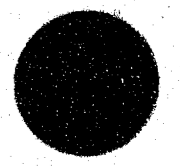


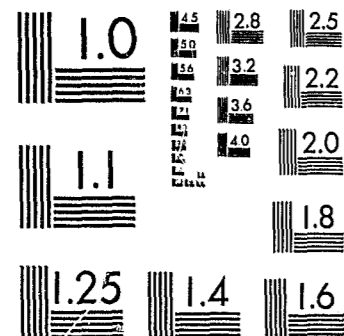
MF-1



National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

08/04/82

A TWO-YEAR ASSESSMENT FROM OCTOBER 1, 1978 - SEPTEMBER 30, 1980

VOLUME 1

Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls

LEAA PROJECT NO. 78-JS-AX-0106

A three-year Juvenile Justice Project—1978-1981—

- funded by the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.
- sponsored by the National Board of the YWCA of the U.S.A.

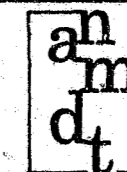
PARTICIPATING NATIONAL ORGANIZATIONS



The American National Red Cross



NATIONAL COALITION OF HISPANIC MENTAL HEALTH AND HUMAN SERVICES ORGANIZATIONS



NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS



NATIONAL CONGRESS OF AMERICAN INDIANS



ORGANIZATION OF PAN ASIAN AMERICAN WOMEN, INC.

NATIONAL BOARD OF YWCA YOUTH ADVOCACY NETWORK

79327

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Public Domain

LEAA

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

A TWO-YEAR ASSESSMENT FROM OCTOBER 1, 1978 - SEPTEMBER 30, 1980

Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls

LEAA PROJECT NO. 78-JS-AX-0106

A three-year Juvenile Justice Project—1978-1981—

- funded by the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.
- sponsored by the National Board of the YWCA of the U.S.A.

JEWEL FREEMAN GRAHAM, *President*
 SARA-ALYCE P. WRIGHT, *Executive Director*
 JOHN B. BUCKLEY, *Comptroller*

PARTICIPATING ORGANIZATIONS:

NVOs

- AMERICAN RED CROSS
- THE LINKS, INC.
- NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS
- NATIONAL COALITION OF HISPANIC MENTAL HEALTH AND HUMAN SERVICES ORGANIZATIONS
- NATIONAL CONGRESS OF AMERICAN INDIANS
- ORGANIZATION OF PAN ASIAN AMERICAN WOMEN, INC.

YWCA's

- NORTH ORANGE COUNTY (California)
- GREATER ATLANTA (Georgia)
 - Community Association
 - Student Association
- MISSISSIPPI DISTRICT (Mississippi)
- NEW HARLEM (New York City, New York)
- GREATER PITTSBURGH (Pennsylvania)
- WASHINGTON (Pennsylvania)
- SOUTH CAROLINA CONSORTIUM
 - Charleston
 - Columbia
 - Greenville
 - Sumter County

NCJRS

CONTRACTORS FOR PROJECT MANAGEMENT AND DIRECTION: RESEARCH AND ACTION, INC.

JUL 21 1981

Rhetta M. Arter, Ph.D.
President

ACQUISITIONS

ACKNOWLEDGMENTS

This report incorporates the knowledge and data which have flowed through many sources, major among which are those of the grantee and the contractors that are identified in this report.

Staff members of the all of the participating NVOs and YWCAs have cooperated in the work essential to completion of these volumes. They have submitted statistical, narrative and fiscal reports; they have responded to specifications of the Management Information System; they have answered specific questions addressed to them while the report has been in preparation.

Staff work essential to the completion and submission of the report has been performed by:

Kathy Adams Bradt
 Karen Franklin
 Alfonzo Ignacio
 Marian McClintock
 Barbara McNair

Corienne Morrow
 Evita Tovera
 Diane Vogel
 Margaret Wood

Typography by:

Patricia Earing

Vivian John

Michelle Vargas

Graphic Arts by:

Alexander Silva

Jan Stuffers

Kevin Weldon

Rhetta M. Arter

Rhetta M. Arter, *National Project Administrator*

Isobel C. Clark

Isobel C. Clark, *National Project Director*

New York, New York
 Washington, D.C.
 February 1981

C O N T E N T S

HIGHLIGHTS

SITE MAP

BACKGROUND

PROGRESS TOWARD OBJECTIVES

MAJOR COMPONENTS

- . Capacity Building
- . Advocacy
- . Youth Involvement

MAJOR PHASES

- . Pre-Award Evolvement
- . Post-Award Development
- . Implementation
 - Discrete Units
 - Continuing Operations

ADMINISTRATION

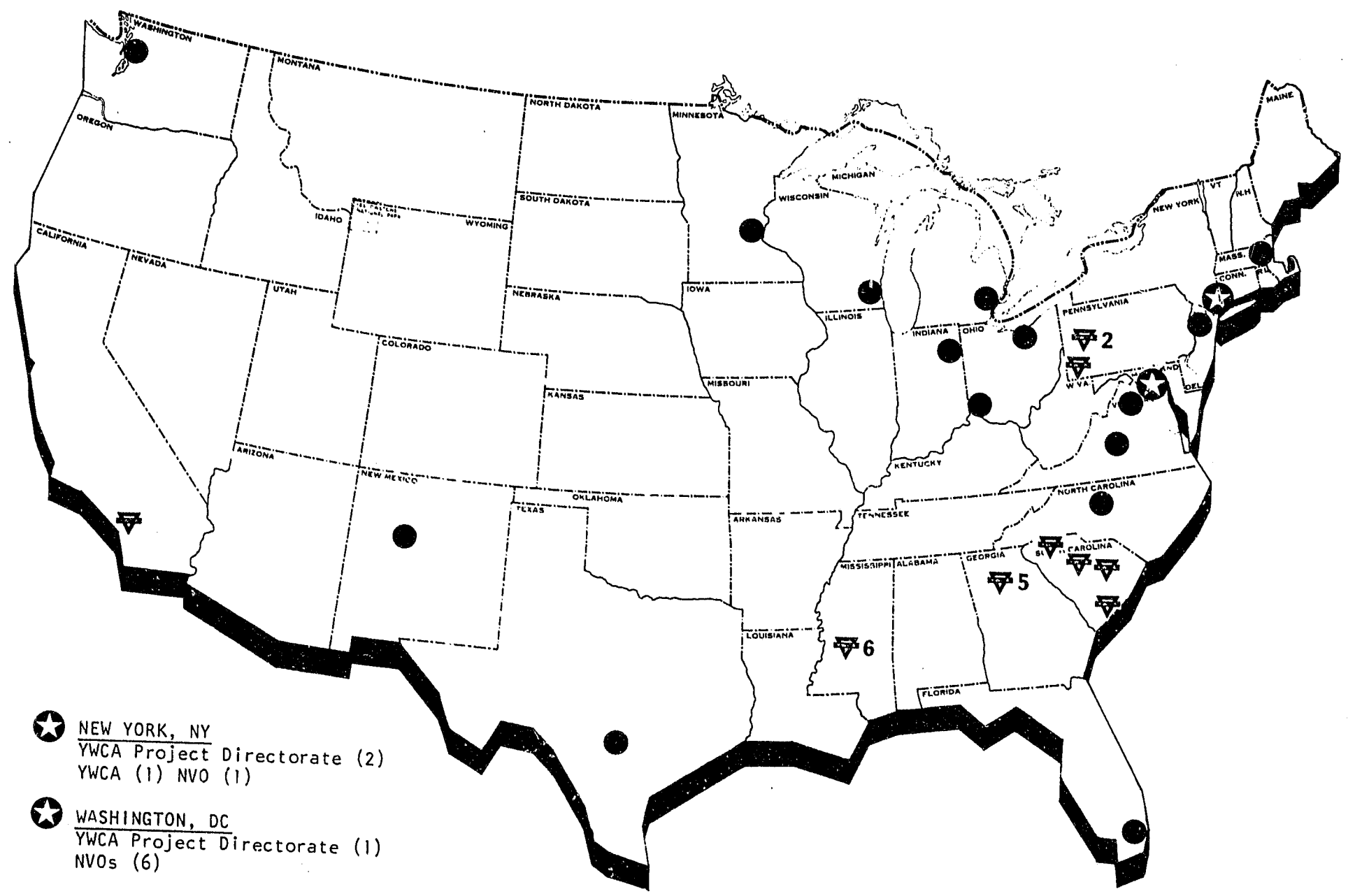
HIGHLIGHTS

"A National Board of the YWCA Program of Technical Assistance--training, consultation, demonstration--directed to 'high risk' female youth, involving seven other National Voluntary Organizations, with special emphasis upon racial, ethnic/cultural minorities, and with special reference to difficult problems not covered by typical youth advocacy and treatment programs."

- Representing the combined efforts of seven National Voluntary Organizations working in 47 different sites*, in 20 States and the District of Columbia;
- Involving approximately 2,000 youth between the ages of 11 and 17 years, a significant number of whom are endangered and/or delinquent female youth who are members of racial/cultural/ethnic minorities in all aspects of the project activities;
- Developing and implementing individualized organizational approaches to--
 - increasing their respective capacities for prevention and treatment of delinquency among girls;
 - serving as advocates in relation to problems and issues considered crucial to the reduction of endangerment and delinquency among girls;
 - evolving and expanding ways in which youth and adults may work together in all phases of the undertaking;
- Retrieving and drawing upon the experience of the sponsoring organization and other participating structures, relative to the target work, population, and accomplishments;
- Assessing needs;
- Creating and testing models for advocacy, service delivery, and related actions with reference to needs identified;
- Developing methods and systems for continuing assessment of progress and signal achievement;
- Delivering, developing and utilizing a variety of technical assistance approaches and methods.

Generally, moving along differing paths in accordance with respect for individual organizational differences toward common goals.

* includes headquarters sites



- ★ NEW YORK, NY
YWCA Project Directorate (2)
YWCA (1) NVO (1)
- ★ WASHINGTON, DC
YWCA Project Directorate (1)
NVOs (6)

▽ Sites of YWCAs ● Sites of NVOs

ORGANIZATION	HEADQUARTERS/OPERATING	CONFERENCE SITE/AREA
The American Red Cross	Washington, D.C. Cincinnati, Ohio St. Paul, Minnesota	
The Links, Inc.	Washington, D.C. Fort Wayne, Indiana Lynchburg, Virginia	
National Association of Milliners, Dressmakers and Tailors	New York, New York Boston, Massachusetts Cleveland, Ohio Greensboro, North Carolina Newark, New Jersey Washington, D.C.	
National Coalition of Hispanic Mental Health and Human Services Organizations	Washington, D.C.	Detroit, Michigan Miami, Florida San Antonio, Texas
National Congress of American Indians	Washington, D.C. Isleta, New Mexico Milwaukee, Wisconsin	
Organization of Pan Asian American Women, Inc.	Washington, D.C.	National Capital Area . District of Columbia . Maryland . Virginia Seattle, Washington
1) YWCA of North Orange County	<u>Fullerton, California</u>	
2) YWCA of Greater Atlanta	<u>Atlanta, Georgia</u> . Phyllis Wheatley Branch . Clark College . Morris Brown College . Spellman College	
3) Mississippi District YWCA	<u>Jackson, Mississippi</u>	Clinton, Mississippi Hattiesburg, Mississippi Macon, Mississippi New Albany, Mississippi Yazoo City, Mississippi
4) New Harlem YWCA	<u>New York, New York</u>	NATIONAL HEADQUARTERS SITES Washington, D.C.--National
5) YWCA of Greater Pittsburgh	<u>Pittsburgh, Pennsylvania</u> McKees Rocks, Pennsylvania . Sto-Rox Center	Project Headquarters National Board YWCA--New York, New York Research and Action, Inc-- New York, New York
6) Washington, Pennsylvania YWCA	<u>Washington, Pennsylvania</u>	
7) South Carolina Consortium	<u>Sumter, South Carolina</u> Charleston, South Carolina Columbia, South Carolina Greenville, South Carolina	TOTAL 24 NVO sites 20 YWCA sites 3 National sites 47 Sites in 20 states plus D.C.

BACKGROUND

For validity, any approach to the assessment of the two years of work accomplished between October 1978 and October 1980 within the total three-year commitments of the Juvenile Justice Project, sponsored by the National Board of the YWCA, must take its departure from the background, the purpose and the distinctive features of that program. Throughout its pre-award and its funded period, this project has required repeated interpretation in the light of its nontraditional aspects as an undertaking of the YWCA and six other National Voluntary organizations typically associated with direct service delivery programs without reference to their implications for Capacity Building, Advocacy, or Youth Involvement--the three major components of this effort.

The assessment findings that are set forth in this report, in consonance with the purpose, objectives, goals and related factors of this project, emphasize process. They, of course, entail considerations of some quantitative data, but they do not rely on them to the extent that such dependence typifies projects directed toward, e.g., delivery of specified services such as counseling, referral, or treatment for given numbers of participants with prescribed characteristics. Thus, many of the success indices are descriptive: they deal with indices of change in progress rather than change itself as a fait accompli. Some rest on intangibles; some are difficult to monitor and/or verify in that there are no readily visible signposts pointing to capacity increases, significant movement toward advocacy focussed on current conditions and problems, or the nature and extent of meaningful involvement of youth. A part of the task of this project--a major one that is still in progress as this two-year assessment has been underway--is to derive and identify some of the indices that may prove competent and practicable for assessment purposes.

Prior to effective movement toward any of the foregoing is the necessity for establishing a common base of recognition of the project's roots, a retrospective review of the sources of its current concentrations and its technical assistance competencies especially as these refer to the major purpose of the total three-year effort: Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls. Such recognition requires reference to the background of the sponsoring organization, the grantee, i.e., the National Board of the YWCA, and to the major legislative context in which its referenced activities have taken place.

THE NATIONAL BOARD YWCA: ROOTS OF THE PRESENT UNDERTAKING

The National Board YWCA is the overall unifying and coordinating body for the Young Women's Christian Association of the U.S.A., which in turn, is a national non-profit multi-service organization with program activities in more than 6,000 places dispersed throughout 49 of the 50 United States. These programs, designed to meet the interests and needs of the areas which they serve, with special emphasis upon teen and adult women, are carried out through and by Community and Student YWCAs, referred to in this report as "member Associations." In addition to the locally initiated and sponsored programs that include a wide range of services directed toward delinquent and endangered teen-age female youth, there are some that have been sponsored by the National Board YWCA which--having taken the leadership in response to recognized need for demonstration efforts--has moved to break barriers and open new frontiers of work with this subject population. Notable among these are three which have been sponsored by the National Board of the YWCA during the period from 1969 to 1977. These three projects may be identified as direct antecedents of the current National Board YWCA Juvenile Justice Project--the subject of this report. The three include:

1. The YOUTH WORKERS TEAM LEARNING PROJECT (YWTLP)

This project was funded under Title II of the Juvenile Delinquency Prevention and Control Act of 1968 which provided resources for *"...training of personnel employed in or preparing for employment in fields related to the diagnosis, treatment, or rehabilitation of youths who are delinquent or in danger of becoming delinquent, or for the counseling or instruction of parents in the improving of parental instruction and supervision of youths who are delinquent or in danger of becoming delinquent...."*

Funded through the Office of Juvenile Delinquency and Youth Development and continued through the Youth Development and Delinquency Prevention Administration, Social and Rehabilitation Service, U.S. Department of Health, Education and Welfare, this project was active during grant periods from July 1969 through December 31, 1972.

In the course of that time, training was provided to more than 5,000 individuals including professional and paraprofessional personnel, volunteers--including youth and parents; and others including some representatives of communities-at-large and cooperating organizations.

This project took a comprehensive approach to training. Its premises included recognition of institutional change as a requisite for achieving the objectives of the legislation which covered the program. It was directed toward new approaches, new uses of community-based resources, and new methods for involving "target youth" in its planning, conduct and evaluations.

The development of two subsequent National Board YWCA-sponsored "intervention programs" was an outgrowth of the YWTLP experience. These two programs comprised:

2. The TEXAS YWCA INTERVENTION PROGRAM December 1971 - June 30, 1974

This project was funded under Part E, Section 453(4) of the Crime Control Act of 1973 which amended the Omnibus Crime Control and Safe Streets Act of 1968. The first round of funding came through the LEAA Regional Office; the second was provided through the State's Criminal Justice Council. Section E made provision for *"...development and operation of community-based correctional facilities and programs...for preadjudication and post-adjudication referral of delinquents, youthful offenders, and first offenders and community-oriented programs for parolees."*

This project was implemented in Corpus Christi, San Antonio and Fort Worth. In combination, these three local Community YWCA-operated programs provided residential and nonresidential services to 500+ females referred by justice systems or related agencies.

3. The NEW ENGLAND YWCA INTERVENTION PROGRAM January 1974 - April 1977

This project, a direct outgrowth of its Texas predecessor, was funded by the New England Regional Office, through the State of Connecticut, under Title I of the Omnibus Crime Control and Safe Streets Act of 1968. It was supplemented later by the Office of Juvenile Justice and Delinquency Prevention, under the Juvenile Justice and Delinquency Prevention Act of 1974.

This program, conducted by 11 Community YWCAs dispersed throughout the six New England States, provided residential, nonresidential and in-institution services for 800+ participants, 700+ of whom were juveniles.

This project was implemented by Community YWCAs in Hartford and New London, Connecticut; Bangor-Brewer, Lewiston-Auburn, and Portland, Maine; Worcester, Massachusetts; Manchester, Nashua and Portsmouth, New Hampshire; Providence, Rhode Island; and Burlington, Vermont.

These three projects, sponsored by the National Board of the YWCA and covering the time spans and the geographical spreads summarized above, afforded a depth and richness of experience--in working with differing participants, in communities which were distinctive, in relation to and cooperation with justice systems, justice-related agencies, and many different cooperating community organizations. Many of the seeds of the current project were sown during these operative years, sown--it must be stated--in the fertile soil afforded by the YWCA setting, the YWCA long, deep history of caring and concern for the youth toward whom these programs were targetted, and the YWCA history of taking on the challenges of change in relation to familiar problems.

Throughout this background period there has been growing awareness on the part of the National Board of the YWCA and those to whom the responsibility for the cited YWCA delinquency-related efforts has been entrusted, of the necessity for more attention to the needs of endangered and delinquent female youth. The essential nature of this need called for expansion of the national and local capacity for deeper attention to the changing dimensions of the endangerment and to the growing numbers of female youth who were caught up in the web of shifting mores and increasing pressures thereby becoming involved in acts classified as "offenses."

