

# SERVICES FOR UNRULY YOUTH FRANKLIN COUNTY, OHIO

- ASSESSMENT OF NEEDS & SERVICES
- MASTER PLAN FOR SERVICES
- DATA COLLECTION & EVALUATION

29046

Evaluation



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The **JOHN HOWARD ASSOCIATION**, founded in 1901, is an internationally known private, non-profit survey and consulting agency in the delinquency and crime field. Its efforts have frequently been cited by the media, including national periodicals. Upon request, it reports to committees of Congress periodically.

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SERVICES FOR UNRULY YOUTH

(OH) -  
Franklin County, Ohio

Prepared for:

FRANKLIN COUNTY CHILDREN'S SERVICES

and the

COLUMBUS-FRANKLIN COUNTY

CRIMINAL JUSTICE COORDINATING COUNCIL

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FOREWORD

Traditionally, "unruly youth" (truants, runaways, incorrigibles) have been handled as delinquent youth, subject to the same treatment as youth who have been involved in behavior that would be a crime if committed by an adult. Usually this means arrest and often detention and referral to juvenile court. It may result in being placed on probation or being committed to a state juvenile correctional facility.

In 1969, Ohio recognized the need for different treatment to the extent that the Ohio General Assembly separated "unruly behavior" from "delinquent behavior" in the juvenile code. However, getting different treatment for unruly youth has been slow. As late as January 1975 they were handled the same as before 1969.

Now, Franklin County has begun a plan to change this. Franklin County Children's Services, with the cooperation of the Franklin County Juvenile Court and with partial financial support of the Columbus-Franklin County Criminal Justice Coordinating Council, began a project in early 1975 to provide service for unruly youth outside the juvenile justice system and to develop a community service system for these youth.

These public bodies deserve community appreciation and support for their efforts to date -- as do the law enforcement agencies, the schools, social agencies and citizen groups and individuals who have participated to date.

Experience to date demonstrates that unruly youth can be provided service by methods other than arrest, detention and court appearance. However, the goals of the Project are more ambitious than this. They include not only demonstrating this, but providing services for unruly youth throughout the community, developing new methods and obtaining sufficient funds necessary for implementing them, bringing about the necessary coordination of services for unruly youth which are now provided by several dozen multiple-function community agencies. These are not simple tasks -- and may take years.

Although in some respects the Project has hardly begun and many problems remain, substantial progress has been made. The John Howard Association study represented in this report is being made to assist Franklin County "coordinate planning and service delivery among existing community youth service providers and to establish a comprehensive community-based network of social services, coordinated and delivered in behalf of unruly youth." JHA is pleased to be able to assist in this Project.

Ira M. Schwartz  
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## SERVICES FOR UNRULY YOUTH

TABLE OF CONTENTS

<u>Chapter</u>		<u>Page</u>
1	Who Are the Unruly Youth . . . . .	1.1
2	Law Enforcement and Services for Unruly Youth.	2.1
3	The Schools and Services for Unruly Youth. . .	3.1
4	Existing Social Services for Unruly Youth. . .	4.1
5	Centralized Responsibility for Services for Unruly Youth . . . . .	5.1
6	Legal Aspects of Services to Unruly Youth. . .	6.1
7	Information and Evaluation Needs for Unruly Youth Services . . . . .	7.1
8	Evaluation of the FCCS Unruly Youth Project. .	8.1
9	System Design and Procedures . . . . .	9.1
10	Service Units and Cost Data. . . . .	10.1
<u>Appendix</u>		
<u>Tables</u>		
1	Alphabetical Listing of Agencies in ACP/LWV Survey . . . . .	11.1
2	Program Category Listing of Community Agencies	11.3
3	Community Agencies Surveyed by JHA . . . . .	11.6
4	Cases Disposed of, Franklin County Juvenile Court. . . . .	11.7
5	Detention of Unruly Youth. . . . .	11.8
6	Services Reported by Agencies in ACP/LWV Survey . . . . .	11.9
<u>Attachments</u>		
1	Assessment of the Jesness Inventory. . . . .	11.18
2	Unruly Youth Policy and Procedures Statement-- Franklin County Juvenile Court . . . . .	11.21
3	JHA Community Agency Questionnaires. . . . .	11.25

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Abbreviations Used in the Study Report

- ACP/LWV -- Academy for Contemporary Problems/League of Women Voters
- CFCCJCC -- Columbus-Franklin County Criminal Justice Coordinating Council
- FCCS -- Franklin County Children's Services
- JHA -- John Howard Association
- LEAA -- Law Enforcement Assistance Administration
- RPU -- Regional Planning Unit

## CHAPTER 1

## WHO ARE THE UNRULY YOUTH?

"Unruly youth" is an elusive concept, subject to varying definitions and interpretations, counted in different ways by different agencies. For these reasons it is impossible to arrive at any precise and valid estimates of their numbers from existing data.

The problem can be illustrated by examining the legal definition of unruly youth and the statistical count kept by the three agencies who deal most with unruly youth in Franklin County. These three are: The Columbus Police Department, the Franklin County Juvenile Court, and Franklin County Children's Services.

THE LEGAL DEFINITION

The Ohio Revised Code, Section 2151.002 defines an "unruly child" as any child:

1. Who does not subject himself to the reasonable control of his parents, teachers, guardian or custodian, by reason of being wayward or habitually disobedient.
2. Who is a habitual truant from home or school.
3. Who so deports himself as to injure or endanger the health or morale of himself or others.
4. Who attempts to enter the marriage relationship in any state without the consent of his parents, custodian, legal guardian or other legal authority.
5. Who is found in a disreputable place, visits or patronizes a place prohibited by law, or associates with vagrant, vicious, criminal, notorious or immoral persons.
6. Who engages in an occupation prohibited by law, or is in a situation dangerous to life or limb or injurious to the health or morale of himself or others.
7. Who has violated a law applicable only to a child.

Obviously, it would be impossible to identify all the youth in Franklin County who would fit this definition of an unruly youth. The community's problem are those youth who fit the legal definition and are of sufficient concern to warrant the attention and/or service necessary for preventive or remedial action.

UNRULY YOUTH KNOWN TO COMMUNITY AGENCIES

The Columbus Police Department reported the following number of unruly youth in its 1974 annual report under the heading "Summary of Dispositions, Persons Charged":

Curfew	708
Home truancy	1039
School truancy	20
Incorrigible	221
Safekeeping	95
Wrongful influence	19
Total	2102

These 2102 unruly cases represented 32.9% of all juvenile cases handled by the Columbus Police Department Juvenile Bureau in 1974 (excluding traffic). However, these 2102 cases represent only those cases processed through the Juvenile Bureau. The total handled by the whole Columbus Police Department is unknown, but undoubtedly larger.

Franklin County Juvenile Court

For the years 1973 and 1974, the Franklin County Juvenile Court reported the following formal unruly complaints:

	1973	1974
Curfew violation	617	553
Endangering health and morals	193	153
Home truancy	631	439
Incorrigibility	630	400
School truancy	148	226
Totals	2219	1771

The relationships between delinquency complaints and unruly complaints for 1973 and 1974 are as follows:

	1973	1974	Change
Delinquency complaints	4057	4306	+ 6%
Unruly complaints	2219	1771	-20%
Totals	6276	6077	- 3%

Thus, in 1973 unruly complaints represented 35% of formal complaints, but they dropped to 29% in 1974. Although there was an increase of 6% in delinquency complaints between 1973 and 1974, this period saw a decrease in unruly complaints by 20%.

There were substantial decreases in four categories of unruly complaints and a sharp increase in another:

Curfew violations	- 10%
Endangering health and morals	- 21%
Home truancy	- 30%
Incorrigibility	- 36%
School truancy	+ 53%

The causes of these shifts in unruly complaints is not known.

Since detained children were not classified into unruly cases and other delinquencies at the Franklin County Juvenile Detention Center in previous years,<sup>1</sup> it is not known how many of the 4,562 detained there in 1973 or the 4,213 in 1974 were unruly youth. One estimate<sup>2</sup> from the juvenile court put the number at 51 per week, which would be 2,652 per year, or 58% of all youth detained at the time the estimate was made.

Franklin County Children's Service

An analysis of cases opened by Franklin County Children's Services during the period March 1973-September 1974 (based on a 15% sample of all cases opened), indicated that 33% of the cases opened were classified as unruly.

During this period a total of 2,847 cases were opened, giving a total of 942 unruly cases opened. Converted to an annual rate, there would be approximately 540 unruly cases opened per year. Since the analysis indicated that about 50% of the requests for service resulted in case openings, there would appear to have been about 1,080 requests for service annually--based on practices during the March 1973-September 1974 period.

Thus, Franklin County Children's Services experience has been about 1,080 requests for service on unruly cases, without about 540 unruly cases being opened for service per year. (Based on the March 1973-September 1974 experience).

In Summary

Analysis of data available from community organization in Franklin County reveal the following, based on 1974 practices:

	Unruly cases/year
Columbus Police Department	2102
Franklin County Juvenile Court	1771-2219
Franklin County Children's Services	
Requests for service	1080
Opened for service	540

1/ With the advent of the Unruly Project, a separate count of unruly and delinquency cases is being kept at the Detention Home.

2/ "Proposed Services to Unrulies", Audrey Foley, Juvenile court referee, 2-27=74.

Not known are the number of unruly youth handled by the school systems in Franklin County as truants, beyond control, etc., or the numbers served by other community agencies.

#### RACE, SEX AND AGE OF UNRULY YOUTH KNOWN TO PUBLIC AGENCIES

Limited data is available about the characteristics of unruly youth in Franklin County. The only information of this nature revealed during the course of this study is:

RACE: The Columbus Police Department 1974 Annual Report indicates that 77.3% of unruly cases coming to the attention of the department were white and 22.7% non-white.

SEX: The Franklin County Juvenile Court Annual Report for 1973 indicates that 60% of the unruly formal complaints were boys and 40% girls.

AGE: No reports gave an age breakdown for unruly cases.

#### ESTIMATES OF THE NUMBER OF UNRULY YOUTH IN FRANKLIN COUNTY

The number of unruly youth known to these public agencies cannot be used as a basis of valid estimates of the number of unruly youth, or the number of unruly youth needing service. This is true for a variety of reasons including the following:

1. The count by these agencies (police, juvenile court, Franklin County Children's Services) is not an unduplicated count. Some of the youth coming to the attention of the Columbus Police Department are not referred to the juvenile court. Some coming to the juvenile court do not come from either the police or the court. Currently data are not available in the community to get an actual count of the number of individual youth involved.
2. The count by these (and other agencies) is not just the result of the incidence of unruly behavior in the community. It is also determined by agency practices in operation and counting as well as community awareness of the availability of service and confidence in the use of it. Therefore, there may be little relationship between these agencies contacts with unruly youth and the actual number in the community needing service.
3. Other important segments of services in the community (notably the schools and private social agencies) do not keep statistics on unruly youth as a separate category. Therefore, it is impossible to tell how many these agencies serve or how many of this group are also served by the police, schools or Franklin County Children's Services.

Various estimates have been made by community agencies as to the number of unruly youth needing service:

1. By Franklin County Children's Services: "A Proposal: Comprehensive Services to Unruly Children", July 12, 1973 (First Draft):

"Information from the Columbus Police Department Juvenile Bureau reveals that 200-300 unruly children come to the attention of the Police Department monthly and the majority of this group is neither referred to the Juvenile Court nor to Children's Services. Approximately 200-300 unruly children come to the attention of the Juvenile Court monthly. Approximately one-third of Children's Services' monthly accepted cases involve unruly children. Although there is some overlapping and repeating in these figures, as well as inappropriate classifications, it appears that between 300-500 unruly children come to the attention of the public sector per month."

2. By Franklin County Juvenile Court: "Proposed Service to Unrulies", February 22, 1974 memo from Audrey Foley, Referee, Franklin County Juvenile Court:

"The number of truants and incorrigibles admitted to detention per week is approximately 51 plus 45 handled from 8:30 a.m. to 4:30 p.m. by intake personnel and not placed in the Detention Home. So the approximate total number needing service per week would be 96."

(Changing 96 per week to an annual number would result in an estimate of 4992 per year).

Thus, the estimates of Franklin County Children's Services and the Franklin County Juvenile Court are very close. FCCS estimates about 4800 cases per year (if computed on the basis of the mid-point of 300-500 cases per month.) FCJC estimates 4992 per year.

However, despite the closeness of these two estimates, there is no way to tell how close they are to real need for service. They may represent a good estimate of the number of youth coming to the attention of the three primary agencies under present community practices, but this may have little resemblance to the number of youth in the community needing services as unruly youth.

There is no reason why Franklin County should labor over this question. There now exists an identified number of unruly youth at several points in the community (at the police, juvenile court, or Children's Services level of operation) that require service. These do serve as the basis for the FCCS and FCJC estimates and can serve as the operational base in the early stages of developing the network of services for unruly youth.

The best indicator of need will be the number of cases that become apparent as services are developed and offered in the community. The community's perception of the availability and effectiveness of service will have a great deal to do with how many unruly youth become identified as needing service. Many community indicators (school drop-out rates, runaways, etc.) suggest that the group needing service now is many times the size of the group identified under current practices.

This does not mean to imply that Franklin County should not develop data collection systems that will better identify the number needing service and the types of service needed. This effort should proceed. (See Chapter 7, "Information Needs for Planning and Evaluation", Sections C & D.)



POPULATION VARIABLES AFFECTING NEED

An analysis of youth population based on the 1970 U. S. Census and population projections furnished to the Association by the Mid-Ohio Regional Planning Commission indicates that there will be no population increases in the 10-19 year old age group between 1975 and 1985. In fact, there will be a slight decrease in this age group during this period. An analysis of the two groups comprising the 10-19 age group (10-14 and 15-19) indicates declines in both groups between 1975 and 1985, with largest reduction in the 15-19 age group.

Therefore, it appears that the population effect on the unruly youth group in Franklin County is negligible and for all practical purposes can be ignored.

RECOMMENDATIONS

1. Franklin County should proceed on the basis of a currently identified need of approximately 400 cases a month and develop a program accordingly.

COMMENT: It is recognized that this is somewhat higher than either the Columbus Police Department count of "unruly persons charged" or the Franklin County Juvenile Court count of "formal unruly complaints". Neither of these counts include many cases that now receive some attention and which would need service from the project if unruly cases are to be diverted from the criminal justice system whenever possible.

Also, these groups are not mutually inclusive, even though there is some overlap. Therefore, the actual number of individuals is between the 175 known to the police and this number plus the 148 known to the juvenile court.

Likewise, the 90 "unruly requests for service" received by FCCS include only about 50% from the juvenile court, so another amount should be added to account for this group. In addition, there are an unknown number of other agency referrals and individual requests for service that need to be provided for in planning services.

2. Since very little is known about either the number or characteristics of unruly youth in Franklin County at the present time, one component of the Unruly Youth Project should include efforts to obtain this information. In addition to numbers, age, sex, family composition, socio-economic factors, service needs should be ascertained, based on a classification of services agreed upon by the technical advisory group recommended elsewhere in this report. (For additional recommendations concerning data collection for the unruly services see Chapter 7, "Information Needs for Planning and Evaluation".)
3. The examination of the characteristics of unruly youth should also include a determination of how many are involved in delinquent acts--prior to, during, or subsequent to their identification as unruly youth. As long as community agencies are going to operate on the basis of problem categories, i.e., delinquent, unruly, etc., it will be necessary to classify youth.

## CHAPTER 2

## LAW ENFORCEMENT AND SERVICES FOR UNRULY YOUTH

Traditionally, law enforcement agencies are the initial contact point for many youth classified as "unruly". Law enforcement agencies usually handle many "unruly youth", settling many without recourse to juvenile court through "station adjustments" of informal referral to community agencies. Also, police agencies refer a high proportion of "unruly" youth to juvenile court and thus are important partners in any effort to divert these youth from the juvenile justice system.

During this study, John Howard Association staff contacted the following law enforcement agencies in Franklin County:

Columbus Police Department  
Franklin County Sheriff's Department  
Upper Arlington Police Department  
Reynoldsburg Police Department  
Whitehall Police Department  
Worthington Police Department  
Bexley Police Department  
Westerville Police Department

These law enforcement agencies responded favorably to the concept of a special project to handle unruly youth. They also expressed favorable views about the prospect of a survey to evaluate and plan services for unruly youth. However, some expressed criticisms about the development and operation of the Unruly Project in its early stages. As of March 1975 some law enforcement personnel expressed reservations about the success of the Unruly Project in the future under its present administration and procedures. Early criticisms included:

1. Complaints were voiced about poor communications from FCCS about policies and procedures of the Unruly Project. Only the Columbus Police Department reported having received advance written communications about the Project. Other reported hearing nothing, or having heard a rumor or piece of information about the Project. Some blamed FCCS for this. Other police agencies felt the juvenile court should have taken the initiative to explain about the new project and new policies and procedures.

2. Complaints were expressed that policies and procedures were changed frequently without consultation with, or notification to, law enforcement agencies. This resulted in confusion and extra work for the police.
3. Criticism was expressed because the Unruly Project does not provide 24-hour a day intake services at the Crisis Intervention Unit. This results in having different policies and procedures for different police personnel shifts. If an unruly case comes to attention after midnight, police feel they have little alternative other than to handle it as best they can or detain the youth at the juvenile detention center and wait for intake at 8 a.m.
4. Police feel that FCCS should have developed emergency shelter care in time to have it available at the beginning of the Unruly Project. Without it, a youth who cannot or will not return home usually is placed in the detention center, defeating the goal of diversion from the juvenile justice system.
5. Police were mixed in their evaluation of the services provided by the Unruly Project in its early stages. Some law enforcement personnel expressed the belief that the Unruly Project staff, although sincere, were by reason of lack of experience, youth or general philosophy, probably not capable of handling these difficult cases. They felt that staff often over-identified with the youth.

Generally speaking, these criticisms were voiced by law enforcement personnel (and some school people) as late as May 1, 1975 at the meeting to review the JHA preliminary report. However, despite these criticisms, law enforcement agencies saw the Unruly Project as being desirable, stating that it would be helpful to them in terms of case handling. They see these cases as time-consuming, and comparable to many of the domestic quarrels they are called to investigate, futile--often being beyond their skills.

#### RECOMMENDATIONS

1. Franklin County Children's Services should take immediate steps to improve communications with all law enforcement agencies in Franklin County concerning the planning and operation of the Unruly Project.
  - a. Law enforcement representatives should be included on the technical advisory committee recommended elsewhere in this report and used as suggested in those recommendations. This should include involvement in both planning and operation of the Unruly Project.
  - b. Written policies and procedures should be developed jointly by the Unruly Project and law enforcement, covering working relationships and policies between the two. These should include all the specifics necessary for an understanding of the Project, including referral criteria, methods of referral, the services the Project offers and its operating procedures.

- 1) Care needs to be taken to insure that law enforcement agencies continue to handle those unruly cases that can be settled by "station adjustment" or informal referral to community services. If not, the Franklin County Children's Services Unruly Youth Project would have to be expanded considerably above the presently planned level. Even after the Unruly Youth Project has demonstrated its effectiveness and is in full operation, it is anticipated that law enforcement agencies will settle a sizable number of unruly youth cases without recourse to either the Unruly Youth Project or the juvenile court.
  - c. Policy and procedural changes should not be made by either party without consulting the other in advance.
2. Emergency shelter care should be developed immediately for those unruly youth who cannot or will not return to their own homes.
3. Intake services should be structured so that they are available on a 24-hour-a-day basis and operating on the same policies and procedures. This will avoid unnecessary confusion on the part of law enforcement personnel as well as youth, parents and community agencies.
4. Joint training sessions should be held for Unruly Project personnel and selected law enforcement personnel covering law enforcement problems and service delivery problems with respect to unruly youth. Various proven training techniques can be used to break down the suspicion and social distance between law enforcement and the project, but only agreement on common goals and methods and face-to-face familiarity will have any major impact on this problem.

## CHAPTER 3

## THE SCHOOLS AND SERVICES FOR UNRULY YOUTH

The schools are linked to unruly youth services in many ways. They are directly responsible for referral of some youth, whether the referral is to the juvenile court or an alternative agency. Good school services may help some youth who otherwise would fall into the unruly category. For some youth, school is the major problem contributing to their "unruliness."

During the course of this study, JHA staff contacted the following school agencies:

- . Columbus School District
- . Franklin County School District
- . South-Western City Schools
- . Upper Arlington School District
- . Reynoldsburg School District
- . Whitehall City Schools
- . Westerville Schools
- . Worthington School District
- . Ohio Education Association
- . Ohio Department of Education, Division of Computer Services

SCHOOL PROGRAMS

Questionnaires were sent to school districts in Franklin County, covering data JHA felt would be important in developing services for unruly youth in Franklin County. Responses to the questionnaires has been poor and has been explained as a result of the fact that the data is not available. In many instances, the data available from one district could not be compared to that of another because of varying counting or definitional practices.

JHA study staff found no single approach in handling truants and incorrigible children in the various school districts in Franklin County. In one school district, for example, trancies are handled through a central attendance officer who makes the decision on whether a case is referred to juvenile court. In several other districts, the principal within an individual school makes the decision. Sometimes the central administrative office of the school district is informed; other times not.

School policies and definitions of truancy vary considerably. In one district, intervention occurs after the third documented day of truancy. In other districts, a student may be truant as many as 10 days or more before action is taken.

School district attitudes about the effectiveness of referrals to the juvenile court, with the exception of the Columbus School District, were generally

pessimistic. Most felt that the court was able to provide little, if any, services for truant and incorrigible youth that were effective. Some administrators felt the lack of court effectiveness was due to its inability to deal with matters that were largely educational in nature.

All of the schools contacted acknowledged that they try to deal with incorrigible and truant students on a local level, feeling this was the most productive and the most realistic. When asked whether transferring responsibility for unruly youth from the court to a special project for unruly youth (FCCS), school administrators expressed the belief that it would make little difference.

Despite assertions of trying to deal with these problems on a local level, with the exception of four schools, there was little evidence in the way of alternative education programs. Three of the districts have in-school suspension programs--geared primarily toward keeping the child in school by imposing strict rules and regulations in an "in-school suspension" classroom. There were no volunteers reported as tutors or helpers in the in-school suspension programs. One school district reported that the in-school suspension program helped reduce the out-of-school suspension rate; one was uncertain, and a third stated there was no change in the rate since institution of the program. More students were reported as being suspended for smoking in school buildings than any other single reason.

#### THE TEACHER-PROBATION OFFICER PROGRAM

The Franklin County Juvenile Court administers a teacher-probation officer program, described in the Court's 1973 Annual Report as follows:

"The Teacher-Probation Officer Program is a Court-sponsored community project which came into existence in 1965. The TPO Program has grown from four teacher-probation officers in 1965 to 23 officers in 1973 working in the junior and senior high schools in the City of Columbus and the suburban areas. The probation caseload varies depending on the particular school and the time of year. Creation of the TPO Program was primarily due to the fact that most communities could not deal with the majority of their in-school problem children. By permitting full time teachers, guidance counselors, or home-school-community agents to serve as part-time probation officers, the child will learn that there are real and stringent limits on his school behavior. He knows that his probation supervision is thorough and that reaction to aberrant behavior on school property will be immediate.

Teacher-probation officers function in both their educational and correctional capacities at the same time in the school. They work with delinquent, pre-delinquent, unruly, and other problem children both during school hours and evening hours, often including the parents and family in counseling."

The Teacher-Probation Officer Program was seen as being helpful by the Columbus School District in handling in-school problems. The Juvenile Court has expressed the belief that this is an effective program both for in-school and out-of-school youth.

