that parents are more concerned about education of the identified child. This part of the question evoked more detailed responses than others, indicating the possibility of focusing on the academic achievement aspect of helping these children. The responses to this part were consistent across the sex of the child, as well as types of marital status.

The "rule about friends" part reveals another aspect of the lack of parental supervision for these children. The responses were divided among the following categories:

No rules	60%
Parent chooses friends	10%
None of the wrong crowd	30%

The latter response does not control for the type of persons the child chooses to associate with.

The rule about "the way the adolescent dresses" produced an even split for no rule and some sort of rule. Of the 50%, who responded that the child had some sort of "appropriate dress code", 30% said "child must be clean"; with the remaining percentage stating "dress the proper way". The responses to this part indicate an ambivalence over the amount of control that the parent has concerning the way the child dresses.

Finally, the question concerning the rule about the adolescent's personal habits revealed responses that were categorized in the following ways:

No Rules	10%
Cleanliness	70%
Good Manners	20%

It seems that the parent urges the child to keep his/her body and clothes clean.

Selected questions on the Supplement 2, of the questionnaire concerning the amount of communication between parent and family are of particular interest. A composite index was composed of the bi-polar responses to each of ten questions: from (1) representing "does not fit us at all" to (5) representing "is usually true for us". Therefore,

the 5 represents the greater amount of communication. Parent's scores were summed and divided by the number of questions and the responses revealed a mean of 3.4, suggesting a moderate degree of communication between parent and child.

When the child's responses were computed in a similar manner, the means were 2.4 for males and 3.1 for females. The communication between the female parent and the male child seems to be lower than between the former and the female child. "T" tests on the means between the groups revealed no significant effects, however. It appears that the communication barriers between parents and children must be broken down through discussions on problems about school and about friends.

Quantitative Data

Children

There were 31 children who responded to the questions related to how happy they were with the treatment they received in their family. The scores ranged from 0 (i.e. is very unhappy) to 45 (i.e. very happy). The median score was 29, which is close to the mid-point of the scale. This is indicative of a moderate degree of happiness with treatment in the family experienced by most of our selected YAC children.

The children's answers to the questions which dealt with the need for improvement in treatment received in the family also ranged from 0 (i.e. needs great improvement) to 45 (i.e. OK as it is). The findings related to central tendency show that most of our children feel that there is little need for improvement in treatment.

In rating questions related to positive communication in the family, the children's scores range 14 (i.e. does not fit us at all) to 50 (i.e. is usually true for us). Sixty-five percent (65%) of the children stated that positive communication existed in their families sometimes.

TABLE 24
CORRELATION COEFFICIENT FOR CHILDREN
ON THE PRE-COUNSELING INVENTORY

	Happy	Improvement	Communication
Happy	1.0	.55	.53
Improvement	.55	1.0	.12
Communication	.53	.12	1.0

Total No. y Children 31

In analyzing the relationships among the 3 scales for children, it was found that there were significant relationships. Table 24 reveals that there were significantly positive relationships between Happy about Treatment Scale, the Need Improvement Scale and the Communications Scale. Thus, our children perceive that they are moderately happy, there is little need for improvement and that communications is fairly good.

Parents

There were 25 parents who responded to the questions related to how happy they were with the treatment they received in their family. The scores ranged from 0 (i.e. is very unhappy) to 38 (i.e. very happy). The median score was 24, which is lower than that for the children. Therefore, parents tend to perceive less happiness in the family than children.

The parents' answers to the questions which dealt with the need for improvement in treatment received in the family also ranged from 11 (i.e. needs great improvement) to 45 (i.e. OK as it is). The measures of central tendency show that parents perceive that there

is much need for improvement in how family members are treated. This finding is at odds with the perceptions of the children.

In rating questions related to positive communication in the family, the parents' scores range 16 (i.e. does not fit us at all) to 50 (i.e. is usually true for us. Fifty-two percent (52%) stated that positive communication existed in their families sometimes. This is slightly less than the number of children who felt that way. Which shows to some extent that children and parents are not sharing the same perceptions.

TABLE 25
CORRELATION COEFFICIENT FOR PARENTS
ON THE PRE-COUNSELING INVENTORY

	Happy	Improvement	Communication
Happy	1.0	.45	.48
Improvement	.45	1.0	.22
communication	.48	.22	1.0

In analyzing the relationship among the 3 scales for parents it was found that there were significant relationships. Table reveals that there were significantly positive relationships between Happy about Treatment Scale, the Need Improvement Scale and the Communications Scale. Thus, our parents perceive that they are moderately happy, there is little need for improvement and that communications is fairly good. Although their relationships are not as high as they are for children.

