

FINAL EVALUATION REPORT

ON

KAIROS UNLIMITED

March 19, 1976

67933

Girls program -  
evaluation worthless

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KAIROS UNLIMITED

Prepared for

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Alameda County

and for the

Alameda County  
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March 19, 1976

67933

Evaluation, OJJPP

## ACKNOWLEDGEMENTS

The Project staff gratefully acknowledges the excellent support and clear direction provided by Mr. Tom McCormack and Ms. Nancy Anton of the Alameda County Administrator's Office. We are grateful also for the patience, open communication, and generous time extended to us by the staff of Kairos Unlimited and those knowledgeable about the Project, including members of the Probation Department, City of San Leandro.

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## PREFACE

The Evaluation of Kairos Unlimited is the fifth of eight juvenile justice project evaluations being prepared for the County of Alameda. The outline of this document follows precisely the outline entitled, "Assessed Evaluation Needs," prepared by the Revenue Sharing Proposal Review Board Evaluation Subcommittee, Final Draft, October, 1975.

A. EVALUATION ABSTRACT FORM

Project Title: Kairos Unlimited, Inc.

Log #: 6024

Project Address: 6001 Camden Street, Oakland, California 94605

Project Phone: (415) 635-5477

Director's Name: Bruce A. Murphy

Board Executive's Name: Harvey Neirmeier

Evaluating Agency: National Council on Crime and  
Delinquency Research Center

Date of Evaluation: March 18, 1976

Amount of Revenue Sharing Grant: \$32,596

(and percent of total operating  
budget)

60-70% (depending on  
charges to clients  
from sliding scale)

Contract Dates: October 1, 1975, to September 30, 1976

- (1) Program Description: Kairos Unlimited is a crisis-oriented residence for girls 12-18. Girls are involved in minor delinquent offenses or other matters of family conflict and have potential for involvement in criminal justice system.
- (2) Description of Services Provided: Bed and board in individual rooms, supervision, individual, group and family counseling throughout Program stay, arts and crafts, referral, and two-week and two-month follow-up post release.
- (3) Program Evaluation: the Program appears to be operating successfully with no major administrative, fiscal, or delivery of services problems.
- (4) Recommendations: 1) The Program should do more realistic budget planning; 2) Better use should be made of follow-up information for Program development; 3) Family counseling should be strengthened; 4) The facilities should be kept cleaner; and 5) An exploration should be made to determine whether expanding the capacity of the Program would be more cost-effective.

## B. INTRODUCTION

### 0.0 General Features

#### 0.1 Project Description Based on the Contract

The following information is summarized from Exhibit A of the current, updated contract:

Kairos Unlimited, Inc., operates the Kairos Community Crisis Home for Girls. This is a short-term residential crisis counseling program for up to six residents, ages 12-18. Clients are experiencing crises in family relationships due to their minor delinquent offenses or other matters, and might become involved in juvenile court and justice systems. Individual, group and family counseling are provided for clients from intake to final disposition. One-half of referrals come from Probation Department's Family Crisis Intervention Units. The facility is licensed by the California Department of Health for the maximum capacity of six clients.

Additionally Kairos provides intensive training and experience in counseling troubled adolescents and their families for future church (preponderantly Lutheran) and human service professionals.

The total amount of the Revenue Sharing Grant is \$32,596.



## 0.2 Complete Program Description

Kairos Unlimited, Inc., is located in East Oakland on 6001 Camden Street near the intersection of Seminary and MacArthur. The crisis housing facility contains more than 15 rooms for clients and female staff plus a small kitchen, a group counseling room, a living room and a large recreational area. The living area is on two floors. The second facility is a two-story house which contains the business office and houses the male staff members.

The Kairos Program provides services for girls between the ages of 12 to 18 being admitted for residential care for unspecified periods up to 15 days.<sup>1</sup> One half of the girls are referred by the Probation Department's Family Crisis Intervention Units. The remaining clients come from a variety of sources, including local police departments and schools. However, Kairos is not limited to agency referrals. They accept family, out-of-county, and self referred girls.

Intake procedures consist of first answering telephone inquiries as to what the Kairos Program offers and then scheduling personal interviews with the prospective client and her family. This initial contact will determine whether or not a girl is eligible for Kairos services --

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<sup>1</sup> Apparently occasional long stays in excess of this limit do occur.

if parent and child are agreeable -- or whether the girl should be referred to another agency. The intake person makes a log of all calls received and selects a counselor to conduct the initial personal interview with the family to determine whether the girl should become a Kairos resident.

The initial interview provides the counselor with the opportunity of observing and talking to the family and to the prospective client. The needs and wants of the family help the interviewer to understand the extent of the problems that the youth is having trouble with. The counselor decides whether the eligibility requirements are met. Those girls referred from Family Crisis Intervention Units, or from police departments come to Kairos with a report form indicating what the youth was picked up for and that the family has consented to temporary residency away from home for the girl. The referring agency has contacted the parents, told them about the Kairos Program and suggested Kairos as an alternative. The referring agency has also contacted the intake person at Kairos and discussed the youth and her problem.

The admission criteria are generalized as:

- a) The girl must be between the ages of 12 and 18,
- b) She must not have aggressive behavioral tendencies, be retarded, have organic brain conditions, have a

principal alcohol or drug addiction problem, have a medical condition or suicidal tendencies that require constant surveillance or physical restraints.

c) She must have transportation to the Program.

d) There must be a contract signed by the family and clients agreeing to attend counseling sessions and work on the problem areas in their lives and remain in the Program for a five-day period.

e) The family must also sign a medical form, a legal release form and parent/client contracts.

The client agrees to the following rules upon entering the Kairos community:

- No contact with parents for the first 24 hours.
- No drugs or alcohol on the premises.
- Must be present for dinner and the rest of the evening.
- No male guests upstairs.
- Quiet time after 11:00 p.m.

The client also agrees to meet in sessions with a counselor and to do her part in the daily needs of the community, which includes daily chores that are listed and rotated daily among the girls. The client has the option of attending school at the time of residency, but her obligations to Kairos must be considered first.

Besides the regularly scheduled activities of the day, several other possible activities will be available.

Counseling sessions and time to "rap" with staff members will be a part of each day. Lounge areas for ping-pong, TV, games, reading, music and artistic expression are provided. Chores such as cleaning the lounge area and bathrooms, emptying trash, dusting and working around the yard are required of each girl. One hour of arts and/or recreation will be offered each client each day. The overall intention is to keep the day as free as possible from mandatory activities so that the client will be able, with the help of her counselor, to use her time in the most therapeutic way she can.

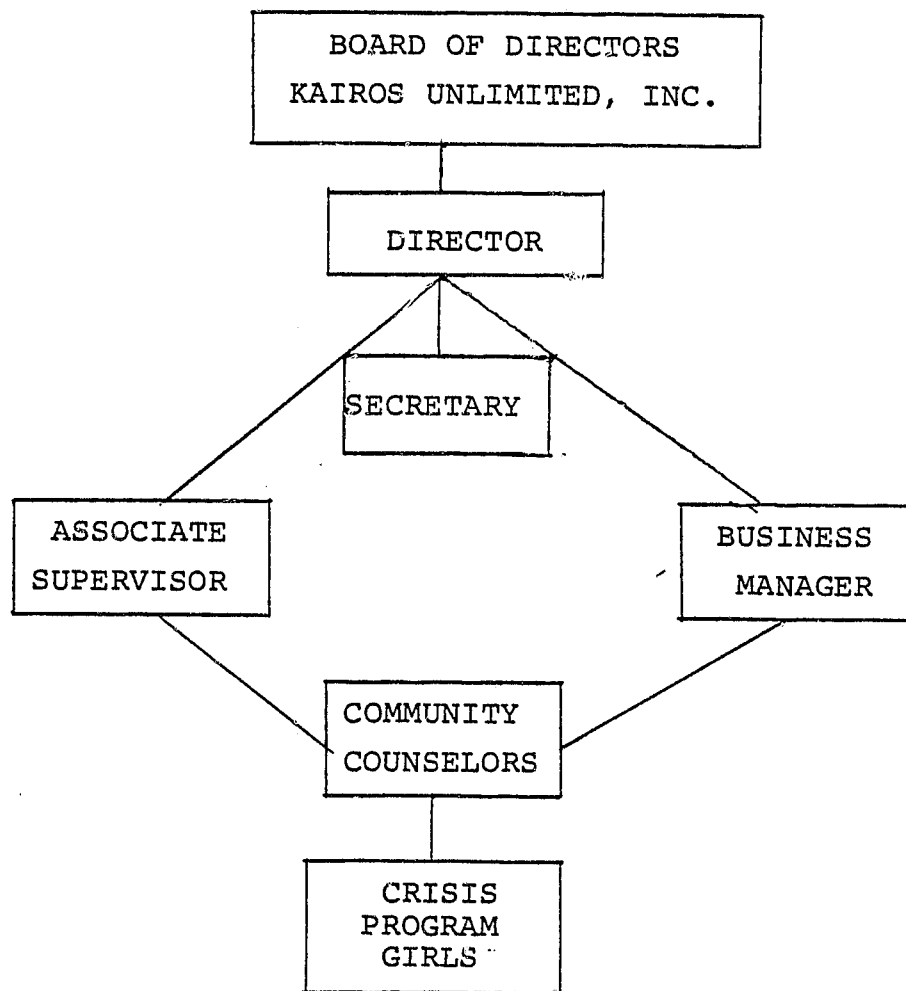
After the initial interview and once the client has entered the Kairos community, a program of counseling sessions will be established. During the first 24 hours, the client will meet privately with the counselor. After this 24-hour period, a session with the parents and girl will be held by the counselor. At least one more family session will be scheduled before the end of the client's stay.