The John Howard Association has not conducted a study of the effectiveness of this program or any in-depth look at how it actually operates. However, the

Association has reservations about the program for several reasons:

1. The Teacher-Probation Officer Program, as presently constituted, includes a conflict of roles in the teacher-probation officer position. The dual responsibilities of teacher in the public school and probation officer responsible to the judiciary are conflicting. The educational function as teacher and the control function as probation officer are at times incompatible. Also, the risk of putting the judge in a compromising position (on the basis of conflict of interest) when the judge must preside over an adversary issue between the child and/or family and the school. This is often the case when the school is the petitioner on a truancy or school behavior basis--since the judge is then in the position of hearing the case as well as administering (or sanctioning) the Teacher-Probation Officer Program.
2. Programs such as this, by having the arm of the court in the school setting and exercised by school personnel, tend to permit or promote the use of authority in handling educational and school adjustment problems. These may become the substitute for needed educational or remedial programs in the schools. Generally, the John Howard Association noted an absence in Franklin County of special educational programs such as alternative schools, the use of volunteers in "in-school suspension" programs or other programs to reduce truancy or dropping out of school.
3. The Teacher-Probation Officer Program, by being court sponsored and financed, is "out of synchronization" with current concepts of diversion of unruly youth with school problems from the juvenile justice system.

The Teacher-Probation Officer Program has existed since 1965. The Presiding Judge of the Franklin County Court of Common Pleas, Division of Domestic Relations, disagrees with the John Howard Association's comments about the Teacher-Probation Officer Program. He stated to JHA that the program was initiated to improve court-school relationships and as a needed resource for handling youth with delinquency and serious school adjustment problems. He believes it to be a good program in that it has helped meet these two goals. He does not believe it provides a conflict of roles for either the teacher-probation officers or the judge. He also feels that the Teacher-Probation Officer Program was initiated in part to get effective probation services which did not exist before. School personnel interviewed by the John Howard Association were generally supportive in their comments about the program.

The Juvenile Court Annual Report (1973) states:

"The TPO Program has proven to be an excellent way to control and prevent delinquent and unruly behavior that may evolve into more serious behavior patterns. The teacher-probation officers are able to have closer and more frequent contacts with their probationers than the full-time probation officers; in addition, the program has helped to reduce the heavy probation caseloads which are rapidly increasing each year along with the Franklin County population."

No evidence was furnished the John Howard Association that supports or refutes the claim that this program "has proven to be an excellent way to control and prevent delinquent and unruly behavior." However, the Court should be commended for attempting to use innovative methods for handling delinquent and unruly youth. The Court's help in establishing the present Unruly Youth Project and the Court's willingness to cooperate with a program with the goal of diverting unruly youth from the juvenile justice system are especially commendable and should serve as a good example to other communities.

Now that the Court has joined into a community effort to handle status cases (unruly youth) outside the juvenile justice system, it is an appropriate time to re-assess the Teacher-Probation Officer Program and examine its need and function. If unruly youth (which include the various categories of youth behavior of a non-criminal nature such as truancy, running away, etc.) are not to be handled by the court and probation staff, it would seem the TPO Program would not be needed for this group. If the court is only to handle delinquent behavior that would be criminal if committed by an adult, there would not appear to be a need for the TPO Program operating in the public schools. Franklin County (the Court, the school districts, and the Franklin County Children's Service) should assess the need for continuation of the TPO Program--and if continued, what its function should be in light of the existence of the Unruly Youth Project and the need for special efforts on the part of school districts in Franklin County to provide innovative and alternative methods of educational programming to reduce truancy and dropping out of school.

#### RECOMMENDATIONS

1. Columbus and other school districts in Franklin County should develop a range of alternative school programs and educational methods to help minimize school truancy and dropping out of school.<sup>1/</sup>
  - a. These programs should be based on the principle that not all students learn in ways or through experiences which are suitable for the majority of students.
  - b. Educational experiences should be provided of a more experiential, community-oriented nature, with direct student participation in activities viewed as relevant by students or experiences which can be demonstrated to them to be educationally sound and have direct, personal rewards.
  - c. Educational programming should include more use of volunteers from the community and student volunteers in a variety of roles such as teacher aides, tutors, group leaders, etc.
  - d. Educational experiences should be increasingly directed toward student participation and self-direction, particularly in the

<sup>1/</sup> Additional examples and locations of some of these programs as well as literature about them are available from the U. S. Office of Education, Washington, D. C. or the John Howard Association.

junior high and senior high years, with assistance from students to help in the socialization process necessary for successful and desirable learning. Programs such as "positive peer culture," "guided group interaction," "therapeutic community" contain concepts which can be useful in the educational process and serve to reduce the alienation and isolation that accompanies truancy and dropping out of school.

- e. For some youth, school problems are but a perceived repetition of home problems. For these youth, special help both in and out of the classroom or school setting will be necessary--and work with the family must accompany these efforts if any degree of success is to be achieved.
2. For those youth identified as truants and as high probability drop-outs, special attention should be given within the school setting. The focus should be on special academic programs as well as within-school and out-of-school services as needed by individual youth.
  3. School attention to problems of truancy and dropping out should be addressed at early grade levels, rather than waiting until junior or senior high school when the behavior occurs. Such early attention is consistent with beliefs expressed by school administrators in Franklin County.
  4. The pessimism generally expressed by school administrators in Franklin County about alleviating problems of truancy and dropping out of school should be countered by a well-conceived, small, adequately funded demonstration project in some school in Franklin County with high truancy and early school leaving. Experience in many other communities has demonstrated that truancy and dropping-out can be reduced by imaginative compensatory or alternative school programs.
  5. Although the school districts should develop these compensatory and alternative school programs to handle in-school problems without recourse to the juvenile court, truants and "incorrigible" youth should be referred to the Unruly Youth Project when it is clear that external factors or conditions beyond responsibility or control of the schools are causing the youth's behavior--or when services of a non-educational nature are required.
  6. School staff should become active partners in policy and program decisions concerning the services and procedures for handling unruly youth in Franklin County.
    - a. School representatives should be included in the technical advisory group recommended elsewhere in this report.
    - b. School districts in Franklin County should develop and operate special programs for unruly youth whose primary problems are those of school adjustment. These programs could be financed from presently available federal funds. The programs should be developed through joint planning with Franklin County Children's Service so they are complementary to the Unruly Youth Project or other community programs and not duplicating.



## CHAPTER 4

## EXISTING SOCIAL SERVICES FOR UNRULY YOUTH IN FRANKLIN COUNTY

A. RESULTS OF THE ACP/LWV SURVEY OF COMMUNITY AGENCIES

In 1974 the Academy for Contemporary Problems and the League of Women Voters of Ohio conducted a survey of agency services for unruly youth in Franklin County. This survey (hereafter referred to as the ACP/LWV survey) was extensive, covering 62 community agencies in Franklin County which were believed to be offering (or potentially able to offer) services for unruly youth. Detailed questionnaires were completed through the use of personnel interviews with agency executives or representatives. Additional supporting data were also collected.

The information collected was analyzed by ACP/LWV and was used as the basis for a community agency services directory.<sup>1/</sup> This survey and directory represent a substantial contribution to Franklin County.

The questionnaires with the raw data were furnished to the John Howard Association by ACP/LWV. The data was used by JHA to assess the nature and extent of services for unruly youth as reported by community agencies themselves. It should be recognized that the ACP/LWV survey was not designed to measure or evaluate services and the data cannot be used for these purposes.

Analysis of the questionnaires by ACP/LWV and classification of program indicate that the 62 agencies surveyed had a total of 88 identifiable primary programs as follows:<sup>2/</sup>

- 5 Children's institutions
- 11 Community centers, settlement houses, councils
- 8 Drug programs
- 2 Employment counseling and training
- 11 Family and individual counseling
- 15 Crisis services
- 9 Group homes
- 2 Temporary housing
- 11 Mental health
- 5 One-to-one volunteer programs
- 3 Pregnancy counseling
- 6 Recreation

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1/ The Directory has been published and distributed to community agencies. Academy for Contemporary Problems, 1501 Neil Avenue, Columbus, Ohio.

2/ An alphabetical listing of the agencies surveyed and the ACP/LWV classification by type of primary program are contained in the Appendix of the JHA Report. (See Table 1 and Table 2.)



These programs do not include the following agencies which also provide services for unruly youth, but were not included in the survey:

1. Public schools in Franklin County.
2. Juvenile court, probation and detention services of Franklin County Court of Common Pleas.
3. Franklin County Children's Services, except that the Unruly Project was included in the crisis center category.

This ACP/LWV listing of agency services reveals a wide variety of programs that are and can be used for unruly youth in Franklin County. However, classification by primary program does not reveal the full range of services offered by these agencies. Many offer multiple types of service.

The following list of services reported as offered by the 62 community agencies was obtained by an analysis of the ACP/LWV questionnaires by the John Howard Association. The list was derived by tallying each individual type of service each agency reported that it offered.

<u>Type of service reported as offered by agency</u>	<u>Number of agencies who said service offered</u>
Diagnostic or evaluative	35
Individual counseling	50
Group counseling	41
Family counseling	43
24-hour crisis service	14
Overnight crisis home	5
In-patient treatment	12
Group home	10
Tutoring	33
Recreation	33
Employment counseling/placement	29
Youth advocacy	19
1-1 volunteer service	26
Legal services	7
Parent education/training	21
Drug education	35
Drug/alcohol treatment	14
Medical services	24
Service for psychotic children	5
Service for emotionally disturbed/ pre-psychotic children	18
Job training	18
Services for retarded children	9
Services for brain-damaged children	7
Residential schools	8
Foster homes	5
Pregnancy counseling and/or care	26
Adoption	3
TOTAL:	550

Based on community agency self-report data, there is a wide range of services of the type needed by unruly youth currently being offered in Franklin County. These 550 services being offered by 62 community agencies certainly would appear to serve as the basis for developing a comprehensive and integrated network of services for unruly youth in Franklin County. A listing of services provided as reported by individual agencies is included in Table 6.

Although the ACP/LWV survey represents an important contribution to knowledge about agency services in Franklin County, the data collected cannot be used as the basis of an assessment of the extent, volume and quality of services for unruly youth. The recently published ACP/LWV directory, although very helpful as a resource document for individuals and agencies in the community, does not contain certain needed data. The ACP/LWV survey was not intended for this purpose. Also, there were a number of technical problems in that survey that preclude using the data for purposes other than a general agency directory. There is some overlap in the categories used in the survey. There were inconsistencies in the way some agencies checked service categories. Many returns did not indicate the number of clients served. Even fewer agencies indicated the number of juvenile clients served or the number of contact hours. Few delineated the types and volume of services provided for unruly youth as contrasted to other client groups. No qualitative assessment of services was attempted by the ACP/LWV study, since this obviously would have been far beyond the resources of the survey and it was not planned for this purpose.

However, the ACP/LWV survey can be used to draw a number of conclusions:

1. Community agencies currently are providing services for a substantial number of unruly youth:
  - a. Agencies reported serving a total of 903 children who are wards of Franklin County Children's Service. About one-third of the cases opened by FCCS are classified as unruly youth,<sup>1/</sup> so this might suggest that several hundred unruly youth are currently being served by these community agencies. A large number of agencies indicated they did not know, or left the item blank, so the total number being served is undoubtedly larger than these figures would suggest.
  - b. Agencies in the survey reported serving a total of 713 children who had been detained in the juvenile court's detention facility. Although the detention facility previously did not keep records which indicated the proportion of its youth who are unruly, one-third of all formal complaints to the juvenile court are classified as unruly.<sup>2/</sup> Here also, a large number of agencies reported they did not know how many of the youth they served had been detained, so the group would be larger than the reported numbers indicated.

1/ Franklin County Children's Service, "Analysis of Cases Opened" and "Monthly Count of Requests for Service" March 1973-September 1974; data furnished by Dwight Ely.

2/ Annual Report, 1974; Franklin County Court of Common Pleas, Division of Domestic Relations and Juvenile Court. Currently the number of youth in the juvenile detention facility who are classified as unruly are counted.

2. Generally speaking, present agency data collection efforts are not sufficient to provide proper assessment of service needs, existing services, unit costs or service impact. Any attempt to provide for adequate data collection will face, in addition to problems of agency autonomy, problems of definition of service methods, standardization of work units and unit costs, and many other complex issues. Yet adequate data collection and analysis are essential to planning and operation of an integrated network of services. The ACP/LWV study clearly documents some of these needs.
3. Although only a fraction of the agencies surveyed reported unit costs for services, unit costs varied greatly:
  - a. 10 agencies reporting cost of residential care reported variations from \$8.50-\$35 per day, with a mean cost of \$21.99.
  - b. 10 agencies (not the same 10) reported interview costs for casework/counseling/treatment ranging from \$9.40-\$36 per hour, with a mean cost of \$22.80.

As indicated elsewhere in this report (in the chapter on service units and costs), unit costs are meaningless unless measured against effectiveness, but realistic unit costs must be determined if proper program choices are to be made.

4. The community agencies surveyed gave over 100 suggestions for services that are needed but now non-existent or not available in sufficient quantity. These suggestions covered areas in public schools, mental health, residential care, recreation, employment, changes in the juvenile code, public information, counseling, crisis centers, parent education, and many other specific recommendations. It is apparent from the ACP/LWV study that agencies do have opinions about needs and service gaps. However, the suggestions included such a broad array of services it is apparent that priorities need to be determined and plans developed for community agency involvement in developing and changing services. The present array of services, established and shaped independently, need to be brought together into a coherent system so they can be examined within a set of priorities on a continuing basis and community resources allocated accordingly.

#### B. RESULTS OF THE JHA FOLLOW-UP SURVEY OF COMMUNITY AGENCIES

To obtain additional information for planning purposes, JHA did a follow-up survey of the agencies canvassed by the ACP/LWV survey. The JHA survey attempted to get the following information from agencies previously identified by the ACP/LWV survey as providing services to unruly youth in Franklin County. The information sought included:

- Types and volume of service provided.
- Number of staff involved.
- Number of youth served.
- Extent of use of existing services.
- Unit costs of services.
- Agency interests in developing new services.
- Unmet service needs.

Present and future service financing.  
Agency involvement in planning and coordination of services for unruly youth and involvement with the FCCS Unruly Youth Project to date.

JHA analysis of the ACP/LWV survey returns revealed 47 community agencies that reported they provided (or clearly had the potential to provide) services for unruly youth. Questionnaires were sent to these 47 agencies <sup>1/</sup> and 18 of these agencies were interviewed by JHA staff. Usable returns were received from 26 of the 47 agencies. <sup>2/</sup>

The survey was conducted to identify agency services that could be used as resources in developing a general network of community services for unruly youth in Franklin County. Obviously, responses which represent only 55% of the agencies canvassed (26 of 47 agencies) cannot be used as the basis for definitive statements about the extent or nature of services for unruly youth in Franklin County. However, the responses received from the 26 community agencies do provide valuable information both for planning and service delivery purposes. Also, the information received points out a number of major problems which need to be addressed if maximum benefit is to be received from existing community resources.

Results of the survey are summarized in this report and selected, more detailed information is being furnished to Franklin County Children's Services for its use in planning with community agencies. Where necessary to protect anonymity, or where responses were limited in number, individual agency responses have been grouped and thereby not identified by individual agency.

#### 1. Detailed Responses to JHA Questionnaires.

Detailed responses are presented here, followed in the next section by general conclusions from these responses.

##### Question A. Types of services provided by agencies for unruly youth (1974).

	Number of Agency Programs	Number of Staff	Number of Youth Served
<u>Information and Referral Service.</u> (22 agencies reporting)			
24 hrs/day, 7 days a week	6	20	5,760
8-hour day, weekdays only	10	21	4,026
Other	6	18	1,560

1/ A copy of the questionnaire used to obtain data from these agencies is contained in the Appendix, Table 3.

2/ Agencies returning usable questionnaires are marked with an asterisk (\*) on Table 3, which includes all agencies surveyed.

4.6

	Number of Agency Programs	Number of Staff	Number of Youth Served
<u>Emergency services. (30 days or less)</u> (16 agencies reporting)			
Crisis counseling			
24 hrs/day, 7 days a week	7	26	1,060
8-hour day, weekdays only	6	17	86
Other	4	8	840
Temporary shelter and food	3	17	455
Medical care	2	1	24
Legal services	1	1	24
Other	-	-	-
<u>On-going Services (Over 30 days)</u> (25 agencies reporting)			
Counseling, youth	22	100	3,396
Counseling, families	20	79	4,430
Shelter and food, residential	5	86	296
Shelter and food, foster family	2	3	49
Medical	10	13	550
Employment training	7	21	608
Tutoring	9	27	691
Legal Services	1	1	24
Other	10	42	1,717
TOTALS:	131	501	25,596

NOTE: Services reported by agencies in the JHA survey are not listed by individual agency since the JHA survey returns included only 55% of agencies canvassed.

4.7

Question B. Extent of use of agency services. (1974)

	Extent of Use Reported (By number of agencies)				
	Less than 25% used	25%	50%	75%	100%
Information and Referral		2	3		9
Emergency Services (30 days or less)					
Crisis Counseling	1	3	3		8
Shelter and food, temporary			1		2
Medical care			1		4
Legal services			1		1
Other		1			
On-going services (Over 30 days)					
Counseling, youth	1	1	1	2	16
Counseling, families		4	3	2	10
Shelter and food, residential			1	1	4
Shelter and food, foster family				1	1
Medical care			2		7
Employment training					6
Tutoring		1	1	1	5
Legal services			1		
Other				2	6
TOTALS:	2	12	18	9	79

Converted to percentages, the use of existing services reported by these community agencies is as follows:

1. Information and referral services:

37.5% said half or more of their capacity not being used.

## 2. Emergency services:

Crisis counseling--47% said half or more of their capacity was not being used.

Other emergency services--36% said half or more of their capacity was not being used.

## 3. On-going services:

31% said half or more of their capacity not being used.

QUESTION C: Why services used less than 100%.

No predominant reason is apparent from the data.

Answers varied considerably, including under-utilization of existing staff, particularly volunteers; community attitudes about the utilization of the agency's service; isolation of the service offered from related services (i.e., shelter care separated from on-going casework services), and newness of several agencies not yet well known in the community.

QUESTION D: Agency waiting lists for service.

Of 16 agencies responding to this question, 12 said they had waiting lists for one or more types of services they offer. The remainder said they had more service requests for one or more types of service than they can meet, but do not keep waiting lists, either rejecting clients or referring them elsewhere.

QUESTION E: Experiences with Franklin County Children's Service Unruly Project. (10 agencies responding)

As of April 1975 (after three months of Project operation):

3 agencies no contact at all  
2 agencies written materials only  
5 agencies had contacts with staff from FCCS or Unruly Project

Of five having contact with staff, three report no case contacts, merely general informational contacts.

QUESTION F: Unit costs for services for Unruly Youth (21 agencies reported cost data on one or more types of service). This material is covered in the section on unit costs, later in this report.QUESTION G: What services that you do not now provide would you be interested in providing: (23 agencies responding)

Counseling	8 agencies
Education (for youth or parents)	6 agencies
Residential care (shelter/treatment)	5 agencies
Emergency services	3 agencies
Legal services	2 agencies
Other	3 agencies

QUESTION H: For whom would you like to develop these services:

(Wide range of responses indicate both sexes, different age groups, different problem areas, different geographic areas. Individual responses being furnished to Franklin County Children's Services for future planning purposes.)

QUESTION I: What would be the total unit cost for these services.

(Varies by type of program. Individual responses furnished to Franklin County Children's Service for planning purposes.)

QUESTION J: What proportion of the cost of these services could be met from your agency budget: (13 agencies reporting)

11 agencies say 0%  
1 agency says 11%  
1 agency says 59%

Anticipated unit costs for these services: Varies by type of service. Detailed estimates given to FCCS.

QUESTION K: Current unmet needs for unruly youth services: (17 agencies responded with 32 unmet needs)

Residential treatment	6
Shelter care	5
Educational programs	5
Employment for youth	5
Counseling services	4
Foster care	4
Other	3

QUESTION L: What has been your experience to date in efforts to plan or coordinate services for unruly youth in Franklin County:

Involvement in planning or coordination: (22 agencies)

9 agencies (or 41%) said no experience to date.  
9 agencies (or 41%) said minimal involvement.  
4 agencies or 18% said moderate involvement.

No agencies reported heavy involvement.

Satisfaction with results: (18 agencies)

6 agencies (or 33%) said little satisfaction.  
12 agencies (or 67%) said some satisfaction.

No agencies said maximum satisfaction.

QUESTION M: Should there be a single agency in the community with the responsibility and power to:

Plan services	32% yes	68% no
Coordinate services	78% yes	32% no
Allocate funds	64% yes	34% no

(This material covered in section on "System Design for Unruly Youth Services.")

## 2. Conclusions from the JHA Questionnaires.

Although responses were received from only 26 of the 47 agencies identified as providing some type of service for unruly youth, <sup>1/</sup> it is evident that many community agencies are providing services for a substantial number of unruly youth in Franklin County. These 26 agencies reported providing services as follows:

Information and referral services	11,346 service units	<sup>2/</sup>
Emergency services	2,489 service units	
On-going services	11,761 service units	
TOTAL:	25,596 service units	

1/ Only 26 of the 47 agencies returned questionnaires despite second JHA requests to those who did not respond within the original deadline. Individual visits were made to 18 agencies. Two agencies responded too late for inclusion in the tabulations.

2/ A service unit, as used here, means a type of service (however defined by the agency) provided for an individual. The totals reported do not represent 18,276 individuals since some individuals received more than one type of service or were served by more than one agency during the year.

Although the methods, duration or quality of these services are not known, it is obvious that any plan for comprehensive services for unruly youth in Franklin County should take these programs into consideration--as well as those of agencies who did not respond to the questionnaires or who were not included in or known to the ACP/LWV or JHA surveys. These responses do not include services presently provided by Franklin County Children's Service, the Franklin County Juvenile Court, the public schools or certain other public agencies such as the welfare department, state employment service, etc.

Perhaps the most startling finding of the JHA agency service survey is the apparent under-use of agency services. Agency self-reports, as reflected in Question B, reveal substantial differences between what the agencies say their capacities are and the degree to which they are being used. For example, agencies reported their service use in 1974 as follows:

37% of the agencies said half or more of their information and referral service capacity was not being used.

47% of the agencies said half or more of their crisis counseling services and 36% of their other emergency service capacity was not being used.

20% of the agencies said half or more of their on-going service capacity was not being used, and an additional 11% said one-fourth was not.

An examination of individual agency responses indicates that the services currently under-used are primarily counseling services, particularly at the information and referral and emergency stages, and for families on an on-going basis. Further examination is needed to determine whether the problem lies in lack of knowledge about the existence of these services, lack of credibility in their usefulness, or whether they are "surplus" in the sense of not being needed.

Agency responses to the question about why they believed they were under-utilized brought various responses as indicated in the analysis presented earlier. None reported they thought their service was "surplus." Responses to the question about whether the agency had a waiting list revealed that 12 of the 16 agencies answering said they had a waiting list for one or more types of service they offer.

Responses to questions about the under-utilization of service and their waiting list clearly indicate a mis-match between service requests and service availability. This issue should be faced squarely by FCCS and community agencies in future planning for services for unruly youth. Both the assumption of service responsibility by FCCS and the development by, or purchase of, service from community agencies should clearly attempt to remove the mis-match between service need and service availability. The limited data based on agency perceptions suggests highest degrees of mis-match (i.e., between service needs and services available) in areas of residential care, educational-tutoring-employment services, and counseling (for certain agencies).