Summary

The data from the present study seems to suggest three problem areas of inter-personal contact between the respondent parent and the identified child. These areas may be categorized into problems of: a) interdependence; b) interaction; and c) influence. The degree to which the child needs the parent for encouragement or advice is low; and needs to be developed. Results from the selected data analysis reveals the independence, due to different perceptions, rather than interdependence between parent and child. This relationship may be enhanced by increasing the mutuality of perceptions assigning more tasks, chores and responsibility for the child, within the family's functioning (e.g., buying groceries, using allowance to buy foods child wants). Once the interdependence is set, more interaction will occur between parent and child. This effect may produce a better relationship in terms of planning and coordinating the child's activities within the family. The communication "level" would also be enhanced through greater amounts of interaction.

Finally, the influence factor should be enhanced through the "quality" of interdependence and interaction achieved. The YAC program should stress through its counseling and services the authority of parents and teachers to develop the child's concept of rules, responsibilities and privileges, as well as increase the influence potential of the parent in the home ecological situation.

Evaluation Plan for Other Instrumented Techniques

The evaluation design presented specifies the conceptual framework, type of evaluation, program elements to be assessed in these programs, objectives of the Programs. In addition, the design delineates target groups, data collection procedures, and data collection instruments.

Conceptual Framework

This evaluation follows what Tripodi et al. conceptualize as "differential evaluation, "which means the evaluation is geared primarily to the present stage of a program.¹ By linking evaluation to the present stage of the program, we will be able to generate sets of data on program efforts and effectiveness in achieving program objectives.

Feedback will be a vital part of the evaluation process. However, the feedback must involve both short and long-range objectives and issues. Information collected during the evaluation of the program will be made available to the staff so that previously established priorities and approaches can be re-examined and possibly adjusted in light of outputs and impact. This evaluation will also permit the reallocation of program resources in the future.

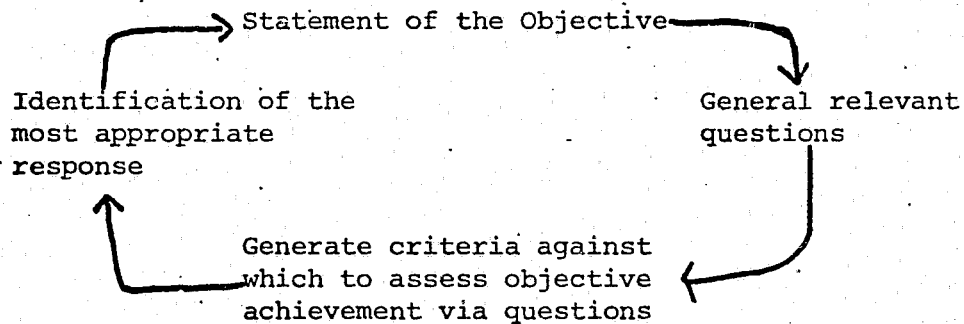
Criterion for Assessment

The evaluation design selected for this project is based upon a model characterized by a catalog of typical and relevant questions or indications based on specified YAC objectives. The answers will

¹Tony Tripodi, et al. Program Evaluation Policy: Analyzing the Effects of Public Programs. (Washington, D.C.: The Urban Institute, 1971.)

chart the course of analysis and the course of data gathering in sufficient detail to permit specific and timely modifications. According to this method, a set of questions is raised regarding inputs (program effort), the internal operation of YAC and outputs (program impact). A set of questions is also raised addressing the overall performance of the program. Evaluation then consists of quantitative and qualitative data on the specific questions developed from each of the specific objectives. However, in translating the YAC objectives into evaluative questions, consideration will be given to data requirements, approaches to measurements, instrument development, and a timetable. The following diagram summarizes the four basic steps in the above procedure:

Diagram 1



The following example demonstrates how the above systematic procedure will be applied in assessing each YAC objective for impact.

Example:

Statement of Objective: The Program will improve the interpersonal relationship between the youth referred and their families by resolving crisis situations which threaten family breakup, thereby,

reducing the number of juveniles in contact with the criminal justice system and reducing juvenile crime and delinquency.

Generate Series of Relevant Questions

- A) How many youth have high self-concept scores?
- b) How many youth rate the communication in their family as good to excellent?
- c) How many youth are allowed to participate in decision-making in the family?

Generate Criterion Against Which to Assess the Objective via Responses to the Questions

An X number of youth were given the Piers-Harris Self Concept Test. Their scores were tabulated and a number of youth were identified with high self-concept scores.

Identification of Most Appropriate Respondent/Reference Source

Youth were identified and tested.

Sampling Procedures

This section is devoted to a discussion of the sampling procedures, instruments, and YAC objectives.

Sampling

The sample consisted of students, teachers and counselors of YAC, associate professionals of YAC and parents of YAC. A series of practical decisions were made in securing a sample. Since the number of youth was small, all of the persons available were sampled. In the case of the youth, tests were given on site. Other persons were sampled in order to ascertain the various opinions and perceptions of YAC program accomplishments.