Within this awareness special attention has been drawn to the heightened vulnerability of female youth who are members of racial and cultural minorities, many of whom--it became apparent--bore the brunt of double discrimination on the bases of gender and ethnicity. Not unusually the inequities that they faced proved to be products of omission as well as commission. Numbers of these minority youth seemed already to have been, or were in danger of being, by-passed by some of the new routes taken by justice systems and communities to change approaches and reallocate their resources in their efforts to prevent and control delinquency. It became apparent that if the problem conditions were to be attended, the inequities attacked, the call for broader organizational participation in such efforts would have to be sounded. The resources that were needed, it was obvious, were those required for drawing attention to the problem, doing the spade work that was required for moving from that attention base into remedial activities that seemed to be potentially competent for effective results.

It became obvious also that such effective responses would require much more than provision of services to selected groups of female youth--although in some instances this would be essential. The targets, it was discerned, would need to include --

- institutional changes, if the effects were to be lasting: thus the emphasis on capacity building;
- recognition of and intervention in delinquency endangerment problems and conditions: thus, the emphasis on advocacy;
- assurance that the efforts would be representative of the interests, the capabilities, and the potentials of those to whom they were directed: thus, the emphasis on youth involvement.

It was clear also that the afore-cited YWCA experience, accrued knowledge and insight would need to be shared with those to whom it was opening the door to greater involvement: thus, the focus on technical assistance.

PROGRESS TOWARD OBJECTIVES

Progress that has been made, with reference to the objectives of this OJJDP-funded, National Board YWCA-sponsored project, within the period covered in this report may be summarized as follows:

Objective 1: Provide National Board YWCA technical assistance to selected National Voluntary Organizations, Community and Student Associations which will result in increases in their respective capacities for the prevention and treatment of delinquency among girls. This technical assistance will--

- draw upon the experience and expertise of the YWCA of the U.S.A. in such work;
- include assistance which will enable the National Voluntary Organization and the Community and Student YWCAs to work within their own structures, i.e., their respective local units, branches and/or centers toward the purposes of this program.

The technical assistance that has been made available through the project-provided resources has met the above specifications. It has been provided by the National Headquarters Staff, Research and Action, Inc. personnel, the Management Information System Consultant, and National Board YWCA designated staff, and volunteers.

- The assistance has been delivered in a variety of ways including
- assembled events, i.e., meetings, workshops, seminars, conferences, planning sessions;
 - use of written/printed materials;
 - telephone conferences, correspondence, and
 - site visits.

It is to be noted that this assistance has pertained to fiscal as well as program compliance. The former has involved the project Contract Officer and representatives of the Office of the Comptroller which has carried responsibility for establishing, monitoring and performing other services to assure the integrity of the fiscal system.

The National Board Advisory Committee--and prior to its organization--the National Board Committee on Government Programs--has served in advisory capacities to the project as a whole.

Objective 2: Engage the participation of representatives of the selected organizations and Consultants as needed in a National Board YWCA organized and directed development of a structured, systematic plan for the delivery of the proposed technical assistance; this plan to--

- draw upon the related experience and expertise of any or all of the national organizations and/or YWCAs in the cited fields;
- be related to the discrete need and interests of the participating organizations, with reference to the purposes of this proposal;
- be suitable for implementation within the funding commitments and limitations of this proposal;
- be directed toward the increase of organizational capacities for services for and advocacy of female delinquent or "at-risk" youth.

The use of representatives of selected organizations and Consultants has taken place primarily in the assembled events with special reference to the workshops that have been conducted within the National Board Learning Center settings, the Public Relations Workshop, and the training for implementation of the Management Information System. There has been some--limited--use of National Board YWCA personnel, other than project staff, in work with other NVOs especially that pertaining to Advocacy. The major use of Consultants took place in the Learning Center at Pittsburgh where Consultants selected by all of the NVOs joined with the project and Learning Center personnel to discuss curriculum needs for conduct of this project. This meeting was attended by the Director of the OJJDP Special Emphasis Unit: it had the benefit of the input of youth from the StoRox Center of the YWCA of Greater Pittsburgh.

Other uses of Consultants were within the discrete operations of the individual NVO operations. The assistance provided was made possible by OJJDP pre-approved Consultants selected on the bases of their knowledge of ethnic/racial/cultural interests and related specialized competencies. Members of the National Board YWCA Advisory Committee have served as Consultants in the Learning Centers and in relation to other needs, upon request of project staff.

Objective 3: Make available individualized consultation and guidance to the participating organizations and Associations in--

- identifying the import of commitment to this project, selection of discrete areas of work, and development of strategies to increase their capacities in the chosen areas.

This individualized consultation and guidance has taken place in the varied settings identified in the summaries pertaining to the foregoing objectives. A considerable portion of the work has taken place at National Project Headquarters as well as at the Headquarters of the individual participating structures. Budgetary considerations, some imposed by the inflationary effects on travel costs, have served to reduce the number of site visits originally projected. Project staff has resorted to telephone and other less expensive communication means to compensate for this reduction. It should be noted here that considerable assistance has been provided by National Headquarters staff relative to the planning and conduct of the Hearings which represented major efforts of some of the NVOs.

Individualized consultation and guidance have been facilitated by the reporting system, i.e., monthly and quarterly narratives, and the M.I.S. system. Prompt analyses, identifications of internal consistencies, and coordination of these with fiscal reports have led to recognition of needs for individualized assistance and to concentrated work with NVO and YWCA contract personnel.

Objective 4: Make available training to representatives of the participating national organizations, and representatives of the participating YWCAs to increase their respective capacities for planning, development, establishment, operation and evaluation of services and advocacy programs pertaining to the prevention and treatment of delinquency among girls.

The training, consultation, guidance and technical assistance made available through this project has been directed toward the project's target of Capacity Building. This--Capacity Building--has been discussed elsewhere in this report. It is the focus of the third year operations. It has proved to be an area that requires considerable attention, particularly as it must be addressed to the contracting organizational structure rather than to a "separate, funded, project" per se. (Refer, Capacity Building, this report.)

Objective 5: Develop and test components of service and advocacy approaches, for the purpose of their later inclusion in model programs for the prevention and treatment of delinquency among girls.

Most of the work pertaining to this objective is in progress as this report is in preparation. It was projected for the third year of work.

Objective 6: Develop and test model service and advocacy programs designed for delivery by participating organizations and Associations, which are suitable for replication by comparable units.

The work here, similar and related to that which is taking place in reference to Objective 5, is underway--in accordance with the projected plan--during the third year of this program.

Objective 7: Develop, test and disseminate materials pertaining to these services and advocacy programs, for the prevention and treatment of delinquency among girls, with special attention to the target groups of this proposal: these materials to be designed for the use of voluntary organizations, Community and Student YWCAs that are particularly interested in such services and efforts.

A number of related and appropriate juvenile justice materials, articles, brochures have been reviewed and distributed to NVOs and YWCAs for information and guidance purposes. More of this is planned for the third year, projections for which include creation and distribution of some original project-produced materials.

Objective 8: Include female youth in all aspects of this proposed technical assistance program.

Efforts to achieve this objective have characterized all of the technical assistance delivered through this project. (Refer, Youth Involvement, this report.)

MAJOR COMPONENTS

As has been indicated, the three major components of this project are identifiable as--

- Capacity Building
- Advocacy, and
- Youth Involvement

These three components pervade all of the work that is underway, including that which pertains to direct service models. As this report is prepared, efforts are underway to elicit more information, derived from the experiences within this project, about each of these components with reference to concepts, processes, and operations.

1. Capacity Building

"Increasing the capacity of voluntary organizations for the prevention and treatment of delinquency among girls" is the goal of this three-year undertaking. In this project,

"Capacity refers to a systematic approach which maximizes the ability to provide youth services and the degree to which they can be expanded and sustained...."*

The project proposal specified that building organizational capacity would be inclusive of:

1. *identifying and altering those perceptions of delinquency among girls which may prevent high priority attention to this problem within the organization's priorities;*
2. *locating and removing structural and operational barriers to action in accordance with the desired priority once such status has been achieved;*
3. *allocating organizational resources--time, personnel, physical and other--to the above actions;*
4. *making new thrusts--relative to the prevention, treatment and/or advocacy efforts pertaining to delinquency among girls within the above actions; and*
5. *building provisions for sustaining these efforts in the continuing organizational program.***

The above definitions and specifications have stood the tests of in-project operations. However, out of the experience to date has come recognition of the advisability of adding to both to deal with the

* OJJDP, "PROGRAMS TO PREVENT JUVENILE DELINQUENCY" November 1976, Washington, D.C., APPENDIX I.

** Proposal--page not numbered.

full implications of the capacity-related undertakings. Thus it may be indicated that

Capacity refers to a systematic approach which maximizes the ability to provide youth services and the degree to which they can be expanded and sustained, and the ability to identify current endangerment factors and the degree to which these identifications can be utilized as the bases for organizational and community programs to eradicate such conditions.

To the specifications for "building organizational capacity" would be added:

6. *collecting and maintaining current, updated knowledge about, and awareness of conditions, practices and policies that may be identified as delinquency-endangering to female youth; and*
7. *making new thrusts pertaining to the distinctive problems and experiences of female youth who are members of racial, cultural, or ethnic minorities which may be deemed endangering or otherwise found to encourage or entrap these minority youth in status offenses or delinquent behavior.*

The above additions are derived from the experiences within this project which have revealed the fallacies of assuming

- a) organizational awareness of the nature of current endangerment and related conditions; and
- b) organizational readiness to mount meaningful youth services relevant to that endangerment or those conditions even--in some instances--with the best of intentions.

From the foregoing it may be seen that the approach to capacity building within this project is and has been structural. The evidences of movement in relation to capacity building are within the structures of the participating NVOs and YWCAs. Here, structure refers to the complex of discrete organizational systems from the point of view of the whole rather than any single part that may stand alone and separate. Although this work is still in progress, it is possible to identify some of the illuminants that have shone near-universally in these capacity building efforts:

- the role of key individuals in strategic positions within organizations cannot be overestimated. In each of the participating NVOs and in the YWCAs it has been found that these key persons determine the nature and extent of the response to the capacity building. Typically, but not always, this has been found to be the highest elected officer, or the chief employed person. Not unusually, it may be a combination of both. But to state this as a rule or an operational principle would be to fly in the face of organizational differences. Locating and tapping that "key" requires skill, tact, patience and time. Ignoring or otherwise missing her/him may spell defeat for the capacity-building potential.

- the necessity for the direct commitment and involvement of the organizations' decision makers--its movers and shakers--has been demonstrated repeatedly within this project. This group may or may not be identical with the Board of Directors/Trustees/Executive Committee/other officially designated body.
- the function of the succeeding layers of volunteer and employed personnel in implementing decisions made at high levels, in assuring performance in accordance with intent, in dealing with the realities that present themselves when the concept is to be translated into actions, must be seen as crucial. Interpretation needs be repeated in differing contexts: purposes must be restated; "drifts" away from original intent must be recognized at their onsets.
- the importance of maintaining responsibility for contractual compliance at the highest possible level, thus avoiding the shift of such responsibility from that level to the person who may be employed solely for project operational purposes: maintenance at the cited level helps to avoid the familiar hazard of separating the project from ongoing operations.

The above, along with other emerging findings of this experience, are in the process of deeper exploration as this report is written. It is the expectation that completion of the three years of work will provide the bases for deeper understanding of capacity building as a concept, for establishment of some principles that may contribute to its achievement, for deeper understanding of the organizational flow that may be requisite to its meaningful accomplishment.

In the work within this project--to effect its own capacity building, to "mine" that which is taking place within the project's heterogeneous organizational settings, and to share the findings of all of this with all of the participating structures--the grantee has drawn heavily upon its own background, throughout its years of experience in moving into new areas of work. This movement has entailed the shifting of focal points, the facing of new realities, the yielding of some treasured perceptions, and the reallocation of resources to deal with the removal of looming or established barriers to the attainment of social goals affecting women and girls. Recent and highly relevant to this project's purposes is the YWCA's identification of the elimination of racism as its "One Imperative"--in 1971 Convention Action--and the many stringent and far-reaching actions that imperative has required for its implementation. "Institutional change" now to be recognized as one of the forerunners of "capacity building" characterized these positions and actions. The resultant changes, it may be noted, were made to maximize the YWCA ability to uproot the vestiges of racism and its products from its own operations and to contribute to the sought-for results throughout the nation and the communities in which the Association was established. Typically this called for reallocation of resources and reordering of priorities. Not surprisingly it reached out to and embraced issues that are paramount in the work of the project reported herein.

In its work in recent years directed toward the prevention and treatment of delinquency among girls--referred to elsewhere in this report--the National Board YWCA contributed the benefits of its experience to the passage of legislation that provided needed federal resources for the prevention and treatment of delinquency. Subsequently, the National Board and numbers of its member Associations as well as other National Voluntary Organizations utilized these resources in accordance with the Capacity Building purposes enunciated in the legislation itself. Examples--

- the Juvenile Delinquency Prevention and Control Act of 1968-- under which the previously-cited Youth Workers Team Learning Project and other programs sponsored by local Community YWCAs across the country were developed--enunciated policies directed to increasing national capacity--
"to assist the courts, correctional systems, community agencies, and primary and secondary public school systems to prevent, treat, and control juvenile delinquency..." (Preamble); also to increase "the number and extent of the services available for preventing and combating juvenile delinquency..." (Sec. 2, Findings and Purpose).
- the Omnibus Crime Control and Safe Streets Act of 1968 recognized capacity building as one method for reducing and preventing juvenile delinquency, in its words
"to increase the capacity of State and local governments and public and private agencies to conduct effective juvenile justice and delinquency prevention programs and to provide research, evaluation, and training services in the field of juvenile justice and delinquency prevention." (Declaration of Purpose--Clause before Sec. 101).
- the Juvenile Justice and Delinquency Prevention Act of 1974 included the purpose "to increase the capacity of State and local governments and public and private agencies to conduct effective juvenile justice and delinquency prevention and rehabilitation programs and to provide research, evaluation, and training services in the field of juvenile delinquency prevention. (Sec. 102 b. 4)

Subsequent amendments to both Acts sustained this concept.

Within this project, there has been considerable variety of organizational readiness to deal with Capacity Building conceptually or operationally. The nature of these differences, the correlating factors, and the characteristics of the problems encountered are parts of the aforementioned, deeper explorations within the project at the time of this report preparation. This seems potential of significance because of the fact that all of the participating structures have accepted Capacity Building as the purpose of the project; all have committed themselves contractually to its pursuit.

2. Advocacy

Advocacy in this project has been approached in accordance with the pre-award commitments of the grantee*, that is it has treated advocacy efforts as those which are
"aimed at improving services to youth impacted by the juvenile justice system."*

The concept has been construed as inclusive of those activities that are aimed at reducing the numbers of female youth who are impacted by the system through active support of delinquency prevention, including measures directed to the reduction and elimination of delinquency endangering influences and conditions, as well as those which are focussed on individual youth.*

All of the participating NVOs and YWCAs have included Advocacy in their contractual commitments. Indeed, participation in the YWCA Youth Advocacy Network has been the major vehicle for official contractual participation by local YWCAs in this project: the other has been Experience Retrieval within which participating Associations have been asked to identify and assess the effectiveness of their advocacy efforts.

Reference to the summaries of the individual NVO and YWCA programs in a later section of this report will reveal the range, scope and variety of the problems addressed by these varying Advocacy programs, including the differing approaches taken to concentrations in differing areas.

Similarly to Capacity Building (above), the concept of Advocacy has been expanded as the result of this experience to include emphasis on--

- updating of information pertaining to the advocacy effort's target population, with reference to their distinctive vulnerabilities to endangerment and delinquency-related conditions and experiences;
- plans for and/or work with other community forces when these are essential to successful attainment of the advocacy goals;
- selections of feasible advocacy targets, vis-a-vis global, unattainable aims;
- preparation of clear, practicable, work plans pre-approved by project representatives before embarkment on the project-funded advocacy course; and
- clear, identifiable, distinction between advocacy efforts and service delivery programs constructed without reference to advocacy purposes.

It stands forth clearly that "Advocacy" has interacted closely with "Capacity Building" as do both of these major components with the third--"Youth Involvement."

* Rf. Statement 6/20/78 in reply to OJJDP Director of Special Emphasis Division from the Executive Director of the National Board YWCA.

3. Youth Involvement

Again, the project has followed its commitments regarding the participation of youth in all aspects of the composite project effort. Included in this report is the summary of the numbers of youth taking part in various types of activities, carrying a range of responsibilities and generally relating to this project in substantive ways. Achieving these numbers and these participation results has not been easy for all of the organizational participants. For those--including the YWCA--in which there was an established operational mode of youth participation there was less difficulty. The YWCA operates in accordance with its objective as specified for 1979 - 1982 which really characterized its way of work in the year prior to that time, that

"Teen women will be involved as full partners in total Association program planning, implementation and evaluation."

Creating and maintaining in-project operations in which female youth are afforded opportunities for meaningful participation at all levels, in all aspects is not an easy task for an operation of this magnitude and multiformity. A number of barrier-creating conditions have to be overcome, including

- absence of any contact with any youth, as represented by some participating organizations in the pre-planning stages. These organizations--brought into the project on the basis of their ethnic composition have evidenced interest in reaching out to and working with the subject youth, but have presented delays in achieving the desired goal;
- limited contact with female youth, as represented by some of the organizations identified as youth-serving but which came into the project on their own initiative because of their awareness of the gaps in youth contact manifest in the limited numbers of female youth with whom they had direct contact;
- translating youth involvement as synonymous with, and limited to, participation as "clients"--as receivers of direct services planned for rather than with;
- limited or no initial contact with members of this project's target groups with the result that considerable effort was necessary, in some instances, to work for inclusion of these youth in roles and in time frames that would permit them to really influence the progress of the project operations.

Using the tools of technical assistance, consultation and guidance, training, reporting, M.I.S. controls and feedback, project representatives have found it possible to achieve varying degrees of success. Most of this has been productive and, related as this component is to Capacity Building, it is to be reported that recognition and utilization of some of the influences identified under that heading above (i.e., Capacity Building) have made possible some observable progress.

.....

One of the major factors affecting progress in relation to all three of these major components has been found to be the tendency on the part of numbers of organizational representatives to move toward planning for traditional direct services, some with, some without the readiness for this. This has been the possibly predictable product of the availability of funds, even though these are limited as they are distributed among the organizations and have clear time frames. It has been necessary to interpret the meaning of Capacity Building in terms of its implications for continuing efforts after the project funds are no longer available. This has given pause in some quarters. This "pause" can be understood in face of the realities of the function of needed resources especially when an organization is moving toward a population which may present problems and which does require high levels of professional skills, understanding, physical resources, time and other cost items. Recognizing that many of the youth toward whom they were reaching have been alienated, are faced with pressing problems and deterrents to wholehearted cooperation in programs and with structures that are not familiar to them, the responsible personnel have found it necessary to look deeply at the real requirements for maintenance of effort. Many have come through/are going through periods of fiscal retrenchment based on not only drying sources of income, but the impact of inflation. They have been forced to give up some of the cornerstones of their operations for these reasons. Thus, their hesitations in relation to continuity commitments have been read by project representatives as reflective of reality. At the same time, movement toward the target population in the context of Advocacy and Capacity Building yields deeper insight into the service needs of these youth and places pressure upon the caring organization to respond on a long-term commitment basis. The dilemma is posed. Solutions are not readily available.