If the data reported by these community agencies is accurate and is representative, the conclusions have import for not only the Unruly Youth Project, but for all community services. The data strongly suggests an under-utilization of existing



community resources at the same time that waiting lists exist for other services. This would indicate the need for better alignment of program priorities with service needs--and community-wide re-allocation of financial resources to bring this about.

Two other questions in the survey also are germane to the matter of service needs and service availability. They are: (a) Question K, "What unmet needs do you currently see in services for youth in Franklin County?" and (b) Question G, "What services that you do not now provide would you be interested in developing?" A comparison of the responses to these two questions indicates some mis-match between what agencies see as unmet needs and what services they do not provide, but would be interested in providing. The frequency of agency responses to these two questions was as follows:

	Unmet Needs	Agencies Interested in Developing
Residential treatment	6	4
Shelter care	5	2
Educational programs	5	3
Employment	5	0
Counseling	4	9
Foster care	4	1
Other (group work, legal, parent education, etc.)	3	8

This comparison shows generally that those services indicated as needed by most agencies are the ones agencies are least interested in developing. This appears to be particularly true in areas of employment (5-0), shelter-care (5-2), and foster care (4-1). The reverse is true (i.e., more agencies being interested than needs expressed) for counseling (4-9) and a group of miscellaneous services (3-8).

These responses suggest that changes in agency interests will have to occur before needed resources are developed for unruly youth. It does not appear to be a matter of merely identifying unmet needs--since the agencies already did this in response to the questionnaires. Responses to Question J, "What proportion of the cost of these (new) services could be met from your agency budget?" clearly indicate that agencies feel (12 to 1) that they cannot meet any of the cost of new services from their budgets. Even those agencies reporting under-utilization of existing services did not indicate an ability or readiness to finance any of the different types of service which they had identified as being needed.

Some change of agency interests and some motivation for providing needed services may come through greater awareness of need. However, the questionnaire responses and interviews with agency personnel strongly suggest that a shift of service patterns will occur only through financial incentives, i.e., special grants or contracts for services most short in supply, or shifts in basic community support (both public and private financing) for agency services.

Responses to Question L, "What has been your experience to date (April 1975) in efforts to plan or coordinate services for unruly youth in Franklin County" depict an unfortunate condition in Franklin County. Of the 22 agencies

responding, 41% said they had no experience to date, another 41% said they had minimal involvement, and only 18% (four agencies) said they had moderate involvement in planning or coordination of services for unruly youth. No agencies reported heavy involvement. Of 18 agencies answering, six said they had little satisfaction with results to date (April, 1975), 12 said they felt some satisfaction, and none said maximum satisfaction.

Responses to the question about experience with the Franklin County Children's Service Unruly Project (as of April 1975) show that of the 10 agencies responding, three had no contact or information at all, two had received written materials only, and five had some contact with FCCS or Unruly Project staff members. In three of these five, there were no contacts about cases, but were merely of a general informational nature or as a result of a meeting held primarily for another purpose.

Thus, based on responses from agencies, it appears that (as of April 1975):

1. Agencies currently are providing a range of services for a substantial number of unruly youth in Franklin County. These are in addition to those being provided by FCCS and the Juvenile Court.
2. Identified areas of unmet need include residential treatment, shelter care and educational and employment services for unruly youth.
3. Agency services, in many instances, are being under-used. About one-third of the agencies reported 50% or more of their capacity as not being used.
4. Despite this underuse of some types of services in some agencies and despite a majority of agencies (12 out of 16 reporting) having waiting lists for one or more types of service, there appeared to be no major shifts of service focus planned.
5. With only one exception, agencies said any new or additional services would have to come from funds in addition to the agency's present budget.
6. Agencies have had minimal involvement in planning or coordination of services for unruly youth, and very limited involvement with the FCCS Unruly Youth Project through its first three months of operation (April 1975).

#### RECOMMENDATIONS:

1. Franklin County Children's Service should use existing services and potential resources of community agencies in developing the program of coordinated, community-based services for unruly youth in Franklin County.



2. FCCS should re-direct a substantial portion of effort toward work with community agencies to provide:
  - a. A better understanding of the Unruly Project program, its goals and how community agencies can contribute.
  - b. A more definitive assessment, on an ongoing basis, of unmet needs and agency capabilities.
  - c. A better match of service needs with agency capabilities to provide service.
  - d. Motivation for agencies to re-structure their programs so unused resources and waiting lists both are reduced to extent possible.
  - e. Leadership is getting critically needed resources developed in the community both through the use of new funds and the re-direction of existing agency resources.
3. FCCS should contract with community agencies for unruly youth services whenever practicable. By "whenever practicable" is meant when there is agency interest and capability, when service can be provided under agency auspices at a cost comparable to what the cost would be if the service were provided by FCCS, and when service availability can be assured.
  - a. Purchase of service contracts should be developed through a bid process, with FCCS preparing service specifications and contract performance conditions.
  - b. Contracts should provide for specific units of service (i.e., individual or group interviews, days of care, program components of a service, etc.), qualification of staff providing service, methods used, statistical reporting requirements, etc.
  - c. Purchase of service contracts should require that any service purchased does not replace service already being provided by the contractor agency.
4. Both FCCS own assumption of service administration responsibility and its subcontracting efforts with community agencies should take place in areas of greatest service need and away from areas that appear to be more nearly met or perhaps saturated. Agency responses suggest the need for more shelter care, specialized treatment, educational and employment services and less general counseling services.
5. Community agencies should examine their programs in light of identified service needs, under-utilization of existing services, and the existence of waiting lists.
6. Community agencies should indicate their willingness to re-align their programs as community planning indicates and to join in the development of new programs and new funding sources.

7. Agencies should take assertive action to join with FCCS and others in the planning and development of services for unruly youth in Franklin County.
8. Community agencies, including FCCS and the juvenile court, should develop common definitions and common units of count so that a service accounting system can be developed which can serve as the basis for planning and service administration.

## CHAPTER 5

## CENTRALIZED RESPONSIBILITY FOR SERVICES FOR UNRULY YOUTH

It is to society's self-interest that there be sufficient and effective services for unruly youth. This requires the development of sound public policy, implemented by programs under public and private auspices, planned, coordinated and administered in such a manner as to be effective and at the least practical cost.

In most communities, no single agency has continuing responsibility and accountability for services to the individual child, particularly the "delinquent" or "status offender" (unruly). Such responsibility usually shifts back and forth between schools, court, local public and voluntary welfare agencies, or to state agencies or institutions. Where avenues of inter-agency cooperation appear to exist, the process is often devious and slow. As a result, youth are lost in the process or do not receive the proper care or treatment when most needed.

Fortunately, Franklin County has embarked on a plan to "coordinate planning and service delivery among existing community youth service providers and to establish a comprehensive community-based network of social services, coordinated and delivered in behalf of unruly youth." 1/

This immediately raises the question: "Who should have the primary responsibility for developing and implementing planning and service delivery for unruly youth in Franklin County?"

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1/ Proposal to Columbus-Franklin County Criminal Justice Coordinating Council, "Services for Unruly Youth," 1975, p. A-2.

CRITERIA FOR THE CENTRAL AGENCY

The John Howard Association believes that the agency given these responsibilities should meet certain criteria:

1. Since the protection of youth and the community is involved, the agency given this broad responsibility should be a public agency.  

"Creation of comprehensive programs for the prevention and treatment of delinquency and neglect is the responsibility of public agencies acting, whenever possible, in cooperation with voluntary agencies." 1/
2. The agency should be one that has been given statutory responsibility and authority for the provision of services needed by these youth.
3. The agency should be part of the executive, rather than the judicial, branch of government--to provide for the constitutional separation of judicial and executive powers of government, but also to meet the stated goal of providing "an alternative to the current juvenile justice system for dealing with that class of offenders characterized as unruly." 2/
4. To avoid duplication of effort, primary responsibility for these services should be in an agency with responsibilities for providing other child welfare services. This will make planning, service delivery and coordination easier, since unruly youth need the same basic services.
5. The agency should have a stable financial base.
6. The agency should be experienced in providing a range of youth services and should have shown interest and initiative in developing services for unruly youth.

The John Howard Association believes that Franklin County Children's Service is the only agency in Franklin County currently meeting these criteria. FCCS is a public agency with statutory responsibility and authority for providing child welfare services. It is part of the executive branch of government, not attached to the judiciary and therefore outside the formal criminal justice system. The agency currently is the major child welfare service agency in the community. It is tax supported, operating from a tax levy (local) plus state and federal funds.

1/ "Model Acts for Family Courts and State-Local Children's Programs," Office of Youth Development, Department of Health, Education and Welfare, Washington, D. C., Pub. #OHY/OYD 75-26041, p.1.

2/ Proposal to Columbus-Franklin County Criminal Justice System, op. cit., p. C-1.

The agency has been offering services for unruly youth as part of its regular service program. During the past several years the agency has spent considerable time on internal agency planning for special services for unruly youth, culminating in the present Unruly Youth Project now being funded in part by funds from the Federal Law Enforcement Assistance Administration through the Columbus-Franklin County Criminal Justice Coordinating Council.

The John Howard Association is aware of community criticism of Franklin County Children's Service by some law enforcement, juvenile court and community agency personnel for its record to date. Criticisms voiced to JHA to date included:

1. FCCS slowness in starting the project since initial planning in 1972.
2. FCCS not involving the community sufficiently in planning to date.
3. FCCS failure to work out operating policies and procedures prior to initiation of the Unruly Project with the result that there was uncertainty and confusion about referrals.
4. Lack of confidence in the ability of staff hired for the Unruly Project, based on their inexperience in dealing with these types of youth--and some expectation that they would do not more than "the usual social work bit."
5. Concern about whether FCCS "administration" would give the Unruly Project the leadership and resources necessary to do this large and important task.
6. Skepticism about whether FCCS will involve community agencies in service planning and administration of services for unruly youth.

There is validity to some of these criticisms. Although some important beginnings have been made, movement has been slow. For example, although the project had about six months' lead time for planning before starting service, few policies and operational procedures were developed. No manual or clear guidelines for staff or cooperating agencies were evident in February or as late as June, 1975. Line staff appear to have been involved only minimally in planning and major decisions. As of June, 1975, no agreements or contracts for service or care had been consummated with community agencies. Effective July 1, 1975 two shelter care contracts were put into effect for five beds each with Huckleberry House and Rivers Group Home. Also, as of July 20, 1975 a decentralized service unit will operate out of St. Stephen's Community House.

This slowness in negotiation with community agencies and use of their resources limits service to clients and undermines agency confidence in FCCS and the Unruly Project. These and other operational problems are discussed in Chapter 8, "Evaluation of the Unruly Youth Project." Let it suffice here to say that although some of these problems can be attributed to the newness of the Project, that although some are continuations of problems that existed between FCCS and community agencies prior to the beginning of the Unruly Project, and that although others are easily correctable, FCCS should direct considerable attention to immediate work with community agencies--to develop plans and resources and to improve operational relationships with community agencies.

Acceptance of the role as primary agency for a community-wide network of services for unruly youth entails great responsibility and requires energetic and aggressive leadership, a spirit of cooperation and the ability to bring about program changes in its peer public agencies such as health, mental health, education in both the public and private sector. Some community agencies will have to change emphasis (types of service offered), operational style (become more crisis-oriented), and be willing to become accountable to FCCS (for service accountability, costs, etc.) if a coordinated, comprehensive program is to be developed. Whether FCCS can meet these requirements is unknown at this time.

However, FCCS has started the Unruly Project. FCCS has stated that it intends to provide services to unruly youth as part of its on-going program, and would support these services with or without LEAA funds. FCCS has developed a sound beginning of a data collection and evaluation system for this program. If there is recognition of the problems that currently exist and a willingness to work cooperatively with police, the juvenile court, the schools and private agencies, there is no reason to suggest that responsibility for services for unruly youth should be centered in a different agency.

However, FCCS should recognize that there is some community skepticism about its ability to fulfill this role and should take steps to correct the oversights and problems that have developed to date.

Even though it might have the primary responsibility for developing and coordinating services for unruly youth, FCCS should not attempt to administer all these services itself. To the contrary, FCCS should strive for the fullest community cooperation in both planning and the administration of these services. It is vital that present community efforts be maintained and increased. Wherever possible, FCCS should use available resources to strengthen community agencies who have shown interest and ability to provide needed services. This should be done through a variety of methods, including purchase of service.

#### RECOMMENDATIONS:

1. Franklin County Children's Service should serve as the primary or lead agency for the development and coordination of an integrated program of services for unruly youth.
2. Take immediate steps to improve program planning and operation of the Unruly Project by actively including community organizations such as the police, juvenile court, schools and community social agencies.
  - a. Institute regular weekly meetings of a technical advisory group composed of representatives of the above groups. After an initial period, these meetings would be less frequent.
  - b. Clearly specify that the purpose of these meetings is to develop and review policies and procedures for handling unruly youth, review Unruly Project program experience with agencies involved, and to improve communication and decision-making among the various agencies dealing with unruly youth.

3. Demonstrate to the community that although it will carry a primary role in developing the integrated program of services for unruly youth, that it wishes to do so in fullest cooperation with community agencies. This demonstration should take the form of contracting with community agencies for the provision of service whenever practicable, as well as continuous involvement of community agencies in decisions concerning procedures and priorities.
4. Intra-agency and inter-agency communications concerning Unruly Youth Project policies and procedures (including changes) should be in written form. Policy and procedural changes should be made only after consultation with the agencies affected by these decisions.

## CHAPTER 6

## LEGAL ASPECTS OF SERVICES TO UNRULY YOUTH

A. COURT JURISDICTION OVER STATUS OFFENDERS ("UNRULY YOUTH")

A delinquent child is "one who violates any law of the state; he is incorrigible, knowingly associates with thieves, vicious or immoral persons; without just cause and without the consent of its parents, guardian or custodian absents itself from its home or place of abode, is growing up in idleness or crime; knowingly frequents a house of ill repute; knowingly frequents any public shop or place where any gaming device is operated; frequents any saloon or dram shop where intoxicating liquors are sold; patronizes or visits any public pool room or bucket shop; wanders about the streets at night; habitually wanders about railroad yards or tracks or jumps on any moving train, or enters any car or engine without authority; uses vile, obscene, vulgar, profane or indecent language, or is guilty of indecent or lascivious conduct."

The above definition, which included all types of behavior, criminal or otherwise, under the term "delinquency," was common in juvenile court laws during the first three or four decades of this century. This definition can still be found in some states.

In the late 1950's and early 1960's, as part of the increasing concern about the juvenile justice system, a movement began that involved the separation from the delinquency category of those children who indulge in conduct, while not acceptable to society, is not criminal in nature, does not present a threat to the person or property of others, and in fact, because of its frequency, appears almost incidental to the process of growing up for many youth.

These cases (unruly youth) include youth who are habitually truant from school, or who habitually disobey their parents, or are ungovernable and beyond their control, youth who run away or commit offenses applicable only to children.

All juvenile court statutes include jurisdiction over this type of conduct. However, almost half of the states now separate the "status offender" and place them in various categorical labels such as "persons in need of supervision," "children in need of supervision," or "minors in need of supervision." In different parts of the country these are known as "PINS," "CINS," or "MINS." The Ohio Code categorizes this group as "unruly," terminology apparently taken from the "Uniform Juvenile Court Act."<sup>1/</sup>

At the same time this group of youth were separated by definition, some limitations were imposed in the court disposition of these cases. The most common limitation

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<sup>1/</sup> President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, Washington, D. C., U. S. Government Printing Office, 1967, pp. 79-83.



has been a prohibition on the commitment of such youth to facilities established for the care of "delinquent" youth, i.e., youth who have committed criminal acts. Unfortunately, due to legislative oversight and certain court practices, the limitations established by law have little meaning because of the ease with which a "status" case can be changed to a "delinquency" case.

There has also been a trend toward more specificity in the statutes defining delinquency, although many are subject to attack still for vagueness and ambiguity.

This general movement was also given momentum by the President's Commission on Law Enforcement and the Administration of Justice which recommended the narrowing of the Juvenile Court's jurisdiction and strongly recommended the development of comprehensive community programs serving youth referred by the police, the Juvenile Court, parents, schools, and other sources.<sup>1/</sup> In fact, the Commission went so far as to say, "Serious consideration, at the least, should be given to complete elimination of the Court's power over children for non-criminal conduct."<sup>2/</sup>

This is a controversial issue, with many advocating complete removal of "status" cases from the jurisdiction of the court. For example, the National Council on Crime and Delinquency, in a policy statement in December 1974 states, "The Board of Directors of the National Council on Crime and Delinquency advocates the removal of 'status offenses' from the jurisdiction of the juvenile court."<sup>3/</sup>

The John Howard Association believes that status offender behavior should be removed from the jurisdiction of the juvenile court. The Association believes that youth exhibiting status behavior who need services should be served by community, non-judicial agencies--and not be subject to juvenile court jurisdiction, processes and sanctions on the basis of the status behavior.

However, the Association believes that the powers of the court may have to be called upon to protect certain youth who come to community attention because of their status behavior. In certain instances it should be possible for a child, a parent or a legally designated community agency to petition the court. The following are some examples:

1. Children are entitled to the care and protection normally provided by a parent. When this is not being provided and voluntary efforts by community agencies are refused or ineffective, it may be necessary to call upon court intervention to reinforce parental responsibility or to appoint an alternative (through a court-appointed legal custodian or guardian for the child).

1/ Ibid.

2/ Ibid.

3/ National Council on Crime and Delinquency, "Jurisdiction Over Status Offenses Should Be Removed From the Juvenile Court:" NCCD Policy, Hackensack, N. J., December, 1974.

2. Agreements relating to care or service for an unruly child cannot always be consummated on a voluntary basis. Either the parent or child may refuse consent. When this situation arises, personal rights may need to be limited (change of legal custody, designation of where the child may live, order of financial support, etc.). Such action requires due process involving our judicial system.
3. Parents do not always act in the best interests of their children. Long-time placement of a child away from his parent should not be permitted solely on the basis of an agreement between a parent and another individual or agency. Such situations should be subject to court review, and the plan for the child, if approved, should be given legal stability through the appointment of a legal custodian and/or guardian.
4. To permit a young person to leave home without any protection or generally accepted legal status poses problems for the youth and the community. For example, the youth's inability to secure credit or employment or to enter into any contractual relationship would be extremely handicapping. As such he is limited with respect to medical care or civil actions such as enlistments, marriage, etc. The child is entitled to and should have the protection of a clear legal status or a legal custodian or guardian to act in his behalf for these purposes.

When these conditions exist, it should be possible for either the child or the parent to file a petition, or for a designated agency to file a petition when the conditions exist and voluntary efforts to provide the youth necessary service or protection have failed. This means that the needs of the so-called "status offender" should be met outside the juvenile justice system through alternative programs of service and care, with referral to the juvenile court infrequently and only for reasons such as those specified above. This should eliminate "arrest," "detention" and "probation" methods of handling the problems of unruly youth and substituting community services with infrequent, but sometimes necessary court intervention.

The U. S. Department of Health, Education, and Welfare recommends elimination of the "status" case category from juvenile court law but includes necessary court intervention by broadening the concept of neglect, as follows:

"In this section, the traditional definition of neglect has been somewhat broadened by adding a child 'whose parents, guardian, or other custodian are unable to discharge their responsibilities to and for the child.'

This provision alleges a condition or status but does not require a finding of fault on the part of any individual or social institution.

"Under this provision, the court will still retain sufficient authority over the situation to see to it that remedial measures are taken in a timely and effective manner without labelling the child as a truant, a runaway, or incorrigible. Generally, it can be said that such conduct



is self-evident of the failure or neglect, on the part of one or more of our social institutions, whether it be the family, the schools, or other societal conditions having a negative impact upon the child." 1/

No immediate legislative action concerning juvenile court jurisdiction over "status" cases (unruly youth) is necessary at this time as a prerequisite to operation of the FCCS Unruly Youth Project. The Juvenile Court of Franklin County is in agreement with and supportive of the project's goal of diversion from the juvenile justice system. However, the elimination of "unruly youth" as a category of behavior in the Ohio Revised Code should be effected, with a corresponding broadening of the neglect category as suggested above.

#### B. LEGISLATIVE AUTHORITY FOR PROVIDING SERVICES FOR UNRULY YOUTH

It appears that Franklin County Children's Service has ample authority 2/ to provide any type of services or care which an "unruly" youth might consecutively need. For example, they are authorized to:

1. Make investigations of any child reported in need of care, protection or service.
2. Enter into agreements for custody, care and placement of a child (except permanent custody).
3. Provide a variety of types of care or service.
4. Provide service and care for a mother and her child born out of wedlock.
5. Operate a receiving home as well as other types of foster care.
6. Accept children committed by the court. 3/
7. Provide temporary emergency care for any child deemed to be in need of care without agreement or commitment.

In addition to the above, the Children's Service is also authorized to institute court proceedings. The Executive Secretary may also order the admission, removal or transfer of a child in accordance with the terms of the surrender, agreement or commitment.

The Children's Service also has the duty of keeping written records of families. Such records are confidential and open to inspection by the Board and to others

1/ Model Acts for Family Courts and State-Local Children's Programs, Department of Health, Education and Welfare, U. S. Government Printing Office, Publication Number OAD/OYD 75-26041.

2/ Ohio Revised Code, Ann. Sec. 5153.16 (Supp. 1972).

3/ The powers of the Agency with respect to committed children may be found in Sec. 2151.01 Ohio Revised Code, which defines "legal custody," permanent custody" and "residual parental rights."

only upon the written permission of the Executive Secretary. Any agreement for care must also include an agreement to pay by the parent or other person responsible for support when such parent or person is financially incapable to pay all or part of the cost.

In the case of a committed child, FCCS can also consent to medical, dental or surgical care upon the advice of one or more physicians. The Executive Secretary may also consent to enlistment in the armed forces.

It should be noted that the above provisions authorize the provision of care or service. They give the agency no power or authority over any individual. Authority over an individual can only be given through court commitment or by agreement except under a temporary emergency situation.

#### C. JURISDICTION AND DISPOSITION POWERS OF THE FRANKLIN COUNTY JUVENILE COURT OVER UNRULY YOUTH

The unruly child, as defined in the Ohio Revised Code, is one who is beyond the reasonable control of his parents, teachers, guardian or custodian, who is a habitual truant from home and school, and who has violated the law applicable only to children. 1/

Such conduct is generally included in the definition of "status offenders" in other states and in national standard-setting publications. However, Ohio also includes several other specific types of conduct including behavior which would injure or endanger the health or morale of the child or others, attempting to enter the marriage relationship without consent, being found in or visiting a disreputable place or one forbidden by law, associating with a variety of unsavory characters, or engaging in an illegal occupation or being in a dangerous situation. 2/

In Ohio, the code definition of a delinquent child also includes a child who is in contempt of court by violating any lawful order of the court. 3/

The court has broad powers in the disposition of an unruly child. 4/ They include all the dispositions which can be made in the case of neglected and dependent children. 5/ These include permitting the child to remain at home under supervision, committing the child to Children's Service, to any other public or private certified agency, or an institution or agency in or out of the state or to the Ohio Youth Commission for study.

1/ Ohio Revised Code, Ann. 2151.022 (Supp. 1972).

2/ Ibid.

3/ Ibid. Sec. 2151.02.

4/ Ibid. Sec. 2151.354.