During the final session between the youth, parents and counselor, the decision will be made whether to release the girl or have her remain another five days.

At intervals of two weeks and two months after the client leaves, the counselor will call the family to discuss how their relationship is progressing. Notes on this will be recorded in the client's file.

Kairos Unlimited has between 60 percent and 70 percent of its total revenues supplied by funds from Alameda County Revenue Sharing. This percentage fluctuates due to donations, child care fees, and other miscellaneous funds received on an irregular basis.

0.3 Diagram of the Organizational Structure



#### 0.4 History of the Program

Kairos Unlimited is a nonprofit corporation operating a state-licensed crisis home for girls 12-18 years old. Kairos was first incorporated in the Fall of 1971 after breaking off from the Teen Center of San Leandro, which was more oriented to nonresidential programs. The agreed-upon split gave Kairos the responsibility for operating two group homes in the Oakland Hills. The administration of the newly formed corporation was composed of a former Teen Center Board member, a former Juvenile Hall Chaplain, who became Director of Kairos; as well as a former social worker at the Teen Center, who became Project Director in charge of all services at the Group Homes. The splitting off from the Teen Center necessitated the hurried assemblage of a new Board of Directors. When finally organized the new Board was composed of lay members of the Lutheran Church with different occupational backgrounds. Although Kairos has always had and maintains close ties with the Lutheran Church, the Church itself is not involved in the activities of the corporation.

By January of 1975, one of the group homes was transferred to another agency and the other was phased out, leaving Kairos with its present donated facilities in the Seminary area of Oakland and also the ownership

of one of the houses in the Oakland Hills formerly used as a group home.

Kairos utilizes two facilities, a former girls' dormitory, which serves as the crisis home and a two-level house adjacent to the dormitory, which serves as staff housing. Both of these facilities are real estate owned by the Lutheran Church, which has donated the houses rent-free to Kairos. The facilities are located in the Seminary section of East Oakland near Mills College. The program was licensed as a Group Home in December, 1973, and allowed to maintain a maximum of six children in the facility. In October, 1974, Kairos was granted Revenue Sharing funds from Alameda County to serve young girls referred from criminal justice agencies.

#### 0.5 Persons Contacted

Bruce A. Murphy, Director  
Philip W. Zabell, Business Manager  
Diane K. Barrios, Associate Supervisor  
Gregory A. Hoff, Community Coordinator  
Carl H. Pihl, Community Coordinator  
Linda C. Zabell, Secretary  
Michael A. Schweska, Activity Coordinator/Counselor  
Nubuo Nishi, Counselor  
Sara Jameson, Counselor  
Janith Otte, Counselor  
Harvey Niermeier, Chairman, Board of Directors  
Louis Libertini, Vice Chairman, Board of Directors  
Mary Ann Cabral, Administrative Services Assistant, Grants Management Unit, Probation Department

D'Avril James, Senior Deputy Probation Officer,  
Supervisor Family Crisis Intervention  
Unit, San Leandro Office, Probation  
Department

#### 0.6 The Clients

As described in Exhibit A of the current contract, clients of the Kairos Program are "girls experiencing a crisis in relationship with family members, due to either delinquent offenses or other matters of family conflict, and who would otherwise become involved in the juvenile court and justice system."<sup>1</sup> The clients range in age from 12 to 18. "Approximately one-half of the referrals come from the Probation Department's Family Crisis Unit."

Two random samples were drawn from the total of 55 files of clients. The first samples consisted of fourteen records which constitutes 25 percent of the files of those who have previously been clients of the Program (not including the five girls currently in the Program facility), between the dates of October 1, 1975, and March 12, 1976. This sample was drawn for the purpose of analyzing client characteristics, services received, and client progress.

The second sample of eight records (fifteen percent of the total number of records sampled) was drawn in

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<sup>1</sup>As shown below, the data we collected indicates that the clients are primarily status offenders (600's and 601's) and, with the possible exceptions of drug users, not criminally delinquent (602's).



order to obtain former clients' names, parents' names, and telephone numbers so that former clients and their parents could be contacted. The Program requested clients and their parents to sign release forms, releasing information in their files to the County Revenue Sharing Office. Four out of eight of the clients in the second sample did not have these forms signed, therefore it was thought proper not to contact them. Two of these four who did not have such forms were also included in the sample of fourteen. In this latter sample they were treated anonymously; therefore, the lack of a signed release form was overlooked for this part of the analysis. Of the four remaining clients in the second sample, two had full information available and two had only been present in the program for a single day.

The following general profile of the client population was obtained from the sample of fourteen records:

TABLE ONE  
AGE OF CLIENTS

<u>Age</u>	<u>Number of Clients</u>
12	1
13	4
14	1
15	2
16	5
17	1

TABLE TWO  
ETHNIC BACKGROUND

<u>Ethnic Background</u>	<u>Number of Clients</u>
White (Anglo)	9
Black	1
Spanish Speaking	1
Unknown	3

TABLE THREE  
SCHOOLS ATTENDED

<u>Name of School</u>	<u>Number of Clients</u>
Alameda High School	1
Bret Harte Jr. High	1
Canzon High School	1
Edendale Jr. High	1
Elmherst Jr. High	1
Granada High School	2
James Logan Jr. High	1
King Jr. High	1
Livermore High School	2
Oakland Technical High School	2
Russel Continuation High School	1

TABLE FOUR  
GRADES REPRESENTED

<u>GRADE</u>	<u>Number of Clients</u>
7	3
8	2
9	2
10	3
11	3
12	1

The above were the grades upon entering the Program. Only two out of fourteen were listed as attending school at the time they entered the Program, six of the records showed no information on current status in school, two were listed as not attending school, and four were listed as truant.

All clients were listed as having mothers, but only seven of the fourteen clients appeared to have fathers at home, and of these two were step-fathers. Twelve of the fourteen clients had siblings at home. Eight had brothers ranging in number from 1 to 4 and totalling thirteen brothers in all. Ten of the girls had sisters at home, one of whom was a step-sister, for a total of fourteen sisters in all.

The average charge per family was \$10.30 per day, varying from \$2 to \$28. In one file we found mention of a \$5 fee for a physical examination.

Seven clients or one-half of the sample were referred to the Program by Family Crisis Intervention Units. This corresponds well with the Program's own claim that one-half of their clients are referred by Family Crisis Intervention Units. Of the remaining seven clients in our sample, three were referred by police departments (Livermore-2, and San Leandro-1), two by schools, one by the Union City Youth Service Bureau, and one by a named individual, whose agency or affiliation we could not identify.

TABLE FIVE  
LENGTH OF STAY

<u>Number of Days</u>	<u>Number of Clients</u>
1	2
2	2
3	0
4	0
5	2
6	2
7	1
8	2
9	0
10	0
11 and over	4

The length of stay for four clients who had the longest stay were 11, 13, 21, and 44 days. The total number of clients in the above table is fifteen, which

reflects two admissions for a single client. These fourteen clients account for 140 days of client care, with an average of 9.33 days per client-admission (or 10 days per client). There appear to be two distributions, one accounting for eleven admissions resulting in short-term stays of one to eight days, and the other accounting for four admissions ranging from eleven to forty-four days. The average length of stay for the first group is 4.64 days and the average for the second is 22.25. This suggests that the population consists of a majority (approximately 60 percent) who require short-term care and a minority (approximately 40 percent) who require several weeks or more of care on the average.