Data Collection Procedures

The evaluation strategy for this assessment employed a variety of approaches and made primary use of quantitative data. The following techniques of data collection were used:

1. Administration of tests and forms to YAC participants and their parents.
2. On-site Personal Interviews - Feedback Sessions:
A series of planned discussion sessions were conducted with YAC staff. These sessions were built into the evaluation process as a source of feedback to the staff as well as a mechanism for helping the evaluators to gain in depth understanding of YAC operations. These discussions resulted in greater clarity with respect to the directions and focus of YAC.
3. Analysis of Data Files: Available files of statistical reports from YAC were made available to the evaluators. These reports were analyzed for specific types of data needed for the evaluation.

Files were also included. These reports were found to be rich in certain statistical data, especially in the case of regularly reported activities in the program. There were, however, some problems in the reports such as incompleteness, missing reports and lack of data related specifically to the Program's objectives.

Instruments

The data were gathered through the use of tests and forms tailor-made for the Program. The uniqueness of the focus and objectives of these programs precluded the use existing standard instruments. The evaluators perused existing instruments that have been utilized to evaluate programs similar to YAC, in an effort to tailor relevant tests to the evaluation. The evaluators had to modify seven (7) standardized tests. The instruments were tested for validity and reliability in a research study conducted by this writer.

TABLE 26

List of Data Collection Forms

<u>Tests and Questionnaires</u>	<u>Respondent(s)</u>
Pre-Counseling Inventories	Parents Youth
Piers-Harris	Youth
Modified Crandall's	Youth
Modified Nowicki-Strickland	Youth
Modified Gough M-F Scale	Youth
Modified Coopersmith	Youth
RASA	Youth

Relationship To YAC Objectives

Basic to the evaluation was the assumption that the achievement of YAC objectives depend upon the success with which the problems of program initiation, feedback mechanisms and contact with program beneficiaries were resolved. While there is program impact data (i.e., the extent to which YAC objectives were realized), equal attention was given to program effort (i.e., the scope and extent of time and energy expended in program operations and program activities).

Type of Evaluation

Program Product or Impact: This aspect of the evaluation focuses on the extent to which YAC have realized their specified objectives. As indicated above, these objectives were translated into evaluative questions.

RESULTS

Did YAC improve the intrapersonal characteristics of the youth referred?

Table 27, below shows that the scores on most tests were normally distributed for the YAC youth who were administered the tests. The score distributions also indicated that most youth had moderate responses to questions pertaining to their willingness to take responsibility for behavioral events that held either positive or negative outcomes for them. Moderate responses were also found for self-concept and self-esteem. Racial identification and sex role orientation scores were also moderate for most YAC participants. Most of their findings varied by sex, age, family structure, and duration in program.

TABLE 27
CENTRAL TENDENCY AND VARIATION FOR ALL TESTS

	Mean	Median	Mode	SD	Range
C+	11.3	11.7	13.0	2.65	5-15 (10)
C-	11.5	11.9	14.0	3.0	4-17 (13)
N-S	22.0	22.5	25.0	4.1	12-30 (18)
M-F	17.3	16.5	16.0	4.9	4-28 (24)
C-S	13.4	14.8	15.0	3.7	5-19 (14)
RASA	5.7	6.2	7.0	2.3	1-9 (8)
P-H	27.0	28.0	24.0	5.5	16-37 (21)

Sex

Females made up 52.5% of the sample (N=21) and males (N=19) comprised 47.5% of the sample. There were very few results that showed sex differences. However, one important finding related to Crandall's I-

test. Females were less likely to take responsibility for negative outcomes than males ($\chi^2 = 2.72, p < .10$). This may have some implications for females who are referred back to the courts more often than males.

Age

On most tests age differences did not emerge. However, a significant age difference did emerge on the Gough M-F Scale. YAC youth, below the age of 14, scored below the median score on the Gough ($\chi^2 = 4.54, p < .05$). This could be indicative of more sex role orientation problems or a merging of sex roles for males and females, which the younger YAC youth are embracing.

Duration in Program

There were no significant differences between YAC sample participants who had been in the programs less than 2 months and those who had been in the program more than 2 months. Therefore, it appears that for changes in personality, enrolling participants beyond 2 months is not the answer. Eighty-five percent of the people stayed in the program 3 months. Forty-three percent stayed between 1 and 2 months. This strongly suggests that intensive intervention should be undertaken during the first 30 days in order to maximize the effectiveness of the program. Table 28 shows the percentage of persons in the program by number of months.

TABLE 28
DURATION IN PROGRAM FOR FORTY YAC PARTICIPANTS

Months	Percentage
0	17.5
1	32.5
2	10.0
3	25.0
4 and Over	<u>15.0</u>
	<u>100.0</u>

Family Structure

Table 29 shows the number of males and females living in two-parent and single-parent families. Inspection of this table reveals that more participants reside in single-parent families than two-parent families.