5. Ibid. Sec. 2151.353.

In addition to the neglect disposition, the unruly child may be placed on probation, have his driver's license suspended or revoked as well as the registration of any car owned by the child. Also, the court, after a further hearing, may apply all the sanctions available in the case of a delinquent child if the court finds the child is not amenable to treatment under a previous disposition. In any disposition the court may also order the parents of an unruly child to pay for the care, maintenance and education of the child. <sup>1/</sup>

A commitment of an unruly child may continue until he is 21 years old unless a limited period is set by the court or the commitment is terminated or modified by the court before the age of 21. <sup>2/</sup>

#### D. OTHER LAW RELATED TO UNRULY PROJECT OPERATION

It should be noted that unless otherwise provided by law, the parent or legal guardian of an unemancipated youth has the legal right to the custody of such youth, which also includes the right to make decisions in relation to the youth's care and treatment. This right, however, may be limited or terminated by state laws which now permit various types of care and treatment without parental consent. These may present issues which are particularly relevant to care and service for the self-referral and the runaway.

##### 1. Consent for Medical Care.

Consent for general medical service in Ohio appears to be based upon the mature minor doctrine in Lang v. Laird 166 Ohio St. .12, 139 N. E. 2nd 25 (1956). In other words, if the circumstances indicate sufficient maturity, a minor can consent. The case concerned an 18 year old involved in a minor operation. In an emergency situation requiring medical and surgical treatment immediately, there is also a procedure whereby the Juvenile Court can consent, upon the recommendation of two physicians. (Ohio Rev. Code Ann. 2151.03 - Supp. 1970). Venereal disease is an exception. Here a minor can consent to diagnosis and treatment of any venereal disease by a licensed physician. (Ohio Rev. Code Ann. 3709.241 - Supp. 1972).

The law relating to Family Planning services is not clear. It authorizes the Welfare Department to provide such services to ADC mothers. In such cases, the Welfare Department requires parental consent for services to minors who are not married or emancipated. The Health Department Policies do not appear to place any restriction on service to minors. There does not appear to be any specific law governing pregnancies or voluntary sterilization. Presumably, the "mature consent" doctrine would apply.

##### 2. Placement in Foster Care.

It would appear that the placement of an unemancipated minor without the

1/ Ibid. Sec. 2151.36.

2/ Ibid. Sec. 2151.38.

consent of the parent or guardian or authority by court commitment would subject the agency to various legal actions. The only exception would be temporary emergency care in certain situations.

#### 3. Purchase Contracts and Agreements for the Provision of Care or Service.

The nature of the contracts and agreements with other agencies will differ depending upon whether FCCS has the power of legal custodian or is providing care or service by agreement with the parent or guardian. In addition to the usual financial arrangements, they should include other provisions such as those for:

- a. The protection of the records of the recipients of care or service.
- b. Periodic report to FCCS upon the condition and/or progress of the youth.
- c. The right of FCCS staff to observe and consult with the youth at any reasonable time.
- d. Reporting immediately any action deemed necessary which is beyond the scope of the agency's delegated authority.

#### E. LEGISLATIVE RECOMMENDATIONS

There appears to be no need for legislative action, of an emergent nature, as far as the operation of the project for services to unruly youth is concerned. This is particularly true since the court has administratively approved certain procedures, and the police departments, the schools, the Franklin County Children's Service, as well as other public and private agencies and planning groups are in general agreement with and supportive of the project's objectives... to provide a service delivery system composed of community-based programs which are outside of the juvenile justice system.

The juvenile court code as well as that governing the operation of Franklin County Children's Service, were both reviewed as they relate to unruly youth. Although not of an emergent nature, changes are recommended in both. The continued operation of the project may also reveal the need for additional changes, as well as changes in other related statutes. It is nevertheless necessary to institute the development of a legislative program at a reasonably early date.

##### 1. Changes Recommended for the Present Juvenile Court Code.

Although a number of recommendations for change could be made, the following are limited to those which have a fairly direct relationship to the unruly youth project: <sup>1/</sup>

1/ For specific legislative language and comments on model juvenile court legislation, and the powers and duties of the agency given responsibility for providing services to children, see "Model Acts for Family Courts and State-Local Children's Programs," op. cit.

Sec. 2151.01 Construction and Purpose

It is recommended that a provision be included in this section giving the court the specific obligation to divert children from the juvenile justice system whenever possible, consistent with the protection of the public and the welfare of the child.

Sec. 2151.02 "Delinquent child" defined

It is recommended that part (b) be deleted. This is a loophole whereby an "unruly" child can, with ease, be declared a delinquent. It is also of questionable legality since it has the effect of placing the "unruly" child in a category of children who have committed crimes.

Sec. 2151.022 "Unruly child" defined

It is recommended that this definition be deleted and the definition of neglected child be enlarged by adding a new part as follows:

(e) "whose parents, guardian or other custodian are unable to discharge their responsibilities to end for the child." In addition, findings under (A), (B), (C), (D) and (E), a second finding that the child "is in need of care or supervision" should be required.

Sec. 2151.27 Complaint

This section gives any person having knowledge of a child who appears to be a traffic offender, delinquent, unruly, neglected or dependent, the right to file an official complaint in Juvenile Court. This means that parents have an absolute right to file a complaint. As such, the Unruly Project should advise parents of this right, although the Project should try to settle cases without parents going to juvenile court.

It is recommended that in unruly cases (and delinquent) that the court, through the intake department serving the court, have authority to approve such complaints in cases where the protection of the community or the welfare of the child require such action. Furthermore, it is recommended that in the case of "unruly" children, authorization to file be limited to a public or private agency authorized to provide services or care to children and families, a hospital or a mental health agency.

This limitation on who may file a complaint alleging a child to be unruly, is designed to afford an appropriate agency -- preferably a state or local agency vested with the authority to provide services for children and youth -- the opportunity of offering its services and involving the authority of the court only when voluntary efforts have failed. This appears to be the procedure under which the Unruly Project is now authorized to operate by the court. Ultimately, this procedure should be authorized by statute.

Sec. 2151.31

It is recommended that the state be required to prove by clear and convincing evidence that the criteria for detention have been met.

Sec. 2151.312 Place of detention

This section permits the placing of delinquent, unruly, neglected and dependent children in jail. This should be prohibited. Generally, unruly children should be placed in shelter care pending court, rather than in detention. However, when their conduct meets the criteria set forth in Sec. 2151.31, they may need to be placed in detention care pending the court hearing. If such is the case, they should be segregated from delinquent children. It should be noted that if the criteria for detention provided for in Sec. 2151.31 are strictly observed, the placement in detention of an unruly child should be rarely necessary. Furthermore, the placement of an unruly child in a sub-standard facility, may be questionable on constitutional grounds. 1/

Sec. 2151.34 Treatment of children in custody

This section also permits the placement of delinquent, unruly, neglected and dependent children in a detention home.

Sec. 2151.354 Disposition of unruly child

We recommend the deletion of this Section and that the unruly child be disposed of as provided in Sec. 2151.353. Part (c) of this Section also completely negates the intent of the unruly category by permitting the court at a further hearing to dispose of the child as a delinquent. The placement of such a youth in an institution for delinquent children for long-time treatment, should be prohibited. The legality of such a placement is highly questionable on constitutional grounds. 2/

2. Changes Recommended in the Children's Services CodeSec. 51.17 - Records of Investigations

This section does not provide for sufficient protection of records. The Executive Secretary can permit any person to see a record by giving written permission.

Written records should be kept on all actions taken by project staff and information received regarding referral to or applying for service.

Such records should be confidential and used only for the provision of service or care except upon the written consent of the youth or his parent or guardian. The same provisions should apply to any other agency or individual providing service or care by agreement or contract. Any person having information which would fall within the above confidentiality provisions, as well as that received through

1/ Martarella V. Kelley - 349 F. Supp. 575 (1972).

2/ Ibid.

oral communication, should also be given testimonial privilege by statute. Such provisions, however, would not pertain to a conspiracy or voiced intention to commit a criminal act. Here there would be a duty to inform the appropriate authorities. (For suggested legislative language, see "Model Acts for Family Courts and State-Local Children's Programs," op. cit. Sec. 48, 49.)

There should also be a legislative provision which would protect any person or agency or employee thereof from civil or criminal liability, who, in the absence of proof of malice, provides information to the Children's Services or participates in court proceedings as a result of providing such information. Ohio Rev. Code Sec. 2151.421 (Supp. 1972) now provides such protection in the case of abused or neglected children.

Although the code governing the operation of the Children's Services provides ample program authority, there are few, if any, provisions which would assure due process after commitment or agreement. These should be included in a procedural manual for the project, which should be compiled as soon as possible. However, since the procedures required for due process apply to all children served by FCCS, they should be provided for by the Code. (Part II of "Model Acts for Family Courts and State-Local Children's Programs" is suggested as a guide.)

## CHAPTER 7

## INFORMATION AND EVALUATION NEEDS FOR UNRULY YOUTH SERVICES

	Page
A. Introduction.....	7.2
B. Development and Implementation of a Comprehensive Management Information System.....	7.3
C. Inventory of Needs of Unruly Youth.....	7.7
D. Identification of the Target Group to be Served...	7.8
E. Evaluation of Current Agency Capacity to Provide Service.....	7.11
F. Monitoring and Evaluation System.....	7.11
G. Performance Measurements.....	7.13
1. Introduction.....	7.13
2. The Context of Humaneness and Justice vs. Performance.....	7.14
3. Individual Performance.....	7.15
a. The Jesness Inventory for Unruly Project Individual Case Assessment.....	7.15
b. Other Individual Performance Measures.....	7.18
4. System Performance.....	7.18
5. Recidivism.....	7.21
6. Other Recommendations Regarding Performance Assessments.....	7.22
7. Additional Areas of Evaluation.....	7.24
8. Inter-Organizational Relationships.....	7.24
9. Cost Control and Benefits.....	7.26
10. Follow-up Study.....	7.27
H. Unmet Data Needs of the Crisis Center.....	7.27
I. Support Unit Unmet Data Needs.....	7.28
J. Other Possible Supplementary Evaluative Studies...	7.29
Figure 2 - Information Flow Design: By Selected Types and Sources of Data of Monitoring and Evaluation System.....	7.31
Figure 3 - Information Flow Design: Intra- organizational Report Generation by Management Functions and Decision Centers.....	7.32

INFORMATION AND EVALUATION NEEDS FOR UNRULY YOUTH SERVICES

A. INTRODUCTION

The Unruly Youth Project, like most other human service programs, is offering a complex set of services, operating within a larger and more complex organization (i.e., the Franklin County Children's Services) and as part of a complex community network of services that includes the police, courts, schools and community agencies.

It is a relatively small program, with extremely limited resources for data collection and evaluation. Service staff, as is usually the case, are preoccupied with service delivery and not particularly skilled in data collection. Few service staff have been exposed to information systems that had a payoff in terms of more effective services or other rewards.

Too often, data collection is developed and operated as an external system, not integral to the working service program, and is seen by service staff as a nuisance--irrelevant and not too reliable. The Project is, however, moving in the direction of integrating data collection with service delivery.

The John Howard Association staff visits to Franklin County verify the fact that the various "systems" involved in providing services to unruly youth have very weak data bases as individual systems and, for a variety of reasons, are even weaker as a total "system." As a result the John Howard Association study was handicapped in obtaining data that could be used for planning purposes.

For example, there is little data that is definitive or reliable about the number of individual unruly youth. There is even less about the types of services they need, where these services should be located, what unit costs are or what needs to be added to existing services.

The data that are available about unruly youth in various agencies (law enforcement, court, schools, FCCS, agencies, etc.) are part of larger, more complex data systems established and maintained essentially for other purposes. It would be impossible from a practical point of view, in terms of time and resources available to the Unruly Project, to construct a data collection system that will meet the needs of all these agencies and integrated into the larger systems.

For these reasons, the data system approach taken in this report is essentially that the Unruly Service Project develop a data collection and analysis system that will primarily serve the Unruly Project. To the extent possible, it should be integrated with other systems. This development and integration are expected to take a long time--and much effort--because these other systems change over time. Also, it is evident that the recommendations made in this report cannot be fully carried out with the present staff and resources.

It should be recognized that an important beginning has been made toward the development of a data system for the Unruly Project. The discussion and recommendations made in the JHA report are intended as suggestions and guidelines for further refinement or development of that system.

B. DEVELOPMENT AND IMPLEMENTATION OF A COMPREHENSIVE MANAGEMENT INFORMATION SYSTEM

1. Before proceeding with the development of a Management Information System, there needs to be extensive clarification of the need for such a system, the extent of information that should be collected, and a specification of its uses. Currently, differences of opinion exist between the Technical Advisory Committee, the Administrative Staff of FCCS, and the technical support staff of the Information and Evaluation Unit (I & E) of FCCS regarding the questions raised.

COMMENT: A Management Information System refers to an integrated man/machine system for providing information to support the operations, management, and decision-making functions in an organization. No clear management oriented data collection system apparently exists, although some information



is now being collected for descriptive, analytic and reporting purposes. The uses of such information beyond meeting reporting requirements could not be specified.

2. However, a partial--even small scale--development of a MIS is possible and if implemented should proceed in stages that are compatible with agency resources and needs--these are foremost the monitoring and evaluation of internal and external service delivery systems in that order of priority. Modular development of such systems are typical.

COMMENT: Since the immediate directions and the ultimate survival of the Unruly Project rest with program accomplishment, the first information system priority should be that of program accomplishment. (See later discussion of monitoring and evaluation system.) The data collection being planned by research staff assigned to the Unruly Youth Project could serve a tactical and strategic planning function while the reporting data produced through I and E can, in part, be used in an operational control function (see Figure 1).

3. While the FCCS information and evaluation unit appears to have the technological capability for the development of a management information system, questions arose about the extent to which it was either desirable or feasible at this time to commit these resources to the development of a MIS related to the Unruly Project needs. The I and E unit is under considerable pressure to meet the FCCS's reporting requirements, which may take precedent over the valid need to begin to develop components of an MIS.

COMMENT: It does appear that the FCCS I and E unit has the machine, technical and staff capability to develop an MIS that would permit the storage and filing systems needed, permit periodic and automated reporting, and updating of data.

IF THE DECISION IS TO PROCEED WITH A MANAGEMENT INFORMATION SYSTEM, THE FOLLOWING CRITERIA ARE SUGGESTED AS GUIDELINES:

4. The data needed for the MIS should be specified by the potential users of the information by the following classification:
  - a. Usage (operational, planning, interpretation)
  - b. Type (descriptive, analytical, historic, theoretical, etc.)
  - c. Source (internal, external, units involved)
5. The organization of the MIS should relate to both organization functions and activities as identified and displayed in Figure 1 on Page 7.6.

COMMENT: In terms of organization functions, the MIS may be viewed as a confederation of information systems, one for each organization function (budget, personnel, service provision, etc.). Each functional system may contain data elements in common with another, but stands alone in its unique programs, procedures, models, etc. Information needs reflecting a hierarchy of organizational activity sub-systems include (as shown in Figure 1) transaction processing, operational control and evaluation, tactical planning and strategic planning. Essentially, management is reflected in the process of converting information into action through decision-making (and implementa-

tion that follows) at each activity level in the organization. MIS derive their source data from operational control systems.

6. A needs and cost estimate for the MIS should be undertaken by the Unruly Project (or FCCS). This should include cost estimates from participating community agencies for their activities which are (or would be) integral to the system. Outside consultation by systems and computer analysts may be necessary.

COMMENT: Cost estimates for personnel, equipment (if any), software and systems development are difficult to determine. They are long range in nature and can easily be expensive. Cost limits have to be set, along with developmental priorities, which take into account stages and the particular units under development.

7. Clear lines of responsibility and accountability for decision-making at various levels of management need to be established, and the information needs at each level determined. (Figure 1)

COMMENT: Currently there is a vagueness about the information needs at different levels in the organization--for making management decisions. There are no criteria for selection, specific guides for organization or systematic reporting of information. Data collection and activities should be organized around decision-making needs.

8. Management training should be instituted for administrative and line staff, with particular emphasis on the decision-making process and its inferential and data bases. Since the MIS data base will also include some community agencies, key personnel in those agencies should also be involved in data-oriented management training to the extent necessary for effective participation in the Unruly Project data system.

COMMENT: While highly motivated and clinically oriented, many staff are not oriented to data-based decision-making or to the management uses that are possible. The quantification and tabulation of case activities and outcomes is antithetical to some practitioners.

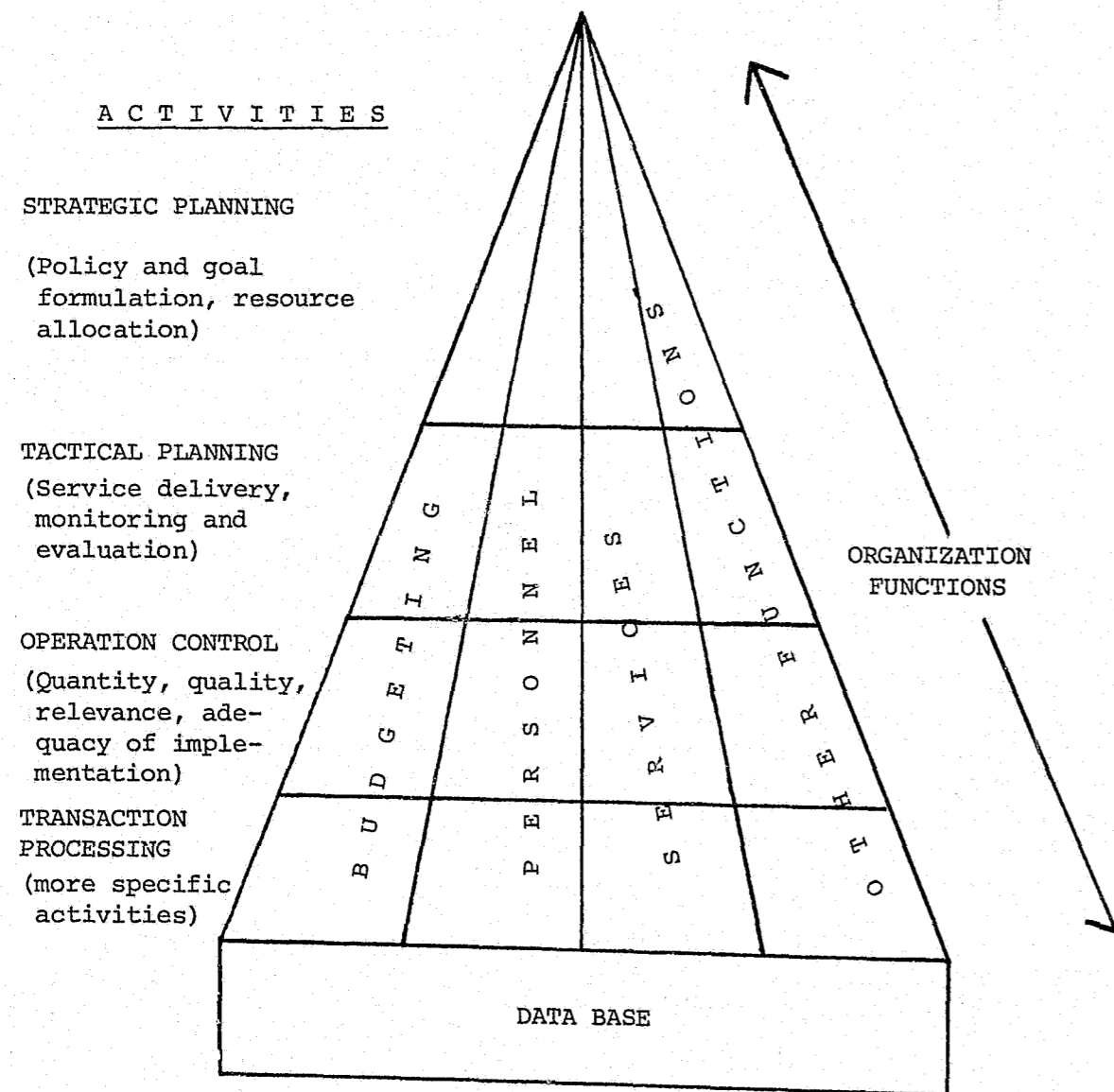
9. Priorities and value factors need to be determined and assessed as an integral part of the MIS.

COMMENT: Data cannot be assessed properly without consideration of its relevance to values, attitudes, priorities, internal and external constraints, personnel, etc., which form a framework for application of the data. No such framework for analysis exists currently.



Figure 1

## DATA BASE MANAGEMENT SYSTEM



10. Development and implementation of an effective MIS for the Unruly Project should be guided by the following principles:

- a. Data collection forms in use, as well as those developed later, should be designed to promote machine processing.

COMMENT: Many current data forms and collection methods are not oriented to machine processing and make machine tabulation cumbersome, if not impossible, e.g., case activity forms, closing summaries, etc.

- b. Systematic and regularized reporting of information should be maximally automated once the basic report content has been determined. (Supplementary programming of regularized reporting will probably be required.)

- c. Rather than merely producing gross printouts, the MIS should produce reports that are relevant, selective, appropriate and interpreted for maximum usability.

11. Reports, properly interpreted or explicated, should be quickly disseminated to appropriate decision-makers.

COMMENT: Current human resources available to the Unruly Project may well preclude frequent or comprehensive interpretive reporting consistent with the functions of a MIS or good management procedures.

12. Effort should be made to maximize the compatibility of the various community agency reporting systems with the Project's internal reporting system.

COMMENT: Without compatibility, there will be a loss of descriptive and evaluative information and the effort will be wasted. In some instances it will be necessary to help cooperating community agencies develop or adapt their systems so they are compatible with those of FCCS.

C. INVENTORY OF NEEDS OF UNRULY YOUTH

1. Systematic data collection procedures for the assessment of needs of unruly youth need to be developed and implemented. These procedures should include:
- A definition of classes of need.
  - A specification of classes of service that might alleviate that need.
  - A formal determination of the frequency with which the classes of need occur.

COMMENT: No systematic procedures exist that will highlight the needs of unruly youth in Franklin County. As is usually the case in human service programs, need is being determined on an individual and impressionistic basis which falls short of contributing effectively to the planning process.

2. Needs determination should be based on a number of sources of data, including the clients, the Unruly Project and community agencies cooperating in the effort.

COMMENT: Different perspectives on need should be assessed because of the specialized perspective of the various program participants--and the desirability of establishing the reliability and validity of variously identified needs.

3. Needs determination should be made over a period of time rather than merely at an early point of contact, since often needs emerge or become evident only later, or in a different form.

COMMENT: Many client needs are assessed at intake but not assessed during the period when services are being given. This procedure may produce gross errors in estimation of both the volume and nature of need.

4. To be useful to the Project, the data collection procedures for identification of need must be simple, generally applicable by all that are using it, and with identified needs easily retrievable.

a. The case-by-case method of needs assessment is believed to be the most practicable and precise for estimating classes and incidences of need.

b. Needs assessment should be based on information that flows from the regular recording of activities in the Project.

5. Reported needs should be evaluated by the Unruly Project and cooperating agencies to determine which remain unmet and which were met by project or agency services. It probably would be most practical to do this during the follow-up evaluation of cases suggested elsewhere in this report.

#### D. IDENTIFICATION OF THE TARGET GROUP TO BE SERVED

1. Given the limited project resources, the data collection procedures currently planned by FCCS or already in operation within the Project appear for the most part to be adequate for purposes of describing the population to be served (quantitatively and qualitatively).

COMMENT: The variables list, "Unruly Project Variables," covers most essential data dimensions that are collectible in the immediate future. The face sheet information, family history, running narrative of treatment, activity reports and closing summary together provide quantitative and qualitative information sufficient for a first data cut at population description.

2. Where possible, efforts should be made to standardize data collection not only within the units serving unruly children directly, but to attempt to establish maximally compatible data collection systems for the groups of children serving as comparison or control groups. Without this, comparisons may not be possible.