In the sample, the two girls who required the longest stays at Kairos--21 and 44 days--were apparently reluctant to return home. Apparently the family problems were substantial as both were subsequently admitted to Snedigar Cottage as the result of further problems. The initial releases for two more of our sample were also not to their own homes. These two clients had different problems. One had been involved in drug abuse and was released to Synanon. The other was pregnant and close (within two weeks) to being 18. Arrangements were made with her family, who did not want her back, for her to go to live at the home of another client when she left the Program.

Apparently this worked out well, according to the information in the file of the client whose home she had entered. The other ten clients in our sample were released to their own homes.

Some clients had contacted other service agencies prior to arriving at Kairos, such as, the Union City Youth Service Bureau, Berkeley Youth Alternatives, and Change, Inc.

After leaving Kairos, many clients appear to go on to other private agencies for help, mostly for long term counseling. Ten of the girls in our sample received services from the following agencies after leaving Kairos: Ombudsman, 1; Change, Inc., 1; Family Service of the East Bay, Oakland, 2; Synanon, 1; Clinic for Children and Adults, San Leandro, 1; Snedigar Cottage, 2; East Oakland Mental Health, 1; and Horizons, 1.

Table Six summarizes the four problems diagnosed in the files for these 14 clients. In most instances the problems of a client are multiple, and not simply one single thing, with an average of 2.93 problems per client.

TABLE SIX  
PROBLEMS OF THE CLIENTS

<u>Problem</u>	<u>Number of Clients</u>
<u>Problems of Self</u>	
In Need of Supervision	7
Truancy	5
Runaway	4
Fighting	2
Drugs	4
Alcohol	2
Sexual Problems	4
Pregnant	2
Self-Destructive	1
<u>Problems of Family</u>	
Child Abuse Suspected	2
Marital Problems	2
Alcoholic Mother	1
Rigid, Over-Protective Mother	1
Rejection by Both Parents	1
Fluctuating Child-Parent Trust	1
Suicide Attempt	1
Nervous Breakdown	<u>1</u>
Total Number of Problems	41

The Kairos Program stands out as the only one of the eight programs in the juvenile justice category which makes an attempt to systematically follow up on the status of their clients after they are released from

the Program. They make a two-week and a two-month follow-up contact. Because of the five-and-a-half month time span, from October 1, 1975, to March 12, 1976, covered by the sample, it would be expected that the two-month follow-up or even the two-week follow-up was not yet due for some members of the sample. In fact, the two-week follow-up had been made in 13 of the 14 cases, and the two-month follow-up in six of the fourteen cases. A check of the release dates of the sample showed that the Program is almost up-to-date. In only one case was the two-month follow-up was due and it had not been conducted. It may become impossible to locate a girl two months after she has left the Program. We ran into difficulties just trying to locate four clients in our second random sample.

The staff judged, on the basis of the two-week follow-up that for ten of the clients the principal problem which brought the client to Kairos had begun to be resolved to some extent. In one instance, in addition to these ten, the staff judged that the problem was resolved completely. Another client showed no progress, had been picked up by the police again, and was admitted to Snedigar Cottage. One girl was withdrawn from the Program by her mother after one day, with the complaint that the Program was too much like a vacation for the client--the mother wanting her in a more



structured Program. On the basis of the two-week follow-up there appears to be progress on the part of eleven out of thirteen clients, or 85 percent. Since most of the clients went on to other agencies to receive continuing help, it is impossible to credit Kairos as the primary cause of this improvement. On the other hand, there is nothing to prove that it was not a significant contributing factor. This only points out the almost insurmountable problem of determining what contribution a program has made when a client shows improvement.

Looking at the six cases for which we have two-month follow-up data, we find the following outcomes: One client had apparently ceased to "act out," although the problem does not appear to have been completely resolved; another had shown no further improvement than that shown on the two-week follow-up. The situation that seemed to be totally resolved at the end of two weeks continued to be so at the end of two months. For the remaining three, the progress which occurred at the end of two weeks continued to grow during the first two months.

One final category of information which we obtained from the records concerned the amount of counseling received by the clients. The distribution was, as one would expect, somewhat like that for length of stay.

Ten clients received under ten hours; whereas, the remaining four received between 10 and 61.5 hours of counseling. The overall average was 11.85 hours per client, with 6.4 hours being the average for the ten having the fewest hours and 25.6 being the average for the four having the most hours of counseling.<sup>1</sup>

We had poor success in reaching clients in our second sample. As indicated at the beginning of this Section, only four of the eight sampled were eligible for contacting. Of these four, only one client was reached. Of the other three, one had a disconnected phone, one phone was never answered, and in the third case, neither the client nor the mother were ever at home to be reached. The only client whom we could reach was very enthusiastic about the Program and the quality of the counseling.

Reviewing our findings regarding the clients in the Program we note that the clientele are largely status offenders, with no clear case of delinquency, except possibly for instances of drug abuse, which are not what is usually meant by "hard-core delinquency." Second, we find that clients can be divided into short-termers (a week or less of stay with an average of 6.78 hours of counseling) and long-termers (several weeks of stay with

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<sup>1</sup>Three of these four were also in the category of those having the longest stay.

an average of 24.58 hours of counseling).<sup>1</sup> The clients come from throughout the County, with no concentration from any geographic area or school. The follow-up data is suggestive that the Program does provide a useful service to the clients, who apparently benefit from having an opportunity to live away from home for a short period of time and to obtain counseling. This Program is to be commended for making an effort to obtain post-release information on the adjustment of the clients. One might almost say that they provide a model in this respect, when contrasted with other programs in the juvenile justice category.

Section 3.5 relates these findings to the Program's objectives in order to assess how well they are being achieved. In summary, these findings indicate that the Program appears to have enough clients to provide it with the required average daily population; however, it seems to be having difficulty in providing the amount of counseling for the clients promised in the objectives. It is doing well in providing the promised referrals and in carrying out the required follow-up.

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<sup>1</sup>These counseling-hour averages are not the same as shown previously. These are the average number of counseling sessions for the ten girls having the shortest and the four having the longest lengths of stay. The previous averages were for the ten girls having the least and the four having the most number of counseling hours.

0.7 The Service Area

Apparently, according to the Contract, the Kairos Program has no defined boundaries. Nothing is stated which says the clients have to come from any particular locale. However, in our random sample, all clients came from Alameda County. The Program informs us, however, that some 95 percent of the clients come from Alameda County, while others may come from Stockton, Fresno, and Sacramento. Our sample indicates that the clients come from throughout the County.

## 1.0 Adequacy of Impact for Population Served

### 1.1 The Adequacy of the Program's Impact

The need for a short-term, crisis housing facility for teen age girls in trouble with police, schools, or parents is desperately needed in Alameda County. This is agreed upon by the Oakland Police, the Alameda County Probation Department, the Welfare Department and counselors in the school system.

In most programs, it would be relatively easy to obtain juvenile justice records listing female 601 arrests and dispositions and using the 150 girls that could be put into Kairos in a 12-month period, the evaluator could show the percentage of the total need which could be handled by the Program.

In Kairos, not only are 601's accepted from Alameda County, but also a small percentage from Contra Costa County. Parent-referred and self-referred girls are accepted as well as agency and school referrals. This means that relevant statistical information regarding the number of girls in need is not available; therefore, we looked to juvenile justice agency input and to Kairos records to provide an alternative basis for assessing adequacy of impact.

The Family Crisis Intervention Unit of the Alameda County Probation Department is the agency most involved

with eligible youths, many first-time offenders, who could be booked into Juvenile Hall for 601 offenses (601 offenses include truancy, curfew, incorrigibles, runaways, and alcohol and drug use). Without an alternative like the Kairos Program to refer girls to, the usual choice is Juvenile Hall.

The Kairos facility is the only place in Alameda County that parents or an agency can place an adolescent girl on a short-term basis in an open, nonthreatening atmosphere. The Program offers individual and family counseling plus recreational activities until such time that family and/or personal problems are solved.

Kairos has the capability of handling almost 10 percent of the County's 1973 juvenile females arrested for misdemeanor offenses and delinquent tendencies. This Program offers a needed service for the community and the County.