TABLE 29
FAMILY STRUCTURE BY PARTICIPANT'S SEX

Type of Family	<u>Sex</u>		Total
	Male	Female	
Two Parent	4	6	10
Single Parent	<u>13</u>	<u>15</u>	<u>29</u>
Total	19	21	39

The disparate number of children who live in single-parent homes should be taken into consideration. Family counseling and parent groups should be designed to relate to the problems peculiar to the single-parent family.

REGRESSION ANALYSIS

This analysis shows which variable(s) significantly predict various outcomes. For the single-parent female (N=13) the RASA is the best predictor of age ($R^2=.48$). The Coopersmith ($R^2= .20$) and the Piers-Harris ($R^2 = .58$) are the best predictors of duration in the program.

For females in two-parent families, the best predictor of age is the Crandall's I- ($R^2= .66$). On the other hand, similar to the single-parent females, the Piers-Harris is the best predictor of duration in the program ($R^2= .71$).

The age of males living in single-parent homes, was best predicted by the Crandall's I-, which is similar to the females in two-parent homes ($R^2 = .19$). Due to few males in two-parent homes, computations could not be made.

The age for all youth in two-parent homes was best predicted by Crandall's I- ($R^2= .69$). The Piers-Harris was the best predictor of duration in the programs for youth in two-parent homes ($R^2= .40$). As with two-parent youth, the Crandall's I- was the best predictor of age ($R^2= .2$). Duration in the program was not predicted by our variable for single-parent youth. The RASA was the best predictor ($R^2= .01$).

PSYCHOLOGICAL ASSESSMENT

Ten youth and one parent received in-depth psychological assessment. Three males and 8 females were referred. It appears that females are showing more psychological decompensation than males. The critical age for referral is approximately 15. The one adult female was age 28. The modal age for males was 16.

There were various reasons for each referral as can be gleaned from the following list:

Reason for Referral

1. Reading, classroom behavior
2. School behavior, home problems, bed wetting
3. Absconding, homosexuality
4. Reading, (organic learning disability)
5. Repeated pregnancies, stealing, school performance unsatisfactory
6. School attendance, low school performance, stealing at home
7. Running away, truancy
8. Violence at home, preoccupation with sex, self-concept, intellectual functioning
9. Physical and sexual abuse by father, truancy, low grades
10. Feelings about parenting, self-concept
11. Intellectual functioning, frequent headache (psychogenic)
12. Organic brain disfunction
13. Adolescent adjustment reaction
14. Behavior disorder of adolescence

The eleven participants were administered a variety of assessment protocols:

1. Rorschach
2. Thematic Apperception Test
3. Sentence Completion
4. House-Tree-Person
5. Bender Gestalt
6. Wide Range Achievement Test
7. Pier-Harris Children Self-Concept Scale
8. Human Figure Drawing
9. Wechsler Intelligence Scale for Children, Revised
10. Wechsler Intelligence Scale for Adults (WAIS)
11. Peabody Picture Vocabulary Test
12. Interview (Personal)
13. Observation (Examiner)

Based upon the assessment procedures utilized to gauge mental and affective functioning the psychologists concluded that all but 3 participants showed impaired intellectual functioning and all but 2 showed disturbance in the area of personality functioning. The tests were congruent with the psychologists' behavioral assessments of the participants.

There were a variety of recommendations made by the psychologists for solving the psychological problems of the participants. Chief among the recommendations was individual psychotherapy. Consultation with the home and family therapy were equally recommended. The following list gives a breakdown of other recommendations:

Recommendations

1. Individual psycho-therapy (8)
2. Consultation w/school (2)
3. Consultation w/home (5)
4. Remedial Health (educational (2)
5. Big Brother Relationship (1)
6. No recommendations (1)
7. Family therapy (5)
8. Need help in improving self-concept (1)
9. Medication (1)
10. Parent of gays (1)
11. Parent's Group (1)
12. Residential Treatment (2)
13. Educational Training (1)
14. Job Training (1)
15. Group Therapy (1)

EDUCATIONAL UNIT

Data on 31 youth in the educational unit were analyzed. This data reveals that the average grade level for the participants was 7.42. On the reading pre-test administered to the youth, they achieved an average reading level of 5.41 (N=27) which is two grades below their present grade placement. The post-test showed that they had fallen slightly below their pre-test score, but this finding must be viewed cautiously. There were only 9 respondents to the post-test.

On the math pre-test, the average grade level was 3.46 (N=13) across all 8 areas of math (adding, subtracting, multiplying and dividing whole numbers and fractions respectively). Thirteen of the participants showed no mastery on the pre-test. There was a slight decrease in math on the post-test (3.36).

The failure to show gain could be due to the low attendance. The participants were present for instruction 43.79% of the time, which is 26.21% below the typical attendance of 70% for most urban schools on any given day. The staff reported that although the scores were low, they noted a positive attitudinal change toward educational achievement.