3. If feasible, additional background variables that have been found to affect recidivism rates should be incorporated into the variables list because of their descriptive and potential predictive values.

COMMENT: These variables include:

Age at first court appearance.  
 Presence of both parents in the home.  
 Age at first institutionalization, if any.  
 Educational retardation.  
 Illegitimate birth.  
 Use of narcotics or other drugs.  
 Employment status and job stability, if relevant.  
 Attitudes toward earning a living.  
 Expectation of attaining life goals.  
 Minority group status.  
 Previous connection with more serious behavior.  
 Seriousness of presenting problem.  
 Family disorganization.  
 Acceptance of delinquent norms.

4. An early effort should be made to test the utility of qualitative information that is being collected regarding population characteristics--to see if the information can be objectified to facilitate collection and tabulation.

5. To better understand the population profile, cross tabulations should be made among key variables to determine their inter-relationships. These key variables are items such as source of referral, presenting problems, demographic characteristics.

COMMENT: The "Profile of Unruly Population" (October 1974) briefly inter-relates a few of the population variables, but these relationships are not fully explored or explicated. This point is further elaborated in the later section, "Other Recommendations Regarding Performance Assessments," (a), Page 7.22.

6. Any population profile figures based on samples should also contain statements of error estimates as well, since these can play an important part in administrative planning.

7. The characteristics of the population to be served are in a state of flux, and should be recognized as such.

COMMENT: With an increasing emphasis on self-referrals from community resources other than the law enforcement and the juvenile court, and other out-reach efforts, the population data should be assumed to be unstable until there is some demonstrated stabilization in the data consistent with the level of the Project's development.

8. There should be clarification of the limits of the population to be served (both for data collection and program reasons), since neither the Crisis Center nor the Support Units are geared to servicing the hard-core, multi-problem families.

- a. Unless these families are screened out of the project, available resources (at the current level of funding) will be overwhelmed with long term, relatively intractable cases that will doom the Project to a low rate of effectiveness.
  - b. Alternative modes of treating these families outside the Crisis Center and Support Units need to be developed and implemented as early as possible--or simply recognize that the Project is to have no responsibility for them.
9. Forecasting the number of unrulies to be served in the future should be deferred until a later date because there are many reasons that predictions at the present would be meaningless. The following problems have to be overcome before any meaningful predictions of volume or nature of unruly cases can be made:
- a. Lack of clarity in definition of unruly cases (the most serious problem).
  - b. Incomplete data collection system now operating.
  - c. Lack of an adequate experience base in promoting "walk-ins" or referrals from community agencies.
  - d. Duplicating counts in present statistics.
  - e. Data omissions from many sources.

COMMENT: Estimates of future service needs can only be fiction given the current level of knowledge about unruly cases.

10. As the unruly population appears to stabilize, short-range estimates may be made based on a variety of data sources--but these will at first probably represent minimum levels of need in contrast to real need.
- a. Estimates that are made should be based on the accumulation of estimates made by the source of referral, e.g., the police, the juvenile court, schools, self-referrals, etc., which will more clearly specify population changes over time.
  - b. Specific sources of change in population may suggest strategies that are needed to re-direct changes in program.
  - c. Stable estimates in the gross unruly population may mask significant changes in subpopulations.
11. "Parameters of Unruly Population," Ely, 1/6/75, is a retrospective assessment and may or may not reflect a valid estimating methodology. The initial estimates appear to underestimate the population.

COMMENT: The assumptions upon which these unruly population estimates are based should be verified periodically, particularly at short intervals during the Project's initial phase. Assumptions #1, #2 and #5 probably are invalid.

12. Population estimates should take into account the monthly variations that are likely to appear for various reasons such as seasons, school terms, holidays, etc.

#### E. EVALUATION OF CURRENT AGENCY CAPACITY TO PROVIDE SERVICE (INTERNAL AND EXTERNAL)

1. Current internal and external agency capacity to provide services should be evaluated quantitatively and qualitatively.

COMMENT: Since the purpose of agency service is to effect change in the behavior of unruly youth, agency capacity must be viewed not only in terms of how many cases can be accepted, but also in terms of the frequency with which cases can be seen, the types of services that are offered and provided, the qualifications of the treatment or change agents, and other factors relevant in terms of indicating change.

2. The assessment of current agency capacity should be viewed only cross-sectionally and may not be fully evident or stable until a later date.

COMMENT: The reason for this is that agencies will be redefining their roles in relation to the Project on the basis of a number of factors, including financial considerations, service experience, etc., that may affect service availability.

In addition, the procedures for assessing agency performance and other data collection requirements may have a bearing on availability of agency service.

At a later date, when conditions in the community and the Unruly Project have stabilized, a reassessment of agency capacity should be undertaken, with changes in availability and service criteria noted.

3. When relatively stable relations have been established, a more formal agency reporting system should be instituted that periodically will reflect the capacity of community agencies to serve unruly youth.

COMMENT: Such a formal system is needed in order to have a relatively short range grasp of the current situation regarding service availability and to provide base line data for identification of changing trends in service availability and to forecast future trends.

4. As part of the reciprocal relationship with community agencies, the Unruly Project should periodically provide community agencies with relevant information concerning the population needing service and any other information of a projective nature that is generated by the MIS.

#### F. MONITORING AND EVALUATION SYSTEM

The Project (FCCS) has already developed a beginning set of procedures and objectives for monitoring and evaluating the Unruly Project. These are contained, essentially, in Dwight Ely's "Proposal for Study of Unruly Project." Reference is also made to monitoring and evaluation functions in the original proposal. Consequently, the recommendations that follow are based principally on these documents, interviews with staff members, and a review of the documents and forms that were furnished by FCCS.

The following recommendations are essentially elaborations, specifications and modifications that relate to the planning already done and reflected in these documents. Since the evaluation plan appears to be well conceived and already partly developed, there is no reason to develop alternative concepts or models that would be alien to the more immediate concerns or procedures of the agency (FCCS).

GENERAL RECOMMENDATIONS:

1. There is an immediate need for additional research staff to develop and implement the monitoring and evaluation system.

COMMENT: Soon the research specialist now assigned will be overrun by the demands of data collection instrument development and administration, monitoring the system and preparing reports from raw data. One person cannot meet all the needs of this system.

The need for additional research help is immediate and most critical during the developmental stage of the evaluation. Failure to fund an additional research position will critically delay the development and dissemination of data relevant to program evaluation and planning.

One additional position is needed immediately, either by funding a new position for the first one to two years or by the assignment of a research person from some other part of the agency (FCCS). The research capabilities of the person needed probably indicate the need for funding the position at about the \$15,000 level.

Some of the FCCS staff or consulting psychologists might also be helpful in developing evaluation devices and procedures if their time can be made available to the lead project research staff member.

OSU graduate student help should be solicited to undertake special studies. Volunteers should be used for data collection and processing.

2. Costs of necessary monitoring and evaluation should be built into the Project budget.

COMMENT: Currently, research personnel time and supplementary costs such as data collection, processing and analysis are partially covered by FCCS, but these will certainly exceed the current allocation of staff and supporting costs if the monitoring and evaluation plan are carried out.

There is also the possibility that community agencies might require reimbursement of data collection costs incurred by their service arrangements with FCCS. Unless budgeted separately these are likely to be hidden in the unit costs of services or be forgotten and not provided for by the agencies--with unfortunate results.

G. PERFORMANCE MEASUREMENTS

1. Introduction.

No consistent measures of program performance are commonly agreed upon in the field of corrections. Many performance measures are not generalizable to other programs because they reflect the attainment of objectives that are unique to a time or place. Thus, programs will often generate new criteria as they develop through various stages.

While it is not possible to delineate all the possible variables that might be analyzed as measures of performance, some suggestions can be made--within a particular framework for analysis. Probably the foremost criterion in assessing program performance is that of limiting the assessment to only those variables toward which there is either a direct effort to bring about change or an indirect effort, i.e., the consequences of the effort at change is derivable from some theoretical framework.

Failure to impose such a limitation leads directly to inappropriate program assessment and the production of recurrent "no change" or "no difference" themes in the analysis--or the taking credit for changes that occurred independent of the program efforts. If, for example, no program effort is directed toward improving school functioning, then the failure to observe changes in school functioning has no direct implication for the program. Similarly, if a child's school functioning improves and no case can be made that this resulted from program efforts, then there is no basis for claiming beneficial program effects.

This point is stressed for two reasons: (1) correctional literature is replete with examples of such inappropriate assessments which are essentially meaningless, if not misleading bases for program interpretation and decision-making. (2) Imposing such a stringent criterion for assessment requires considerable advance planning about what data to collect.

Of special concern is the necessity to collect base-line data against which the changed state of affairs can be compared. Sometimes this is simple, only requiring the use of published data; but frequently it involves extensive prior data collection on the variables of interest or planned use of ex post facto judgement data. The latter is a much weaker alternative. In either instance, thorough advance planning is crucial to insure that the proper variables are assessed.

The second necessary ingredient of the assessment process is the determination that activities were directed towards effecting change. This can be a very complicated process. The revised activity form and qualitative data collected can be used as means to confirm or refute the intent of program activities to change variables.

Another caution in the interpretation of program performance is that it can be seen from a number of vantage points, each of which may yield a different assessment. There is not necessarily consensus among the recipient of service (the unruly youth), his family, the agency worker, the supervisor, the administrator or the community as to what constitutes productive effort or program benefit. Thus, the context within which performance is to be measured needs to be specified, and in general, multiple vantage points for assessment will be more productive of meaningful evaluation than single vantage points.



1. There should be a clear differentiation between those variables the Project attempts to change and those that are essentially descriptive about status or change in status. Activity must not only be monitored, but also linked directly to goal attainment if program performance is to be assessed.
2. If possible, services should be evaluated from a number of valid vantage points to gain a broader perspective on program performance.
  - a. The recipients of service own assessments of service should be given heavy weight.
  - b. Even though the program is assessed from different vantage points, there should be built in some partial, common framework for analysis so meaningful comparisons can be made on the same set of variables. (The current plan for getting caseworker and consumer assessments does not indicate that some partial, common framework will be employed.)
3. Evaluations of program performance should be consistent with the efforts expended and the consequences sought--and thus be appropriate for that program. Only in this way can there be a reasonable demonstration of program performance or failure.

## 2. The Context of Humaneness and Justice vs. Performance.

The National Conference on Criminal Justice (1973) has articulated a set of standards which provides behavioral guidelines regarding humaneness and justice. Enforcement of these standards will have a tremendous impact on program operation and evaluation. While it is possible for a program to have positive effects and not meet criteria of humaneness, fairness and justice, the evidence appears compelling that they are necessary ingredients to program accomplishment, although accomplishment is not guaranteed. The following are illustrative of the criteria for humaneness and justice in handling unrulies that should be addressed before program accomplishments can be claimed.

- a. Adequacy of sustenance conditions provided (when applicable).
- b. Nature, scope and quality of interaction with peers and family members.
- c. Access to and use of community resources.
- d. Due process and other protections of individual rights.
- e. Degree of restrictions imposed on offenders, when relevant.
- f. Extent of segregation of facilities (when relevant).
- g. Extent of discriminatory handling due to a person's ascribed characteristics.
- h. Provisions for insuring the right to treatment.

It is only within the context of these guidelines that program performance can be properly assessed.

The suggestions for performance assessments that follow take into account those already mentioned in Ely's "Proposal." They are intended to be illustrative of some of the variables and areas that might be used as performance measures and are not intended to be exhaustive. Also, the focus of performance assessments should be on impact consistent with brief/crisis services.

## 3. Individual Performance.

The evaluation of individual change during the course of exposure to the Unruly Program is a basic unit of performance evaluation. It is used not only for purposes of individual case assessments, but also serves as a basis for assessing system performance for the total program.

It is recommended that:

1. Each time an assessment for service needs is established, that formal follow-up evaluation of the gains and costs on a case by case basis be undertaken at critical points during, at the termination of, or after service delivery.
2. That some overall assessment of individual performance be periodically undertaken in terms of the extent of accomplishment relative to objectives sought and effort expended. (Goal Attainment Scaling apparently will be attempted, although the instrument has been conceptually, methodologically and interpretively discredited and found to be disruptive to staff.)

Some of the individual assessment components that can also contribute to an overall assessment include:

- a. Educational change (skill, knowledge, attitude, and grade level changes).
- b. Employment status change (skill, attitude, relationships, job stability and achievement).
- c. Social-psychological change (self-concept, alienation, pathology, social orientation).
- d. Personal functioning (alcohol/drug use, family relations).

### (a) The Jesness Inventory for Unruly Project Individual Case Assessment.

At the time of the JHA site visits it appeared that the Jesness Inventory was to be used as the primary instrument for assessing the attitudinal/psychological impact of the Unruly Project services on the individual youth. This decision was based on the presumed relevance, reliability and validity of the instrument and its sub-scales as well as the belief that it could be self-administered effectively during the initial contact with clients.

The inventory contains 155 items that are supposed to be completed in about 20 minutes by all respondents except perhaps those with the grossest reading

problems. It became apparent that although some staff questioned its utility, other staff had a high degree of commitment to the use of this instrument in the Project and it was already being used at the Crisis Center.

JHA questions the utility of the instrument as the primary instrument for assessing individual client change as a result of Project activity and urges the Project to seek other/or additional alternatives as indicated in following recommendations. JHA's concern is based essentially on the following:

1. The size and content of the instrument being used are such that it is doubtful it can be administered within the allotted time period (20 minutes).
2. Client's lack of comprehension and negative attitudes about the instrument may well produce invalid results.
3. Time of the administration of the instrument (at intake) can well be interruptive to service delivery and by being distressing to service workers and clients, could affect the quality of data generated.

Since at the time of the site visits the Jesness Inventory was being administered only at the Crisis Center, conclusions about the field application are based on observations there. The Jesness Inventory often took a half hour or more to administer. Some clients filled it out with little comprehension and often considerable indifference. Caseworkers expressed unhappiness about the service interruption resulting from administration of the instrument. Some staff expressed questions about the utility of the instrument.

These considerations do not suggest the instrument is totally inappropriate to use, but rather that there should be greater justification of its use as the primary tool for assessing attitudinal states and changes in clients. Given the length of the Jesness Inventory, its problems in administration, its sometimes questionable item and scale scoring <sup>1/</sup>, its questionable reliability and validity for unrulies <sup>1/</sup>, and its uncertain relevance to treatment <sup>1/</sup>, the Project's heavy reliance on this instrument seems unwarranted. This does not suggest that the instrument is invalid or useless, but that its utility and relevance for the Unruly Project are empirical questions that need to be documented. The Jesness may or may not be better than comparable instruments; this, too, is an empirical question. The problems cited above for the Jesness Inventory as applied to the Unruly Project are not unique to that instrument, but are fairly common to this kind of inventory construction. (JHA was in fact favorably impressed with some of the content and procedures used in the inventory being applied by the Unruly Project.)

#### RECOMMENDATIONS:

The following recommendations are, of necessity, exploratory, and should be

<sup>1/</sup> These items are analyzed and critiqued in Attachment #1, Assessment of the Jesness Inventory, contained in the Appendix.

carefully monitored when implemented:

1. That the use of the Jesness Inventory be limited to a randomly selected subsample of the unruly population in order to test its efficacy in determining attitudinal/personality states and changes.
2. That other, shorter instruments of at least comparable reliability and validity and that measure the same sub-scale dimensions as the Jesness also be employed on other sub-samples of the unruly population to establish their relative efficacy and comparative utility. Different combinations of packages of sub-scales might be used on randomly selected sub-samples.
3. That the use of additional sub-scales as well as the Jesness be tested for programmatic relevance against the interventive activities and objectives of treatment agents.
4. If feasible, about a 25 percent randomly selected sub-sample of the Jesness Asocialization scale items be tested against the full sub-scale to see if the results are the same and an economy of administration obtained.

COMMENT: Since the Asocialization sub-scale is derived from the other instrument items it will not be practical to use this scale if the Jesness is not universally applied to all cases. Yet, this sub-scale is the most differentiating of them all and it would be a shame not to benefit from it.

- a. Other Asocialization or comparable scales should be used in the other sub-samples to serve as comparative bases for assessing the efficiency and effectiveness of the variety of instruments tested.
  5. The administration of data collection instruments should be varied in terms of location during the course of the initial interview and by instrument "package." In this way, the nature and extent of disruptions resulting from data collection can be differentially assessed.
- COMMENT: Some disruption and unreliability will persist: there is no way to eliminate these factors, only to minimize them.
- a. Some shorter instruments other than the Jesness may lend themselves to verbal administration by caseworkers and permit an interweaving of data collection with diagnostic or treatment functions. For example, the administration of the self-concept scale could be articulated with caseworker probes about potentially revealing themselves. Although new biases are likely to be introduced, these would have to be weighed against the benefits, if any, of integrating data collection with service intervention.



Implementation: Most of the preceding findings and recommendations were reviewed with Unruly Project research staff (Dwight Ely) on site. It was JHA's understanding that Mr. Ely would be the one to select the alternatives to the Jesness Inventory for testing, since he seemed to agree with the thrust of the recommendations and would be closer to the program and its emerging and changing needs than JHA. The persons who have to live with the data should be the ones to choose the instruments, particularly when the data and conceptual bases for selection are public and easily accessible.

Mr. Ely was referred to Robinson and Shaver, Measures of Social Psychological Attitudes, as one excellent, documented source book, which he had in his office. Some possible alternative measuring instruments contained in the book were briefly reviewed with Mr. Ely, and another forthcoming sourcebook by Robinson et. al. was suggested. Weiss' Evaluation Research (paper) of which Mr. Ely has two copies in his office, also contains another list of sourcebooks on instruments.

(b) Other Individual Performance Measures.

Other individual performance measures that might be attempted at various points in the Project include some of the following, which may well be either correlated with anti-social or deviant behavior, or indicative of significant changes in individuals or predictive of responsiveness to intervention: 1/

1. Discrepancy measures, especially between self and others and self and goals.
2. Ego strength, or other measures of personality integration.
3. Self in relation to society, especially alienation, anomie, social distance.
4. Flexibility/rigidity.
5. Value orientations, especially moral and social.
6. Trust in others.
7. Religious orientation.
8. Morale.

4. System Performance.

System performance may be evaluated in terms of (1) aggregations of individual performance scores and (2) aggregations based on specialized measurement criteria; the two approaches are complementary views of system performance. Also,

1/ These measures are available for the most part in Robinson and Shaver, Measures of Social Psychological Attitudes.

differentiation must be made between performance that occurs inside or outside of the project.

(a) Individual Aggregations.

These are simply aggregate totals derived from a summation of individual participant performance.

It is recommended that:

1. Individual performance data be systematically aggregated to give a picture of the total effect of particular services(s) and cross tabulated and analyzed multi-variately as needed.
2. That the net effects data generated for individual cases also be aggregated for purposes of system performance assessment;
3. That periodic reports for specified time periods be routinely established for individually aggregated data and used in making programmatic decisions.

(b) Program Aggregations.

These involve determinations of performance against some standard, goal or change criterion. The particular goals and standards will vary with the program type and status and will vary with the content and goals of program as well. The following are suggestive possibilities and are not exhaustive.

1. Shelter/Detention Dimensions.

- a. Type of detention facility and average length of stay--the shorter the stay, the more effective the unit.
- b. The lower the proportion of shelter/detention cases, the more effective the program.
- c. The lower the cost per unit of quality shelter, the more efficient the unit.

2. Processing Dimensions.

These are for activities that are primarily concerned with screening, processing, and referral that are indicative of system effectiveness:

- a. Adequacy of screening and assessment.
- b. Congruency between diagnosis and recommendations and actual outcomes.
- c. Percentage of juveniles referred to non-stigmatizing service programs.
- d. Extent to which case processing adheres due processing procedures.

- e. Rate of successful and appropriate referrals, internal and external.

### 3. Change Dimensions.

These aspects of the program must be differentiated according to goals attempted and accomplished, and have been largely suggested in the previous discussion of individual assessments and aggregations.

Reduction in, or elimination of, the "crisis" component in family situations may be one of the more salient dimensions of change.

### 4. Exit Preparation and Management Dimensions.

- a. Client perceptions and evaluations of services received.
- b. Percentage of clients later committed to correctional programs.
- c. Percentage of clients employed or in school, as appropriate.
- d. Extent, frequency and type of staff intervention in the community on behalf of clients and the results of these efforts.
- e. Extent and quality of client-staff planning of treatment and post-termination problem management.
- f. The extent to which client needs for supplementary services were adequately met.
- g. Consensus regarding termination decisions.

### 5. Law Enforcement.

- a. Increases in suitable referrals as well as suitable diversions.
- b. Commonness in perception of goals of the Unruly Project.
- c. Reduction in social distance.
- d. Quality of oral and written communications with project staff.
- e. Diversity and relevance of representation to the project.

### 6. Schools.

It is noteworthy that the schools--particularly in the form of truancy behavior--are implicated in nearly half of the unruly cases. To some extent their implication is a consequence of a child's unruly behavior; in other instances it would appear that school may be a causative agent in bringing about a child being classified as unruly. Some differentiation needs to be made. One anticipated problem in utilizing truancy rates and truancy recidivism involves the same definitional problems that are discussed later under the heading, "Recidivism." Without some form of standardized form of tabulation the truancy rates may be

meaningless. The following criteria may be useful in assessing the project's impact upon school policies and, in turn, their management of unruly children.

- a. A reduction in unwarranted suspensions of children.
- b. Development and use of well conceptualized alternative educational programs, especially relating to differential outcomes that relate to truancy and educational drop out rates.
- c. The use of volunteers and their relative effectiveness in a tutorial role.
- d. Extent, type and frequency of disruptive school behavior attributable to unrulies.
- e. A reduction in truancy rates.
- f. Modifications in school policies affecting the status of unrulies or their treatment by the school.

### 5. Recidivism.

Since measures of unruly and delinquency recidivism will be used as a criteria performance measure, the following material is presented as a cautionary note. While the focus of the discussion is on delinquent behavior, the same definitional and inferential guidelines are largely applicable to unrulies and truants as well.

There is relatively little unanimity about the value of determining recidivism rates as the primary criterion for system performance evaluation. Nevertheless there is considerable support for assessing recidivism rates as one significant aspect of program performance. Unfortunately, the concept varies in meaning and usage across individuals as well as agencies. For data to be meaningful, standardized criteria need to be applied.

- 1. It is recommended that the National Advisory Commission on Corrections definition of recidivism be adopted so that standardized concepts are employed. This will facilitate analysis and planning in relation to system performance.

COMMENT: According to the Advisory Commission on Corrections, recidivism is measured by:

- a. Criminal acts that resulted in conviction by a Court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by
- b. Technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status.

- c. Also, technical violations should be maintained separately from data on re-convictions.
- d. Data should be reported so that patterns of change can be determined, e.g., utilizing updated statistical tables every six months.
- e. Analysis by other relevant factors (age, offense, problems, etc.) should be established to help explain and understand patterns of recidivism.
- f. Status offenses should be treated separately.

The above suggestions should provide trend lines and potential explanations that should assist in and provide a basis for policy and/or program adjustment.

The use of the above framework requires an understanding of some of the cautions, limitations, and choices that are involved:

- a. Recidivism data can only tell about one particular kind of program failure and does not necessarily warrant the conclusion that the absence of recidivism is equivalent to program success.
- b. A single act of recidivism is enough to classify a person as a program failure, thus neglecting a broad range of possible program accomplishments.
- c. Recidivism may be evaluated in relative terms rather than absolute terms, thus allowing for program success to be counted in terms of fewer and less serious offenses or acts by participants. (There is considerable disagreement over the merits of this approach.)
- d. The frequency of law violations is, in part, a function of law enforcement efficiency and community tolerance for certain kinds of behavior; these have to be assessed in evaluating recidivism. Similarly, the seriousness of offenses is subject somewhat to local interpretation.