#### 1.2 Internal Efforts to Measure Adequacy of Performance

At the present time, the Program does not have any internal mechanism for measuring its impact on the community. The staff states that referrals have increased recently. Our random sample of files notes that 50 percent of the referrals continued to come from the Family Crisis Intervention Units, and

that other agencies having referred clients are continuing to do so. The evaluators feel that this would not be the case if these agencies found that clients they had referred were not receiving adequate service. However, because the clientele of this Program is wide-spread throughout the County, as well as occasionally coming from outside the County, it would be next to impossible for the Program to really "survey the community" and prohibitive in cost.

## 2.0 Evaluation of Impact on Clients

### 2.1 Evaluation Methodology

A field data collection procedure for the evaluation of Public Safety Projects/Juvenile was developed. This provided instructions covering all phases of the field data gathering to be done during the evaluations. It paralleled the requirements for the evaluation as issued by the Revenue Sharing Office. It formed a single document utilized by both field researchers during the evaluation. The results produced by both researchers were comparable in nature with regard to topics covered, the manner in which the data were acquired, and the presentation of results. However, each evaluator had his or her own area of specialization with input being made by the other evaluator as data was acquired.

The first step was an introductory or orientation session with the Program and its staff during which the evaluators explored Program activities, issues involving volunteers, staffing, management, finances, and staff duties, as well as the Program history. Additionally, information was gathered regarding the flow of clients into, through, and out of the Program.

The second step involved one staff member in the contact of community and criminal justice agencies relating to the Program.



The third step involved one staff member in careful examination of fiscal and management procedures within the Program, as well as general administration of the Program.

The fourth step involved preparation for the summary of information to be gained from random examination of client records, and the computer generation of the random numbers.

The fifth step involved one staff member in the examination of all client records. During this a random search was made of all files, and 14 of the 60 case files were examined in depth and summaries made of each file.

The sixth step involved the gathering of random information for client and parent contacts to pursue the issue of whether or not they were satisfied with the services the Program offered, and were benefitting from those services.

The seventh step was to contact the clients chosen and their families.

The eighth step involved a staff member in a Program staff meeting and a detailed set of interviews with Program staff to fill out missing details regarding their job responsibilities, relations with clients, problems within the Program as the staff might see them, awareness of client needs, and programmatic detail.

The ninth step was to interview members of the Board of Directors of the Program.

The tenth step was to write up the results of the investigation.

## 2.2 Constraints on the Evaluation

Not only were the staff of this Program cooperative regarding the evaluation, providing all information requested by the evaluators, but no major problems were encountered by the evaluators with regard to client records.

## 2.3 Days Spent on Site

### March 9, 1976

Bruce Murphy, Director  
Philip Zabell, Business Manager

### March 10, 1976

Bruce Murphy, Director  
Philip Zabell, Business Manager  
Gregory Hoff, Community Coordinator I  
Diane Barrios, Associate Supervisor  
Carl Pihl, Community Coordinator II

### March 11, 1976

Bruce Murphy, Director  
Diane Barrios, Associate Supervisor  
Philip Zabell, Business Manager  
Gregory Hoff, Community Coordinator I

March 12, 1976

Bruce Murphy, Director  
Philip Zabell, Business Manager  
Gregory Hoff, Community Coordinator I  
Diane Barrios, Associate Supervisor  
Carl Pihl, Community Coordinator II

March 15, 1976

Harvey Niermeier, Chairman, Board of Directors  
Louis Libertini, Vice Chairman, Board of Directors

March 16, 1976

Bruce Murphy, Director  
Diane Barrios, Associate Supervisor  
Philip Zabell, Business Manager  
Gregory Hoff, Community Coordinator I  
Carl Pihl, Community Coordinator II  
Michael Schweska, Activity Coordinator  
Nubuo Nishi, Counselor  
Sara Jameson, Counselor  
Janith Otte, Counselor  
Mary Ann Cabral, Administrative Services Asst., Grants Mngt. Unit,  
Probation Dept.  
D'Arvil James, Senior Deputy Probation Officer, Super-  
visor Family Crisis Intervention Unit,  
San Leandro Office, Probation Department

#### 2.4 Internal Evaluation Procedures

The staff of the Kairos Program has a number of formal evaluation procedures, as well as others of a more informal nature.

(1) Each client who leaves the Kairos Program is contacted approximately two weeks after she leaves the Program, and again about two to three months later.

At this time, a form is filled out which, in part, parallels earlier information in the files, but more importantly, summarizes crucial information regarding the client's progress with her problems, and additionally queries whether or not the client has had contact with the police since "graduation," and whether or not the client and her family are pursuing further counseling as suggested by the Kairos Program and what the results have been. By this method, a good deal of concrete feedback is given to the staff regarding the effects of clients' stays in the Program.

(2) The Program also gets feedback from referring agencies, and informally from agencies to which they refer clients.

(3) Girls who are graduates of the Program frequently drop in to visit, and, in so doing, report on their current situation, and sometimes that of other girls they came to know in the Program.

(4) Additionally, at staff meetings, the counselors who are assigned in pairs, report on new clients, and give a "post-mortem" on graduates. Other staff members give input to these reports.

(5) The counselors also have two professional supervisors who go over their casework with them, and see that cases are conducted to maximize the counselor's impact on their cases.

Overall, the provisions made for internal evaluation are most satisfactory, and much more effective than for any other juvenile justice program that we have fully evaluated for County Revenue Sharing to date.

### 3.0 Project Objectives

#### 3.1 Listing of Objectives from Contract

The objectives of this Program, as they appear in Exhibit A of the contract covering the period of October 1, 1975, to September 30, 1976, are as follows:

"Under the terms of this contract, Kairos will offer:

1. Twenty-four (24) hours a day of supervision and room and board for up to 6 female residents. An average monthly occupancy rate of 3 Alameda County residents per day will be maintained.
2. At least 6 hours of individual counseling per week for each client in residence.
3. At least 5 hours of family counseling for each resident and her parent(s) for every week of residency.
4. Five (5) hours per week of group counseling for each resident for every week she is in residence, if there are three or more girls in residence at the time.
5. Specified materials and activities for at least 7 hours per week of arts and crafts projects and/or recreation for each resident for every week of residency.
6. A 24-hour per day, 7-day a week intake phone service for all incoming referrals.

7. Between 8 and 12 full-time, in-residence, volunteer paraprofessionals to maintain and operate the crisis home, with room and board provided for each volunteer.
8. Ten (10) hours of training per month for the volunteer paraprofessional staff counselors.
9. Two (2) qualified counseling (casework) supervisors on call 24 hours a day to oversee methods and procedures of family and individual counseling by the paraprofessional staff.
10. A complete after-care referral system for post-residence continued family counseling.
11. An after-care follow-up system to maintain statistics on after-care results."

### 3.2 Have the Program's Objectives Changed?

The Program's objectives have not officially changed from those in the contract as listed in Section 3.1. The only way in which we are aware of their having changed is in terms of the possibility that they may not be able to supply the intensity of counseling that was promised. This possibility is discussed more fully in Section 3.5.

### 3.3 Staff Perception of Project Objectives

Except for problems regarding the quantity of services which are provided to each client, the staff appears to fully understand the Project Objectives and to be working toward their fulfillment. Possible problems

relating the quantity of services are discussed in Section 3.5.

#### 3.4 Appropriateness of the Objectives

As has been frequently the case with the juvenile justice programs, the objectives listed in the contract (and listed in Section 3.1) are not impact objectives, but rather status objectives. The fee-for-service approach to payment tends to foster status objectives, since the service unit is generally expressed in terms of a status objective. An impact objective is stated in terms of the desired changes in behavior, attitudes, or knowledge which a program is attempting to bring about with its clients. It is only these kinds of changes which can justify the existence of a human services program.

By contrast, status objectives are concerned with the frequency with which some event happens. In the case of Kairos the status objectives address such events as, girls staying in the Program, hours of counseling, hours of arts and crafts and recreation, availability of a phone service for incoming referrals, etc. The achievement of these objectives tells us that the Program has good working relations with the agencies which supply clients, that the staff is well organized to provide the required services to the clients while they are in the Program, and that the Program is



generally well organized in order to be able to provide and to train the promised number of personnel. Only in the very indirect sense, that presumably agencies would not continue to send referrals if Kairos did a terrible job with them, do the status objectives in any way reflect Program impact.