Realities notwithstanding, the organizations that are taking part in this project may be adjudged as of the close of this report to be making real and significant strides toward the project's purposes and to be achieving its projected outcomes, with reference to these three components.

In this project, it has been the operational mode that all youth participants receive some type of direct service: in this context, the concept of such service is inclusive of work done with groups as well as with individuals, of prevention as well as treatment, and of all of the categories listed below. The premise here is that the work has been carried on in such manner as to benefit the participating youth, as well as to elicit their contributions.

Analysis of all of the foregoing with reference to the roles of youth and the project functions in which they are and have been involved reveals a spread of in-project experience by a total of 1,994 youth. One hundred and sixteen (116) of this number were involved in the Pre-Award Evolvement Phase.

This latter group took part in issues identification, and in other activities which contributed to the shape and parameters of the project as proposed.

Of the 1,878 youth who have taken part in the Post-Award Phase, the following distribution among project activities has been found:

Service-Learning	205
<p style="padding-left: 40px;">Most of these performed a variety of volunteer services, exclusive of Advisory Committee membership</p>	
Leadership Training	227
<p style="padding-left: 40px;">A majority of this group is to be found in Advisory Committee membership and other in-project leadership roles</p>	
Training for Needs and Issues Priority Assessment	274
<p style="padding-left: 40px;">These have included youth who have testified in hearings, taken part in determining the focus of advocacy and direct service programs, and in significant work in identification of in-organization service gaps and other capacity-building functions.</p>	
Individual Service Recipients	372
<p style="padding-left: 40px;">This number includes youth who have received face-to-face and "hot line" services</p>	
Other	800
<p style="padding-left: 40px;">This group is comprised primarily of youth who have attended and taken non-testifying roles at hearings, conferences, and other events.</p>	

MAJOR PHASES

An analytical approach to the progress of this project from its inception until the close of this report demands recognition of the fact that significant work pertaining to its purpose, objectives and overall movement actually has taken place in three distinct time phases--Pre-Award Evolvement, Post-Award Development, and Implementation.

1. Pre-Award Evolvement Phase : Spring 1976 - September 1978

Groundwork for this project was laid in the two-year period preceding its funding during which representatives of the National Board were engaged in numerous informal conversations about the desirability of affording other voluntary organizations access to learning derived from YWCA experience in working with endangered and delinquent female youth. In April 1977, the National Board of the YWCA summarized this interest in a proposal for

"Increasing Capacity for Delinquency Prevention--a Training Program to Provide Education Supporting Delinquency Prevention and Juvenile Justice Programs Among Girls."

The Program Narrative for that proposal stated:

"This training program is proposed to increase the use and application of relevant training expertise and capabilities that now exist within the YWCA and some of the cooperating organizations as these may be made applicable to an interdisciplinary approach to the prevention of juvenile delinquency among girls. The focus of the training program is on female youth 'at risk': within this focus, special attention is directed to the distinctive aspects of delinquency prevention required for effective services for racial, cultural and ethnic minorities, especially those who are exposed to the anti-social influences of high-risk communities."

Rejected for OJJDP funding at that time, the concept may be recognized as near-identical with that which underpins the present technical assistance project. That idea persisted: through informal interaction in varying constellations and settings, its proponents pursued the search for resources to implement it. The decision to make a further effort--in 1978--was translated into the proposal for this project.

As this project was in formulation, contacts were made with organizations that had expressed prior interest--notably the Youth Division of the American National Red Cross, and the National Association of Milliners, Dressmakers, and Tailors--whose ideas were incorporated into the proposal. Further explorations brought contacts with other voluntary structures and with individual members of ethnic/cultural/racial minorities. These included those with Pan Asian American Women who--at that time--had no formal organizational structure.

In some instances, these contacts ran into barrier situations which afforded little opportunity for direct contact with women and girls: some of the organizations were dominated and controlled by males.

Every effort was made to tap into female resources within these organizations; indeed, the commitment to take part in this project included agreement requiring the full and equitable participation of females in decision-making and implementation roles.

During this same period, considerable work was carried inside the sponsoring organization itself, i.e., the National Board of the YWCA, with teen as well as adult women. Teenage female youth took part in discussions at all levels. The National Teen Organization of the YWCA voted "Juvenile Justice" as one of its high priorities. There were interest groups devoted to this subject at Teen YWCA Summer Conferences. The National Board YWCA Committee on Government Programs accorded equally high priority to this area of work: it also included youth in its deliberations. The interest and experience of selected Community YWCAs were tapped for proposal development.

All of these efforts culminated in a successfully-funded project in October 1978 for this YWCA Technical Assistance Program to increase the capacity of voluntary organizations for the prevention and treatment of delinquency among girls. This pre-award phase was concluded as of the date of the award. This phase, carried some of the most significant work in relation to the project's major components and made notable contributions to the momentum toward project goals that was possible in the later--developmental--phase.

2. Post-Award Development Phase: October 1978 through June 1979

This post-award developmental phase was pre-planned as an integral part of the program. Its functions were controlled in part by Condition No. 20 of the award that specified that:

"Prior to draw-down of operational funds for the first six months planning phase, the grantee will submit to OJJDP for approval, the work-plan for the developmental phase. Administrative costs are allowable."

and by Condition No. 11 which specified that:

"At the end of the first six months planning and developmental phase, and prior to draw-down of any program operational funds, (underline supplied) the grantee will submit the implementation plan to OJJDP for approval."

Originally established as a six-month span, the developmental phase was--upon approval of the funding agency, in March 1979--extended to the close of June 1979. This meant that it covered a period of eight months. This extension was requested in order to --

-- utilize the 28th National Convention of the YWCA of the U.S.A. in Dallas, Texas, as a setting for further planning, involvement of youth and other key personnel in project development, and allow time provision for the change in National Board YWCA Officers that was mandated as a part of the Convention business. A new National President, other officers and members of the National Board were slated to come into office at that time.

It was deemed desirable to avoid decision-making by an outgoing Board and to make provision for the approval of the new President and others prior to submission of the Implementation Plan to the funding agency.

-- accommodate to some of the movement that was taking place in other NVOs, including elections, organizational efforts, and--in one instance--a shift to another sponsoring body.

It may be noted here that Condition No. 11 did influence the delay in movement of some of the NVOs into operational status. Having completed pre-planning in the Pre-Award Phase, some of the NVOs found themselves in position to have stepped up their progression toward operational status. The prohibition of "draw-down of any program operational funds" prior to submission and approval of the project's total implementation functioned to hold these NVOs in waiting status until funds could be released. It may be stated further, that by deliberate decision, the National Board YWCA project personnel held back the movement of YWCAs into operational status as participants in the YWCA Advocacy Network (rf. The National Board YWCA as an NVO-- later section of this report) in order to avoid any implication of preferential treatment to YWCA units vs. those of participating NVOs.

Some of the work that took place during this Post-Award Developmental Phase is discussed in other parts of this report. To avoid repetition of this material, the summary of accomplishments that follows avoids detailed treatment of the discrete areas of work. The following were accomplished during the Post-Award Developmental Phase:

Project Organization, including recruitment and employment of National Project Headquarters staff and location of the National headquarters in Washington, D.C. because five of the six NVOs were headquartered there;

Initial briefing of NVO representatives in an assembled meeting convened by the Executive Director of the National Board YWCA at National Board Headquarters in New York City;

Selection and funding agency approval of Consultants;

Preparation of a mobile display for introductory presentation at the National Convention of the YWCA in Dallas, and for other uses throughout the duration of the project;

Planning for the Curriculum Consultation--to be attended by NVO representatives and the selected Consultants in the Implementation Phase following the release of funds for such purposes;

Technical Assistance, individual guidance, intensive work with each of the NVOs with reference to planning the nature of their discrete, individualized participation programs, budgets, and attendant matters including project staff recruitment and appointment;

Organization of the National Board YWCA Advisory Committee;

Initiation of Experience Retrieval procedures and data collection (refer Continuing Operations);

Involvement of units of the National Board YWCA in work with the project as a whole, including

- the Executive Office
- Office of the Comptroller
- National Personnel and Labor Relations
- Business Administration Office
- Communications Unit
- Convention and Conference Office
- Data Center
- Field Services
- Personnel and Training Service
- Program Unit
- Services to Student Associations

Planning for and working in the above-referred-to 28th National Convention of the YWCA of the U.S.A. This included--

- numerous meetings with National Board volunteers and staff;
- close cooperation with the Teen Program Consultant in relation to involvement of youth (rf. Major Components) and to the preparation for in-Convention activities;
- a Luncheon meeting, addressed by the OJJDP Director of Special Emphasis at which a Youth Panel was featured also. This meeting-- competitive with others taking place concurrently within the Convention--was oversubscribed, giving indication of high YWCA interest.

It is to be noted that this Convention, in addition to electing a new National president, other officers and some National Board members also adopted stands on matters relevant to YWCA interest in Juvenile Justice (rf. Major Components).

Beginning of the analysis of the nature of the participating NVOs' experience as they moved into the reality offered by this project, with special reference to Capacity Building, established habit patterns as they were revealed in expectations pertaining to the project's operational latitudes. It was during this period that the complexities of dealing with heterogeneous structures in a joint effort to move into an area of work which had not been addressed by them in head-on approaches prior to this time manifested themselves. That this project did not seek to become a coalition or to set up any other formal lasting structure; that each organization was free to move in accordance with its individual purposes and readinesses; that there was no overall pattern into which they--the NVOs--were required to fit; gave breadth and depth to the experience and afforded some of the insights which are summarized in the discussion of Major Components, in this report.

Completion, submission and approval of the IMPLEMENTATION PLAN as of the close of June 1979.

3. Implementation Phase: July 1979 - October 1980

This phase continues until the end of the project's funded period. The above date of October 1980 refers to the close of this report span: it is not to be construed as indicative of the close of the Implementation Phase itself. The work carried on in this phase represents continuity of that which has been reported for the two preceding phases--Pre-Award and Post-Award development. There was no discernible break in operations within the project: agency approval of the Implementation Plan was characterized by a prompt response that permitted the work flow to continue without interruption.

The Implementation Phase represents a work period that encompasses interacting elements, some concurrent, some seriatim: there have been specific tasks which have had clear beginnings and clear terminal points; there are others that endure for the life of the project. All of the work, in all categories, pertains persistently and insistently to the three major components of this National Board YWCA-sponsored, OJJDP-funded, undertaking, namely:

- Capacity Building
- Advocacy
- Youth Involvement

These components are addressed in a separate section of this report.

a. Discrete Work Units

Outstanding within the body of work specified as time-definitive are the Assembled Events. These include--

- the Curriculum Consultation, held as part of the National Board YWCA Learning Center in Pittsburgh, Pennsylvania, in July 1979. Attended by representatives of NVOs and selected Consultants, this consultation addressed the nature and scope of training that could be deemed as essential to successful performance in relation to this project's goals. It was attended by the Director of the OJJDP Special Emphasis Division.
- the Juvenile Justice Project unit of the National Board YWCA Learning Center held in El Paso, Texas, in January 1980 was attended by youth and adult representatives of participating NVOs and YWCAs that had been nominated by National Board YWCA personnel for participation in the YWCA Advocacy Network. The training that took place at that time was addressed to the goals and implementation of this project.

-- the Juvenile Justice Project unit of the National Board YWCA Learning Center held in Milwaukee, Wisconsin, in July 1980. This event was attended by youth and adult representatives of the YWCA participants in the Youth Advocacy Network, representatives of YWCAs selected to make Experience Retrieval presentations, and youth and adult members of the National Board YWCA Juvenile Justice Project Committee. These sessions of this event addressed:

- 1) basic training in relation to Institutional Racism. Note that this was a part of the Learning Center program: it involved all units in attendance--those who were related to other training goals as well as those brought to the Center by this project; and
- 2) specific training related to Capacity Building, Advocacy, and Youth Involvement. This experience included individual consultation regarding the Advocacy programs of each of the participating YWCAs.

-- the Public Relations Workshop, convened at the Headquarters of the National Board of the YWCA of New York, May 8, 1980 combined Technical Assistance, including interpretation of the OJJDP special conditions governing handling of publicity, with an exchange of strategies and techniques among the participating NVOs, represented by the P.R. specialists and by key persons from Juvenile Justice Project staffs. The kit of materials utilized included "Publicity Strategies," made available by OJJDP. Planning and leadership for this event was provided under the guidance of the National Board YWCA Executive of the Communications Unit;

-- meetings of the National Board YWCA Juvenile Justice Project Committee at which time progress was reported, problems and potentials discussed;

-- reports to the National Board YWCA--in person by the Chair of the above Committee and in written summaries prepared for this purpose by Project Staff;

-- Training sessions for participation and compliance with the Management Information System for this project at the Marriott Inn in McLean, Virginia, June 1980. This was attended by the Project Coordinators of the National Board YWCA Youth Advocacy Network and the other NVO programs funded by this project. Training was under the direction of the Consultant, Mr. John Wandless of Human Services Technology, who designed the system for this project.

Members of the National Project Directorate, in differing constellations planned, attended and carried a range of responsibilities in all of these events.

b. Continuing Operations

Continuing operations within this Implementation Phase have included

- Experience Retrieval
- Consultation and Guidance
- Model Development
- Self-Assessment and Feedback
- Needs Assessment and, of course,
- Technical Assistance

Interacting, flowing throughout all of the work, demanding and contributing to project accomplishments, these are subject to tight summary only in a report of this nature. Thus--

-- Experience Retrieval has resulted from different approaches. The most comprehensive of these was the data analysis made by the National Board YWCA Data Center covering a five-year period and identifying the work done by Community and Student YWCAs in relation to Juvenile Justice. Community YWCAs have responded to a survey, shared materials, and taken part in presentations of their work and the findings of their experience in relation to work with endangered and delinquent female youth. Some NVOs have had some experience with carry-over potentials: these too, have been shared with the project. Experienced National Board staff members and volunteers have been "on tap" as needed for contributions of direct and/or related experience. All of this information has been built into the project's ongoing efforts.

-- Consultation and Guidance has been a prime, heavy responsibility of the National Project Directorate, members of which have worked individually with each of the NVOs and with their respective project staff members. This work has pertained to implementation as well as to the development of plans. It has embraced program and fiscal accountability and has concentrated on the major components of this project.

-- Model Development is taking place within a number of the individual NVO efforts within this project. These activities are reported in the individual summaries of the status of each of the participating NVOs and YWCA units.

-- Self-Assessment and Feedback has been a function of the reporting procedures--including but not limited to the Management Information System. It has included "trouble shooting" by Project Directorate staff who have used such occasions for interpretations and for broad scale assistance in relating the specific problems to the wider implications of the project as a whole.

-- Needs Assessments were begun in the early phases of this project. They have been related to the individual organizations, their background and status with reference to the problems to which their respective programs were addressed. Some of this has been in relation to local site selections; some to the overall potentials of the organization; and some to the "state of the art" with respect to the project's purpose.

-- Technical Assistance has been and is the major function of the Project Directorate. Hard to distinguish from the above-referred-to Consultation and Guidance, this "T.A." has been delivered in a variety of ways--through written materials especially prepared, in assembled events, and through individual work frequently in small groups and/or one-to-one bases. This assistance has been provided by Project Headquarters Staff, other members of the Project Directorate, the Contract Officer, the Office of the Comptroller, selected members of the National Board YWCA staff, Consultants as needed.

Heavy work has been required, repeatedly, in relation to the distinctive nature of this project. Here special reference must be made to the project's major components which call for departure from some traditional approaches to work with endangered and delinquent youth, to the distinctive feature of the work which makes the grantee responsible for the program and fiscal accountability of the other participating NVOs as well as that of its own participating member Associations. Maintaining that accountability, holding the projected plans of each of the participating units to the boundaries established by the purposes intent and requirements of the award and each organization's contract, has cast the grantee in a new role and relationship with other NVOs. Some of the aspects of this are imbedded in the discussion of the Major Components of this project: this to be found in another section of this report.

Subsumed in the above is all of the work essential to bringing this project to its status as of October 1980 at which time--

- 13 contracts had been completed, covering six NVOs and eleven YWCAs in varying operational stages;
- work under the provisions of this project was underway in a combined total of 47 national and local sites, dispersed throughout 20 states, and the District of Columbia;
- the influence of this work upon interest and readiness for work with endangered and delinquent female youth--with special reference to the inclusion of members of racial/cultural/ethnic minorities--was beginning to manifest itself in many different ways.

ADMINISTRATION

This section is prepared to address those questions raised by the Project Monitor (Juvenile Justice Specialist) which appear to be essentially administrative or managerial in nature or which relate to technical compliance. It is, in effect, complementary to the program sections of the two-year assessment, which has been developed by the Office of the Project Administrator, incorporating the contributions of the Office of the National Project Director, and the Offices of the Executive Director and the Comptroller of the National Board of the YWCA.

Background for interpretation of the Administrative aspects of the project--to put this part of the assessment into perspective--calls for description of some of its unique approaches.

Administrative Responsibility

The delegation of this responsibility to Research and Action, Inc. is incorporated in an agreement effective October 15, 1978, approved by OJJDP, the main clause of which states:

"To carry out all directorate, supervisory and management responsibilities of the Project, with the exception of financial accountability and control and the exception of execution of contractual agreements with participating or affiliated organizations; all in accordance with the specifications and schedules incorporated in the Project Proposal and any amendments thereto."

All of the tasks related to the above functions are specified in this Agreement, which contains also a provision for delegation of authority by the President of Research and Action, Inc. at her discretion.

Among the key tasks so specified are:

- design and conduct of the Internal Evaluation and Feedback of Project operations, including evaluative reporting to OJJDP;
- preparation of program reports in accordance with OJJDP requirements and other written materials as indicated in Project operations;
- representation of the National Board YWCA with respect to the Project, as requested or authorized by the Executive Director;
- maintenance of liaison as authorized with appropriate units of the National Board YWCA in relation to Project planning and operations, as well as deployment of National Board YWCA personnel [detailed to the project].

Included among other specifications were requirements for the subcontractor to--

- administer the Project Budget and maintain liaison with the Office of the Comptroller of the National Board YWCA; and
- perform services of an executive nature through its President with control and authority for the overall direction of such Project with administrative accountability directly to the Executive Director of the National Board YWCA.

The responsibilities of the President of Research and Action, Inc. are discharged under the functional title of National Project Administrator. The National Project Director is engaged under the subcontract of Research and Action, Inc.