#### 6. Other Recommendations Regarding Performance Assessments.

- (a) It is recommended that data analysis consultation be provided to the Unruly Project staff. While this recommendation is based on only a limited sample of work, the number and types of errors and omissions in data analysis warrant consultation. Without this assistance, maximal use and interpretation of data generated by performance assessments, runs a risk of being unused or underused.

COMMENT: The recommendation is based primarily on the analysis of the "Profile of Unruly Population," although other evidences of deficiencies in data analysis and interpretation were observed in other reports as

well. The deficiencies of the "Profile" include: (1) Tabled data are presented in terms of extrapolated population figures rather than on the basis of sample figures; (2) No ranges of estimates of error are presented as they should be with extrapolations; (3) The percentaging of tables is simplistic, reflecting only the relationship between a particular cell and the total number of observations; (4) No analysis of the inter-relationship between variables is presented, and tables are not percentaged for that kind of more sophisticated analysis. Presumed causal determinants of relationships are also not clear, if implied at all. For example, the Sex by Race table suggests misleading differences in looking at the percentages presented when, in fact, the proportion of male and female cases are equivalently distributed among Blacks (43% and 57% respectively) compared to Whites (41% and 59% respectively); (5) No partial analysis of the tables are made when in many instances a three variable analysis would be possible and should have been undertaken; (6) The data is presented in purely descriptive terms and not interpreted at all. No inferential meaning is attached to data when this is the essence of data analysis. For example, the percentage of Blacks (42%) to Whites (58%) in cases opened by the agency would suggest a racially disproportionate number of openings relative to the general population distribution in Franklin County, which would warrant further investigation. Also, what selection bias accounts for the surprising fact that considerably more female than male cases are opened in the Unruly Project? While the purpose of the report was to present a population profile for internal planning purposes the gaps and omissions in the report preclude other than the most minimal usage of the information available.

- (b) While the plan for data collection (in the "Proposal") reflects a good starting point, there is a lack of information about the proposed data analysis, which should be included as part of the basic research plan.

COMMENT: The absence of a formalized plan for specific data analysis runs the risk that suitable data will not be collected in the form desired and that data analysis cannot be conducted as intended. Dummy tables revealing planned relationships and reflecting explicit or implicit hypotheses should be established. Trial analyses should then be conducted at various stages of early data collection in order to determine whether modifications in concept or data collection and analysis are needed.

- (c) It is also recommended that the comparison group designs finally arrived at be specified according to the relative degrees and types of control for both internal and external validity. No such statements now exist in the proposed design.

COMMENT: Specification of these dimensions help to clarify the types of limitations that are built into every design, suggest alternatives to control for undesirable effects, and may well be suggestive of alternative designs to fill interpretative gaps. For example, some of the personality or academic tests could be expected to be subject to significant regression artifacts if the Unruly Youth group prove to be an extreme scoring group. Potential interaction effects between treatment and selection, testing, or other reactive arrangements exist and should be specified.

The preceding recommendations in letters "b" and "c" should be explicitly written down both for purposes of internal critique as well as providing a permanent record of research and analysis strategies.

#### 7. Additional Areas of Evaluation.

The following suggested areas of evaluation are by no means exhaustive and they are not listed in any particular order of priority. Priorities will have to be established, however, since the possibilities for evaluation far overshoot the resources of the Projector FCCS for these purposes. The variables listed under each area of evaluation represent only a partial list of those that might be evaluated.

a. Program Implementation Factors should be assessed to determine the extent to which the project is functioning as intended. Major implementation factors include:

1. Provision of immediate intake of all appropriate referrals.
2. Provision of intervention services as needed at time of intake or referral if indicated.
3. Provision of suitable number of beds for crisis shelter care.
4. Establishment of system for diverting youth from unwarranted detention.
5. Increasing the number of support units consistent with the treatment needs of the unruly population served.
6. Establishing an operating network of community services to which referral can be made and appropriate treatment received.

COMMENT: Program implementation factors, while necessary conditions for the attainment of program objectives, themselves offer no assurance that the program is having a desired effect.

b. Qualifications of Staff should be assessed against the selection criteria previously chosen on the basis of underlying performance assumptions. Later these variables may be evaluated against actual performance assessments by workers, clients and supervisors. Consequently, systematic data on staff should be established and collected early in the Project.

COMMENT: Although these recommended assessments are valuable tools in interpreting program performance, they are not often completed. Nevertheless, it would be valuable to establish a minimum data collection system at least dealing with basic demographic information, educational and experience factors, special training, length of employment, etc., to provide a basis for meaningful analysis of performance variables. (Such analysis assumes measurement of performance by individuals in order to relate this to the variables specified.)

#### 8. Inter-Organizational Relationships.

Even without a total systems design for the delivery of comprehensive and integrated services for unruly youth, the interventions by the Unruly Project which are

necessary for service delivery will require a monitoring and evaluation system that reaches deeply into the network of community agencies. Little has been written and less done empirically to specify these kinds of inter-organizational relationships--although such assessments have always been integral to the process of program evaluation.

1. Since the Unruly Project will be breaking new ground in these respects, some guidelines are offered here. Guidelines to systems-wide assessment (cutting across agencies) should include specific determination of the following:
  - a. Degree of resource commitment and control by the service units.
  - b. Degree of autonomy in determining service unit policies and program content. (Particularly critical is the congruency/incongruency of mutual expectations.)
  - c. Case management responsibilities, including the specification of financial arrangements and the provision of supplementary resources.
  - d. Establishing mechanisms for inter-organizational exchange of information, mutual feedback and resolution of discrepancies in information.
2. There is an immediate need to establish a mechanism to specify the nature and relationships of inter-organizational relationships. Probably this should be a sub-committee of, or a group reporting to, the Professional Advisory Group recommended elsewhere in this report.
3. The policy, procedures and guidelines so established should be written up and formally distributed among the participating agencies.
4. The participating agencies should move immediately to establish the beginning of a systems-wide reporting network, including establishment of priorities for development of the MIS system.
5. Reporting, monitoring and evaluation devices should be standardized throughout the agency network to the fullest extent possible.
6. The establishment and operation of the MIS system for monitoring and evaluation should be guided initially by the principle of simplicity and with minimum disruption of agency functions. A highly analytical (and complicated) system might well be premature at this point.
7. A tracking system should be established to enable the location of clients within the community network of services--both for purposes of identification (location, status, etc.) and for termination control when service is completed or the client leaves the system of services.

COMMENT: Rejections of service by other agencies or premature terminations prior to accomplishment of treatment goals need to be reported back quickly to the Project in order to monitor cases properly and to minimize the risk of clients being lost between agencies.



9. Cost Control and Benefits.

1. Since cost control and benefits are critical aspects of accountability, a system of case reporting should be implemented early.
  - a. The system can be based on modification of the Mental Health Reporting System which is used in Franklin County.
  - b. The following specific categories of information should be included for minimal cost reporting:
    - . Agency; person(s) seen; staff person code;
    - . Services performed code; type of contact; duration of contact;
    - . Charge rate in standardized units; total charges;
    - . Identifying information, i.e., name, case number, etc.;
    - . Mechanisms for dealing with billing and payment recording.
  - c. The cost reporting system should include any other variables found later to be relevant to cost-benefit analysis.
2. Cost/benefit studies should be deferred until inter-agency policies and procedures are better specified. However, since financial relationships are based on the premise that treatment will be beneficial and efficient, these assumptions need to be tested in relation to financial commitments made and payments made.
3. The procedures for assessment developed within the agency for assessing effort, adequacy of services, goal attainment and follow-up should be adapted to the assessment requirements of the other community agencies.
4. The resulting self-reports from community agencies should generally be accepted as valid data, but occasional verification should be done by FCCS.
5. The reciprocal, information-sharing rights and obligations between participating agencies should be classified, particularly regarding issues of confidentiality, the amount of information to be provided, limitations on frequency or content and cost factors that may be involved.

COMMENT: No detailed specification of the reciprocal rights and obligations regarding the provision and sharing of information has been worked out with other agencies. Contractual arrangements do specify that community agencies will provide relevant information, although the range, amount and content are unspecified.

Issues of confidentiality need to be explored regarding the limits of the responsibility of other community agencies to provide information with and without client approval. It is clear that some agencies will not provide information dealing with the content of diagnostic and treatment information while being willing to provide documentation of activities.

In addition, it is not yet clear to what extent the Unruly Project is free to, or obliged to, share information about clients with participating agencies.

10. Follow-up Study.

1. The design should be modified so that follow-up is conducted at staggered intervals following treatment instead of the fixed six-month period proposed.

COMMENT: By randomizing follow-up procedures into different time periods (i.e., 1, 3, 6, and 9 months), more precise determinations can be made about the durability of the effects of treatment and the need for follow-up services.

To enhance understanding of the effects of treatment, follow-up data should be analyzed in terms of such antecedent conditions as referral problems, type and length of treatment offered, intervention agent and agency, and case accomplishment. Post-treatment psychological and social experiences that may have affected outcome positively or negatively should also be explored.

2. A possibly profitable sub-study would be a follow-up on cases that were known referrals to the Unruly Project but which did not follow through with service. Such non-participants may provide useful comparisons on the longer range effects of intervention. If comparability can be established with at least a sub-group of participants, the evidence gathered on longer range program effects will be more compelling.
3. Data should be collected again in the follow-up study on those critical variables believed to effect outcome, such as attitudes toward others, self-concept, etc.
4. Since collecting data for a second or third time may well produce reactive effects that are undesirable, the replicated data collection should be selective and minimal.
5. The sample of unruly youth to be served appears to be potentially large enough to allow for it, so follow-up data should be collected selectively on randomized sub-samples.

H. UNMET DATA NEEDS OF THE CRISIS CENTER

Basic data that is compatible with FCCS and supporting unit procedures, as well as the emerging monitoring and evaluation system are being produced with a reasonable degree of reliability. (See Leah Kirkpatrick's, "Services to Unruly Youth; Crisis Intervention Unit; Procedures, Tasks and Case Progression," December 1974.)

As indicated elsewhere in this report, one of the major problems of appropriate service provision is the definition of the population to be served and the screening out of unsuitable treatment cases. Assuming an appropriate treatment population is defined, there exists some specialized evaluation needs associated with the mission of the Crisis Center.

1. Omissions in the tallying of service provision need to be corrected. Specifically, information is not being collected on cases served for

"Information and referral only." Consequently, cases referred out (25% of initial walk-in contacts) and 10-hour crisis services are not being included in the service delivery count. Thus, the service impact of the unit is being underestimated.

2. Since the purposes of intervention are different between the 30-day and 120-day cases, there is a need to differentiate in the count of activities and attainment of objectives for each group.

COMMENT: The 30-day service is primarily oriented toward the alleviation of crises and an assessment of the appropriate kind and place for further treatment, if indicated. The 120-day cases are primarily treatment oriented and reflect different activities and goals.

3. A distinction should be made between crisis/non-crisis cases and this difference incorporated into the analysis of data. Since the unit is set up to handle both types, differential case characteristics and needs should be identified and analyzed for purposes of service planning and delivery.
4. Means need to be developed to identify and screen out "disguised delinquents" as long as the project is designed to service the non-delinquent.
5. One major evaluation thrust should be whether the behavior of children served and those not served tends to worsen with the passage of time.

COMMENT: Much of the public orientation (and professional assumptions) are based on a socially controlling kind of professional intervention. The assumption that socially controlling intervention is effective has not been tested adequately.

#### I. SUPPORT UNIT UNMET DATA NEEDS

Basic data that is compatible with FCCS and the Crisis Center information procedures are potentially producible, but this was not assessed fully since the unit is just becoming operational. However, some specialized information needs emerged.

1. There is a need to determine if there is a worker/program interaction because of the relative inexperience of some of the workers assigned to the Support Unit and their different kinds and levels of preparation.

COMMENT: A good program may fail because of the way it is articulated by the treatment agent, whose skill is assumed but may not in fact be present. This cause of program failure is more likely to be a problem during the first year of a worker's experience.

2. Community agencies' contribution to treatment objectives should be measured.

COMMENT: This need is true in relation to both the Support Unit and Crisis Center programs since community agencies efforts may be either supportive of, or counterproductive to, Unruly Project efforts.

3. The quality and impact of the worker/client relationship as a treatment outcome variable should be tested.

COMMENT: Worker/client relationships are often believed to be critical variables in treatment outcome, but there is some evidence in the literature that this is not necessarily the case. Since the Unruly Project program has a heavy worker/client interaction orientation, this variable is a critical one to test. The outcome has important implications for staffing and service delivery.

4. As part of understanding the impact of personal, familial and environmental stresses that may give rise to or reactivate unruly behavior, cases previously seen by the Unruly Project should be re-examined at a later time to determine shifts in stress over time.
5. The data needs of Support Units should be re-evaluated periodically, and particularly after the program has been in operation long enough to clarify operational needs for data.

#### J. OTHER POSSIBLE SUPPLEMENTARY EVALUATIVE STUDIES

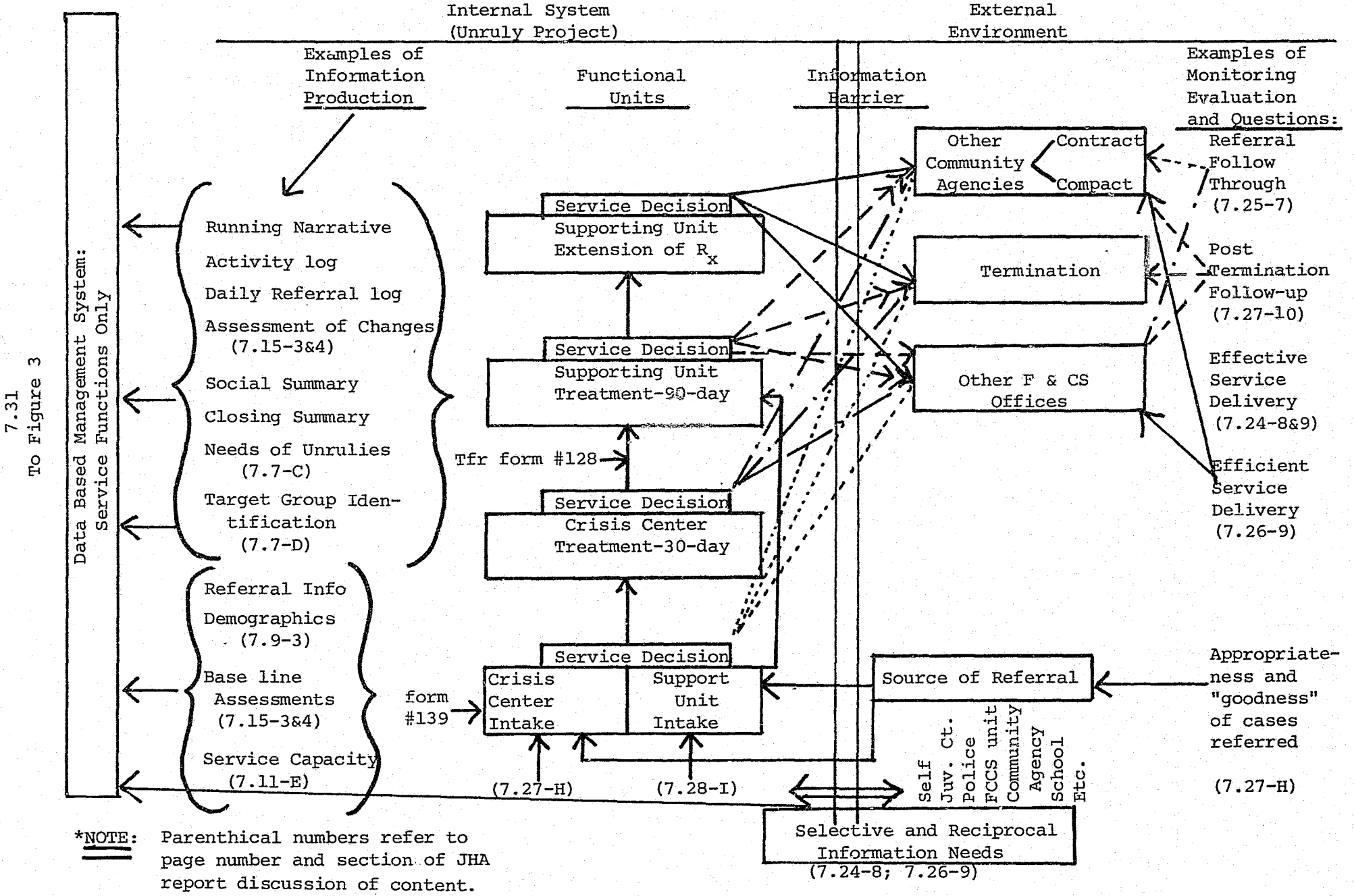
The following studies are all important and would undoubtedly yield information valuable for planning and providing services. However, they need to be considered in terms of priority and feasibility--particularly in light of the limited data and research resources available to the Unruly Project. Efforts should be made to get assistance from university faculty and students in planning and implementing such studies.

1. An Analysis of Case Failures. Intensive analysis of case failures as compared to successful ones may yield information critical to successful intervention.
2. Post-dictive Studies. Since data collection is slow and often sequential, predictive studies will tend to be more suitable for later stages of development. In the interim, post-dictive (retrospective prediction) can serve not only as a foundation for later studies, but also feed back information on variables that may affect process and outcome.
3. Work-load Determinations. Workload projections (1/6/75 memo) are based on a set of assumptions that may or may not be valid. For purposes of future planning, it would be desirable at some later time to assess actual workload experience against current projections. In addition, it would be helpful to conduct a simple time study of the distribution of case activity so that further specification of effort can be made. The data generated could also be used in conjunction with cost estimates for various types of case activities as a fraction of total cost of service per case.
4. Community Impact Study. One of the purposes of the Unruly Project in general, and the Crisis Center in particular, is to effect changes in community attitudes. These include: Changing attitudes toward receiving the kind of help offered by the Project, dispelling community social control orientation to handling all unruly behavior, and promoting



Figure 2

INFORMATION FLOW DESIGN: BY SELECTED TYPES AND SOURCES OF DATA FOR MONITORING AND EVALUATION SYSTEM (7.11-F)\*



7.30

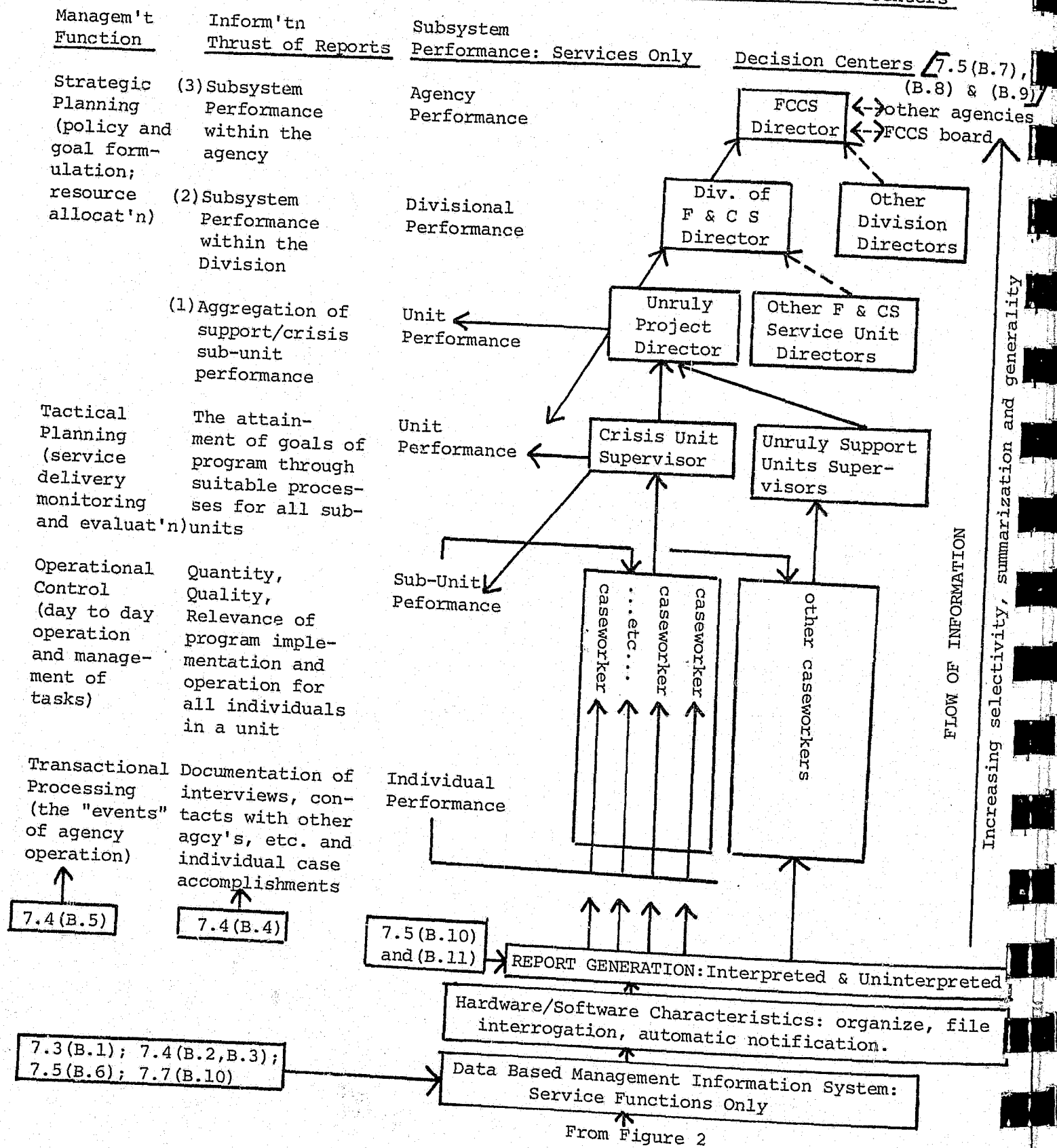
self-referrals with special emphasis on preventing the development of unruly behavior.

Assessing impact is difficult on an *ex post facto* basis, but can be attempted in a retrospective survey, or by attempting to locate a comparison group unexposed to the Project's efforts, although the problems of "leakage" need to be controlled.

FIGURE 3

INFORMATION FLOW DESIGN

Intraorganizational Report Generation by Management Functions and Decision Centers



CHAPTER 8

EVALUATION OF THE UNRULY YOUTH PROJECT

TABLE OF CONTENTS

	Page
A. INTRODUCTION.....	8.2
1. History.....	8.2
2. Funding.....	8.2
3. Objectives.....	8.3
4. Administration.....	8.5
5. Physical Facilities.....	8.7
B. 30-DAY CRISIS INTERVENTION UNIT.....	8.8
1. Purpose.....	8.8
2. Sources of Referral.....	8.8
3. Detention and Shelter Care.....	8.9
4. Case Characteristics.....	8.11
5. Services Provided.....	8.12
C. 90-DAY SUPPORT UNITS.....	8.14
1. Purpose and Location.....	8.14
2. Staffing.....	8.14
3. Intake and Case Assignment.....	8.15
4. Program Needs.....	8.16
D. PROJECT RESPONSIBILITIES.....	8.17
1. Individual Case Responsibility.....	8.17
2. Overall Project Assessment.....	8.18
E. RECOMMENDATIONS.....	8.21

## CHAPTER 8

## EVALUATION OF THE FCCS UNRULY YOUTH PROJECT

A. INTRODUCTION1. History of the Project.

Traditionally, Franklin County Children's Services has served unruly youth in its regular programs, both in its services to children in their own homes as well as those in the agency's placement programs. FCCS estimates that about one-third of the children it serves can be classified as unruly. <sup>1/</sup> The 1973 annual FCCS caseload of about 8,000 children was estimated to include about 2,700 unruly children.