The objectives relating to services for clients (objectives 2-5) are ambiguous since they refer to quantities of services per week. Since the Program regards five days as an ideal period of stay, stating quantities of services in terms of a per-week basis does not make sense. The data from our sample did not bear out the Program's claim that they tried to have the girls stay for a five-day period. However, the length of stay did vary so much, it seemed more reasonable to spell out the minimum services for a client on a per-day or per-two-day period.

With the above reservations regarding the lack of impact objectives, the evaluator considers the eleven objectives (see Section 3.1) to be appropriate for Kairos. Objectives one, five, six, and nine are fairly standard for a residential program.

Objectives two, three, and four define the minimum number of counseling hours (individual, family, and group, respectively) for each client, per week. Objectives two and three should apply to all girls, whereas

objective four requires at least two other girls to be in the Program at the same time for it to become operative. Our data suggests that most of the time, there are at least three girls in the Program making all three objectives operative. The data, however, indicates that the Program may not be achieving these objectives. This is explored more fully in the next section (3.5).

Objective seven calls for eight to twelve full-time volunteers in residence and objective eight provides for the training of these volunteers. The evaluator did not believe these should be a program objective, because having or training volunteers does not affect the Program's ability to provide an alternative for the girls. What it does provide is active volunteer counseling to relieve paid staff for other duties. It provides work and counseling experience for the volunteers and furnishes them room and board in exchange for maintaining the facility and for counseling service. One principal reason for having these intern volunteers is that it provides a source of income from the Lutheran Church.

Items 10 and 11 relate to post-residency follow-up and placement. They are concerned more directly with client welfare; i.e., with the need to provide

post-residency help and with the need to obtain feedback so as to be able to strengthen the Program's performance based on past experience.

### 3.5 Constraints on the Achievement of the Objectives

One potentially serious major constraint is financial. The Program claims that currently they are spending more than they are taking in. This possibility is an inherent risk in trying to operate a program on a fluctuating income base. Although the County Revenue Sharing income is dependable, the remaining 30 to 40 percent of the Program's income derives from donations and from fees paid by clients and is not dependable. Unless the current situation takes a turn for the better, they may not be able to finish out the year, according to the Project Director.

In collecting data from the sample of clients' records we found some indications that the Program may be having difficulty in delivering the minimum level of services defined in the objectives. Our observations are based on collecting the total number of counseling hours provided to each client in the sample of fourteen. The client records contain the time spent with the client in each counseling session and an indication of whether the session was individual, family, or group. There was not time to aggregate this detailed data for all of the

possible ways it could be tested against the stated objectives. It was considered most useful to make some fairly simple comparisons.

We will begin by ignoring group counseling, since this is contingent upon having three girls in the Program at any time, and therefore, it is not an absolute requirement for any girl on any day. Objectives two and three require six hours of individual and five hours of family counseling per client, per week. This gives us a minimum of eleven hours per week, or a minimum average of 1.57 hours per day. If we compare the number of hours of counseling received by each of the fourteen clients in our sample with their length of stay in days, we find that only five (36 percent) girls received this much or more counseling. The one girl who stayed the longest (44 days) received within ninety percent of the minimum she should have received, assuming that there were no opportunities for group counseling during her month-and-a-half stay--which as we shall see was not likely to be true; i.e., there must have been many opportunities for group counseling during a stay this long. One girl was there such a short time that she apparently received no counseling. This girl was sent on to Synanon within a day's time.

One client in our sample could not return home because her parents did not want her. It could be argued

that family counseling would not be possible under such circumstances. Unfortunately, the Program did not even provide enough counseling to account in her case for the minimum requirement for individual counseling alone, even if we set aside the requirement for family counseling.

If we now assume that group counseling was possible most of the days on which clients of our sample were in the Program, we find that only two out of fourteen clients had enough counseling hours to satisfy the requirements for all three types of counseling. If we assume that the distribution of clients is modeled by a poisson distribution, and if we assume that the mean of that distribution is 3.47 (an estimate of the average daily attendance for the first five months based on our sample), then the expectation is that two-thirds of the time the daily attendance will be three or more girls. The two clients who have enough counseling hours to fulfill the contract requirements for all three categories of counseling represent a total of three client days. This represents approximately two percent of the 132 client days in our sample which fulfill all three requirements. Our expectation is that two-thirds or 88 client days from our sample should meet all three requirements. Although this is reasoning by a series of approximations, it is clear that the data from the

sample suggests that the program is not fulfilling its quotas for counseling.

The evaluators do not present these inferences from the perspective that the Program would be more effective if it were to fulfill these requirements. Clients have different needs and different tolerances for counseling. Not all families are ready to sit down together in a counseling session the first or second day that their daughter has come into Kairos. It is likely that mechanically and rigidly attempting to adhere to objectives two, three, and four would result in a serious decline in Program quality in terms of its client impact. What is needed, therefore, is a thoughtful look at this problem.

Starting from the supposition that the Program is not fulfilling its counseling quotas for a majority of its clients, then the first concern is to discover why this is so. Where clients are missing out on services which they might benefit from, some effort could be made to intensify staff efforts. Where clients appear to be saturated with the counseling that they are already receiving some thought should be given to formulating a more realistic set of counseling objectives. It seems likely that such objectives would probably want to take into account a wide range of individual variations. For example, are

girls who are totally rejected by their parents to be excluded from the Program because their families will not join them in a counseling session? How long does a girl have to remain in the Program before the counseling requirements should be applied? Twelve hours? Twenty-four hours? Forty-eight hours? Should the quotas remain the same for a girl who is in the Program for one week as contrasted with one who is there for six weeks. Perhaps such intensive counseling would become counter-productive after three or four weeks have gone by.

Another area where we suspect that the Program may have difficulty living up to its objectives concerns objective five. This is difficult to judge for two reasons: First, the Program does not indicate whether the client receives this service on the client's record. Second, the objective is stated so vaguely that, in the broadest construction, it might be fulfilled by simply having a ping-pong table or similar recreational equipment set up and available for the client's use one hour a day. It is assumed that it must mean more than this, or why make it an objective in the first place. If it refers to some kind of structure recreational or arts and crafts opportunity available for the clients during the day, then this should be spelled out more clearly in the objectives.

Other programs we have looked at in the juvenile justice category have been able to account for such activities on the clients' records without great difficulty.

In summary, it is suggested that the Program formulate service objectives which fulfill the following conditions:

1. They are measurable.
2. Records are to be kept to facilitate their measurement.
3. They are stated flexibly enough to accommodate inter-client variation.
4. They can be provided with existing resources.
5. They do not imply a level of intensity which would be harmful to the client's welfare.



## C. PROJECT MANAGEMENT AND STAFFING

### 4.0 Policy Making Body

#### 4.1 The Role of the Board of Directors

The Board of Directors is the policy making arm of the Kairos Program. This Board obtains its powers from the Bylaws of the Kairos Unlimited, Inc., a nonprofit corporate structure. The Board members serve terms that are divided into three groups by drawing lots and classifying themselves in one-, two-, or three-year terms, and may succeed themselves in office.

On November 11, 1975, the Bylaws were amended to increase the number of Board members to twelve from nine and a quorum to be six rather than five members present. However, to this date, only nine members are now on the Board. The Bylaws state that the only officer that needs to be a member of the Board of Directors is the President.

The qualifications for Board members are: "Any person being considered for election to the Board of Directors shall be an active Christian, shall evidence social concern and shall be in support of the purposes of this corporation and in agreement with the Articles of Incorporation and with the Bylaws." Conversations with the Director and the officers of the Board indicate that minority members and concerned citizens are being actively sought to serve on the Board. Until

recently, the Directors were predominately Lutheran Church members.

Again, the Bylaws call for regular Board meetings to be held on the third Monday of each month at 7:30 P.M., but for the past few months, the meetings were held at different times. This will revert back to the third Monday in the near future.

The Kairos Board of Directors has the responsibility of determining policy for the Program and guiding it as the Bylaws indicate. The officers of the Board feel accountable for the Program but their trust and dependence is upon the Director who most feel is what makes the Program. The Director is hired by the Board and he hires staff, develops the Program, works out the budget and makes all Program decisions.

The evaluator does not see the Board of Directors in any meaningful role except to approve and legalize any decision the Kairos Project Director makes. The Director not only has total responsibility for the Program and staff, but also makes recommendations to Board members which are approved.

The organization chart in Section 0.3 shows the organizational structure of Kairos Unlimited, Inc.

#### 4.2 The Implementation of Board Policy

The evaluator does not see policy stemming from Board initiative. After reading Board minutes,

talking to the Kairos Director and Board members it is apparent that policy comes from the Director's suggestions.