The overall management structure of the Project is established as the "Project Directorate." This combines the responsibilities of the Offices of the National Board Executive Director and the Comptroller; the Office of the National Project Administrator; and the Office of the National Project Director. The Headquarters of the National Board YWCA is located in New York City; that of the National Project Administrator also--in independent quarters--in New York City with an office in Washington, D.C.; the Headquarters of the National Project Director is located in Washington, D.C.; however, there is a Juvenile Justice Project office utilized by Directorate staff as needed in the National Board YWCA Headquarters.

Deployment of personnel as well as shifts in delegated authority reflect a continuing process of workload analyses directed toward assurance of coverage of all administrative responsibilities within the limitations of available project personnel; e.g., focus in earlier stages upon overall plan development and specific planning primarily with NVOs; flow into heavy emphasis upon assembled events; and subsequent movement into establishment of the YWCA Youth Advocacy Network. These were not mutually exclusive. In these processes, the matrix management system facilitated interchange and shift of staff resources--in relationship to specialist as well as "generalist" skills.

This matrix management system served also to facilitate cost effective utilization of Directorate personnel at various phases of project development and implementation to assure sound deployment of specializations as well as reliable cooperation as indicated.

In carrying out this pattern of management, a high degree of coordination was effected; numerous cooperative efforts were mounted; joint decision-making--some of which engaged the participation of the Executive Director, the Comptroller, and--in some instances--unit Executives of the National Board.

This is to be assessed with awareness and understanding of the complexity and scope of the sponsoring organization, the total resources of which were committed to the Juvenile Justice Project and were available for specialized functions, e.g., training conducted through the established Learning Centers; selection of participating YWCAs on the basis of reviews conducted by several involved units; Experience Retrieval, utilizing in part the resources of the Data Center; and direct liaison with affiliated YWCAs through detailed National Board YWCA personnel.

Multiorganizational Structure

One of the major keys to assessment of this Juvenile Justice Project is its involvement of seven National Organizations--including the sponsor--and of the affiliated bodies through which some of these organizations work to carry out various performance commitments, most significant of which were capacity building and model development operations. Under the project's basic approach, each of these organizations functioned in relationship to the project through its individual structure to discharge its responsibilities in planning, development, institution of administrative processes, selection of participating units, conduct of operations, and effecting contract compliance and accountability--program as well as fiscal. These National Organizations and many of their affiliated units are controlled by Boards of Directors/ Trustees, utilize committee, and departmental divisions; some have established youth structures within them. In size and scope of functions, they represent wide variations--from those which characterize the sponsoring organization to relatively small--but autonomous--entities.

The envisionment of this complex must be cast against the perception of single-unit "projects" which, once authorized and funded, function under a unified staff--typically engaged in relatively blue-printed services with administration concentrated in one center.

In this Juvenile Justice Project the National Board of the YWCA as sponsor undertook a responsibility the magnitude of which can be most clearly perceived through envisionment of the process, investment, and oversight that would have been entailed had the funding agency executed grants to each of the participating National Organizations comparable to the number of contracts executed with them by the National Board of the YWCA: thirteen contracts embracing six NVOs and eleven YWCAs (some combined under a single contract), dispersed in 20 states and the District of Columbia, with headquarters and operating sites/areas numbering 44 (exclusive of the grantee's three offices.)

In effect, the National Board of the YWCA, with a relatively small increment of Directorate personnel augmented by selected, primarily part-time detailed staff, performed the functions of "brokerage," management, and compliance accountability--program and fiscal, for this multi-faceted project.

Against the foregoing perspective, based upon selected aspects of the administration and management of the project and the philosophy these represent, specific questions and concerns of OJJDP are addressed. Answers to these are requested only for the Program Implementation phase of the Project: the responses may of necessity relate in part to preceding phases. Since the questions do not distinguish between the Project Headquarters operations and those of the contracted Project units, the responses will be directed to either or both depending upon the apparent applicability or significance implicit in the specific question. The problem, if any in this approach, may result from the probability that the questions were constructed primarily for use with a single-unit, single-level project structure.

The responses are as of October 31, 1980, unless otherwise indicated. It is noted that the date of the grant--October 15, 1978--"splits" the normal monthly period on which reporting procedures are based. It has not been feasible to adjust the project's accountability systems to the mid-month date.

Custom-made Program Development

An additional aspect of the unique nature of this project selected for identification in this assessment is its deliberate avoidance of a collaboration approach in favor of individualized--organization-by-organization--selection of program emphasis, within the framework of the grant's purpose and specifications; development of its plans for conduct of its program, again within the grant framework as interpreted through the projects staff's technical assistance functions; but with management of each organization's implementation operations generally in consonance with its own structure and methods of work; constrained only by the conditions and accountability requirements of the grant.

This approach, designed to enhance the commitments of each participating organization to seek institutionalization of their respective programs to the extent feasible, has brought about varied applications of the project components. As it has, of necessity, imposed to the required extent the disciplines of government-funded operations, at the same time it has facilitated the molding of project operations to conform with each organization's purpose and has stimulated the integration of the entire undertaking into each organization's established structure.

Assessment at this time cannot address the ultimate accomplishments enabled through this approach; this must await the end of the project--or even later. And, it must be anticipated at this time that some of the originally projected objectives and goals of the total program may not be achieved with the mechanical precision that conceivably could have been commanded by a "blue-print."

Responses to selected "Questions and Concerns"*

1. Is the project fully staffed?

- a. National Project Directorate Staff: Assessment based upon the staffing pattern as established in the proposal and its budget would indicate a deficit in numbers of persons in full-time professional staff status. The direct project staff, i.e., those recruited and placed on the National Board YWCA Juvenile Justice Project payroll, encumbered--

-- two Assistant Project Directors; and
-- one Contract and Administrative Officer

Provision was made for detailing to the project certain National Board YWCA personnel, whose hours and numbers were subject to distribution according to workload demands and specializations up to an approximate equivalent of one position. (This does not include a significant volume of staff time made available in addition to this "detailed" category.)

As of the month ending this two-year assessment report, the two Assistant Project Director positions had been reduced to one and a half; the "equivalency" provision--which, for the period in which contract work with YWCAs had been concentrated, had been handled by one full-time designee--was in process of sharp reduction to provide for less than 20% of this detailed staff time. (Refer Budget Modification as of October 15, 1980).

It follows that the direct answer to this question would indicate a deficit of one-half of one professional staff person--with the immediate projection of about one other person--were it not for the fact that the staffing plan, from the inception of the project, built in a flexible and expandable commitment of the professional resources of Research and Action, Inc. as a warranty for the availability of qualified professional personnel to buttress the project when and as needed.

In addition to the fact that the National Project Director is provided under the subcontract of Research and Action, Inc., other personnel committed by it to the project on an as-needed basis, include --

- the National Project Administrator .
-- two Associates (one an ACSW: the other a public administration specialist);
-- and other qualified members of the firm's professional program and research staff.

* Letter from Ms. Monserrate Diaz, OJJDP, 12/3/80.

Note: Numbering sequences do not follow those in the letter.

- b. Organizational Participants: The NVOs were reported to have been staffed in accordance with their milestones as of the date of this report; completion of staff complements was not scheduled under all of the YWCA contracts at this time.

2. Describe any turnover problems that have occurred.

- a. National staff: The resignation of the two Assistant Project Directors--both within the first six months of Year #2, approximately coincided with a phasal shift in the project from emphasis upon the developmental and contracting procedures with the first five of the NVOs to post-contractual technical assistance to these organizations as well as to intensification of the planning--already underway--for induction of YWCA contract participants. Although these resignations had some impact upon established liaison and rapport with the NVOs, the "team," matrix management system carried out by the National Project Directorate, facilitated sustained work performance.

That part of workload shift which relates to phasing in the YWCAs already was underway: a half-time Program Specialist had been made available to the operations focussed in New York City.

Despite fortuitous conditions as described above, workload pressures, of course, were heightened for both the Washington and the New York Directorate staffs. Part of this pressure was met by augmentation of the Research and Action resources, particularly with respect to the demands of pending assembled events.

During the month of October 1980--ending the two year assessment period reported herein, as the processes for contract execution and other involvement with YWCA participants were at the crest of activity, the National Board YWCA staff person detailed for coordination of the Youth Advocacy Network resigned. Again, the shift of responsibility for work continuity moved to the "team" members on the staff of the Project Directorate with especially heavy impact upon the Office of the Project Administrator.

- b. At this stage of implementation by NVOs and YWCAs, no significant problems with staff turnover have been reported.

3. Has the Project instituted an in-service training program?

In-service training has been integrated into the project's operations on all occasions which have called for the leadership of the National Project Directorate and the National Board YWCA Learning Center resources.

In addition, key personnel of participating organizations--NVOs and YWCAs--have received training, in effect, as a result of the delivery of Technical Assistance by the Project staff, including the Administrative and Contract Officer, who has provided training related to the establishment and maintenance of the fiscal recording and reporting systems.

Staff training and development, with special reference to this Juvenile Justice Project, have been scheduled into all of the Learning Center events and other Technical Assistance Workshops as a part of the related staff meetings, as described below.

With the exception of those occasions when personnel of the participating organizations--NVOs and YWCAs--have attended the project's assembled events and/or have been present when National Project staff delivered on-site Technical Assistance, the in-service training programs have been established as the responsibility of these contracted organizations. The project contact procedures have established the line of communication between the participating organizations and Project Headquarters staff primarily through the respective Project Administrators of the NVO project units and the Executive Directors--or their delegated representatives--of the YWCAs. This has served to hold the training/staff development activities under the control of these responsible officials.

Both the National Project Administrator and the National Project Director have conducted training of personnel stationed in the respective locations of these offices--New York and Washington, D.C.--and some of these have brought all of the project's professional staff together for specific training experiences. Usually these joint sessions have been built around travel for other purposes. Obviously, the cost of travel has limited the scheduling of training which brought all staff to a single location.

4. Are Staff Meetings held? How Often?

This question is closely related to 3, above, because of the project's practice of utilizing all appropriate occasions to conduct staff meetings and to integrate into these in-service training. Again, the location of National staff in four sites--two cities--has affected the pattern of staff meetings which would have called for injudicious expenditure of travel allocations.

Project management has met the need for staff interchange primarily through--

-- telephone communication, including conference calls, particularly as needed to address specific issues, problems, and plans drawing upon two or more members of the staff, stationed in separate locations. Matrix management team members have heavily utilized this type of communication;

-- every assembled event, utilized to the utmost to accommodate meetings of the project staff in attendance at the respective event. These meetings have been deliberately planned and scheduled--before sessions, between sessions, and after sessions: such pre-planned, scheduled staff meetings were held in El Paso and Dallas (Texas); McLean (Virginia); Milwaukee (Wisconsin); New York (New York); Pittsburgh (Pennsylvania); and Washington (District of Columbia).

5. Are there any unique problems or issues that need to be addressed?

Problems related to staffing in this program are the typical ones characterizing government-funded projects which do not hold out continuing career prospects to employees. Engagement of a firm capable of making available trained, qualified staff as necessary to sustain work performance at all phases had anticipated solution of the problems which were entailed in recruitment lags and vacancy incidences.

Other problems which might be characterized as "unique" because of the nature and structure of the project have been integrated into response to specific subjects in this report.

6. When was the procedural/policy document developed?

There was no single procedural/policy document issued for this project. Numerous documents which might be defined as "procedural/policy"--covering NVOs; YWCA Youth Advocacy Network; reporting and recording system, including the MIS system; the fiscal accountability system, contract and compliance; staff guidelines; and other--were issued during this two-year period.

It would be necessary to assemble, classify, and identify documents issued by four major units engaged in project administration and management--three in New York and one in Washington, D.C.--to respond to this inquiry. It also would be necessary to secure a more precise definition of those documents regarded by OJJDP as in this category. It is noted that the principal documents have been made available to and been approved by the Project Monitor.

7. Are all contracts in place? Do contract termination dates coincide with grant award period?

All contracts have been executed and the termination periods are established at least one month prior to expiration of the grant.

(Refer: Two-year Assessment, Volume II).

8. Has the grantee complied with all Special Conditions to date? If not, which ones are outstanding, and why haven't they been met?

All grant Special Conditions have been met, with exception of No. 18 re: Evaluation. (Refer, item 13 below).

Special Conditions applicable to Contractors under the grant have been excerpted and incorporated in their respective contracts. In addition, these contractors have been given Technical Assistance and/or procedural instructions concerning compliance with such Conditions.

9. Are all fiscal reports current? Is spending on schedule?

The Office of the Comptroller regularly submits the required fiscal report to OJJDP; however, the process of securing these reports from contracted project units calls for continuing monitoring and Technical Assistance. Not infrequently reports are reviewed and returned for compliance corrections and adjustments. The Office of the Comptroller uses a cash advance system (National Board YWCA funds) to assure operations of contracted units without interruptions related to unavailability of funds; the amount of monthly expenditures from this advance is not replaced until the fiscal reports are received and approved by the Contract Officer. Reporting delinquencies are promptly called to the attention of the contracted unit by letter and/or telephone: copies of letter to National Project Director for NVOs or to the assigned Project Liaison for YWCAs to follow-up.

The spending level of the project is on schedule in accordance with the budget as modified as of October 31, 1980. This is reflected either in actual expenditures or in contract commitments obligating the grant funds.

10. Discuss any start-up problems here

To the extent that the start-up problems question, which, in the OJJDP letter is listed under "Fiscal," belongs primarily in this category, the answer is that the entire allocation process, indeed all of the fiscal details and procedures entailed intensive work with all of the participating organizations and significantly affected start-up. Their demands were multiple, calling for--

- interpretations of the relationship between program and budget;
- explanations of funding agency regulations pertaining to allowable costs and their determination methods, e.g., space rental;
- leasing vs. purchase of equipment for a short-term project unit;
- restrictions and requirements pertaining to the use of Consultants; and
- organization of budget formats in accordance with the established OJJDP categories.

The most serious problem of this nature occurred with one of the NVOs who insisted upon funding at a level disproportionately higher than the amount allocated to any other organization. Even with the assistance of the Project Monitor, this organization received a higher amount than the Grantee deemed to be equitable. It appeared that the alternative would have been to invite into participation an entirely different organizational representative of the minority group involved or to have omitted any organization representing this group from the project. Upon advice of the Project Monitor, the higher allocation was allowed.

It may be said, there were no start-up problems, fiscal or other, which prevented moving the project's contract units into place in accordance with schedules as modified by extension of the Developmental phase.

It is to be noted that no assessment of start-up can be made for those project units in the YWCA Youth Advocacy Network which were not placed under contract until September 1980--the month preceding the end of the period covered by this report.

The Special Condition which restricted expenditure of funds for operations prior to completion of the Planning Phase did necessitate holding back some of the "ready" organizations while others were being carried through the planning process.

11. If there is an outstanding audit, has the Grantee responded to all exceptions?

There is no outstanding audit.

12. Technical Assistance from OJJDP Contractors

None requested; none received.

13. Does your Grant have an Evaluation Component?

Planning is underway for securing OJJDP approval of an alternative to issuance of an RFP for Independent Evaluation. The alternative to be proposed will call for utilization of a sole-source contractor in order to take advantage of the economies to be derived from engagement of the firm that designed the MIS system.

The entire process has been complicated by the fact that the Grantee was informed immediately after the award that the agency would be responsible for the cost of this service. The fact that no provision was made in the Grantee's budget for this Evaluation was noted by the Grantee in response to the Financial Review:

"The proposed Budget does not make provision for an independent Evaluation. It is assumed that if this is required by the Office of Juvenile Justice and Delinquency Prevention, the requisite funds--in the amount dictated by the specified assessment's dimensions--will be provided directly and separately by the funding agency."

There was no reaction by OJJDP to this comment; however, the absence of a provision for the Evaluation from the approved budget subsequently was discussed with the first Project Monitor, who supported the assumption stated in the Financial Review.

The subject again was raised in the context of discussion with the present Project Monitor of the procedure for preparation and handling of an RFP for funding by the Agency in the absence of provisions for this in the Grantee's budget. Grantee's representative then was informed that it was the Agency's expectation that the costs would be paid by the Grantee. At this time, all of the funds were scheduled for expenditures under the modified budget as of October 31, 1980; this included irrevocable contract commitments to NVOs and YWCAs.

The problem remained at the end of the period covered in this two-year assessment report. Development of an acceptable alternative is projected to permit utilization of the established MIS System to provide the data-base for the Independent Evaluation; to negotiate costs for a sole-source contract with the designer of the MIS System--who has direct communication with the data processing service through which these data flow; and to reassess the expenditure status of the Grantee as of the end of the first six months of the third year to secure figures needed for conduct of further discussion with the funding agency concerning the fiscal problem entailed.

Inasmuch as the MIS system is in process, it is believed that the Independent Evaluation can be completed--if the Grantee's proposed alternative is approved--during the last six months of the Implementation phase with, if so indicated, an extension of the grant period for this purpose only to assure opportunity to permit consideration by the evaluator of the effectiveness of organizational contractors' efforts to secure continuity after their respective contracts have terminated--in accordance with their plans. This should have the effect of enhancing the Evaluation process.

Projected Work Plan

The work plan projected for the third year of this project adheres to the schedule reported in other project documents. In summary, this plan includes:

- Refinement of reporting procedures, with special reference to those to be used by participating YWCAs
- Continuation of the provision of technical assistance through--
 - direct communications, telephone, other;
 - site visits within the limitations of available budget resources;
 - preparation and dissemination of printed material;
 - use of visual and audio materials, as these become available.
- Intensive analyses of in-project experiences directed toward--
 - Capacity Building
 - Advocacy
 - Youth Involvement
- Model Development by those participating structures that are committed to this within their individual work plans
- Continuous internal assessment and feedback through the M.I.S., fiscal and program reporting procedures
- Special attention to resource location and other factors essential to continuity of effort
- Continued negotiations relative to the Independent Evaluation
- Concentration of work required for preparation of final report
- No National assembled events are scheduled for this third year. Schedules for participating organizations will be made available to the Project Monitor incident to planning for field visits (Refer Letter dated 2/18/81 from Project Administrator).