Following FCCS staff work and planning with community agencies and organizations, a separate "Unruly Project" was initiated by FCCS in February 1973. The unit was staffed by a supervisor, five social workers, a case aide and one clerical person. <sup>2/</sup> This project carried an ongoing caseload of about 125 children. It was financed from FCCS funds.

The special unruly project effort continued in 1973 and 1974 while further unruly service proposals were developed and refined. In April 1974 a proposal was submitted to the Columbus-Franklin County Criminal Justice Coordinating Council (CFCCJCC)--after a meeting with the Juvenile Delinquency Sub-Committee of the Council. This proposal was subsequently amended and submitted by FCCS as three separate proposals: <sup>3/</sup>

1. "Services for Unruly Youth" -- budget for Jan.-July, 1975.
2. "Assessment, Master Plan Design, Evaluation Plan of Services for Unruly Youth in Franklin County" -- the JHA Study.
3. "Services for Unruly Youth" --- budget for July 1975-June 1976.

These proposals were approved by the CFCCJCC, effective January 13, 1975 to implement the Unruly Youth Project and to provide for the JHA Study of the project and the development of a master plan for unruly youth services in Franklin County.

2. Funding of the Project.

The grant proposal for the first six months (January-June, 1975) of Unruly Project operation (Phase 1) provided for the following:

1/ "Services to Unruly Youth," December 7, 1973, Franklin County Children's Services, (mimeo), p. 1.

2/ Ibid., p. 2.

3/ "Fact Sheet--Services to Unruly Youth," Franklin County Children's Services, (mimeo), undated (but actually prepared January, 1975).

1 Coordination Unit with following staff: \$ 48,291

- 1 Program developer/planner
- 1 Contract specialist
- 1 Intake supervisor
- 3 Intake workers
- 2 Clerical staff

Purchase of Service funds 43,375

TOTAL: \$ 91,666

This budget was split with \$82,500 coming from Federal Law Enforcement Assistance Administration sources and \$9,167 local funds. A substantial but unspecified amount of other supporting costs, including other administrative and support personnel, supplies, travel, rent, telephone, etc., were not included in the initial grant, being furnished by FCCS and community agencies.

The grant proposal for the period July 1975-June 1976 (Phase 2) provides for an expansion of the coordination unit, plus expanded purchase of service and added items for travel and operating costs as follows:

1 Coordination Unit with following staff: \$ 148,328

- 1 Program developer/planner
- 1 Coordinator of case management
- 1 Contract specialist
- 1 Intake supervisor
- 3 Intake workers
- 3 Case aides
- 3 Clerical staff

Purchase of Service Funds . 100,000

Travel and Transportation 8,600

Supplies and Operating Expenses 29,693

TOTAL: \$ 286,621

As in the initial period, a substantial but unspecified amount of other operating costs will come from FCCS and local community agencies.

Of the \$286,621 budget, \$257,958 is Federal and \$14,331 each from state and local sources.

3. Objectives of the Project.

The objectives of the first phase of the Project (January-June, 1975) were: <sup>1/</sup>

- 1/ "Services for Unruly Youth," Franklin County Children's Services, grant proposal to Columbus-Franklin County Criminal Justice Coordinating Council, for period January 1, 1975 to June 30, 1975 (amended to December 31, 1975).

1. To expand existing services.
2. To reach youth at crisis points before becoming involved with the Juvenile Justice System.

Program implementation was proposed to include:

1. Establishment of a program coordination unit, with formal community input from an Advisory Board.
2. Decentralization of intake services, with 24-hour a day capability.
3. Contracts with community agencies for needed services.

Objectives of the second phase (July 1975 - June 1976) were modified and stated as follows: <sup>1/</sup>

1. To subordinate and coordinate the various available services to unruly youth into a community service system.
2. To expand existing services and to identify and develop needed new services to enhance the community service system.
3. To reach youth at crisis points and before becoming involved with the Juvenile Justice System.

More detailed objectives for the Project covering both Phase 1 and Phase 2 were specified as: <sup>1/</sup>

- A. Identification and involvement of community providers of services to unruly youth in coordinated community focused fashion. To be achieved by participation of 70 percent of the identified providers in planned joint activities.
- B. Subordination and coordination of available services into a community service system for unruly youth. To be achieved by participation of services by 70 percent of the identified providers to specified referrals and target population of unruly youth.
- C. Expanding existing services, to be measured by amount of service added.
- D. Developing new needed and unavailable services. To be measured by quantification of different services developed and units of these services delivered.
- E. Intake in neighborhood, to be measured by number of youth served, keeping 75 percent of this number from involvement in Juvenile Justice System.
- F. Provide unruly youth and their families with better coping methods and techniques.

<sup>1/</sup> "Services for Unruly Youth," same, period July 1-December 31, 1975.

# CONTINUED

# 1 OF 2



- G. Prevent presently adjudicated unruly youth from becoming delinquent.
- H. Assessable and available services with 24-hour intake.
- I. Serve 300-500 unruly youth, to be measured in terms of keeping 60 percent of all youth served by the program out of the Juvenile Justice System.
- J. Provide status offenders with alternative experiences and opportunities, focusing on prevention rather than punishment.

These objectives are discussed later in this Chapter.

Phase 1 and Phase 2 (based on the two funded proposals) are being implemented generally in that order, but are not seen as separate programs. Rather, they are seen by FCCS as general stages of the Project, with program components (direct service, resource development, research and evaluation) and program units (crisis units, support units, etc.) being developed as experience and resources permit. This means that there is some overlapping of the program specified for implementation in Phase 1 (January-June 1975) with that specified for Phase 2 (July 1975 - June 1976) and delay of some implementation of Phase 1 program until the Phase 2 time period.

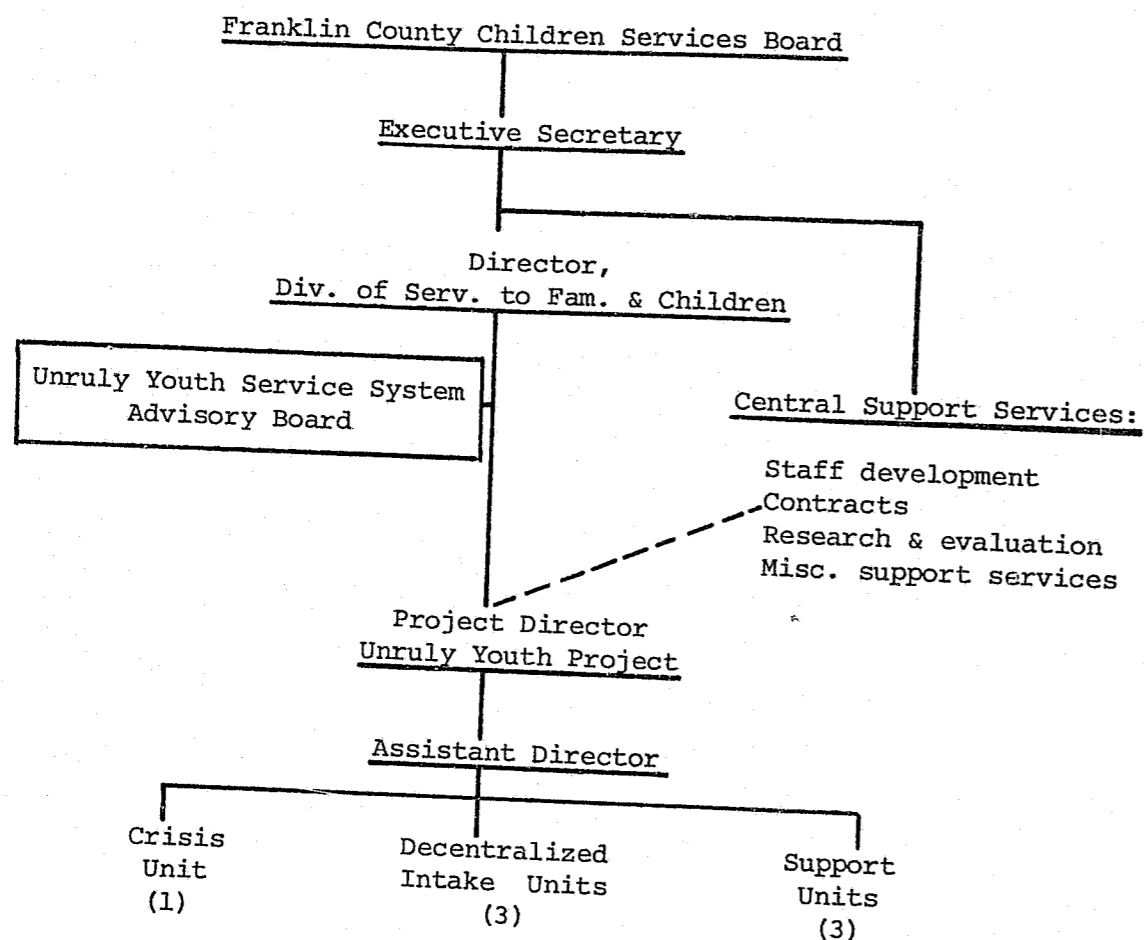
It should also be noted that FCCS does not see the Unruly Youth Project as a separate, detached program of a limited period and of a demonstration nature. Rather, the program is being organized and implemented as an ongoing component of the regular program of FCCS services, even though it has some separate identity in terms of location, funding, a special advisory group, and partial dependence on outside sources of funding and special services. The agency is on record as recognizing its responsibility for serving unruly youth and is investing part of its own budget in these services (in addition to LEAA funds and the required 10 percent non-federal share).

#### 4. Administration of the Unruly Youth Project.

The Unruly Youth Project is administered by Franklin County Children's Service as a special project even though its services are regarded as the regular and ongoing responsibility of FCCS. The separate identity of the Project is the result of its newness and demonstration nature and its partial, but substantial, funding from outside sources (Law Enforcement Assistance Administration).

As indicated on the following chart, the Project is placed administratively within the Division of Services to Families and Children.

Figure 1

Unruly Youth Project Organization

The Unruly Youth Project Director is responsible to the Director of the Division of Services to Families and Children. Support services such as personnel, accounting, research and evaluation, etc., are provided by central office staff for the Project in the same manner they are provided for other programs in FCCS.

Operating units of the Project include:

- 1 30-day Crisis Intervention Unit
- 3 Decentralized Intake Units
- 3 90-day Support Service Units

The 30-day Crisis Intervention Unit was established at the beginning of the Project (January, 1975) and has served as the primary intake unit for the Project as well as the short-term crisis service unit. The Decentralized Intake Units were not operational during the first six months of the Project, but the first unit is expected to be in operation at St. Stephen's Community Center by July 20, 1975. The 90-day Support Units were begun during the first six months of the Project.

These three different types of operating units are supplemented by the functions performed from the office of the Director of the Project and the Central Office of FCCS. The office of the Director includes the Director and Assistant Director.

The special nature of the Project (LEAA partial funding) involves relationships with the Columbus-Franklin County Criminal Justice Coordinating Council and the Unruly Youth Service System Advisory Board -- specified in the grant award for this program.

#### 5. Project Physical Facilities and Equipment.

The Unruly Project is located in central downtown Columbus at 198 South High Street. Initially the Project Director and the Assistant Project Director were separated from other Project staff -- being located at FCCS headquarters at 1951 Gantz Road, Grove City, a number of miles away. More recently, they have joined the Crisis Unit and two of the Support Units at the South High Street location. The third Support Unit is located in another building which houses the Welfare Department several blocks away. Some of the Unruly Project support functions (personnel, budget, and other central administration functions) are carried out at FCCS headquarters in Grove City.

The 198 South High Street offices are situated on the second floor of an older office building with small store frontages on the first floor. Access to the Project offices is up rather steep, narrow stairs. Visibility from the street is lacking and identification of the facilities as housing the Project was almost absent at the time of JHA field visits. The entrance from the street does not present an inviting appearance, and in fact, would make some people hesitant about entering and going to the second floor. This is a particular problem for women, and especially at night.

During the initial months of the Project (up to June, 1975) the office arrangements were inadequate. There was insufficient space, no separate waiting rooms or private interviewing space. Staff had to share offices, resulting in lack of privacy for interviewing clients and continual interruptions and distractions for interviewing and other work requiring privacy and concentration. Telephone service was inadequate, with an insufficient number of phones. These conditions could not have but adversely affected the efficiency of the Project, and although staff should be commended for their efforts to work under such adverse conditions, they also could be faulted for poor planning or for not having taken more drastic steps to speed up acquisition of space and its renovation for use.

Most of these conditions at 198 South High are being corrected through the acquisition of additional space on the same floor and its recent renovation. Private offices and private interviewing rooms are being provided. Additional desks and telephone lines are being put in.

The third Support Unit offices in the Welfare Department building are definitely sub-standard, lacking both sufficient space and privacy. They present the same problems that initially held true at 198 South High. Unless support services are decentralized, there appears to be no valid reason for separating the third Support Unit from the other two. Although there appeared to be considerable indecision about moving the third Support Unit, JHA believes it should be moved to the same location as the other two -- unless support services are to be decentralized. At the time of the site visits by JHA there was additional space at 198 South High which could be leased and remodeled for this use. As the Intake Units are decentralized, there should be more space available at 198 South High for other purposes.



## B. THE 30-DAY CRISIS INTERVENTION UNIT

### 1. Purpose.

The Unruly Youth Project has two inter-related direct service components:

1. A 30-day crisis intervention program.
2. A 90-day support service program.

The Crisis Intervention Unit is intended to provide: (a) a service response to crisis, i.e., "direct services on an immediate basis to families in those crisis situations characterized by a child (or children) acting out to the extent they are beyond parents' control,"<sup>1/</sup> and (b) the intake point for services of the Unruly Youth Program. Crisis services are intended to either provide sufficient service within a 30-day period or refer it to another unit of FCCS or some community agency.

The Support Service Program (90-day) is designed for those cases requiring help, but not necessarily crisis intervention, or for those cases who have received crisis services, and request continuing service.

#### (1) The 30-day Crisis Intervention Unit.

This unit has been the primary point of intake for unruly youth services, since the decentralized intake units will not be in operation until July 1975. During the first four months of Project operation (January-April, 1975) approximately 1,000 youth were served by the Project, or an average of 250 per month. This volume of referrals, if it holds constant, will represent a service load of 3,000 cases per year. As indicated earlier in this report, the amount of actual need in the community is unknown, and the service requests are expected to be more a result of Project visibility and community confidence than a reflection of the number of unruly youth in the community.

### 2. Sources of Referral.

Based on the first four months' Project experience, 1,000 referrals were received from the following sources:<sup>2/</sup>

Columbus police	45.8%
Juvenile court	25.7%
Self-referrals	8.0%
Schools	6.5%
Other police agencies	5.5%
FCCS	4.0%
Community agencies	1.5%
Other	3.0%

1/ "Services to Unruly Youth, Crisis Intervention Unit," Leah Kirkpatrick, December 1974.

2/ Data supplied by Dwight Ely, FCCS. Unless indicated otherwise, all data used in this chapter was furnished by Mr. Ely at the request of JHA.

Analysis of these referrals supports the initial expectation that the majority of referrals to the Unruly Youth Project would come from the Juvenile Court and the Columbus Police Department. The data is consistent with the original problem definition, i.e., that most of the unruly youth are handled by the criminal justice system.

The Franklin County Juvenile Court is to be commended for its support of, and cooperation with, the Unruly Youth Project. The court's decision to refer unruly youth elsewhere, rather than to serve them through court intake and court hearings, has made the Unruly Project possible.

Law enforcement cooperation with the Project is essential, and as shown by referral statistics, law enforcement agencies constitute the referral source in 51.3% of the cases.

Referrals from other sources can be expected to increase as the decentralized intake units are established and as the service becomes better known in the community. Hopefully, as the service becomes better known, self-referrals by youth or parents will increase substantially. School referrals should increase, particularly for youth perceived by the schools as needing non-educational services -- but only if the schools perceive the Project as offering something different than the schools offer -- or something more effective for this group of youth. To date, community agency referrals have been negligible. This should be explored by the Unruly Project staff since obviously many of these youth or their families are known to community agencies.

If the Unruly Youth Project is to achieve its objectives, it needs to develop a high level of visibility and high degree of community confidence so that the "official" juvenile justice agencies such as police, probation, detention, court are by-passed completely in the referral process for most youth. The proportion of referrals channeled to the Unruly Youth Project through police and the court should shrink drastically with a concurrent increase in self-referrals and referrals from non-criminal justice agencies.

### 3. Detention or Shelter Care Pending Receipt of Services.

Some unruly youth coming to community attention are in such a state of crisis either because of their own or their parents' feelings or behavior that it appears temporary alternate living arrangements are necessary. Skillful handling at point of intake often determines whether the family can remain intact or whether it is broken by a youthful runaway or placement in detention or shelter care. Often, however, these youth are placed in detention.

Such has been the pattern in the past in Franklin County. Although detention statistics in past years have not identified unruly youth separately from other detained youth, the Court estimates that over one-half (58%) of the youth usually in the Franklin County Detention Home are there as unruly youth rather than as delinquents.<sup>1/</sup>

1/ The unruly youth proportion of detained cases for prior years is not known since no such breakdown was previously kept. The 58% estimate is contained in the statement, "Proposed Services to Unrulies," Audrey Foley, op. cit.

However, recently the change in policy of handling unruly youth (referring them to the Unruly Youth Project) is reflected in the detention home statistics. Now separate counts are maintained. For the week of May 5-9, 1975, the average daily detention home population was 93, composed of 75 delinquent and 18 unruly youth. <sup>1/</sup> This means that only 19% of those detained were classified as unruly. This 19% is a dramatic reduction from the 58% previously detained before initiation of the Unruly Youth Project.

An even more dramatic change occurred after May 19, 1975, following an announcement by the Court that unruly youth were no longer to be held in the detention home. The detention home statistics for the week ending May 23 show a drop to a daily average of 11, and dropping to a daily average of five and three in the two weeks following. <sup>2/</sup> This reduction is a positive move -- if the goal is to avoid the juvenile justice system in handling unruly youth. However, data is not available to indicate where unruly youth formerly held in detention are now staying -- either those receiving service from the Unruly Youth Project or those who decline service. It is assumed that these youth, for the most part, remain in their own homes, since no new emergency care arrangements were effected through this period. There also is no information to suggest whether remaining in their own homes was a good or poor plan. Without this and additional information it is impossible to measure the need for emergency shelter care.

Shelter care arrangements have been made for five beds each with Huckleberry House and Rivers Group Home, effective July 10, 1975. It can be assumed there is a need for shelter care for some youth, since there are documented cases showing that some youth cannot or will not remain home at the time of initial crisis. However, the availability of more shelter care than needed may lead to its over-use in the same way that there has been an over-use of detention in many communities. Development and application of proper criteria for the use of shelter care, implemented by staff training, supervision and program evaluation are needed to insure proper use of shelter care.

The same memo prohibiting the detention of unruly youth (effective July 1, 1975) also states that the court will not commit unruly youth to the Ohio Youth Commission. <sup>3/</sup> The Court also indicated it will not detain a child as a probation violator when the violation is an unruly behavior offense. The Court is referring out-of-county runaways to the Unruly Youth Project for service, including any necessary shelter care, rather than initiating court action and placement in the detention home.

These are all sound and progressive steps on the part of the Court and are necessary if the Unruly Project is to achieve its goals. However, such decisions puts responsibility clearly on FCCS and the community to provide the alternatives to court processing. If these are not developed and

1/ Table 5, Appendix.

2/ Ibid.

3/ "Unruly Youth Policy and Procedures Statement," Appendix, Attachment #2.

maintained, the Court may have to resume its former responsibility to protect youth and the community.

#### 4. Case Characteristics.

Based on experience of the period January-April, 1975, youth served by the Unruly Youth Project can be described as follows:

##### a. Reason for referral (legal problem definition) (Based on 1,000 referrals)

Incorrigible	43.0%
Home truancy	28.5%
School truancy	15.0%
School and home truancy	6.3%
Curfew	2.7%
Neglect or abuse	2.3%
Endangering health or morale	1.0%
Delinquent	0.7%
Truancy from place- ment	0.5%

##### b. Age of Child: (Based on 1,000 referrals)

8	.4%
9	.4%
10	.7%
11	2.2%
12	1.5%
13	9.9%
14	19.9%
15	26.5%
16	27.6%
17	10.6%
18	.4%

Mean age: 14.9

Median age: 15

The following characteristics are based on 280 cases opened for continuing service.

c. Sex of Child: Male 50.2% Female 49.8%

d. Race of Family: White 65.7% Black 33.6% Other 0.7%

e. Family Structure: Both parents 56.2%  
Mother only 38.7%  
Father only 2.2%  
Children only 2.6%

Thus, based on the above data, almost two-thirds of the referrals constitute incorrigible or home truancy (runaway) cases involving a youth aged 14, 15, or 16. So far, about one-half have been boys and one-half girls. Two-thirds have been White and one-third Black. Slightly over half have both parents in the home, but a substantial number (39%) are in mother-only households.

Combining the presenting problems (incorrigibility and runaway from home) with the source of referrals clearly indicates that as services are presently organized and used, law enforcement and the courts are the initiating points for service for unruly youth. Only insignificant numbers came from other sources, including only one in 12 as self-referrals. Hopefully, as pointed out elsewhere, decentralization of intake and demonstrated ability to provide service will increase self-referrals and from sources other than through criminal justice agencies.

#### 5. Services Provided.

Based on the small group of cases closed through April, 1975, (34), it appears that the per case activity is high. There were slightly more than five in-person contacts per case (on the average), plus an additional eight contacts per case by phone or of a collateral nature. Since the Crisis Intervention Unit period of activity is limited to 30 days and many cases are serviced during a shorter period, the worker-client contact frequency is high. The total contacts of 13 per case work out to 2.23 per week or higher.

In addition to these contacts, shelter care was provided for 18% of the closed case group. Referrals were made to other agencies for eight of the 34 closed cases (24%) as follows:

North Central Mental Health	1
Big Brother	2
Friends in Action	1
Mental Health (unspecified)	3
FCCS	1

Another view of services provided can be obtained by an analysis of the outcome of referrals to the Unruly Youth Project. Of 530 referrals received in March and April 1975, the following dispositions occurred:

Opened for service	30.0%
Information and referral	5.3%
Information only	6.6%
Counseling and referral	7.8%
Information, services declined	8.3%
Counseling, services declined	27.5%
Already FCCS case	13.0%
Inappropriate referral, (delinquent) referred	1.5%

This data indicates that 13% were already FCCS cases and another 30% were opened for service. This means that 43% of the referrals already were or became FCCS service responsibilities. Only 67 or 13% of cases received by the Unruly Youth Project were referred to other community agencies. If this condition continues, FCCS will rapidly acquire a substantial increase to its regular service workload, although at this point data is not available to tell how many of these are additional cases or cases that would have been received under different referral methods previously.

These figures show a "service declined" rate of 36%. The reasons for service declination are not known. However, this group should be given

further examination. It is possible that a large number of referrals were inappropriate (did not need service, were referred to the wrong place, etc.) or the agency was not able to demonstrate to the clients that it could provide a needed service. It may be primarily a definitional problem, since an examination of the small group of closed cases (34 cases) indicates that two-thirds were closed because "the situation no longer required services." Obviously the terms "declined service" and "situation no longer required service" are conflicting and either should be re-defined or explained.