Without a doubt, all authority for Program, budget and staff policy comes from the Director. The Director decides what needs to be done, how it should be accomplished and paid for; then presents it to the Board which automatically approves it.

The actual line of authority is not consistent with the organizational chart above (C.3), since all decisions come from the Kairos Director. This did not appear to hinder or affect the Program in any appreciable way, but it may affect the Board since they are in actuality without duty. They meet to comply with the conditions of the Bylaws and to "rubber stamp" the Director's actions.

There is a personnel policy and procedures manual in evidence which actually affects only the Director and the Business Manager. The conditions as laid down are unnecessary to Program functioning and seem to apply only loosely to their employment.

Our assessment of the current relationship between the Board and the Program has caused us much soul searching. In prior instances where we have found a weak and apathetic Board, we have been quick to recommend that a program take steps to give the Board some strength and

authority. We note that the previous evaluation of Kairos recommended that the Board be expanded to include more minority representation. Apparently this expansion is underway. As things stand now, it seems unlikely that increasing the Board's size to twelve members will make any difference regarding their current lack of influence.

Our hesitancy to make a recommendation in this area reflects several key considerations:

(1) The Executive Director and the Business Manager are both ordained Lutheran ministers. The Board consists exclusively of lay persons. It is difficult for lay persons to see themselves as "taking charge" over the activities of a minister, and yet that is the responsibility which they have as Board members.

(2) The current Executive Director has been with Kairos since its inception and both he and the Board would have difficulty working together under any other pattern of interaction. Old habits run deep and to disturb this particular pattern would be very traumatic for the Program. It is not clear that the Executive Director would serve under a Board which functioned as a normal Board of Directors of such an agency does, sharing in the making of policy and business decisions. Nor is it clear whether Kairos would survive the departure of the Executive Director.

(3) At the same time, lacking any authority to look up to, the staff seem to lack the drive and the energy which has characterized some of the other programs we have evaluated in this series.

(4) The evidence indicates that this is a productive program, rendering a useful service to the County, and it may not be desirable to risk putting it out of business in order to put its management on a more normal and sound footing.

Given all of these and other consideration, we recommend that the County not attempt to restructure the Board-Program relationship, as long as the current Director is with the Program. Should he leave for some reason, then the need for a more normal organizational arrangement will become felt and steps should be taken to strengthen the Board before a new Director is appointed. Whatever course of action the County chooses to pursue in this matter, we recommend that it be done with care and patience. The current situation is rather delicately poised and could easily be disrupted to the detriment of the Program.

## 5.0 Staffing

### 5.1 Program Leadership

Harvey Neirmeier, Chairman, Board of Directors

Bruce A. Murphy, Director

### 5.2 Staff Positions

<u>STAFF PERSON</u>	<u>TITLE</u>	<u>% TIME</u>
Bruce A. Murphy	Director/ Supervisor-couns.	100% Pd.
Diane K. Barrios	Associate Supervisor/ Counselor	50% Pd. 50% Volunteer*
Philip W. Zabell	Business Manager	100% Pd.
Linda C. Zabell	Secretary	35% Pd. <sup>1</sup>
Gregory A. Hoff	Community Coord. I/ Counselor	20% Pd. <sup>2</sup> 80% Volunteer*
Carl H. Pihl	Community Coord. II/ Counselor	10% Pd. <sup>2</sup> 90% Volunteer*
Michael A. Schweska	Activity Coord./ Counselor	13% Pd. <sup>2</sup> 87% Volunteer*
Nubuo Nishi	Counselor	100% Volunteer*
Sara Jameson	Counselor	100% Volunteer*
Linda Morath	Counselor	100% Volunteer*
Janith Otte	Counselor	100% Volunteer*

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\* Receives room and board.

<sup>1</sup> Based on an annual salary of \$7,627.00.

<sup>2</sup> Based on an annual salary of \$9,000.00.

Currently the Program does not seem to have any usable job descriptions. We found a hastily conceived sheet in the files which was entitled "Job Titles," however the list of items under the various job titles on this sheet was too haphazard to provide a basis for judging whether current activities conformed or not. Clearly some of the items on this list were not being fulfilled. For example, there was no evidence that Board members (they were covered under "Job Titles") are actively involved in "looking for new service needs" and "broadening current services." Although the lack of job descriptions does not present a major problem, it might offer an innocuous area in which to introduce a little more structure into a program which is probably overly lacking in structure.

### 5.3 Vacant Positions

There are no vacant positions.

### 5.4 Conflict of Interest

Since a conflict of interest clause has not been included in the Kairos Unlimited Inc. contract, this item does not apply.

### 5.5 Use of Volunteers

The volunteers in the Kairos Program are listed in Section 5.2 with the staff. There are four 100 percent volunteer counselors, one 90 percent Community Coordinator II/ Counselor Volunteer, one 87 percent Activity Coordinator/

Counselor Volunteer, one 80 percent Community Coordinator I/ Counselor Volunteer, and one 50 percent Associate Supervisor/Counselor Volunteer. All of these volunteers receive room and board with the Program, as opposed to the Zabells and Mr. Murphy who live outside the Program. These volunteers handle most of the counseling done within the Program, although the Director also takes clients in counseling. Most counseling is done in the evening, since the girls are required to be in the facility at 6 p.m. each night. Diane Barrios shares with Mr. Murphy, the Director, the supervision of the volunteer counselors.

These live-in members of the staff also try to serve as a family model for the clients, working out problems between themselves in a healthy positive way. They attempt to get the individual clients to concentrate on being more realistic in their choices, focusing on questions such as, "what will you do to cope...?" and leading the girls to understand that the only changes they can really count on are those that they (the client) will make. In each instance, the girl clients are in the Program by choice, and in most instances the family of the client has agreed to commit themselves to work on whatever problem brought the client to the Program.

The counselor volunteers work to get the girls to feel better about themselves, to understand that they are unique as individuals, and worthwhile. Also the counselors



attempt to demonstrate that they consider the opinions of both the client and of the family members worthwhile.

When someone comes to the Program, or writes to the Program applying for a post as volunteer, the Program interviews them, and they are then hired by consensus of the staff. This is only appropriate since the staff must interrelate closely in this live-in environment. Volunteers must be 21 or over in age and have some experience in counseling troubled youths in their teens. Most would have had college training in psychology, sociology, or other disciplines related to human services. They are told bluntly that the Program is no place to test their feelings about counseling. They must be committed to counseling before entering the Program which considers itself to be a place for further experience and training. The Program also does not take counselors who contemplate going to school full time, although they do accept those involved in internships.

When the Program agrees to take on a counselor, it is for one year, although it is possible for them to stay longer. Mr. Hoff has been with the Program for 1 year 2 months. A new contract is not signed with the individual volunteer for the additional time beyond the first year.

If a volunteer proves to be unsatisfactory, they are also asked to withdraw by a consensus, providing they

themselves do not realize that they are performing in an unsatisfactory manner and withdraw voluntarily.

Everything in the Program is done by these volunteers including the housework, except for the budget which one staff member does.

#### 5.6 Recruitment and Training of Volunteers

Queries regarding the sources of volunteers revealed that most come from two sources. The first source is Deaconness Internes from Valparaiso University in Indiana who are being trained for the church profession and are undergraduates in theology. Another source is Seminex Concordia which is a maverick Lutheran seminary in exile located in St. Louis, Missouri. Apparently the Concordia Seminary became involved in a power struggle within the Lutheran Church body (Missouri Synod), and in the course of events, the President of the Seminary and the staff and students all walked out and continued their activities, so to speak, in exile. Janith Otte is a member of that seminary, and the evaluators were impressed with her professionalism in counseling and her skills. While she is planning to become a minister, other members of the volunteer staff have as yet to determine their calling.

While some volunteers arrive through inquiry, apparently the Program notifies the above two sources of

volunteers when they have an opening in the Program staff, and the slot is usually filled from these two sources of personnel.

Training for the volunteers is ongoing at all times. First, they are supervised, and the internal evaluation of their performance is continual under this staff supervision.

They receive a small stipend, approximately \$50 for books needed to improve their professional skills.

Interaction in staff meetings regarding clients also is another form of training.

Additionally, the following workshops and lectures have been attended by all staff members, including volunteers between October of 1975 and February of 1976. If all staff did not attend, careful reports were given to the missing staff members by those who did attend.