In this section the YAC Evaluation Report will examine, within the limitations of time and the availability of comparable cost data for status offense diversion programs, YAC's cost to client-service relations. As the cost analysis discussion proceeds there are a number of influencing factors to be kept in mind:

1. that there are few, if any, cost-benefit studies available on status offense diversion programs, those studies available focus generally on status offense deinstitutionalization programs;
2. the studies which are available often do not use similar categories for data collection or those that do often are unable to locate data on a critical factor, such as average client days in the program or total number of clients served, which minimized further refinement of data;
3. that most of the existing studies focus on diversion programs for adults or delinquents and at the level of (a) pre-trial, (b) minimizing the depth of offender entry into the criminal justice system, and (c) deinstitutionalization. These programs often offer services which differ from the services of a status offense diversion program;
4. that those cost analysis which offer some comparability are generally using dollars from 1974 or earlier and should be offset by an annual inflation factor;
5. this study of YAC's service to client costs represents an on-going operational activity and as such recognizes higher start-up costs during the first years of a demonstration activity. Those higher costs are attributable to early management and funding inefficiencies, special equipment and supply needs, low client periods, costs of recruiting and training staff and time and cost for promoting the program with officials, agencies and the community.

In the context of the above influencing factors, it was more feasible with regard to comparability to (1) examine cost percentages for broad categories since percentage costs seemed to be more available for other diversion programs notwithstanding differences in service or level; and (2) compare average per client and per day costs.

The Table below examines YAC's broad cost categories (1. Personnel and 2. Other) by percentage against three additional types

TABLE 30
Cost Percentage as Classified
by Type of Diversion Service
Personnel and Other

	Type of Diversion Service:			
	Employment	Drug	Halfway House	YAC
Cost Category:	(1)	(2)	(3)	(4)
(1) Personnel	78.3	79.0	63.6	50.6
(2) Other	21.7	21.0	36.4	49.4
Total	100.0	100.0	100.0	100.0

of diversion service programs; an employment service model, a drug treatment model, and a residential alternative. *All are pre-trial diversion to half official criminal justice processing. YAC in the personnel category expends 50.6% of its budget compared with the resi-

*These figures are based on a survey of diversion program costs for the "Employment" and "Drug" service models the data source is:

- (1) American Bar Association, Commission on Correctional Facilities and Services, Cost Analysis of Correctional Standards: Pre-trial Diversion. Washington, D.C., NILECJ/Government Printing Office; October 1975.

For the Halfway House residential service model the data source is:

- (2) National Institute for Law Enforcement and Criminal Justice, Cost Analysis of Correctional Standards: Halfway Houses, Vol. I. Washington, D.C.: Government Printing Office; November 1975.

dential program which spends 13% more for personnel than YAC. The drug and the employment diversion programs are almost 30% ahead of YAC on personnel costs.

For the "other" category YAC exceeds the three programs, primarily because the three comparative programs are governmentally sponsored without major indirect costs while YAC is sponsored by a private non-profit social service agency with a 21.7% indirect cost. Subtracting YAC's 21.7% indirect cost from YAC's total "other" category leaves a 27.7% balance. When the YAC indirect cost is set aside percentage similarities in cost items can be noted in such "other cost centers as:

TABLE 31
Comparison of Selected "Other" Costs
Types of Diversion Programs

<u>Cost Items</u>	<u>Employment</u>	<u>Drug</u>	<u>YAC</u>
Travel	3.2	3.3	1.0
Consultants	0.7	N.A.	5.3
*Equipment	3.2	0.4	1.7
*Supplies	"	1.7	0.9
*Rent	5.8	4.3	7.7
Emergency Fund	1.7	N.A.	0.3

The costs which seem to demonstrate the most similarity are equipment, supplies and rent.

Another common area of cost analysis are "per client" costs based on the average number of client days, the number of clients and total project costs. Using data from the above ABA study projects and additional data from a ten (10) project study of status offender

deinstitutionalization costs,* the evaluators developed the cost comparison presented below. The ranking which results from this table must be viewed as highly speculative in that across the projects there exist a number of unknown's (1) in the elements composing the cost item, (2) computation formulas are not clearly visible, (3) basic program variations in service population characteristics, and (4) the influencing factors listed at the beginning of this section on Cost Analysis.

In summary of YAC's first two program years, the YAC preliminary cost analysis must be viewed as positive and in-line with the general

TABLE 32
Per Client Costs:
Classified by Type of Service

	Employment	Drug	Halfway House	Deinst. S.O.	YAC Diver.
Per Client Cost	3,750	1,487	N.A	N.A.	2,123
Clients Per Year	260	250	N.A	N.A.	382
Average Client Days in Program	90	180	180	188.5	61.2
Average Per Day Costs	41.67	8.26	27.67	27.67	34.69
Rank Order	1	5	4	3	2

costing of diversion programs, particularly, those in their start-up years. However, as with all such cost analysis more concentrated study using reasonably standardized model elements would be most helpful for policy planners and program administrators.