A TWO-YEAR ASSESSMENT FROM OCTOBER 1, 1978 - SEPTEMBER 30, 1980

VOLUME II

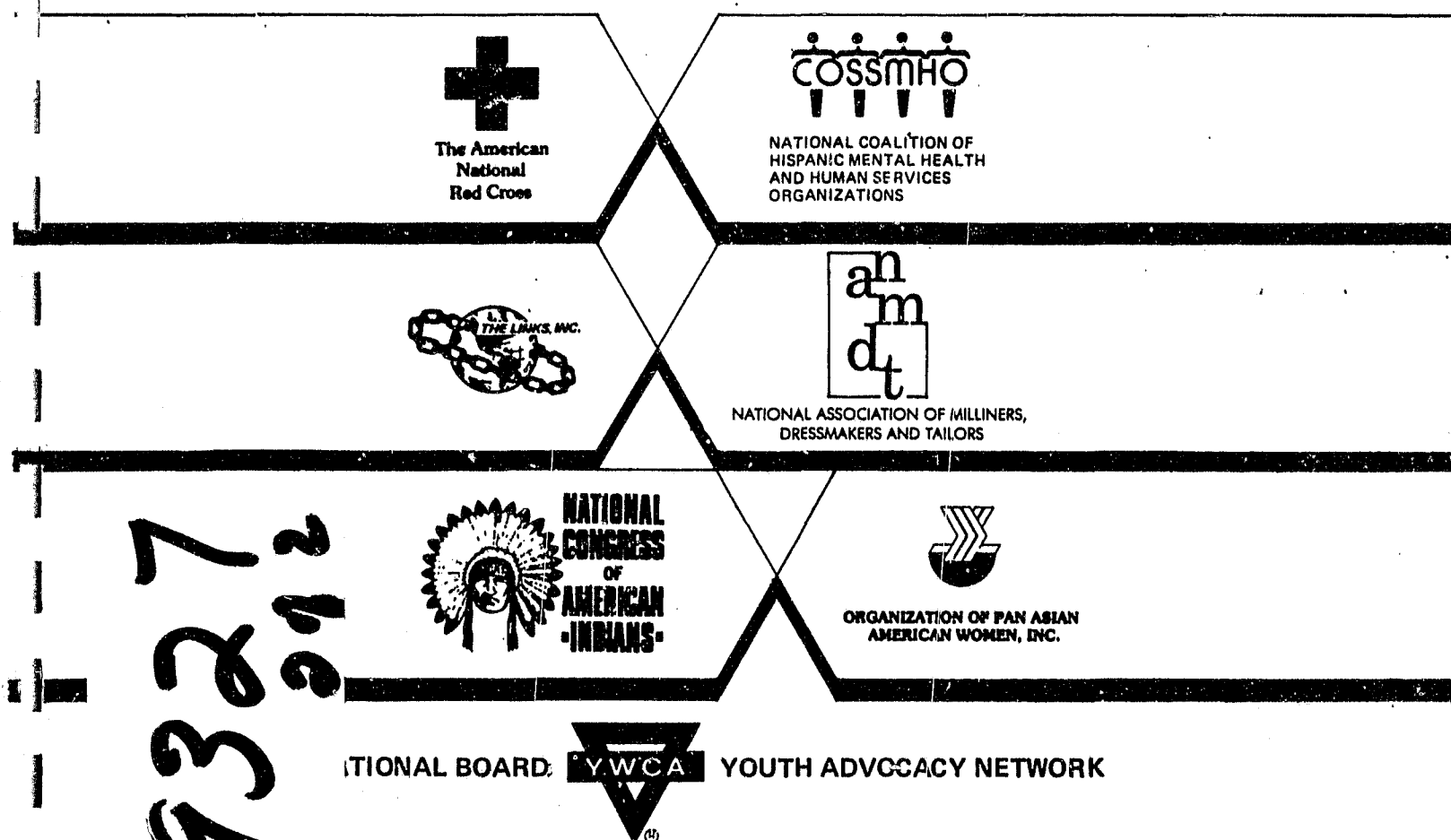
Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls

LEAA PROJECT NO. 78-JS-AX-0106

A three-year Juvenile Justice Project—1978-1981—

- funded by the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.
- sponsored by the National Board of the YWCA of the U.S.A.

PARTICIPATING NATIONAL ORGANIZATIONS



79327
212

A TWO-YEAR ASSESSMENT FROM OCTOBER 1, 1978 - SEPTEMBER 30, 1980

Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls

LEAA PROJECT NO. 78-JS-AX-0106

A three-year Juvenile Justice Project—1978-1981—

- funded by the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.
- sponsored by the National Board of the YWCA of the U.S.A.

JEWEL FREEMAN GRAHAM, *President*
 SARA-ALYCE P. WRIGHT, *Executive Director*
 JOHN B. BUCKLEY, *Comptroller*

PARTICIPATING ORGANIZATIONS:

NVOs

- AMERICAN RED CROSS
- THE LINKS, INC.
- NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS
- NATIONAL COALITION OF HISPANIC MENTAL HEALTH AND HUMAN SERVICES ORGANIZATIONS
- NATIONAL CONGRESS OF AMERICAN INDIANS
- ORGANIZATION OF PAN ASIAN AMERICAN WOMEN, INC.

YWCA's

- NORTH ORANGE COUNTY (California)
- GREATER ATLANTA (Georgia)
 - Community Association
 - Student Association
- MISSISSIPPI DISTRICT (Mississippi)
- NEW HARLEM (New York City, New York)
- GREATER PITTSBURGH (Pennsylvania)
- WASHINGTON (Pennsylvania)
- SOUTH CAROLINA CONSORTIUM
 - Charleston
 - Columbia
 - Greenville
 - Sumter County

CONTRACTORS FOR PROJECT MANAGEMENT AND DIRECTION: RESEARCH AND ACTION, INC.

JUL 21 1978

Rhetta M. Arter, Ph.D.
President

ACQUI...

ACKNOWLEDGMENTS

This report incorporates the knowledge and data which have flowed through many sources, major among which are those of the grantee and the contractors that are identified in this report.

Staff members of the all of the participating NVOs and YWCAs have cooperated in the work essential to completion of these volumes. They have submitted statistical, narrative and fiscal reports; they have responded to specifications of the Management Information System; they have answered specific questions addressed to them while the report has been in preparation.

Staff work essential to the completion and submission of the report has been performed by:

Kathy Adams Bradt
Karen Franklin
Alfonzo Ignacio
Marian McClintock
Barbara McNair

Corienne Morrow
Evita Tovera
Diane Vogel
Margaret Wood

Typography by:

Patricia Earing

Vivian John

Michelle Vargas

Graphic Arts by:

Alexander Silva

Jan Stuffers

Kevin Weldon

Rhett M. Arter

Rhett M. Arter, *National Project
Administrator*

Isobel C. Clark

Isobel C. Clark, *National Project
Director*

New York, New York
Washington, D.C.
February 1981

TWO - YEAR ASSESSMENT

NATIONAL VOLUNTARY ORGANIZATIONS

YWCA YOUTH ADVOCACY NETWORK

DEVELOPMENTAL PROCESS

Woven throughout the two volumes of this two-year assessment may be found information indicative of the distinctive nature of this joint effort of seven different National Voluntary Organizations (NVOs) and their selected affiliates/member organizations/chapters and/or cooperating units. The hallmark of this undertaking is its commitment to respect for, and work within, the differing organizational structures and their respective ways of work. In response to this, the program was designed to permit each of the organizations to evolve its own approaches, areas for focus, and emphases so long as it adhered to the funding intent, requirements and limitations.

The individual programs have been developed within the project's operations. Each NVO and YWCA moved ahead at its own individual pace. The National Project staff has made a major contribution to the developmental process, working individually and in assembled situations to provide consultation and guidance to each of the organizations. This has represented a complex process. It has entailed work in relation to fiscal procedures, as well as program development.

The representatives of the Grantee's Office of the Comptroller have worked with each of the participating organizations to assure the validity and integrity of their fiscal procedures.

The National Project Director and other members of the National Project staff have provided technical assistance on a continuing basis in the original interpretations of the project, in the program development stages, and in program implementation. Utilizing the award for its stated purpose of making available technical assistance, project staff members have worked with decision makers, "regular" staff members of the respective organizations, and with persons employed for the specific purposes of the programs that are funded through this award. The focus of these efforts on the project's three major components--Capacity Building, Advocacy and Youth Involvement--has afforded some new insights relative to technical assistance needs for the movement in these areas, as well as in those pertaining to some of the more familiar aspects of model development and individual service delivery. These experiences are under analysis as this report is in preparation.

Some of the results of these combined efforts are reflected in the descriptions of the individual programs reports in this volume.

NATIONAL VOLUNTARY ORGANIZATIONS

CONTENTS

THE AMERICAN NATIONAL RED CROSS	1
THE LINKS, INCORPORATED	5
NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS	9
THE NATIONAL COALITION OF HISPANIC MENTAL HEALTH AND HUMAN RESOURCES ORGANIZATIONS	13
THE NATIONAL CONGRESS OF AMERICAN INDIANS	17
THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN	21

THE AMERICAN NATIONAL RED CROSS

The American Red Cross provides channels for the delivery of education and human services in 3,128 communities through local chapters throughout the United States. Approximately two-thirds of these chapters are voluntary entities, while the others have some level of paid staff.

Since 1917, the American Red Cross has committed itself to young people through the development of leadership training opportunities, the teaching of health and first aid information and skills, and training, placement and support for interesting, and growth producing community service activities, through its Youth Services Division.

Each year nearly six million young people are involved with the American Red Cross. However, the Red Cross recognizes that there are specific needs and experiences of youth which require special approaches. With appropriate technical assistance, research and development, field testing and administrative and material support, the American Red Cross can increase its acknowledged educational and youth development capacity to extend its outreach and expand its involvement to youth with special needs.

Developmental Process

Although the American National Red Cross has a Youth Service Division, their involvement in this project is the first time that they've planned programs for "high risk" female youth.

The overall plan, having to be channeled through all administrative divisions as well as Youth Services Division, administration, board and committees caused much delay at this stage.

The Executive Director of the National Board, YWCA forwarded the Letter Agreement contract of the American National Red Cross to authorize implementation of the proposed project under the grant from OJJDP. Red Cross Chapters to participate in model development were named: the St. Paul Area Chapter and the Cincinnati Area Chapter. The Project Administrator of Youth Services coordinated the process of recruiting and hiring a National Coordinator; maintained early advisory consultation with pilot sites, integrated the Juvenile Justice Project into the content and format of the 1980 Youth Services Conference and the 1980 American Red Cross Convention, and made periodic briefings to the senior management and heads of Red Cross services.

The National Coordinator worked with other offices at national headquarters, particularly Accounting, Community Services and the

THE AMERICAN NATIONAL RED CROSS

Counselor's offices, in developing procedures for managing and monitoring the grant.

This NVO has been involved in all of the National Juvenile Justice Project's assembled events for training and technical assistance. They include:

- Briefing and orientation session of NVO - January 1979
- Curriculum Consultation, Pittsburgh Learning Center - July 1979
- Juvenile Justice Workshop, El Paso Learning Center - January 1980
- Public Relations Workshop - May 1980
- Management Information System - June 1980

These sessions provided a framework within which this NVO could work in carrying out its goals.

The contract dates for this NVO are November 1, 1979 through July 31, 1981.

Program Plan

The American Red Cross has set out to develop and operate an on-going capacity to reach, aid, and involve "high risk" female youth in their communities, through American Red Cross Chapters wherever they are located: to develop plans and resources for the continuation of services and programs beyond the period through which this program is funded by OJJDP.

- | | |
|------------------|---------------------------------------------------------------------------------------|
| Focus | ● Advocacy |
| | ● Capacity Building |
| | ● Direct Service Model Development |
| Special Emphasis | ● To provide outreach through existing services |
| | ● To promote recognition internally and externally of the organization's capabilities |

THE AMERICAN NATIONAL RED CROSS

- To develop replicable program models throughout chapter structures

Model Sites

- Cincinnati, Ohio
- St. Paul, Minnesota

Program Implementation

The needed staff were hired to coordinate the implementation of the program.

In accordance with the plan a national advisory committee was assembled, comprised of youth representatives, Red Cross staff and volunteers and community members.

Two sites have been selected - Cincinnati, Ohio and St. Paul, Minnesota, where direct service models are being developed facilitating implementation as of May 1, 1980 for St. Paul and July 1, 1980 for Cincinnati.

Both local programs emphasize life management skills, using many Red Cross courses, volunteering, recreation, peer counseling and cultural enrichment. While providing service delivery and volunteer opportunities to girls from the target populations, the models are documenting the processes of their development and will be replicable in whole or part after monitoring and evaluation.

Youth participants total 50 at the Cincinnati site and 35 at the St. Paul site. In addition to youth serving on a national advisory committee they are also active members of local advisory committees at the two target sites, involved in both planning and decision making.

Supportive of the target plan in St. Paul are the following agencies: Booth Brown House; Center for Early Education and Development; Council on Economic Status of Women; Special Compensatory Education Division of Education Department; Family Justice Center; Inner City Youth League; Martin Luther King Center; Minnesota Institute on Black Chemical Abuse; Minnesota Social Service Association; Mt. Olivet Baptist Church; Mt. Olivet Environmental Support Group; Re-Entry Services - Residential Treatment Center; Summit University Teen Center, Inc.; Welfare Department, Foster Care; Women Helping Offenders; Women Against Rape; Summit University Crime Prevention Council.

THE AMERICAN NATIONAL RED CROSS

Supportive of the target plan in Cincinnati are: North Avondale Youth Services Bureau; Victory Neighborhood Services Agency; Ohio Youth Commission; Council on Alcoholism; probation officers; and counselors at Hughes and Woodrow High Schools.

Projections

Advisory efforts by this NVO include the following:

- Project information to be published in "Cue-In", a Red Cross News Letter that is distributed to more than 3,000 readers in chapters field offices and retirees. Information on the project will also be published in the Fall/Winter edition of the "Good Neighbor", which goes out to the entire Red Cross population.
- Juvenile Justice Project exhibit to be on display at the National Centennial Convention of the American Red Cross along with other exhibits of the Youth Services Division.
- Juvenile Justice Project to be included in an American Red Cross film entitled "Pulse", that is scheduled to be released in September 1981.

Additionally, the Red Cross has a commitment to complete the two direct service models by the end of this project. These models will hopefully be replicated in Red Cross chapters throughout the country.

It is anticipated that there will: 1) be an increase in American Red Cross Youth Services, Nursing and Health Services, Community Volunteer Services, and Safety Services and 2) an establishment of policies, practices, procedures and programs within the American Red Cross that will contribute to the prevention and redirection of "high risk" girls from delinquent behavior.

THE LINKS, INCORPORATED

The Links Incorporated is a national organization of women with one hundred and fifty (150) chapters located in thirty-three (33) states and Washington, D.C.

The organization is committed to educational, cultural and civic activities. A national program of educational activities provides enrichment experiences for Black youth who are educationally disadvantaged and culturally deprived, as well as the advantaged youth who may need assistance in achieving their potentials.

The organization has been incorporated since March 1951.

Developmental Process

While the Links have worked with many young females through a variety of programs offered in their youth services division, they had not had the experience of working with "high risk" females for the prevention and treatment of delinquency prior to this project.

The program plan was developed and submitted without much change. The two locations for model programs requested were Lynchburg, Virginia and Ft. Wayne, Indiana. In laying the ground work for the plan, Link volunteers held meetings with members of the community and other concerned citizens to gain their support in accepting as well as contributing to this new venture.

Before the final negotiation of the contract, Link members had already gained supportive commitments from the following organizations:

Lynchburg

Florence Crittenden Home
Crossroad House
League of Women Voters
Juvenile Justice Committee
Lynchburg Volunteer Bureau
Family Planning Agency
Information and Referral Service

Ft. Wayne

Human Services Department
Community Mental Health Agency

Subsequent to the above contacts, the contract was signed and the Links National Project Administrator began recruitment for local site project coordinators.

THE LINKS, INCORPORATED

The Links were involved in all of the National Board YWCA assembled events to include:

- Briefing and orientation session of NVO - January 1979
- Curriculum Consultation, Pittsburgh Learning Center - July 1979
- Juvenile Justice Workshop, El Paso Learning Center - January 1980
- Public Relations Workshop - May 1980
- Management Information System - June 1980

These sessions have provided training relatable to work within the project, as well as providing a broad range of information pertinent to the subject of delinquent and endangered female youth.

In addition to the above training, the National Board YWCA Juvenile Justice Project Staff held a consultation with Links' National President, four area directors and Project Administrator on capacity building and advocacy. The contract dates are November 1, 1979 - July 31, 1981.

Program Plan

The Organization's goal is to increase its capacity to prevent and/or treat delinquency among girls.

Focus

- Advocacy
- Capacity Building
- Direct Service Programs Model Development

Special Emphasis

- To develop, implement and test the effectiveness of two replicable model programs.
- To initiate an advocacy network through more than 150 chapters
- To imbed the delinquency related programs in the structure and fabric of Links chapters throughout the country.

THE LINKS, INCORPORATED

- Model Sites
- Lynchburg, Virginia
 - Fort Wayne, Indiana

Program Implementation

A national and two local advisory committees were assembled. These committees were facilitative in not only planning the program activities but also in recruiting youth participants.

Meetings were held with counselors of schools and other representatives of youth service agencies to gain commitments in referring young females to the program. Currently seventy-six (76) girls have been served in the Lynchburg program and forty-four (44) at Fort Wayne. Activities which these participants have been involved in include the following:

1) Raise self-esteem and improve self-image

<u>Lynchburg</u>	<u>Fort Wayne</u>
Counseling	Counseling
Charm Sessions	Black Awareness
Creativity Workshop	Discussions and Films on:
Arts and Crafts	Teen Pregnancy, Nutrition
Rap Sessions with Films on:	Hair Care, Career Guidance,
Sexuality, Drugs & Drug Abuse, etc.	Sexuality, etc.

2) Improve school performance and relationships

<u>Lynchburg</u>	<u>Fort Wayne</u>
Tutoring	Tutoring
Visits to schools by coordinator at request of parents as a parent substitute	
Conferring with school counselors	

3) Strengthen and increase constructive family relationships

<u>Lynchburg</u>	<u>Fort Wayne</u>
Program for parents	Program for parents
Regular call to parents regarding attendance and activities of girls	Parents as chaperons

THE LINKS, INCORPORATED

The following organizations served as youth referrals and/or contacts for scheduling of activities:

- Central Virginia Community College
- E. C. Glass High School
- Gym Gem Gymnastics
- Information and Referral
- Karate International
- Lynchburg Community Action Group Inc.
- Linkhorne Middle School
- Lynchburg OIC
- Lynchburg Public Library
- Lynchburg School Administration
- Lynchburg Youth Services
- Sandusky Middle School
- Virginia Council for the Deaf

Other cooperating organization involvement included:

<u>Lynchburg</u>	<u>Fort Wayne</u>
Public School System	Public School System
City Recreation Department	Mental Health Association
Lynchburg Youth Services, Inc.	Fort Wayne Women's Bureau

It should be noted that the Links convened their National Assembly in Atlanta, Georgia which juvenile justice workshops were a part.

Projections

Links is committed to the following:

- Complete the development of direct service models.
- Seek local support in replicating models in the sites, Lynchburg and Fort Wayne and in other chapters of Links.
- Establish a national Youth advocacy network in chapters of Links throughout the United States.

NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS

The National Association of Milliners, Dressmakers and Tailors (NAMDT) is a non-profit organization of women and men operating businesses in the fields of dressmaking, millinery, tailoring, and allied occupations. The organization was founded in September 1966, along with Harlem Institute of Fashion (HIF) of which it is an integral part and valued supporter.

The organization's objectives, along with those of HIF are to: 1) channel the independence and creativity of the non-conforming student into mastery of creative practical skills with which a job or vocation may be assured, and 2) involve a community's training organization in the supplementary activities of the school by engaging the community citizens to actively rehabilitate the community's youngsters with which the school has failed. NAMDT membership covers principal cities in the United States.

Developmental Process

Juvenile Justice Project Staff worked closely with NAMDT representatives in developing a plan for addressing the needs of delinquent and endangered female youth utilizing professional skills of this organization's membership.

It is important to note that youth participated in this phase.

The juvenile justice system as a whole, was new to this organization and thus, much time was spent in orienting personnel (project coordinator, skills network coordinator, teachers, group leaders) to the system as well as the overall YWCA Project and the NAMDT plan. The National Advisory Committee members involved at this stage also participated in the entire process.

Efforts were concentrated on gaining community support since very few positive programs existed in the Harlem area for this target group prior to this project.

The NVO has been involved in all of the National Board YWCA assembled events for training and technical assistance to include:

- Briefing and orientation session of NVO- January 1979
- Curriculum Consultation, Pittsburgh Learning Center - July 1979
- Juvenile Justice Workshop, El Paso Learning Center - January 1980

NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS

- Public Relations Workshop - May 1980
- Management Information System - June 1980

These sessions have provided training relatable to work within the project, as well as providing a broad range of information pertinent to the subject of delinquent and endangered female youth. The contract dates for this NVO are November 1, 1979 - July 31, 1981.

Program Plan

NAMDT has as its goals, to increase its capacity to utilize their interests and professional skills to work to reduce and prevent endangerment of and delinquency among female youth.

Focus	● Skills Training
	● Model Development
	● Advocacy
	● Capacity Building
Special Emphasis	● To equip youth with marketable skills
	● To encourage youth to remain in or return to school
Model Site	● New York City (Harlem)
Skills Training Network	● In membership principal cities throughout the United States

Program Implementation

At this stage, staff included a Project Administrator, Project Coordinator, Skills Network Coordinator, three Teachers and a Clerk-Typist.

Recruitment efforts began in January for program participants in the local site, New York City, and nationally by the Skills Network Coordinator in March, 1980.

NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS

The direct service model program, based in Harlem, New York, has had 150 youth to participate in the many classes offered as a diversion to delinquency. These classes include: sewing, millinery, English, mathematics, good grooming, crocheting, health care, modeling, and fashion drawing. Through these classes youth have developed skills to prepare themselves for employment opportunities.

The National Association of Milliners, Dressmakers, and Tailors, Inc, initiated skills training and youth advocacy contacts and commitments through their National Organization Members in the in the following Cities:

- Atlanta, Georgia
- Boston, Massachusetts
- Cincinnati, Ohio
- Cleveland, Ohio
- Chicago, Illinois
- Detroit, Michigan
- Los Angeles, California
- Newark, New Jersey
- San Francisco, California
- San Jose, California
- Washington, D.C.

Through the efforts of the Skills Coordinator, the following Colleges and Universities have made supportive commitments:

- Bennett College - Greensboro, North Carolina
- A & T College - Greensboro, North Carolina
- University of North Carolina - Greensboro, North Carolina
- Virginia Commonwealth College - Richmond, Virginia

The North Carolina Division of Employment Security Commission is also a supporter.

The above Institutions will assign volunteer Faculty Members and Counselors with expertise related to the Project to work with target group participants in basic training for employability.

NATIONAL ASSOCIATION OF MILLINERS, DRESSMAKERS AND TAILORS

Projections

The National Association of Milliners, Dressmakers, and Tailors, Inc. is committed to the following:

- Complete the development of the model program, evaluate, and test for effectiveness in the Harlem Community.
- Seek support in implementating the model for replication by other units of the National Association of Milliners, Dressmakers and Tailors, Inc.
- Expand the Juvenile Justice Advocacy Network in skills development training to include: additional Cities throughout the United States where there are National Association of Milliners, Dressmakers and Tailors' members, and in Colleges, Universities in other States scheduled for contacts.
- Expand the cultural enrichment program for participants, some of whom have not been out of their neighborhood, city, nor state - i.e.
 - Attendance and participation in T.V. tapings in New York City and Boston.
 - Trips to Fashion Institutes of Technology - New York City and Philadelphia.
 - Trips to Newark, New Jersey; Boston, Massachusetts; and Washington, D.C. to visit museums, fashion shows, colleges and universities in North Carolina.
- Hiring of, and establishing a referral bank for participants who have achieved excellence in a specific area and those with other marketable skills.

THE NATIONAL COALITION OF HISPANIC MENTAL HEALTH
AND HUMAN RESOURCES ORGANIZATIONS

The National Coalition of Hispanic Mental Health and Human Services Organization (COSSMHO) is a national Hispanic-oriented coalition of agencies, organizations, and individuals working to improve and expand services, research, and training opportunities for all Hispanic communities in various human service fields.

As a national coalition, COSSMHO meets the long-standing need for a national focal point through which Cuban, Latino, Mexican American, and Puerto Rican communities can work together, exchange information and expertise, and support and guide policy, planning, and programs in the field of human services. These include youth services with emphasis on juvenile justice and delinquency prevention.

Members of COSSMHO serve Hispanic communities in over 120 cities in urban and rural areas in every region of the country, including thirty (30) states, the District of Columbia and Puerto Rico.

Developmental Process

Several revisions of this organization's plan were made due to the original and subsequent plans and budgets submitted at an unusually high budget figure. This budget was based upon an excessive number of goals and objectives.

After many negotiations with the National Board YWCA a final plan and budget was submitted and approved November 1, 1979.

Staff were interviewed and screened with a possible consideration for a National project coordinator.

Further developments included locating larger office space to accommodate needed project personnel.

This NVO has been involved in all the National Juvenile Justice Project's assembled events for training and technical assistance to include:

- Briefing and orientation session - January 1979
- Curriculum Consultation, Pittsburgh Learning Center - July 1979
- Juvenile Justice Workshop - January 1980
- Public Relations Workshop - May 1980
- MIS Training Session - June 1980

THE NATIONAL COALITION OF HISPANIC MENTAL HEALTH
AND HUMAN RESOURCES ORGANIZATIONS

These sessions have provided training relatable to work within the project as well as providing a broad range of information pertinent to the subject of delinquent and endangered female youth.

The contract dates for this NVO are November 1, 1979 through July 31, 1981.

Program Plan

COSSMHO's goal in this project is to increase its capacity through its national office and member agencies, to work to prevent and/or treat delinquency among young Hispanic women in Cuban-American, Latino, Mexican-American and Puerto Rican communities.

Focus	<ul style="list-style-type: none">● Advocacy● Capacity Building● Model Development
Special Emphasis	<ul style="list-style-type: none">● To assess the needs of young Hispanics through three Hearings and a National Meeting.● To develop three model plans, specific to young Hispanics in each of the target cities, which will focus on prevention or treatment of delinquency.
Public Hearings	<ul style="list-style-type: none">● El Paso, Texas - Mexican-American● Miami, Florida - Cuban-American● Detroit, Michigan - Mexican-American, Cuban, Latino, Puerto Rican
National Meeting	<ul style="list-style-type: none">● Washington, D.C.

Program Implementation

Program implementation was delayed due to constant changes in plans and budget revisions.

THE NATIONAL COALITION OF HISPANIC MENTAL HEALTH
AND HUMAN RESOURCES ORGANIZATIONS

A project coordinator was designated, and accordingly plans were underway for implementation.

Three target cities were identified for holding public hearings and each one included at least one of COSSMHO's major constituency groups.

Following, a National Hispanic Juvenile Justice Advisory Committee was selected, which was comprised of eight young Hispanic women. Three were chosen from the target cities and five were selected from other locations that were representative of the cultural and geographic diversity of Hispanic communities.

As according to plan, three local public hearings were organized and conducted at said target cities to identify the unique needs and challenges facing Hispanic female adolescents.

A panel consisting of prominent Hispanic and Non-Hispanic leaders and officials facilitated the process of giving testimony at each of the hearings. A break down of the participants follows:

San Antonio Hearing

There were approximately 120 youth in attendance at this hearing, making up more than half the audience. Local, state, and federal agencies, organizations and groups and individuals offering testimony were very representative of the community to include: The City of San Antonio Youth Services Project, San Antonio Literacy Council, Planned Parenthood, Texas Department of Human Resources - Child Welfare Unit, the Texas Youth Council and U.S. Department of Health and Human Services - Office of Human Development Services.

Miami Hearing

Fifty (50) youth were in attendance. Other participants included representatives from: Dade-Miami Criminal Justice Council, Public Safety Department of Police Division, Office of Latin Affairs, Dade County and the Department of Health and Rehabilitative Services.

Detroit Hearing

Approximately 200 youth attended this hearing. The panel selected for this forum was largely representative of the Latino community and Detroit Community at-large. Representatives were from: Police Department, La Sed Youth and Community Council, Youth Bureau, State Board of Education, and the Bilingual Vocational Education Department, Eastern Michigan University. An attorney and the Commissioner also served on the panel.

THE NATIONAL COALITION OF HISPANIC MENTAL HEALTH
AND HUMAN RESOURCES ORGANIZATIONS

As in each respective community, the hearings 1) increased the sensitivity and awareness of the current needs and problems of Hispanic Youth and 2) increased the sensitivity and awareness of existing programs, and the lack of them; and the status of city-wide efforts to provide delinquency and treatment programs.

In keeping with the project's milestones, a youth symposium and workshop were planned, and held concurrently with COSSMHO's 1980 National Hispanic Conference. One-hundred youth participated from different regions of the country. Proceedings from the public hearings were highlighted at the workshops for the purpose of focussing the attention of local, state, regional, and national officials, youth workers, educators and employers on Hispanic youth.

Projections

As a final thrust of the project COSSMHO is expected to:

- 1) Develop three model program plans, specific to the culture and needs of the young Hispanics in each of the target cities, which will focus on prevention and treatment of delinquency.
- 2) Create a local advisory board of young Hispanic women, representative of cultural diversity of the Hispanic community in each of the target cities which is expected to advise on the development of the local plan.
- 3) Provide assistance in seeking support for model plans to be funded.
- 4) Identify additional member organizations and other entities capable of adapting and implementing the models developed through the project in the three target cities.
- 5) Seek support on national level for replication of three target city models in Hispanic Organizations throughout the country.

THE NATIONAL CONGRESS OF AMERICAN INDIANS

The National Congress of American Indians (NCAI), founded in 1944 is the oldest and largest national organization by Indians and for Indians. It was organized to secure the rights and benefits to which the Indians of the United States and natives of Alaska, and Indian descendants are entitled under the laws of the United States. It also enlightens the public toward the better understanding of the Indian people and fosters the continued loyalty and allegiance of American Indians.

Developmental Process

NCAI has had frequent staff turnovers since its request to participate in the National Board YWCA Project. The organization has changed executive director and presidents three times. There has been a change of assigned organizational liaison with the National Project staff three times. National Board YWCA Project Staff gave an overview of the project and reviewed the plan with incoming personnel that were assigned by the previous Acting Executive Director.

The above continuing changes in organizational personnel resulted in lengthy delays in plan development and approval.

While this NVO did not participate in any of the National Board YWCA's assembled events with other NVO staff, extensive orientation and training was provided by National Board YWCA Juvenile Justice Project Staff.

Pertinent information relative to work within the project was also disseminated. Please note, the contract dates for this NVO are November 1, 1979 through July 31, 1981.

Program Plan

The goal of this organization is to increase its capacity and that of the cooperating agencies to utilize their interest and skills to work to reduce and prevent endangerment of, and delinquency among female youth both on the reservations and in urban settings, through both inter-tribal and inter-organizational networks.

- | | |
|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Cooperating Agencies | <ul style="list-style-type: none">● The Association of American Indians and Alaska Native Social Workers, Inc.
● The North American Indian Women's Association |
|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

THE NATIONAL CONGRESS OF AMERICAN INDIANS

- | | |
|------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Focus | <ul style="list-style-type: none">● Advocacy● Capacity Building● Direct Service Program Model Development |
| Special Emphasis | <ul style="list-style-type: none">● To address the problems of factionalism in the on-reservation site.● To address the problems of identity, teenage pregnancy, alcohol and drug abuse in an urban setting. |
| Model Sites | <ul style="list-style-type: none">● Isleta, New Mexico (on-reservation)● Milwaukee, Wisconsin (urban community) |

Program Implementation

It should be noted that NCAI's planned contract was not fully negotiated until August 1, 1980, therefore limiting the implementation period to three months.

The current project coordinator assigned to this project in August 1980 has initiated start-up for two direct service models; Isleta, New Mexico - on-reservation site and Milwaukee, Wisconsin - urban site.

A national and two local advisory committees have been established, each of which are comprised of youth and adults. Also, participant recruitment was initiated during this period.

Difficulties were presented on the basis of sites - tribal leaders and advisory committee member requesting or making changes in approved plan and budget categories and just telling the organization's Executive Director and Project Coordinator what they plan to do in spite of the plan and compliance factors.

An enormous amount of staff time was spent with the organization re: budget and site program implementation, interpreting the need for compliance with the approved plan and budget at each site.

THE NATIONAL CONGRESS OF AMERICAN INDIANS

At present National Project staff continue to work with organizational project personnel regarding the necessity for compliance with plan and milestone adherence, budget adjustments and reporting requirements.

At the Milwaukee site participants are involved in skill development classes to prepare them for employment opportunities.

Participants at the Isleta site were provided with the opportunity to attend the National American Indian Women's Association (NAIWA) conference as both observers and discussants; in assisting with the establishment of the 4-H club on the reservation; and orientation to a broad range of educational, occupational and supportive services.

The number of participants includes: Isleta - 31, Milwaukee - 20.

Projections

Projections for the final project year from the broad to the specific are as follows:

- Develop networks, both inter-tribal and inter-organizational to promote individual and organizational unity.
- Complete the develop of an on-reservation and urban model to be tested with the national structure for replication of services.
- Continue to involve young females (ages 11 - 17), in planning, policy making and decision making and implementation of current programs and activities that will divert them from the juvenile justice system.
- Consultation from representative of one of the cooperating agencies, The Association of American Indians and Alaska Native Social Workers during on-site visits for orientation sessions with Project staff in program interpretation and resolving budget problems. Consultation will also include meeting with Tribal Governor of Isleta for program interpretation, since he is involved with all reservation procedures and activities.

THE NATIONAL CONGRESS OF AMERICAN INDIANS

- The offering of a "Parents Anonymous" Program geared to helping not only parents of youth participants but other parents in the community to deal with problems of drug and alcohol abuse.
- Recruiting of community resource people to assist staff in instructing parents and youth in civil rights and the importance of continuing education.
- Exploring juvenile institutions, schools with large Native populations, and the courts to enlist their specific interest in female youth problems and to expand supportive services in meeting youth needs to prevent delinquency through positive alternatives.
- Developing purification activities on three levels: education, role modeling and ceremonies conducted to reduce the great identity confusion caused by living in a bicultural setting.
- Promoting survival skills, customs, and traditions at the Summer Spiritual Camp as another means of Indian identification through group living, and the wilderness learning environment.
- Establishment of an information clearinghouse and referral service of employment, career, and counseling opportunities both within and outside of the Native American communities.

THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN

The Organization of Pan Asian American Women, Inc. (Pan Asia) is a relatively young national organization, comprised of a diverse group of Asian and Pacific Island American women who seek to advance participation of all Asian Pacific women in all aspects of American society. Asian Pacific Americans represent a heterogeneous group of Japanese, Chinese, Filipino, Vietnamese, Korean, Hawaiian, and Pacific Island cultures. The organization's broad purpose is to educate its members and the general public regarding the multi-cultural differences among the various ethnic groups and to voice their mutual concerns. The incidence of juvenile delinquency among Asian Pacific Americans continues to increase due to cultural conflicts between Eastern and Western values. The high divorce rate, increasing incidences of broken homes, and the dissolution of the family unit have weakened the structural discipline of the Asian Pacific family. The changing roles of men and women in America certainly have created special problems within these ethnic groups, which are exacerbated by the diversities of language, religions, myths, stereotypes, and economic problems.

Developmental Process

This organization is relatively new and had to go through the procedures of becoming incorporated before being eligible for the Juvenile Justice Project contract. Extensive time was directed toward organizational planning and development. Following, there was a turnover in National Officers, thus necessitating technical assistance on the overall Juvenile Justice Project Plan. The Project coordinator and organization president proceeded in drafting the original project plan and budget to be submitted for approval.

This organization had an interest in youth but had no experience and had not engaged in youth services prior to this project.

The dearth of statistics on juvenile crime for the Pan Asian population induced this NVO to engage in the collection of information through schools, community organizations and other youth serving agencies. This information revealed that juvenile crime and endangerment does exist among Pan Asian female youth and is on the rise.

The NVO has been involved in all of the National Board YWCA assembled events for training and technical assistance to include:

- Briefing and orientation session of NVO- January 1979

THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN

- Curriculum Consultation, Pittsburgh Learning Center - July 1979
- Juvenile Justice Workshop, El Paso Learning Center - January 1980
- Public Relations Workshop - May 1980
- Management Information System - June 1980

These sessions have provided training relatable to work within the project, as well as providing a broad range of information pertinent to the subject of delinquent and endangered female youth.

Program Plan

The Organization's goal in this project is to increase the advocacy roles of Pan Asian and other Asian Pacific organizations. Special references are made to organizations of women, to contribute to the prevention and reduction of delinquency and endangerment among "high risk" Asian Pacific females in the United States.

- | | |
|------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Focus | <ul style="list-style-type: none">● Advocacy● Capacity Building● Development of model to provide positive alternatives to delinquency. |
| Special Emphasis | <ul style="list-style-type: none">● To bring together community leaders involved with juveniles for information exchange and program development to meet the needs of Asian female youth.● To increase general public awareness of the delinquency-related problems, needs and endangerment of Pan Asian female youth.● To increase the capacity of and develop advocacy roles for Pan Asian women's organizations in the United States with reference to delinquency prevention and treatment on behalf of Asian Pacific youth within the U.S. |

THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN

Regional Conferences ● Eastern - Arlington, Virginia
● Western - Seattle, Washington

National Conference ● Washington, D.C. (1981)

Additional information on these conferences is provided under program implementation. The contract dates for this NVO are November 1, 1979 through July 31, 1981.

Program Implementation

The appointed project coordinator was the first step in program implementation.