Formal Training for Kairos Staff,  
October, 1975, through February, 1976

- Sept. 11, Nov. 18, Dec. 11, Jan. 22, & March 4: Arthur Elliot, A.C.S.W., of the Summit Psychiatric Clinic, Oakland. Training in the Dynamics of Family Counseling, Dynamics of Adolescence, Assertiveness, Psychodrama, etc.
- Sept. 20 & Oct. 4: Jean Payne, former Director of Family Crisis Intervention Unit and present Director of Alameda County Juvenile Hall. Workshops on Juvenile Justice System and Family Crisis Counseling.
- Sept. 25: Jean Payne. Tour of Juvenile Hall. Video-tape workshop on Crisis Counseling.

- Oct. 8, 15, 22 & 29: Workshops on Planned Parenthood. Staff of Planned Parenthood of Oakland.
- Nov. 6 & Jan. 8: Joe Forbes of Catholic Social Service, East Oakland Outreach Project. Workshop on working with Black Families.
- Nov. 14: Florida Washington of BYA. Workshop on Alternative Placement.
- Nov. 17: Visit to Synanon in Marin County.
- Dec. 2: Gary Ware of Uniparent of Hayward. Workshop on Single Parenthood.
- Oct., Nov., and Dec.: Three Kairos staff attending weekly Gestalt Groups at Ombudsman in San Leandro.
- Jan. 15: Danielle Cane of Alateen of Oakland. Workshop on Alcoholism.
- Jan. 10 and 17: Two Kairos Staff attended Family Communications Workshops at Toliver Center in West Oakland.
- Jan. 29 & Feb. 5: "Workshop on Personal Sexuality" led by Diane and Carl of Kairos Staff.
- Feb. 6: "Fair Fighting Workshop," at Holiday Inn in Emeryville, sponsored by Children and Family Service of Berkeley. Six Kairos staff attended.
- Feb. 12: Workshop on Suicide. Suicide Prevention staff of Berkeley and Oakland.
- Feb. 19: Workshop on Rape. Staff of Bay Area Women Against Rape of Berkeley.
- Feb. 26: Workshop on Child Abuse. Staff of Parental Stress of Berkeley.
- Jan., Feb., & March: Three Kairos staff attending weekly Gestalt Groups at Ombudsman in San Leandro.

This training Program from a staff viewpoint, is one area where they could use some technical assistance. As we mentioned before, the Program is stretching its

financial ability at the moment, and one thing that might be helpful to them is to locate training people who would volunteer their services. If the Revenue Sharing Office can provide such a list or give them technical assistance in locating such free sources of information, it would be helpful. However, it would probably not be a helpful thing if these sources were to simply be members of other local programs which they frequently contact since they are in similar types of work. That becomes a little like the town where everyone made a living by taking in each other's washing.

#### 5.7 Reliance on Volunteer Labor

The Kairos Program relies heavily on their volunteer labor force, to the extent that except for fiscal matters, they perform almost every duty in the Program. The type of volunteers that they draw seem both useful and stable as individuals, and seem to be handling themselves in a commendable and professional manner. Another area where this Program has had a marked degree of success with their volunteers has been in managing to get them to keep adequate records, although privately they admit that it is quite a hassle to do so. We do not see how they could make more effective use of their volunteer staff.

#### 5.8 Consultant Services

The County contract does not specifically provide for consultant services. There is an itemized amount

of \$1,008.00 designated as training for the volunteer para-professional and part of this could be used for consultants.

With Kairos clients and parents in the Program for such a short period of time, there could occasionally be a need for a consultant to respond to a girl's complex personal and family problem. There are times when even an experienced counselor needs professional advice under certain conditions. The Director did not seem to see this situation arising except in rare and isolated instances.

#### 5.9 Training

The Executive Director, the Associate Supervisor, and selected volunteers conduct some of the training sessions. Others are conducted by outside consultants from public and private agencies, see list in Section 5.6. The volunteer counselors who work part time to support themselves are provided room and board at Kairos, in exchange for their work and counseling requirements. This means that the volunteers must be subjected to ongoing training which takes the form of weekly staff meetings on Tuesdays, community meetings (Kairos staff refer to themselves as a community) on Thursdays and two to four times a month outside people come in to train staff in: Crisis Counseling, Family/General Systems Theory, Counseling and

Christian Perspective, Conflict Diagnosis/Conflict Resolution Exercises, Group Dynamic/Group Processes, Introduction to Juvenile Court System/Detention, Interpersonal Communications Skills, Social Interaction Contracts and Sociology of Families in Transition. The mode of these training sessions include lecture, discussions, readings, role playing, role reversal and small group dialogues. The above nine subjects are covered over the course of a year, the length of each volunteer's contract with Kairos. Each staff is provided with \$50.00 by Kairos annually to purchase books and to take advantage of any training opportunity offered in the area of staff's choosing.

The Director said that all volunteers must have had some experience in work and counseling and must have had some college work. Kairos is for dedicated individuals, not for experimenters.

If all staff regularly attended the structured training sessions offered above, even for the minimum ten hours per month scheduled, plus the staff and committee meetings and the tandem counseling sessions attended, there should not be a need for more specialized training.

## 6.0 Fiscal Control and Accounting

### 6.1 Compliance with County Procedures

Both the Business Manager and Director have been briefed on the County fiscal policy and there have not been any problems that have developed in accounting, requests for funds, or maintenance of records for reporting.

### 6.2 Fiscal Management Procedures

The Kairos fiscal management procedures are not elaborate but are accurate and effective. The Business Manager keeps the books, disburses petty cash and writes the checks for Kairos. He also records and deposits receipts for the organization.

There are three petty cash funds, one for food of \$150.00, one of \$83.00 for activities such as movies, events, etc., and a \$50.00 petty cash fund for miscellaneous items. Food bills are shown by receipts, as well as activity functions and miscellaneous expenses. These are compiled and entered in the books each month.

The Director has the authority to purchase anything he deems necessary. Monthly bills come to the Business Manager who tries to write checks only twice a month for all outstanding bills then due. There are three persons authorized to sign checks, the Kairos Director being one of these, and two signatures are required on each check. Kairos does not use purchase orders.



The Business Manager uses only ledger entries which he posts daily. At the end of the month, he runs a total for all receipts and expenditures by line item and prepares a monthly account sheet for the Board and the Director. This shows the amount received or spent for each category, the accumulated total for the fiscal year, the budgeted yearly amount for the category, and the last column indicates whether Kairos is over or under for that particular item. The sheet also indicates balances in the checking account, in the savings accounts and in the petty cash fund. These reports are clear, easy to follow and complete.

### 6.3 County Receipt of Fiscal Reports

The County indicates the Kairos reports are received on time and they are in compliance with the County requirements.

### 6.4 Cash Flow and Other Fiscal Problems

There does not seem to exist a cash flow problem at this time or any other fiscal problems for Kairos that are creating a hardship for the Program or hindering service delivery. There is of course the one serious problem already mentioned in Section 3.5, namely that the Program is currently running in the red and is counting on donations and fees from clients to bail them out.

## D. CONCLUSIONS

### 7.0 Program Summary

#### 7.1 Previous Evaluation

The previous evaluation completed by OCJP and dated June, 1975, listed the following recommendations:

1. The County should widen the eligibility criteria for referrals to Kairos so that referrals from social service agencies, school guidance counselors, churches and direct self-referrals would be reimbursable. Although Kairos has made efforts to inform other eligible referral agencies about their program, this has not resulted in a significant increase in the number of referrals to the program. The suggested widening of eligibility criteria would allow youth who need a residential alternative to utilize Kairos without having contact with police. If this recommendation is followed, it would result in an increase in the number of residents in the program and consequently would require the program to negotiate a higher budget allocation with the County.
2. The County should negotiate with the program to increase its fee-for-service rate to include an additional staff member to perform follow-up activities.
3. The Board of Directors should more actively attempt to increase its Board membership from the Oakland Community and especially from minority groups. Direct contacts should be made to Black and Chicano organizations to attract Board members.
4. In order to insure that clients receive the best possible services, the program should attempt to get as much training as possible for new volunteer counselors before they begin counseling sessions.

5. The program should try to recruit minority group members for the community counselor positions which are open. Contacts should be made with all community colleges to recruit these volunteers. The program should also try to use donations to increase the nominal salary for its community counselors to a minimum of \$200 per month, plus room and board.

6. The program should consider increasing its maximum length of stay from three weeks to six weeks. This would allow the program staff more time to locate long-term residential facilities for girls who could not return to their parents.