* Arthur D. Little, "Responses to Angry Youth". Washington, D.C., OJJDP/LEAA and YDB-ACYF/HEW; October 1977. A study of cost and service impacts of deinstitutionalization of status offenders in ten states.

Further study would facilitate the refinement of the current general "cost typology" with special emphasis on non-government agency based services. Refinement would permit greater comparison and differentiation of average costs and averted costs. This typology generally examines the following areas for cost averaging in public agencies:

1. Goods and services to the criminal justice system:
 - public
 - private (external costs)
2. Administrative costs to support diversion services;
 - direct
 - indirect
3. Costs incurred by the individual being diverted (opportunity costs)
4. Costs incurred by the community/society (external costs)

With reference to general trends in funding of status offenders programs, it appears that a source of continuing funding is evolving under the Social Security Act, Title XX and Title IV, Part A, to support services to children including status offense youth. In addition to federal funds it suggest funding combinations with local, state and private funds.

VII. YAC Protection of Privacy Procedure

- No records (client files) leave the office
- All case records are to be returned to file cabinet at the end of the work day.
- Files are to be located at the end of each work day. Arbitration Unit maintains files separate but must be secured at night.
- No information from case folders or any other services released without uncovered consent of parents and youth.

VII.

YAC Protection of Privacy Procedure

- No records (client files) leave the office
- All case records are to be returned to file cabinet at the end of the work day.
- Files are to be located at the end of each work day. Arbitration Unit maintains files separate but must be secured at night.
- No information from case folders or any other services released without uncovered consent of parents and youth.
- Any records required by the court must be ordered by the judge and approved by the parents.
- Building to be locked (both doors) at night or when office is not in use.
- Any tapes (recordings) must have the written consent of parents and youth. They must be erased within two weeks and must remain in the office at all times.
- Any individual or family photographs must have consent of those in photo, if they are to be circulated or displayed.

Evaluator's Observation Privacy

In an overall sense the regulations* prohibit the disclosures of juvenile except when a statute, court order, or research or service contract specifically provides that juvenile records shall be available for dissemination. While YAC is a research service grant and certain records available, they are not available for dissemination on specifically identified youth; only coded trends in data or service patterns are available through the grantee agency.

*Regulations:

The Department of Justice-Law Enforcement Assistance Administration regulations which govern the privacy and security of criminal history information systems (28 CFR Part 20) implement Section 524(b) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended. This (Footnote on Regulations continued at the bottom of p. 112).

It should be noted that this limitation applies only to those records about proceeding related to the adjudication of an individual as a delinquent or in need of supervision. It does not limit access of subsequent records developed for offenses in which the juvenile was tried as an adult or when juvenile charges have been referred to a court for adjudication as an adult.

(Regulations footnote continued from p. 111).

section was added to the Act in August 1973. It provides that: All criminal history information collected, stored, or disseminated through support under this title shall contain, to the maximum extent feasible, disposition as well as arrest data where arrest data is included therein. The collection, storage, and dissemination of such information shall take place under procedures reasonably designed to insure that all such information is kept current therein; the Administration shall assure that the security and privacy of all information is adequately provided for and that information shall only be used for law enforcement and criminal justice and other lawful purposes. In addition, an individual who believes that criminal history information concerning him contained in an automated system is inaccurate, incomplete or maintained in violation of this title, shall upon satisfactory verification of his identity, be entitled to review such information and to obtain a copy of it for the purpose of challenge or correction.

VIII. SUMMARY OF HIGHLIGHTS, CONCLUSIONS AND RECOMMENDATIONS

Based on this Evaluation of the Youth Arbitration Center and the preceding baseline and comparative analysis, the evaluators present here a number of conclusions drawn from their study. The conclusions focused on:

- A. highlights of current progress with regard to:
 - service goals,
 - services and client observations, and
 - staff, agency and community observations:
- B. limitations encountered, and
- C. recommendations

A. Highlight of Current Progress

Service Goals

1. It is clear that YAC/WUL has been able to start-up, demonstrate a service delivery capacity and make definitive progress toward its stated goals. YAC has developed a system of coordinated linkage with related agencies to include DHR's Diversion Home and outreach units.

2. YAC achieved a service goal of 375 families, 382 children (primary clients) and 1,177 other family members. YAC's total number of primary and secondary clients was 1,559. See Table 10, (p. 41) for a two year service overview.

3. YAC became the most viable "status behavior" service alternative available to Juvenile Court's, Region II probation staff. During the project's two years it serviced 228 Court referrals or 66.9% of Region II's requests for status behavior services. The remaining 33.1% not referred to YAC were accepted or informally counseled by Court staff. For an annual analysis of court referrals Tables 10 and 12 (pp. 41 and 46).