A Pan Asian National Advisory Board and an Eastern and Western Regional Advisory Committee were formed. Subsequent to this, this NVO implemented a major objective - to develop and conduct two regional conferences to bring together representatives of specified ethnic groups to concentrate on the delinquency-related concerns, needs, and problems of female Pan Asian youth in the United States.

The Eastern and Western Advisory Committee brought together community leaders who are involved with juveniles and officials of the juvenile justice system, who exchanged information via an Eastern and Western Regional conference. These leaders are expected to assist in developing programs to meet the needs of Asian female youth.

The Eastern Conference, in Arlington, Virginia, brought together participants from the following eastern cities: Boston, Massachusetts; Chicago, Illinois; District of Columbia, St. Paul and Minneapolis, Minnesota; Northern Virginia; Philadelphia, Pennsylvania; and Western Maryland. The participants for the Western Regional Conference came from: Houston, Texas; Los Angeles, Oakland, Pasadena, San Diego, San Francisco and San Jose, California; and Seattle, Washington.

In addition to community leaders and officials in the juvenile justice system, a total of 60 youth participated at the two conferences. Youth involvement varied from leaders of caucus groups addressing youth concerns, to presentors of youth recommendations at final conference sessions. The youth were also involved in the planning of the conferences through serving on the advisory committees

THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN

mentioned earlier. The two conferences heightened an awareness of the needs of young Pan Asian American females to those participants representing the community and the juvenile justice system. A wide variety of agencies and organizations were represented

Western Regional (90 adults in attendance)

Social welfare organizations included Oakland Chinese Community Council; the Filipino Youth Activities of Seattle; Chinatown YWCA, San Francisco; West Bay Filipino Multi Service Center, San Francisco; Central Continuation High School Service for Asian American Youth in Los Angeles; Korean Community Center, San Francisco and the Public Defenders Officers.

Eastern Regional (60 adults in attendance)

Organizations represented include: Montgomery County Court System; Asian Pacific Heritage Council; Korean YMCA and YWCA; Taiwanese Association; Filipino Association; Indo-Chinese Association; D.C. Institute of Mental Health; Japanese American Citizen's League; Department of Corrections, Center for Multi Cultural Awareness; Chinatown Planning Council Department of Recreation, Fairfax, Virginia; Kenmore School; Woodrow Wilson Senior High School, Washington, D.C.; Chinese Christian Center, Philadelphia, Pennsylvania; and Project Reach, New York.

Many of these participants are expected to reunite at The Organization of Pan Asian American Women's National Conference to be held in Washington, D.C. to assess the findings from the conferences and model development.

Projections

In the third and final year of the Project, plans are underway for the Pan Asian's National Conference to be held in Washington, D.C., April 3 - 4. The first day and a half of the conference will be devoted to juvenile justice workshop sessions for developing model plans.

A series of planning meetings will be held with the National Advisory Committee and National Project Staff in preparation for the conference. Issues to be addressed are expected to focus on the proceedings from the Eastern and Western Conferences and model development plans.

THE ORGANIZATION OF PAN ASIAN AMERICAN WOMEN

Following the National Conference, the model(s) developed at the conference will be further refined for replication in other Asian organizations, following the termination of current funding.

The National Organization of Pan Asian American Women plans to serve as a Resource Organization for disseminating information regarding Pan Asian American youth.

As a result of contact with community organizations, representatives from the juvenile justice system and other youth serving agencies, development of a youth advocacy network is also anticipated. Proceedings from the conferences is the basis from which the network is to be formed. The organizations referred to here are listed under program implementation.

It is anticipated that the National Organization of Pan Asian American Women will seek support during the last project year in an effort to implement a model program.

YWCA YOUTH ADVOCACY NETWORK

C O N T E N T S

YWCA OF NORTH ORANGE COUNTY, CALIFORNIA 1

YWCA OF GREATER ATLANTA, GEORGIA
ATLANTA UNIVERSITY STUDENT ASSOCIATION 5

MISSISSIPPI DISTRICT YWCA 7

NEW HARLEM YWCA, NEW YORK, NEW YORK 9

YWCA OF GREATER PITTSBURGH, PENNSYLVANIA 11

YWCA OF WASHINGTON, PENNSYLVANIA 15

THE CONSORTIUM OF YWCAS IN THE STATE OF
SOUTH CAROLINA --
YWCA OF COLUMBIA
YWCA OF GREATER CHARLESTON
YWCA OF GREENVILLE
YWCA OF SUMTER COUNTY 17

YWCA OF NORTH ORANGE COUNTY, CALIFORNIA

Developmental Process

The YWCA of North Orange County entered the National Board YWCA Youth Advocacy Project with a background of participation in community efforts relating to delinquency prevention and control in North Orange County. This included work with other community-based organizations, with special reference to research and other approaches to some of the factors identified as contributing to alleviation of endangerment and related problems.

Representatives of the North Orange YWCA--volunteers and staff, youth and adult--participated in the project-sponsored Juvenile Justice Workshops in the El Paso, Texas and the Milwaukee, Wisconsin National Board YWCA Learning Centers. Work between these two workshops enabled the North Orange County YWCA representatives to attend the July (Milwaukee) Learning Center equipped with the results of their preliminary--pre-contractual fact-finding efforts, and with a tentative plan for their proposed participation in the YWCA Youth Advocacy Network.

Prior participation by the Association in work relating to the identification, location and provision of alternative educational services for high-school drop-outs led to the conclusion that this--school dropout incidence--was a significant advocacy target. YWCA representatives were given reason for assurance that a successful demonstration of the plan of work with a group of predominantly minority female youth who were actual or potential drop-outs would eventuate in inclusion of such services within the ongoing school-supported program. This projected inclusion assumed success of the demonstration.

Consultation with National Project staff resulted in formulation of a plan which included not only the development and testing of a model program, but also work in a variety of related advocacy and capacity building areas. This Association moved forward on the basis of its pre-contractual work in this area in such manner as to make possible its development of a plan for work which met the specifications of the YWCA Youth Advocacy Network. Within a relatively brief period of time, the Association was able to develop a volunteer structure for work relating to the project, to recruit, select and appoint a Project Coordinator, and to initiate the first part of the work essential to carrying out the plan which is described below. An important product of this period by this Association was entitled "STEPS IN MODEL DEVELOPMENT, AND OUTLINE FOR THE YWCA OF NORTH ORANGE COUNTY'S JUVENILE JUSTICE PROGRAM."

YWCA OF NORTH ORANGE COUNTY, CALIFORNIA

Program Plan

The project-approved plan for the participation of the North Orange County YWCA in the YWCA Youth Advocacy Network covers the period from August 1, 1980 through September 30, 1981. It is directed toward the GOALS of--

- increasing the capacity of the YWCA of North Orange County, California, for advocacy activities on behalf of endangered and delinquent female youth, 11 to 17 years of age, with special reference to present and potential school drop-outs; and
- demonstrating the effectiveness of special services which are susceptible to inclusion in school programs in reducing the drop-out incidence.

The work to accomplish these goals includes:

- updating existing research regarding local conditions which contribute to the endangerment of female youth and their involvement in delinquency and delinquency-related activities.
- development of a demonstration counseling program designed to deliver special services to target group youth, with special reference to members of disadvantaged minorities. This program will supplement the educational services now provided by the New Start program of the Fullerton Union School District to present and potential drop-outs. Successful implementation of the model program is expected to result in its institutionalization with school-sponsored funding.
- development of a model Advocacy Program which involves the YWCA and other community agencies and organizations in identifying local services and service needs with reference to endangered and delinquent female youth and formulating means through which these needs can be addressed and services improved.
- involvement of youth participants in all phases of the programs, in both volunteer and paid-staff roles.

As an end product of these efforts, this Association will develop a monograph to serve as a model for program replication by other YWCAs and other interested organizations desiring to meet the needs of endangered and delinquent female youth.

Program Implementation

In the three-month period since the start of its operational phase, this Association has moved to lay the foundations for fulfilling its program commitments. The initial month of the contract period was devoted to recruiting for the full-time position of local Program Coordinator. Work on updating and expanding information related to target group status was carried out by Association representatives.

An Advisory Board, which met for the first time in September, has been established to aid in program implementation. Board membership includes YWCA Board members, volunteers and youth, as well as representatives of the community, business, social services agencies, schools, the Commission on the Status of Women, and others concerned with advocacy for the chosen target group.

Contacts with officials of the Fullerton Union School District and lead teachers in the existing New Start program have supported progress in the development of the demonstration counselling program. The program is designed to offer services which meet the personal and career needs of the target group to supplement the educational services offered by the existing program. It will focus on service to members of disadvantaged minorities within the broader target group of present and potential drop-outs to--

- provide information and encouragement in the area of career planning;
- assist students in dealing with personal problems;
- teach students coping skills;
- provide emotional support; and
- raise students' self-esteem.

Scheduled counseling activities take place at the existing New Start program sites throughout the school district, as well as at the YWCA of North Orange County's facility.

The local Program Coordinator has also established linkages with California State College at Fullerton and other community colleges to arrange for program interns and other necessary services. College credit for intern participation is being negotiated.

Close working relationships with other YWCA programs have been developed by the local Program Coordinator. Specific programs targeted for coordination include--

- Employment Program for Young Women;
- Employment Program for Mature Women; and
- the Re-Entry Program, which addresses the needs of women who have reached turning points in their lives.

In addition, presentations to various internal YWCA groups have provided information relevant to delinquent and endangered female youth, institutional racism, and various other multicultural topics.

Association efforts to increase general public support for increased resources for the target youth have resulted in establishment of linkages with--

- the local Probation Department,
- the Commission on the Status of Women in North Orange County,
- the Coalition on Children and Family, and its subcommittee for advocacy,
- the Orange County Juvenile Justice Commission,

and a wide variety of related local and regional youth-serving organizations.

Local project staff are presently in the process of preparing a Community Education Packet, designed to increase community awareness of target group problems and needs.

Youth involvement in this Association's advocacy efforts has been apparent in a range of roles and activities. A youth aide has been employed to assist the local Program Coordinator, youth representatives are members of the Advocacy Board, and numerous young women have been made aware of the program as a result of coordination with the YWCA's Employment for Young Women project.

Projections

With the bulk of its project life still ahead, the YWCA of North Orange County will focus on improving, expanding and refining the solid basis on which it has begun. Emphasis will be on--

- expansion of the number and roles of the youth involved in the project;
- recruitment of participants for the counseling services program;
- institutionalization of the demonstration program within the on-going school-sponsored program;
- broadened outreach to community-based agencies and organizations;
- development of a plan for advocacy in behalf of the target youth;
- institutionalization of this advocacy effort within the YWCA of North Orange County; and
- development of a replicable theoretical model based on the Association's experiences within the YWCA Youth Advocacy Network.

YWCA OF GREATER ATLANTA, GEORGIA
ATLANTA UNIVERSITY STUDENT ASSOCIATION

Developmental Process

The YWCA of Greater Atlanta and the Atlanta University Student Association have worked within the framework of the YWCA Youth Advocacy Network to identify ways through which their individual and combined efforts could be focussed on the prevention and treatment of delinquency among girls. The YWCA of Greater Atlanta has been represented in this endeavor primarily by staff and volunteers of its Phyllis Wheatley Branch; the membership of the Atlanta University Student Association is drawn from young women who attend Spellman, Morris Brown and Clark Colleges at the Atlanta University Center.

Staff and volunteers representing both of these entities attended the January and July 1980 Juvenile Justice Workshops in order to participate in the orientation and individualized planning processes with National Project staff. This assistance was supplemented by an on-site visit by the YWCA Youth Advocacy Network Coordinator. The input and perspective of female youth was solicited in the formulation of the program plan to be carried out by these Associations.

Program Plan

The developmental process culminated in a contract with the National Board YWCA authorizing program operations to begin September 1, 1980 and to continue until August 31, 1981.

The GOAL towards which these Associations will work is--
--to increase the capacity of the Greater Atlanta YWCA and the Atlanta University Student Association to prevent and treat delinquency among female youth, 11 to 17 years of age, through advocacy.

The two Associations will work together and individually to achieve this goal in a variety of ways, including--

- Collection, analysis and dissemination of information and observations of the Juvenile Court System of Atlanta/Fulton County, with special reference to its treatment of and impact on the target female youth;
- Development and implementation of a model advocacy for College Credit Service Program, as one part of a programmatic approach to advocacy and service to at-risk girls;
- Integration of project-participating youth into ongoing YWCA programs;
- Institutionalization of advocacy on behalf of the target group as a continued function of these Associations; and
- Involvement of youth in all phases of the program.

YWCA OF GREATER ATLANTA, GEORGIA
ATLANTA UNIVERSITY STUDENT ASSOCIATION

Program Implementation

The great proportion of time and effort expended by these Associations in their early stages of operation was devoted to start-up activities. While the process of recruitment of a local Program Coordinator was being conducted, the Youth Program Director of the Phyllis Wheatley Branch of the Greater Atlanta YWCA carried out many of the tasks related to laying the groundwork for program implementation. Accomplishments during the initial two-months of operations included--

- Work with Student Association members and contacts with College Administrators to formulate plans for the establishment of the College Credit Service Program;
- Contacts with Juvenile Justice system, social service, public and private organizations to form necessary liaisons for the planned fact-finding effort, as well as to identify resources from which program participants might be recruited;
- Inclusion of a description of the planned program in the YWCA Fall Brochure of programs and activities; and
- Contacts throughout the Greater Atlanta YWCA to inform staff, volunteers and youth about the program and to solicit their participation.

An Advisory Board for the program was formed and met for the first time in October. In addition to staff, volunteers, students, and youth affiliated with the two Associations, community involvement was evident through representatives from--

- Project SAFE, a crime prevention program
- Clayton County Juvenile Court
- Atlanta Youth Development Division
- Georgia State Continuing Education
- Youth Development and Delinquency Task Force
- Southern Bell, Network Designer

Projections

Having laid this foundation for executing its program plans, these Associations will concentrate efforts for the coming year on--

- finalizing and implementing plans for the College Credit Service internship program;
- recruiting students and target youth for program participation;
- expanding contacts and increasing cooperation with court officials and community organization representatives; and
- developing and implementing plans for the collection and analysis of information and observations of procedures of the Atlanta/Fulton County Juvenile Court System.

On-site technical assistance from YWCA Youth Advocacy Network staff has been requested in facilitating the progress of this program and will be provided in the near future.

MISSISSIPPI DISTRICT YWCA

Developmental Process

The Mississippi District YWCA covers the entire State of Mississippi, with the exceptions of Jackson and Laurel which are served by Community Associations. The District YWCA operates through Y-Teen clubs, based in schools with teachers serving as club advisors. A total of seventy-one (71) groups are currently active in the state, involving female youth who are 12 to 17 years of age. In the 1979-80 program year, the membership of this Association totalled 3123 youth and 255 adults.

Thus, this Association entered the YWCA Youth Advocacy Network with a solid base of experience in work with female youth and a major resource in the youth already involved in its program.

Subsequent to the participation of staff, volunteer and youth representatives in the January 1980 Juvenile Justice Workshop, the Association established a Juvenile Justice Advocacy Program Ad Hoc Committee. This Committee focussed on the development of a plan to increase the Association's capacity to work with delinquent and endangered female youth, as well as identifying means through which a broader advocacy program could be conducted.

Association representatives attended the July 1980 Juvenile Justice Workshop prepared to work with Juvenile Justice Project staff to refine their preliminary plans. The results of this effort were presented by the Ad Hoc Committee to the Association's Board of Directors in August and their approval and support received.

Program Plan

The Mississippi District YWCA Juvenile Justice Advocacy Project became operational on September 1, 1981 and will continue under its contract with National Board YWCA until August 31, 1981.

The GOALS of this Association's approved plan are--

- to increase their capacity to serve as an advocate for endangered and/or delinquent female youth, 11 to 17 years of age, in the State of Mississippi through fact-finding and analysis of the State's Juvenile Justice System;
- to identify selected negative practices and policies within the system that affect female youth adversely; and
- to develop and implement a plan for a YWCA effort directed toward the correction of such policies and procedures.

In order to achieve these goals, the Association plans to collect and analyze information regarding the State Juvenile Justice System. Based upon the interpretation of the findings of this study, an advocacy plan will be developed which will include the selection of six geographic areas within the State where negative practices identified call for in-depth study and focussed efforts toward change.

MISSISSIPPI DISTRICT YWCA

Concurrent dissemination of information to YWCA and other targetted youth and the community at large will be undertaken. These materials are to provide factual information regarding the State Juvenile Justice System and the status of endangered and delinquent female youth within that system, with special reference to negative practices as they are uncovered.

The involvement of youth plays a vital part in carrying out these plans. The considerable existing resource of YWCA youth members, as well as target group youth whose participation will be encouraged, are built into volunteer and paid-staff roles in the information gathering and dissemination processes, as well as the formulation and conduct of the to-be-developed advocacy plan.

Program Implementation

Association groundwork during the developmental phase permitted immediate start-up with the employment and orientation of a Statewide Project Coordinator in mid-September. Her progress thus far has included review of literature regarding the State Juvenile Justice System, meetings with system representatives, and preparation and dissemination of a questionnaire to justice system personnel throughout the state.

Efforts were directed too during this period to the development of materials and presentations for use at YWCA Fall Area Conferences, attended primarily by teen YWCA members. Conferences in Macon and Clinton were part of the October schedule, with plans in place for addressing youth at such gatherings at New Albany, Yazoo City and Hattiesburg in November.

The support and participation of individual Y-Teen clubs has been solicited for the conduct of community interviews.

Projections

Within the next several months of the program, results of questionnaires, community and justice system interviews, review of statistical and descriptive materials, and feedback from youth participating in Fall Area Conferences will be combined in a summary analysis of the State Juvenile Justice System as it relates to female youth.

Upon the basis of this analysis, the Association will plan and carry out a program of advocacy addressed to ameliorating negative practices in the State Juvenile Justice System directed toward target youth, with special reference to the geographic areas in which such problems are deemed most severe.

NEW HARLEM YWCA, NEW YORK, NEW YORK

Developmental Process

The history of involvement of the New Harlem YWCA in the National Board YWCA Juvenile Justice Project dates back to the early stages of planning immediately subsequent to receipt of the grant award. A group of teens from this Association were among the first to meet with National Project staff to discuss the project and its potentials from a youth perspective. These youth, and the volunteers working with them, left this initial session charged with the responsibility for identifying ways in which their Association could address the needs of delinquent and endangered female youth through participation in the YWCA Youth Advocacy Network.

Volunteer and youth representatives of this Association attended both the January and July 1980 Juvenile Justice Workshops, held in conjunction with the National Board YWCA's El Paso and Milwaukee Learning Centers. Youth from the New Harlem YWCA played leadership roles at both assembled events. One of the two youth members of the National Board YWCA Juvenile Justice Project Committee, which had an important part in the July Workshop, is a teen drawn from this Association's youth membership.