Items One and Two are under the control of the County, and depend on their willingness to release more funds to the Program. The Program does receive a substantial number of clients from noncriminal justice sources--approximately 25 percent, estimating from our sample (see Section 0.6). This suggests that Item One has been dealt with as recommended.

Item Three is in the process of being carried out; however, the current evaluators--as explained in Section 4.2--do not believe that this will have much impact on the responsiveness of the Program. The focus of this recommendation on obtaining new Board members from minorities in Oakland seems confusing, since the Program draws from throughout the County and not preponderantly from Oakland.

Item Four was rather vague as to the number of hours which constituted adequate training. As worded in this report, it gives nothing specific for the Program to go on. If the volunteers take full advantage of it, the present training program is broad in scope, covers many worthwhile topics, and seems to offer enough substance for the volunteers.

The proposed salary feature of Item Five has not been carried out. At the present time donations are needed to apply to existing operating expenses and it seems unlikely that the Program will be able to raise enough money to implement this recommendation. It is not clear to the present evaluators why this salary is required, since the present approach seems to be working well. It is hard to refer to the counselors as volunteers were they to be paid \$200 per month plus room and board. We have no clear indication that paid counseling would be superior to volunteer counseling.

With regard to recruiting local college students as counselors, especially minority students, this has not been implemented. Again, it is not clear that the change is needed. On one hand, were this change implemented, it would mean closer ties to the local community and greater attractiveness to minority girls.

On the other hand, the link of the Program to the Lutheran Church would be weakened, which would probably also disrupt the atmosphere of the Program, which is currently based on Christian precepts. Although the Program currently handles primarily White (Anglo) clients (82 percent of our sample was White-Anglo--see Section 0.6), it does not close its door to Asian, Blacks, and Spanish Surname clients, and there is probably as great a need for the Program among White (Anglo) families as among minority families. With these considerations in mind, we are hesitant to rerecommend the implementation of any aspect of Item Five, since to carry out this proposed change would probably be needless disruption of the Program.

Although the Director does not feel that long term stays as a rule are good for the Program or the clients, the kind of flexibility requested by Item Six appears from our sample to be available when needed. One client out of fourteen spent 44 days in the Program, which constituted seven percent of the sample.

There were no major special concerns listed in the County contract. It was requested that client records be kept, that the required reports be filed with the Probation Department, and that the proper license be maintained. Kairos has complied with these conditions.

## 7.2 Areas of Significant Progress

Perhaps the most unusual and outstanding accomplishment of this Program is its excellent, systematic approach to client follow-up. It provides a model for other programs showing that this kind of impact data can be obtained. There is still room for improvement in this area. It would be helpful to note how the client was responding to the counseling while in the Program. This would help interpret how any post-release improvement was related to in-program experiences. A second area needing attention is more systematic use of the information obtained from the client follow-up. This data would help counselors to understand which clients adjusted better than others, helping them to rethink their counseling strategies. Systematically analyzed, the feedback would help in the evaluation of how the Program helped different types of clients, and how length of stay, number of hours of counseling and other program features related to outcome.

In addition to this major area of strength, Section 7.1 brought to light several other areas of improvement: (1) The criteria for incoming clients has been broadened, increasing the referral rate. (2) The introduction of a more flexible policy regarding

length of client stay has improved the handling of placement of the child in a situation other than his home. (3) The membership of the Board of Directors is being broadened to include minority members from the community.

### 7.3 Significant Problems

There is a need for the Project Director and the Business Manager to prepare a realistic budget based upon known and recurring resources. Current expenditures are based on unspecified and unrealized donations and client fees. This places the Program in a continually precarious financial situation. A program which addresses a significant community need as Kairos does have a responsibility to remain fiscally sound so that it can survive. The County could require realistic budget planning as a condition of refunding. Our understanding of this problem is based on our examination of the Program's books and on discussions with the Project Director.

### 7.4 Weak Areas

There is reason to presume that the Program is not delivering the amounts of counseling promised in the contract. An analysis should be conducted by the Project staff of this situation and either internal procedures should be altered, counseling objectives

should be made more realistic, or both. In future contracts with the County, the arts and crafts and recreational objective should be more explicit as to what service is being promised and then records should be kept to determine whether the Program is fulfilling that objective. These issues are discussed further in Section 3.5.

The Program does a good job of obtaining follow-up information on the clients. It is now ready to move further in this area. Two additional improvements would be to systematically use the information for counselor and Program development purposes, and to formulate impact objectives which could be tested by means of the follow-up information. This is discussed further in Sections 0.6, 2.4, and 7.2.

Information received from the Probation Department suggests that current counseling practices are non-professional in the area of family counseling. It was observed that the Kairos counselors tend to side with the clients in family counseling sessions and that this does not serve well to promote intra-family communication. This suggests that more emphasis needs to be placed on family counseling in the training curriculum, and that this should be looked at specifically in the collection of follow-up information,



in order to test the impact of Kairos on building better family communication.

The problem of keeping the two facilities clean appears to present some problems to the Program. The majority of the rooms were dirty with litter and dust. Several newspapers stayed in one spot in front of the outside door for three days, being walked over by staff and clients. The ability of the facility to promote a fresh outlook on the part of the clients would be enhanced were it to be kept attractive and in order. Some people are disturbed by being surrounded by dirt and litter, and this probably detracts from the therapeutic impact of Kairos for some of its clients. Keeping the facility clean could become a client responsibility, with assistance (especially when the number of clients is small) and supervision by the staff and volunteers.

The cost of bringing the facility up to the standard required by fire regulations is hard for the facility to bear at its present size. It would probably be more cost-effective if it could be expanded to be able to handle 10-12 girls. The possibility of such an expansion should be explored. Every indication is that there is a considerable unmet need in the County for short-term housing of girls who are in trouble at home.

#### 7.5 Relationship of the Project to the Community

There does not appear to be much relationship of the Program to the community. Clients come from all over Alameda County, and are referred mainly through other agencies. The relationships between the Program and these other agencies appears to be good. The staff not only deals with them in business areas, but is also planning social functions in conjunction with similar programs with similar types of clients. The relationships developed by this Program with other agencies are healthy ones which facilitate dealing with the clients and helping them with their problems. The problems of the clients bring them into contact with agencies which refer them to the Kairos Program. This appears to be adequate for the time being since the number of girls they can handle is limited, and they are currently operating a good level of utilization.

#### 7.6 Cost Effectiveness and Professional Caliber

The Revenue Sharing fee of \$39 per client per day does not reflect the true cost-effectiveness of the Kairos Program. The Program can easily house six girls a day, the maximum number the facility is licensed to house. Using Kairos' average monthly expenses as \$4,500, the daily cost per client could

actually drop to an unbelievable \$25, for a month of continuous full occupancy. The \$39 per client set by the County for three girls is quite low and the Program could not exist at this level of funding without supplemental funds. No doubt the Program is doing remarkably well to operate and provide services while using red ink on the books.

The Kairos Program does not have the professional caliber of other programs with their paid staff as compared to Kairos' volunteers. It is not fair to compare the effectiveness of volunteers with that of a paid professional staff. Paid professionals are hired because they have had several years work experience in family and individual counseling and use training to keep abreast with new developments. A volunteer must provide his own expenses while working part-time at counseling and allocating more time for training.

## 8.0 Recommendations

### 8.1 Compliance with the Contract

The Kairos Program is in compliance with the grant contract. It is suggested the fee for service schedule be revised so that the maximum monthly amount the Program could receive would at least cover their average monthly expenses of \$4,500 to \$5,000.

### 8.2 Recommendations for Improvement of Services

The following is a summary list of recommendations set forth in more detail in the discussion of serious problems and of weak areas in Sections 7.3 and 7.4, respectively.

(1) The Program needs more realistic budget planning in order to put it on a sound financial footing. The County should request a detailed budget plan for the next grant year, as a condition of further funding.

(2) The Program should build on the already good job it does of obtaining follow-up information, by employing this information for counselor and Program development. Also, impact objectives should be formulated which can be tested with this follow-up information.

(3) An exploration should be undertaken to determine whether the Program is working effectively to bring about better intra-family communication. More training

in family counseling would be helpful.

(4) Attention should be given to keeping the two facilities cleaner than they are now, on a regular basis.

(5) The Program should explore whether it would be more cost-effective for it to expand its client capacity.

### 8.3 Recommendation for Termination

Refunding is recommended for this effective and badly needed Project.

**END**