4. The Evaluation Team and the Court's Divisions of Probation and Research believe that with the Arbitration Center, as the only non residential status diversion program in Service Area Six and Region II, YAC is the most likely factor accounting for what appears to be a 86% decrease in youth accepted for referral to Court for disposition from YAC's service area. On the additional basis of reducing cases sent to and accepted by Court, the evaluators concluded, that YAC is providing a viable alternative to Court dispositions as well as Court Field Office

reduction in required informal counseling of PINS cases by staff.

5. YAC was able to establish itself as a community-based resource offering a range of crisis, conflict resolution and problem solving services to referred youth and their families. Through YAC's interactive intake and assessment process the Center's services have been tailored to meet the specific client-family needs. The range and frequency of YAC service use is identified in Chart 3 (p. 49).

6. YAC appears to be having a positive impact on improving interpersonal relationships between youth and their families. This is evident by the fact that the family, generally remains together during the service period. Supporting this observation is the fact that YAC has found it necessary to place only nine youth in short term emergency shelter. Additionally, non-continuation (termination) in the program, that is beyond thirty days, correlates with:

- having participated in crisis counseling;
- having initiated the interactive family process of interview assessment; and
- former clients 81.3% positive response as they now view their coping ability and satisfaction with YAC services.

While both made progress, typical and adolescents, YAC youth did not find the family as negative as parents as reflected in the results of the Evaluation's pre-counseling inventory (pp. 87-90).

7. This observation on goal achievement as perceived through a questionnaire on a "goal achievement ranking" by YAC staff is provided here to reasonably summarize YAC's progress toward its goals. The goal themes are abstracted for the highlights but may be found in the Appendix in full detail. The rankings are based on a five point scale with "1" being low and "5" being high. Across the seven (7) YAC goals the staff assessment average was a ranking of 3.53.

<u>Goal</u>	<u>Emphasis YAC Goals</u>	<u>Average Score</u>
1.	viable alternative to Juvenile Court	4.1
2.	improve youth-family relationships	4.0
3.	a range of services	3.7
4.	decentralized free services	3.6
5.	conciliation - mediation - arbitration	3.6
6.	temporary shelter homes	2.9
7.	community awareness of YAC	2.8
<u>Emphasis WUL Hypotheses</u>		
1.	better adjustment by the youth who complete YAC	3.5
2.	better family relations by those who complete YAC	3.5
3.	YAC method more effective for status offenders than criminal justice system	4.2

The average staff ranking on WUL hypotheses was 3.70 with the overall average of 3.58 for goals and hypotheses. The evaluation team feels this is a very accurate perception of YAC's positive goal achievement and hypotheses testing. Also that the perceptions are supported by:

- analysis of evaluation data,
- constantly growing use patterns of Yac by other agencies, and
- agency interviews by evaluators.

Services and Client Observations

1. Across the City it is clearly indicated by Annual Court reports that the number of status offenders has continued to decrease since 1973 with the most marked decreases on the Citywide and service region levels during YAC's first two years.

2. It appears, an review of the data, that status offense cases may be more appropriately handled in the context of adolescent adjustment problems through youth and family service agencies to strenghten the socialization process. The non-legal label of "status offender" may even exaserbate treatment in the traditional criminal justice system.

3. YAC data on client profile and referral source over the two year period has continued to identify a significant concentration of in-school problems at the levels of normative adolescent development and conflict. The locus of in-school problems for YAC PINS cases is in the age range and setting of junior high school at the levels of:

- self concept,
- academic achievement, and expectations, and
- attitudinal - behavioral ungovernability.

School based youth problems are further reflected in the Evaluation's quantitative data as well as the referenced Sternlieb study noted in the Appendix. This observation reinforces YAC's growing relationship with the Public Schools, suggesting that it should be strenghtened and maintained.

4. A final observation suggests that District agencies, based on the continued growth in referrals to YAC, particularly, from the Court's Region II satellite office and the public school region, have become aware and comfortable with the reliability and timeliness of YAC staff response and diversion services. Phase out of YAC would seem not to be feasible at this time when the demonstration model is developing a level of significance.

Staff, Agency and Community Observations

1. YAC was able to establish almost immediately an unusually positive rapport in the community and with the probation service division of Superior Court. This was due in part to the staff's

training, experience, working knowledge and sensitivity to the community and its resources.

YAC's additional rapport and understanding of the Court's dynamics made intervention into client problems less complicated and frustrating for all parties involved. This observation was also confirmed in interviews with the Court's Region II staff.

2. Despite start-up problems, changes in supervisory personnel and inconsistent funding periods, YAC provided sensitive and quality client services. In a real sense YAC is a valid concept and can be highly successful in providing youth and family service in the community.

3. YAC staff demonstrated great ability to: provide clients upon request immediate assistance rather than the traditional intake waiting period experienced in many social service agencies. YAC was able to assist Clients in:

- (1) dealing with other resource agencies;
- (2) in identify with the parent and child the many of the causative factors underlying the family's problems and conflicts;
- (3) assist clients in overcoming feelings of hopelessness and rejections resulting from previous experiences with other referral sources.