Throughout this period of pre-contractual activity, National Project staff worked closely with volunteers and youth from the New Harlem YWCA in identification of problems confronted by female youth and needs which could be addressed through an advocacy program. The proximity of this YWCA to the headquarters of the YWCA Youth Advocacy Network provided opportunities, in addition to individualized consultations during assembled events, for this Association to obtain National Staff support and assistance as it moved through the preliminary program development and fact-finding stages.

Program Plan

The New Harlem YWCA was authorized to begin operations by a contract effective September 1, 1980--August 31, 1981.

The Association will work to meet the GOALS of--
--increasing its capacity to serve as an advocate on behalf of endangered and delinquent minority females between the ages of 11 and 17 years in the community designated as West Harlem in New York City; and

NEW HARLEM YWCA, NEW YORK, NEW YORK

--testing the effectiveness of innovative methods for the involvement of youth in planning and implementing such work in a program built around current relevant, significant data.

The foundation for work towards reaching these goals is to be laid through the collection, analysis and interpretation of statistical data and other information relevant to identifications of--

- conditions which endanger the target group in the subject community;
- unmet service needs of members of the program's target groups; and
- public and private policies and practices which directly affect the endangerment of the program's target group.

Based on the results of these fact-finding efforts, the Association will endeavor to develop a model program addressing the defined needs, with a special emphasis on career education and employment opportunities. Youth involvement, in both paid-staff and volunteer capacities, is of major importance in carrying out this plan.

Program Implementation

The efforts of the New Harlem YWCA during the early stage of its contract period have focussed on start-up activities, e.g.--

- staff recruitment,
- location of an appropriate site for operations, and
- follow-through on the fact-finding process begun during the developmental planning phase.

As the Association proceeded with these necessary organizational procedures, target youth have taken advantage of the opportunity to participate in the programs offered by the National Association of Milliners, Dressmakers and Tailors--one of the National Voluntary Organizations working with the National Board YWCA Juvenile Justice Project.

Projections

Work during this Association's initial operational phase has pointed to the need for modification of its contractual commitments. These modifications--now in process--will define the direction taken during the remainder of the Association's participation in the YWCA Youth Advocacy Network.

YWCA OF GREATER PITTSBURGH, PENNSYLVANIA

Developmental Process

The involvement of the YWCA of Greater Pittsburgh in the YWCA Youth Advocacy Network has been primarily through the staff, volunteers and youth of its Sto-Rox Center, a branch operation located in McKees Rocks, Pennsylvania. McKees Rocks is approximately two square miles in size with a population of less than 12,000. Of that, the juvenile population is approximately 3,000--51% female. Average income for the area is \$4,432 per year, with 50% of the population receiving public assistance.

Limitations in the availability of probation officers have prompted the Allegheny County Juvenile Court System to develop a community-based probation program which assigns probated youth to an officer in the community. In this program's three years of successful operation, the YWCA has accepted referrals of young women for support services.

Due to their proximity to the assembly site and their experience in work with delinquent and endangered female youth, representatives of the Association were invited to attend the project's Curriculum Consultation at the July 1979 National Board YWCA Learning Center in Pittsburgh, Pennsylvania. A group of Sto-Rox Center teens participated in the opening session of the event, providing youth perspective on the issues raised by the adult attendees. At this time, the Association was invited to join the YWCA Youth Advocacy Network.

Representatives of the Sto-Rox Center were present at both the January and July 1980 Juvenile Justice Workshops and at the May 1980 Public Relations Workshop. Consultation with Juvenile Justice Project staff during individual planning sessions at these events facilitated this Association's development of a plan to address the need for structured and creative energy outlets and additional supportive services identified through their previous experiences with target group youth within the advocacy framework.

Also considered in the development of the plan of action for this Association was a change in Pennsylvania Juvenile Law eliminating the legal definition of status offender. Plans for participation in the YWCA Youth Advocacy Network reflected this new need to respond with innovative multi-level approaches for at-risk youth.

YWCA OF GREATER PITTSBURGH, PENNSYLVANIA

Program Plan

Under a contract beginning June 1, 1980 and terminating August 31, 1981, this Association will strive to attain the GOAL of--

- increasing the capacity of the YWCA of Greater Pittsburgh to prevent and treat delinquency among female youth, 11 to 17 years of age, and to serve as an advocate on their behalf.

Special emphasis within the targetted group is placed on increasing understanding and designing services to meet the special needs of "emancipated" youth.

The three major components of this Association's approach to achieving its goal are--

- development and expansion of a Therapeutic Recreation Program Model;
- establishment of a juvenile justice information hot-line; and
- development of YWCA Juvenile Justice Awareness and Advocacy programs.

The Therapeutic Recreation Program is to be developed in cooperation with the McKees Rocks Police Department Juvenile Division, with program activities directed to--

- developing self-confidence and self-esteem
- development of skills
- increasing interpersonal skills
- providing creative sports outlets.

Included in this program is the concept of a "Teen Room", organized and supervised by teens themselves, with adult supervision.

The juvenile justice information hot-line is designed to involve both teens and adults in a trained volunteer capacity in disseminating information and providing peer counseling to callers from the Greater Pittsburgh area. This aspect of the program also calls for identification of appropriate service providers which can be relied upon as referral resources for hot-line callers.

YWCA Juvenile Justice Awareness and Advocacy program development reaches into a variety of areas including--

- development of a Juvenile Justice Advocacy Education Program, using visual and other materials, for presentation by teens to teen groups in the Pittsburgh area school system and in other units of the YWCA of Greater Pittsburgh;
- identification of factors in the community contributing to delinquent behavior and increasing community awareness of these problems; and
- development of an Advocacy Program which may be adapted and implemented within the YWCA of Greater Pittsburgh.

YWCA OF GREATER PITTSBURGH, PENNSYLVANIA

Program Implementation

By the close of this reporting period, this Association had moved all components of its program plan into full operational status. The entire complement of authorized staff came on board early in the contract period; target youth have been involved in all aspects of planning and operations.

The Therapeutic Activities program was designed and established with the full input and cooperation of the McKees Rocks Police Department's Juvenile Division. Officers not only provide referrals of target youth to the program, but are also actively involved in the conduct of recreational and other activities. Activities carried out through this program range from the more traditional recreational athletics--e.g., volleyball, basketball, swimming, bowling, dance--to group and individualized counseling and instruction in parenting skills, preparation for entry into the world of work, social skills, and etiquette.

A Teen Activity Room has been set aside for use by program participants. Youth on the Teen Activity Room Council are responsible for planning, implementation and supervision of recreational and other uses of the room.

Planning and recruitment and training of volunteers enabled the Teen Hotline to be available for call-ins in early October. Teens, young adults and mature volunteers have been recruited and trained in listening and referral skills to provide peer counseling to teens and parents of teenage youth. Professional counselors provide support to these peer counselors and are available for on-line consultation.

The Teen Hotline is available for call-ins seven days a week from 7 to 11 P.M., although a 24-hour message services is also available. The hotline, which serves the Greater Pittsburgh area, has been publicized through areawide radio and newspaper announcements and contacts with cognizant agencies and organizations, as well as being advertised throughout the branches of the Greater Pittsburgh YWCA.

YWCA OF GREATER PITTSBURGH, PENNSYLVANIA

Working relationships have been developed with a variety of local agencies and organizations in planning and implementing the Teen Hot-line services, including--

- the McKees Rocks Police Department Juvenile Division
- Karma House, a drug rehabilitation center
- The Counseling Center
- the Intermediate Education Support Unit
- the McKees Rocks Community Action Coalition

Assistance received from these groups has included help in providing training for hot-line volunteers and availability as referral resources for hot-line callers. These liaisons also form the foundations for the development of an area-wide advocacy program within the Greater Pittsburgh YWCA.

The development of a Juvenile Justice Advocacy Education Program has involved youth and adults at the Sto-Rox Center in gathering and analyzing information about the juvenile justice system and its relationship to delinquent and endangered female youth. Teens and adults provided presentations based on this fact-finding effort at three area schools during the months of September and October.

Projections

During the final year of the National Board YWCA Juvenile Justice Project's operations, this Association will focus on--

- expansion of both the number of youth involved and the program activities offered by the Therapeutic Activities Program, with an emphasis on service to emancipated youth;
- publicizing the existence of the Teen Hot-Line in order to serve as many teens and parents of teen-agers as possible, in addition to expanding the pool of referral resources available;
- carrying the presentations of the Juvenile Justice Advocacy Education Program into additional schools and units of the YWCA of Greater Pittsburgh;
- developing and implementing an approach to advocacy for delinquent and endangered female youth by the YWCA of Greater Pittsburgh;
- institutionalization of both the advocacy and service programs; and
- increasing community awareness of the factors contributing to delinquency and the problems of the target youth.

CONTINUED

1 OF 2

YWCA OF WASHINGTON, PENNSYLVANIA

Developmental Process

Through the Planning process evolved by the National Board YWCA Juvenile Justice Project, the YWCA of Washington, Pennsylvania, was able to develop its overall concern regarding the problems of truancy and school drop-outs among female youth in its service area into a model program for service to and advocacy in behalf of that target group.

Staff, volunteer and youth representatives of this Association attended the Juvenile Justice Workshop at the January 1980 National Board YWCA Learning Center to familiarize themselves with the project as a whole and the YWCA Youth Advocacy Network in particular. Individualized consultations with National Project Staff at this time identified the area of school-related status offenses as a potential focus for the work of this Association and began the process of developing a program through which the needs of this group could be addressed.

Continuation of this development by representatives of the Association at a later Learning Center in July 1980, with the assistance of Juvenile Justice Workshop staff, led to formulation of a definitive plan for its local unit of the YWCA Youth Advocacy Network.

Program Plan

The completed plan for the YWCA of Washington was incorporated in its contract with the National Board of the YWCA, authorizing program implementation beginning September 1, 1980 and continuing until August 31, 1981.

The GOAL of this Association's program is--
--to increase the capacity of the YWCA of Washington, Pennsylvania to treat and prevent delinquency related to school drop-outs and truancy among female youth in Washington County.

In order to achieve this goal, the Association plans to--

- Collect and study information related to the scope, causes and patterns of truancy and drop-outs among young females in the Washington School District;
- Identify and contact interested community agencies in order to document the services currently available to target youth and to act together as advocates for the improvement of such services;
- Develop alternative educational supports, with particular reference to peer counseling resources, which address the identified needs of the target group;
- Involve youth in all phases of these processes; and
- Institutionalize concern and advocacy for endangered and delinquent youth in the Washington YWCA.

YWCA OF WASHINGTON, PENNSYLVANIA

Program Implementation

During the first two months of this program's operational phase, a YWCA planning committee, composed of staff, volunteer and teen representatives, focussed on identification of and contacts with other community agencies and organizations serving the Association's specified target group and on soliciting community representatives for membership on its YWCA Juvenile Justice Advocacy Committee. This effort has succeeded in drawing a wide range of participants into project involvement, including representatives of--

- Juvenile Justice Coalition of Pittsburgh
- Juvenile Court and Probation Department
- Try Again Homes
- CETA 70001 Project
- Children and Youth Social Service of Washington County
- School district officials
- Volunteers in Partnership

YWCA internal actions have included Board and youth representation on the Advocacy Committee; development of a questionnaire for distribution to target youth to obtain input into YWCA program planning by the Public Affairs Committee; Board commitment to work with target youth as a priority issue; and integration of youth in the program into ongoing Y-Teen activities.

Intensive planning enabled this Association to institute its peer counseling program at the end of October. This was made possible by cooperation in program development and participant recruitment by four school districts. Professional counseling advisors were engaged to work with undergraduate interns from Washington and Jefferson College--on a for-credit basis--in the provision of services to target youth. The program is designed to operate in an eight-week continuing cycle.

It has been reported by the Association that this program is already being considered for inclusion in the on-going activities of the involved school districts.

Projections

Advocacy and service efforts in behalf of the targetted group of youth to be addressed by the YWCA of Washington in the remaining contract period include--

- expansion of its contacts and liaisons in the formation of an advocacy network--to possibly include linkages in neighboring states--with an emphasis on identifying issues related to the target youth which can be addressed in the form of advocacy activities;
- increase in the number of youth served through the peer counseling program and other alternative educational supports as they are developed; and
- institutionalization of concern for and work with targetted youth within this Association.

THE CONSORTIUM OF YWCAs IN THE STATE OF SOUTH CAROLINA

The YWCA of Columbia
The YWCA of Greater Charleston
The YWCA of Greenville
The YWCA of Sumter County...Lead Association

Developmental Process

The four individual YWCAs in the State of South Carolina have worked within the YWCA Youth Advocacy Network to form a consortium in order to advocate on behalf of delinquent and endangered female youth on a statewide level. Much of the work in the developmental phase of their participation in this project was addressed to identifying a plan through which these Associations could work singly, as well as in concert, towards impacting the status of the targetted youth throughout the State of South Carolina.

Each Association represented in this Consortium designated three participants--providing staff, volunteer and youth perspectives--to attend the January 1980 Juvenile Justice Workshop in El Paso, Texas. In addition to preliminary exposure to orientation to and interpretation of the National Board YWCA Juvenile Justice Project and the YWCA Youth Advocacy Network, these representatives took advantage of the opportunity to consult with each other and National Project staff in exploring ways in which they might work together to address the needs of delinquent and endangered female youth in their state.

Follow-up meetings were held at the YWCA of Columbia in February and March of 1980, attended by staff, volunteer and youth representatives of the four Associations and National Project staff. During this period plans for the substantive advocacy work of the Consortium were developed, administrative requirements of the constellation were considered and the YWCA of Sumter County identified as the Association which would house and take responsibility for the Consortium headquarters operation, and the approval and support of the Boards of Directors of the four Associations received for participation in the Consortium effort.

During this phase of program development, National Project Staff responded to the interest displayed early in the grant award period by the South Carolina Department of Juvenile Placement and Aftercare. Juvenile Justice staff met in February 1980 in Columbia with this agency's Deputy Director and Assistant Directors for Research, Planning and Evaluation and for Support Services, as well as representatives of the South Carolina Division of Public Safety Programs--the then-State Planning Agency. The project was interpreted to these state representatives, who in turn outlined their priorities and interests in the areas of delinquent and endangered female youth, as well as identifying ways in which they might be of assistance in the fact-finding stages of the YWCA advocacy effort.

THE CONSORTIUM OF YWCAs IN THE STATE OF SOUTH CAROLINA

Program Plan

The work of these Associations in the YWCA Youth Advocacy Network began under a contract effective June 16, 1980 and continuing through June 15, 1981. Their work will be directed toward achieving the GOAL of--

- increasing the capacity of the Consortium of the four Community YWCAs in the State of South Carolina to work together and individually to develop and deliver advocacy on behalf of endangered and delinquent female youth, 11 to 17 years of age, in the State of South Carolina, with special reference to members of racial, ethnic and cultural minorities.

The initial phase of this program will be devoted to a fact-finding process with reference to the State Juvenile Justice System, including the collection and analysis of information about that system and the identification of public and private agencies and organizations with responsibilities for juvenile justice-related activities. This process will result in--

- identification of negative practices and policies within the State Juvenile Justice System that affect the target youth;
- identification of constructive policies and practices and potential changes in negative practices that are deemed to be in need of community support; and
- preparation of a comprehensive summary report on the workings of the State Juvenile Justice System and those public and private agencies involved in decision-making and implementation of juvenile justice in the state.

On the basis of the work performed in this phase, these Associations will form State and local Juvenile Justice Advocacy Network Committees--which will draw membership from interested youth and adults in the state and involved communities, as well as from the YWCAs. It is the responsibility of these Committees to develop specific issue advocacy plans of action in behalf of the subject female youth. Advocacy activities are to be designed and implemented which involve the individual and collective YWCAs, as well as the larger community.

Female youth, with special reference to those included in the target group, are to be involved in all phases of the planning, implementation and assessment of this program.

THE CONSORTIUM OF YWCAs IN THE STATE OF SOUTH CAROLINA

Program Implementation

Due to exhaustive planning and preparation during the developmental phase, the program designed by these Associations was able to move immediately into implementation. The local Program Coordinator, selected during the final stages of the planning period, began work promptly upon finalization of the Consortium's contract with the National Board YWCA.

The local Program Coordinator is housed in facilities made available by the YWCA of Sumter County and operates under the guidance of the Executive Director of that Association, by agreement among the four involved Associations. During the initial months of her association with the project, she was exposed to intensive orientation to the structure and goals of the YWCA at both the National and local levels and familiarized herself with the YWCA Youth Advocacy Network and the plans for participation of the South Carolina Associations.

The Local Program Coordinator and other representatives of the Consortium Associations attended the July 1980 Juvenile Justice Workshop. National Project staff worked with this group to establish specific steps for embarking on the process of fact-finding about the South Carolina Juvenile Justice system and its treatment of target youth.

The local Program Coordinator has indicated that two state agencies proved particularly helpful in obtaining statistical data relevant to female youth in the juvenile justice system and in identifying additional organizational and agency resources; these were the--

- Department of Juvenile Placement and Aftercare and
- Department of Youth Services.

Resulting contacts have included--

- representatives of the Youth Bureau, on both state and local levels
- officials of the juvenile justice system, e.g., law enforcement, court services, placement and evaluation personnel
- faculty of the College of Criminal Justice, University of South Carolina
- Alston Wilkes Society
- Office of the Governor, Division of Public Safety Programs.

In addition, the Program Coordinator responded to a request for Consortium participation in the South Carolina Commission on Alcohol and Drug Abuse's "Family Fest '80" and was actively involved in the Steering Committee and in contributing information relating to the YWCA group of target youth to that disseminated at the event.

THE CONSORTIUM OF YWCAs IN THE STATE OF SOUTH CAROLINA

Advantage was taken of the opportunity provided by a local educational television station to discuss the YWCA and its plans for participation in the YWCA Youth Advocacy Network.

Boards and staff of the participating Associations were kept apprised of progress during this phase of program implementation and called upon to provide support and assistance in obtaining the desired information relative to the practices of the South Carolina Juvenile Justice System as they affect female youth.

Plans are in place for a meeting of the YWCA Consortium Task Force for the Juvenile Justice Advocacy Project at the Columbia YWCA facility in early November.

Projections

Continuing work of this group of Associations will be focussed on--

- development of a comprehensive report on the working of the state juvenile justice system, including identification of public and private agencies and organizations involved in related decision-making and implementation processes, to be based on information gathered in the fact-finding phase;
- identification and involvement of appropriate individuals in both state and local Juvenile Justice Advocacy Network Committees;
- Identification of both negative and constructive practices and policies that affect female youth in the juvenile justice system which are deemed to be in need respectively of change or support by the community;
- development of specific issue advocacy plans of action for the individual and collective YWCAs, involving the larger community; and
- involvement of female youth in all phases of this work.