4. In a brief survey of community residents and former clients, the evaluation team obtained a number of impressions about the Arbitration Center. These impressions of how the community relates to YAC are summarized below as:

- a place to turn during crisis or its prevention,
- an alternative authority source where parents can find support and relief, if only temporarily, for their disciplinary concerns of their children;
- a place where people really care, are concerned any attentive to peoples problems;
- a teaching center where parents get help in actualizing the role and responsibility of parenthood to their children as they emerge successfully into young adults. (most parents surveyed expressed "good" expectations of their children)
- a place to get help in stabilizing their family and improving their child's behavior and attitude toward themselves, home, and school.

5. The list below represent the YAC staff's perception of the problems most ofent identified by project staff which tended to hinder project start-up were:

- (a) early staff, personality adjustments (teambuilding),
- (c) conceptualizing YAC project philosophy and integrating it into practice, and developing procedures for confidential handling of client records.

B. Limitations Encountered

This summary of limiting factors encountered by YAC is provided as a guide to minimize the replication of problems and to establish a climate in which limitations may be viewed as natural and reasonable when developing new demonstration programs. Further this observation suggests that such demonstration programs in untested social service areas be designed for program periods from 3-5 years. Generally, the problems encountered which tended to limit or slow YAC's progress are grouped in the following manners:

1. start-up problems related to:

- facilities (locate, approve, equip them)
- funding (notice, advance, prompt reimbursement)
- staffing (identify, select, train, build team)
- procedures (establish and operationally modify)
- linkage (related agencies, resources, community, etc)
- refinement (objectives, procedures services, etc)
- delay in approval of program modifications.

2. data collection and evaluation design revision:

- general lack of data in new areas, e.g. pre-adjudication status offender diversion.
- level of privacy and confidentiality
- minimize the "shotgun" desing (a little of everything and not enough of anything).

3. on-going funding problems:

- reimbursement delays on expenditures,
- gaps between funding and refunding, and
- delays in approval of expenditure for special items already identified in the proposal.

4. personnel changes:

- funding agency staff,
- montitoring agency staff and administration,
- key program supervisors.

5. other problem areas:

- late start up for research
- OCJPA administrative changes 1976-77

- privacy and confidentiality tend to limit community involvement,
- frequency of calls after 10 pm did not justify 24 hour service,
- record keeping in crisis counseling and in a timely manner for other cases.

Recommendations

The recommendations of the evaluators have implications for several youth service constituencies, however, three primary constituencies will be emphasized. They are: (1) people administering pre-PINS adjudication intervention projects, (2) people involved in juvenile justice system evaluation, and (3) people in agencies involved in planning, funding and monitoring of status offense diversion and youth service programs.

1. That the Youth Arbitration Center be refunded for two to three years to complete an adequate demonstration, evaluation and transference of pre-adjudicated status offense alternatives (minimizing changes in service area, funding delays and other listed program limitations. This would facilitate greater insight into influencing factors, particularly, the school and family of status offense and delinquency behavior.

2. That the project design a research position for internal data collection and follow-up to collect and maintain regular baseline information for administrative and evaluation purposes. This would also facilitate minimizing fragmentation and identification of service and training needs.

3. In view of the emergence of DHR's citywide Diversion Home and Outreach Program, YAC and DHR should strenghten their exchange of experiences (particularly in the area of crisis and family counseling) and coordination of services to:

- plan for comprehensive services
- prevent young people from "falling through the gaps, and
- avoid duplication of efforts (e.g. collecting citywide data).

4. That existing PINS services at YAC and other District programs should continue equal emphasis on service to girls as well as boys. This is reinforced by our findings that "girls are most likely to be referred back to court" and "are least likely to take responsibility for their situation". The table below indicates the sex of greatest frequency in the categories studied.

Recommendations for Service Emphasis
Based on Sex and Referral Reasons:

A four year observation of referral patterns by sex of referred.

<u>BEHAVIORAL</u> <u>CATEGORY</u>	<u>BOYS</u>	<u>GIRLS</u>	<u>PROGRAM</u> <u>EMPHASIS</u> <u>BY FREQUENCY</u>
PINS	40-47%	53-60%	Girls
DELIQUENCY	89-90%	10-11%	Boys
NEGLECT	49-53%	47-51%	Both

5. Yac should continue to reinforce and maintain its relationship with the public schools based on the constant and significant percentage of the YAC cases having school centered referral reasons. This is especially true in light of the achievement data identified in the evaluation.

6. That the physical facility be adequate for the quality of work being done, and respect of the clients. This includes proper heating, air conditioning, pest control and general maintenance.

7. The YAC experience to data supports the resurgence of the generally acknowledged need for preventive services. This usually represents:

- early problem intervention,
- in a non punitive youth service setting, and
- close work with the client's family and school.

END