A look at the 280 cases opened for service between January and the end of April, 1975 shows that services were provided by FCCS program units as follows:

By Crisis Intervention Unit only	28.3%
By 90-day Support Unit only	53.3%
By Crisis Intervention Unit <u>and</u> 90-day Support Unit	10.9%
By District offices only	3.6%
By Crisis Intervention Unit <u>and</u> District offices	3.3%
By 90-day Support Unit <u>and</u> District	0.8%

This means that the three service units were solely responsible for services on opened cases as follows:

Crisis Intervention Unit	28.3%
90-day Support Unit	53.3%
District offices	3.6%

Where services were provided by one or more units, they provided services as follows:

Crisis Intervention Unit	42.5%
90-day Support Unit	65.0%
District offices	3.6%

Still another look at the providers of service on closed cases gives the following picture:

Serviced by one unit only	85.0%
Serviced by more than one unit	15.0%

It should be remembered that this data comes from cases opened and does not reflect handling of all cases closed at the point of intake (whether performed by the Crisis Unit or other unit of FCCS). Therefore, this analysis of the 280 cases does not reflect the crisis intervention work on cases that did not result in the case being opened for continuing service. This large block of service was provided primarily by the Crisis Intervention Unit.

However, the data is significant in a number of ways:

- The Crisis Intervention Unit is involved in providing service in a significant proportion (42.5%) of the cases opened for service.

- b. Up to this point, District offices are involved in a very small proportion of cases (7.7%).
- c. The 90-day Support Units are carrying responsibility for service on 65% of the cases--53% as sole responsibility after intake and another 12% where service is also provided by another unit of FCCS.
- d. Only 13% of the cases were referred to community agencies (67 of the 530 cases received by the Project in March-April, 1975). This can be contrasted with the 28% opened for service by FCCS itself (280 cases opened of 1,000 referrals during the January-April, 1975 period).

### C. 90-DAY SUPPORT UNITS <sup>1/</sup>

#### 1. Purpose and Location.

As indicated earlier, the purpose of the 90-day Support Units is to provide service for those unruly youth (or their parents) needing help of a non-crisis nature, or who have received crisis service and request service beyond the 30-day limit provided by the Crisis Intervention Unit.

Two of the three Support Units are located at 198 South High Street, adjacent to the Crisis Intervention Unit. The third is a few blocks away. This means that all Support Units are located in the central downtown area, close to the Crisis Intervention Unit, but quite removed from other FCCS staff units or from the client population who live in different areas of the city of Columbus or Franklin County.

#### 2. Staffing.

The Support Units operate from 8 a.m. to 5 p.m., and when fully staffed, each unit will have a casework supervisor and four caseworkers (having different grades depending upon training and experience). In addition, there will be one service technician (two years of college or associate degree), and possibly a case aide who will be a high school graduate. This will provide each unit with staff having a spread of training and experience.

A standard of 20 cases per worker is being used. Some workers have reached or are approaching this standard. Newer workers carry considerably less. The standard of 20 should permit rather intensive service. However, because of the changing and increasing caseload and the short period of operation, the adequacy of staffing for the present or projected workload cannot be evaluated at this time. Also, the lack of definitive material about the role or tasks of the Support Unit worker (therapist, service broker, systems change agent, etc.)

<sup>1/</sup> The JHA consultants feel that due to the short period of Support Unit operation, the absence of written policy and procedures, and the limited statistical data on Support Unit services, only a limited evaluation of the Support Unit program was possible. The material in this section of the report is based upon discussions with Support Unit and Central Office staff, limited statistical data and the consultants' general observations and professional judgement.

precludes any analysis of worker functioning in terms of time requirements -- the essential ingredient in determining caseload standards.

### 3. Intake and Case Assignment.

Intake for the Support Units is provided by the Crisis Intervention Unit. The statistical summary of May 21, 1975 <sup>1/</sup> indicates that for the four-month period of January-April, 1975, about 280 cases were opened for service. As indicated earlier, the Support Unit itself provided the service after case opening on 53% of these cases, and provided service in addition to that provided by another unit of the Project or FCCS in another 12%.

It was reported that in about 50% of the cases, the intake screening was nominal, with the complainant being referred directly to the Support Unit via telephone without a personal interview by the Crisis Intervention Unit worker. This procedure was justified on the basis that the Crisis Unit staff had the ability to determine the need for support services without a personal interview. JHA feels that some cases certainly can be screened by telephone, and that if so, it saves both client and agency time. However, it appears questionable that as high as half of the intake of the Support Units -- whose function it is to provide on-going services -- should be decided on the basis of telephone conversations. This practice may be contributing to the high "declined service" rate mentioned earlier in this report.

Case assignments to Support Unit workers are not made on a geographical basis. This means that a worker may have to make a call at one end of the county one day and the other end the next day. Such a plan has a number of important disadvantages: (1) It does not permit efficient use of worker's time and involves unnecessary travel costs, (2) It hinders the worker's ability to become knowledgeable about local community resources and (3) It requires community agencies to relate to an unnecessarily large number of Project representatives. Support Units and worker assignments should be planned on a geographic basis.

Conversations by JHA consultants and observations suggest that procedures and practices are quite unclear, diverse and at times "loose," i.e., lack uniformity. Some of this appears to occur as a result of the lack of written criteria or procedures for intake or for referral between the Crisis Unit and the Support Units or other FCCS units or between Project units and outside agencies. Some of the previously prepared material (e.g., Statement of January 9, 1975) is outdated, being based on circumstances that no longer exist, or conditions that do not exist yet, (e.g., contracts for services). Also, some of the material, when in written form, is not sufficiently specific to give needed guidance to staff.

The lack of written guidelines not only requires an undue amount of supervisory time, but may reflect a lack of decision about a number of important issues such as referral policies, service methods, contracting for services, etc. For both these reasons, policies governing all important aspects of the program and the procedures necessary for implementation of those policies should be reduced to writing. This should be given high priority.

<sup>1/</sup> Material furnished to JHA by Dwight Ely.

#### 4. Program Needs.

A number of program needs were expressed by Project staff. Most felt that a variety of placement facilities was a paramount need. Temporary shelter care and longer term residential care, particularly group homes, were mentioned by staff from their case experience.

Some staff feel that a comprehensive program of community services must be developed. The number of agencies used by the unit is presently limited. Those mentioned included mental health services, Big Brother, Friends in Action and services of other FCCS units in addition to the Unruly Youth Project. As pointed out earlier, only 13% of the referrals to the Unruly Youth Project resulted in referrals to community agencies other than FCCS. Of the 67 referrals made, a full half were made to mental health service agencies. Another 28% of the referrals made were to FCCS itself, so actually other community agencies are being used very little by the Project to date.

The reason for limited referral practices is not definitely known. It is not known whether it is because staff believe the services provided by community agencies are not needed or are inappropriate or unavailable. It may result from staff perception that it is the primary responsibility of the Project to provide needed services -- rather than making referrals. It may also be because staff feel that traditional agencies do not have the interest or the staff capability to serve this group of youth -- particularly on a crisis basis. Some signs of all of these appeared to exist.

Referral practices and service needs are inter-dependent. They should be examined together by the Project both for the immediate purpose of serving individual clients and for the broader purpose of developing a comprehensive, coordinated system of services for unruly youth as specified in the funding proposal.

Staff also voiced a need for legal assistance in the day-to-day operation of the Project. They reported being told that the Legal Aid Program should provide this, but it is not being furnished. JHA does not believe this to be an appropriate function for a Legal Aid Program, since Legal Aid should not be representing both clients and the agency. The Project should have legal services to provide day-to-day advice on legal issues involved in case situations as well as to provide assistance in developing forms, negotiating contracts, and to represent the agency in court, if need be.

Temporary shelter care contracts have just been consummated and should suffice until a greater need is demonstrated. Other needed resources should be investigated and documented. As quickly as a service need is demonstrated and it is found it cannot be met by existing services, contracts for service should be developed with cooperating community agencies. Resource need identification should be viewed as important a staff duty as service delivery.

The Project should give high priority to the development of written policies and procedures for operation of the Support Units, as has been suggested elsewhere in this report for other aspects of Project operation. Failure to do this impedes the work of Project staff and cooperating community agencies.

#### D. PROJECT RESPONSIBILITIES

##### 1. Individual Case Responsibility.

There appears to be ample evidence to show that the Unruly Project as presently operating is not accepting continuing responsibility or accountability for individual youth who referred as unruly and in need of service. This can be documented in a number of ways:

- a. Disposition of referrals for March and April show that about 36% declined service. We can assume most of these cases needed service or care since the offer was made and declined.

These figures reflect a philosophy brought out during interviews with staff, i.e., that this is a voluntary service and the client is free to decline or accept services. Obviously, the service is voluntary on the part of the client and a consent for service or care is necessary.

This does not mean that the service should be voluntary on the part of the Project, permitting it to close the case in spite of an obvious need for service. In such situations, the Project should be responsible for bringing the matter before the Court in order to secure the necessary authority to provide service or care if the youth's protection is involved. During the two-month period of March and April, 1975 not a single referral was disposed of by filing a petition in court, although in 190 cases during this period service was declined by the client.

This general attitude was reflected in interviews with staff. Some workers reported closing the case when no agreement was reached, even though they had grounds to believe there was a serious need for service. Under such a philosophy, referrals to the Project by the police for the youth's protection can be an exercise in futility. The Project should take a more assertive stance.

- b. A very high proportion of case contacts are held in Project offices located in the downtown area. In discussing decentralization and the distances involved in client travel, JHA raised the question as to whether this created problems for the family. Staff expressed the opinion that in such situations if the parent were really interested in service, they would come to the office despite the distances and time involved. When they did not come, the case was presumably closed on the basis of a lack of interest in the Project service by the parents -- although this lack of interest might well be at the root of the youth's problem. Staff did indicate that in extremely serious situations, such as incest, court action would be sought. However, the Project stance generally appear to be extremely "laissez-faire" with respect to most case situations -- including many where a more forceful and continuing sense of responsibility is warranted.

- c. The Service Request form used by the Project clearly indicates by its wording that there is no duty to follow through on the part of the agency if the child refuses to cooperate. (This form, incidentally, is overly



rigid, approaching the form and tone of a contract. It is an FCCS form not adapted to the Project. Legal assistance should be sought to help develop a consent to service or care form, which also includes a release of information provision -- when there is assurance that records and statements to staff are adequately protected, which is not the case at the present time).

- d. Referrals are made by phone, rather than in writing and no verification of acceptance is made and no follow-up information is expected or sought.
- e. Referrals are sometimes made on the basis of the major problem without addressing other important aspects of the case. For example, if the major problem in the family appears to be alcoholism of a parent, referral may be made to an agency serving alcoholics and the case is closed by the Project even though the case was referred because of the behavior or the condition of the unruly child.
- f. The 90-day service case concept is also indicative of a lack of Project follow-through or continuing case responsibility. At the end of the 90-day period the case is closed regardless of the need for further services unless a referral has been possible. (The reaction of most of the staff to the 90-day limitation was negative, although some defended it on the basis that it put pressure on both workers and clients to resolve problems.)

These points should not be interpreted as critical of staff because of their lack of concern for clients. On the contrary, staff showed concern for clients, empathy for them and were energetic and eager to learn and do a good job. However, this major aspect of the Project -- case responsibility after receipt of referral -- needs to be redesigned. If the Project is in fact to become an effective system for delivery of service as an alternative to the traditional Juvenile Justice System method of handling unruly youth, a more assertive and more continuing type of responsibility will have to be worked into Project policy and procedures and implemented.

## 2. Overall Project Assessment.

Franklin County Children's Service can justifiably point with pride to a number of achievements during the short life of the Unruly Youth Project. During the past year the following has been accomplished:

1. Establishment of the Unruly Youth Project and provided staff, offices and equipment for the 30-day Crisis Intervention Unit and three 90-day Support Units.
2. Service was provided for about 1,000 referrals during the first four months of Project operation (January-April, 1975) and considerably more by the present time.
3. During the first four months, FCCS accepted 159 new unruly youth cases for continuing service.
4. In partnership with the Franklin County Court of Common Pleas was responsible for implementing a system whereby unruly youth no longer are handled by the court or detained.

- a. In the first four months of Project operation, referrals were accepted from law enforcement agencies direct to the Project in over 500 cases.
- b. An additional 260 or so cases during this period were referred directly to the Project by the juvenile court.
- c. The policy with respect to detention of unruly youth has been completely changed.
  - (1) During past years the number of unruly youth held in the detention home was in the 2,000 per year range, comprising about half of the detentions. By the beginning of May, 1975 the number was reduced to a daily average of 18 and by the end of the same month, to 5.
  - (2) As of July 1, 1975 the court will no longer permit detention of unruly youth in the detention home.
5. Designed and began operation of a data collection and evaluation system which has promise of providing much needed data about unruly youth, service needs, what services are provided, and the outcome of services given.

The Unruly Youth Project represents a major advance in FCCS acceptance of responsibility for services for unruly youth. These youth constitute a sizeable group and have many and diverse service needs. As such, this represents a major commitment on the part of FCCS, even though the responsibility is to be shared with community agencies. FCCS deserves commendation and community support for its efforts.

However, the first six months of the Project have not been without major problems. Some are similar to those experienced by most "demonstration" or new programs that are initiated within a larger, "parent" organization such as FCCS with its wider responsibilities. Decisions and their implementation often take longer than desirable, often because of their possible implications for the whole agency. Responsibility and accountability are often less clear because of the necessity to "clear" with superiors or work with other program heads or central service personnel.

It is difficult to assess how much the problems are the result of these conditions and how much of other factors such as leadership, the complexity of the task, etc. However, it should be noted that several major problems have existed throughout the first six months of program implementation -- problems which still exist and need immediate attention. These include:

1. Lack of clearly stated, written policies and procedures for operation of the project.
  - a. Staff are often required to operate on the basis of unwritten policies and procedures and rely upon word-of-mouth direction from supervisory staff. This is particularly critical since new supervisory staff will be added (Supervisor of Decentralized Intake, and a replacement for the current case manager/supervisor of the Crisis Unit who will be on a leave of absence). Also, the original Director of the Unruly Project is leaving the Project.

- b. Agencies (law enforcement, schools, social agencies) have indicated to JHA staff their confusion and frustration about Unruly Youth Project policies and procedures on a range of matters including intake criteria, service methods, and FCCS intent about providing or contracting for services.
2. There has been a substantial lack in early and effective communication and planning with community agencies, with the following results:
- a. Community agencies interviewed by JHA showed a general lack of information about or contact with the Unruly Youth Project.
- b. Progress has been slow in meeting certain Project objectives:
- (1) Assessment of service need and agency capability.
  - (2) Agency interest in developing services.
  - (3) Coordination of various available services into a community service system.
- c. During the first six months of Project operation, use of agency services, either by referral or contracting for service by the Project, has been minimal.
- d. Some community agency personnel have expressed doubts about FCCS intentions or adequacy in developing a community program of services for unruly youth. They have raised questions about:
- (1) Whether FCCS will in fact involve community agencies or will plan unilaterally for these services.
  - (2) Whether FCCS will in fact contract for services or will continue to retain service funds within its own agency.
  - (3) Whether FCCS units (other than the Unruly Project staff) will be sufficiently supportive of, and cooperative with, the Project to insure continuation of the Project.
  - (4) Whether Unruly Youth Project methods of counseling will be adequate -- or whether staff will not have to move into new and different approaches than the more traditional approaches now being used.
3. The Project appears to have drifted from the objectives specified in the funding proposal. The main thrust of the proposal was toward development of a community system of services for unruly youth. It is the impression of the John Howard Association that the major effort up to the present has been to establish a system of crisis and support services for unruly youth within the Franklin County Children's Service. The expenditure of funds to date, the establishment of the crisis and support units within FCCS, and the tardiness in developing any contracts for purchase of service support this impression by JHA.

As is evident by the foregoing material, JHA believes that FCCS has made a number of important advances toward the Project's original objectives, but that some aspects of the program need re-affirmation and re-direction. The following

recommendations are based on JHA's belief that the objectives specified in the original proposals made to the Columbus-Franklin County Criminal Justice Coordinating Council by FCCS are worthwhile and that the methods specified for meeting those objectives are valid. Other recommendations which also directly affect the operation of the Project are contained in other chapters of this report.

#### E. RECOMMENDATIONS

1. Franklin County Children's Service should develop clearly stated written policies for guidance of the Unruly Youth Project. These policies should be consistent with, and further the achievement of, the objectives specified for the Project in the LEAA funding proposal for the period July 1975-June 1976. The key objectives specified in the proposal were:
  - a. "To subordinate and coordinate the various available services to unruly youth into a community service system."
  - b. "To expand existing services and to identify and develop needed new services to enhance the community service system."
  - c. "To reach youth at crisis points and before becoming involved with the Juvenile Justice System."

The Project operation during the first six months has been primarily that of providing direct service, with relatively little emphasis (or visible activity) on developing a community service system or identifying and developing needed new services.

2. The Project staff (assisted by such Central Office staff as needed) should re-design the Unruly Youth Project program in such a way as to establish and continue the methods specified in the funding proposal for meeting the objectives in the proposal. These methods, which have for the most part not yet been implemented, include:
  - a. Establishment of a coordination unit, with formal community input from an Advisory Board.
  - b. Decentralization of intake services, with 24-hour capability. (Now in operation, but all under FCCS administration and therefore inconsistent with first objective specified in the proposal.)
  - c. Contract with appropriate existing community-based agencies for services.
  - d. Development of needed community services not currently available in a high or potentially high delinquency area.

Implementation of these methods will require a re-structuring of Project activities, a re-alignment and re-allocation of staff time, and a re-direction of Project financial resources.

3. The development of written policies by FCCS as specified in Recommendation #1 and the re-design of the program as specified in Recommendation #2 should take place with maximum community agency input.

- a. Community agencies should be involved in both the policy and technical/operational aspect of program design.
  - b. If the unruly youth service program is to be community based, community agencies will need more than just an advisory role. They should be given (and should exercise) certain decision-making power concerning the design of the program and their participation in it.
4. The Unruly Youth Project should take steps to increase the proportion of referrals that come from sources other than the juvenile justice system (police and court).
- a. The Project should direct its attention to increasing its visibility in areas of high need and greatest potential for drawing clients.
    - (1) Selective use should be made of the mass media, directed toward both youth and parents.
    - (2) Special attention should be directed toward using the various informal youth communication systems, such as those in the schools and those centered around various youth agencies such as Huckleberry House.
  - b. Established youth-serving agencies, particularly those with best rapport with youth, should be sought out for their help in getting referrals both through interpreting the Project and in making direct referrals to it.
  - c. Some intake for unruly youth services should be contracted to selected community agencies rather than having it all attached to FCCS.
5. The Project should take action to increase the number and the proportion of cases referred to community agencies for service. This action should include:
- a. Better identification of actual and potential providers of service in the community.
    - (1) This will require an ongoing allotment of staff time to gather, assess and up-date resource information.
    - (2) This information will have to be systematized and imparted to staff of both the Project and community agencies on a regular basis.
  - b. Administrative policy by FCCS that community agency services will be utilized whenever possible.
  - c. Project resources directed toward stimulation of development of community services for unruly youth, including allocation of funds for "start-up" costs and for direct purchase of services.
6. Project policy should be changed to include a more affirmative and continuing responsibility for individual cases. This should be carried out through the following:

- a. While maintaining the voluntary nature of the Project service offerings as much as possible, take an assertive stance in offering and interpreting the need for service and what the service has to offer.
  - b. Take assertive action on individual cases so as to make services visible to clients.
  - c. Request formal, authoritative action by the court when necessary to protect individual youth.
  - d. Make the referral process to agencies more structured and definite and follow-up to see whether referrals are accepted and continued.
7. Because of its negative connotations to both youth and the community, the term "unruly" should be removed in all references to the Project, including its name. A more "neutral" name should be adopted for the Project and its operating units.
- a. The word "unruly" has negative connotations, implying fault on the part of the youth, and as such works against the objectives of the Project.
  - b. The range of behaviors now included in the concept "unruly" include causation beyond the control of the youth and therefore the term is not properly descriptive of the problem or the service.
8. The Project should examine the group of cases classified as "services declined." This group represents more than one-third of the referrals. Case reviews and client follow-up should be conducted to determine what proportions constitute inappropriate referrals to the Project, which cases were satisfactorily serviced, and which cases declined service because the agency was not able to demonstrate the validity of the service it offered.
9. The "Disposition of Referrals" categories and the "Reason for Closing Cases" categories should be examined further and re-defined so the data can be compared and so the categories are mutually exclusive.
10. Clearly stated, written policies and procedures should be developed for operation of the Project, including:
- The Crisis Intervention Unit  
The 90-Day Support Units  
FCCS District Offices  
Relationships with Community Agencies, including referrals,  
joint planning and purchase of services
- These policies and procedures should be disseminated to Project staff and to community agencies.
11. Adequate provision should be made for shelter care for those youth needing it. Currently, the extent of shelter care need is not known. The Project should determine this need by a careful individual case analysis, based on clear, written criteria for the use of shelter care for unruly youth.

12. Needed shelter care should be provided through purchase of care from community agencies, but if community agencies do not make emergency shelter care for unruly youth available of reasonable quality and cost. FCCS should establish its own shelter facilities for unruly youth.
13. The Unruly Youth Project should take affirmative steps to avoid the over-use of emergency shelter care. These steps should include:
- Develop sound criteria for the use of crisis shelter care and reduce them to writing.
  - Train Project staff in the application of these criteria, but recognize that the most important determinant in the use of emergency shelter care will be staff ability to offer the youth and his parents a reasonable alternative to crisis shelter care placement.
  - Provide sufficient staff supervision, including case reviews in shelter care decisions and periodic retrospective case analyses of shelter care use.
  - Administratively, FCCS should accept the fact that just because it has contracted for a certain number of shelter care beds, these beds do not have to be kept full. General experience with emergency care (whether detention or shelter care) shows wide variations between low and high periods of need, with variations appearing on a daily as well as monthly basis. The difference between low and high occupancy rates can be expected to be as much as 100%.
14. Adequate physical facilities and equipment, consistent with Project objectives, should be provided for all components of the Unruly Youth Project.
- Space, with privacy, should be provided for a variety of uses, including individual and group interviewing, telephoning, dictation, and supervisory conferences. Space for these functions should be planned and allocated in such a way as to allow Project activities to be carried out without distractions and interruptions.
  - The size, location and nature of Project facilities should be consistent with Project objectives. This means:
    - Maximum decentralization of facilities housing direct service staff to match the objective of decentralization of services (both intake and support services).
    - Project physical facility needs should remain modest in keeping with the objective of using existing community services or encouraging development of new services under community agency auspices.
    - Centralization of facilities for staff performing centralized functions or who need to be housed together for reasons of efficiency. Staff space assignments should be made on the basis of how staff are expected to perform, not on the basis of administrative unit identification.

- The character and quality of the facilities and equipment provided should be comparable to those generally provided for public facilities in the community -- but allow for sufficient differences (sizes of units, style of furnishing and decoration, locations) to serve Project objectives.
  - Project facilities and equipment should permit and promote a high degree of worker mobility in meeting client service needs and in working with the community to develop and maintain resources.
  - Facility and equipment needs should be planned sufficiently in advance of expected program implementation and acquisition expedited so that program operations are not handicapped by inadequate or tardy physical facilities and equipment.
15. A more formalized and regular orientation and staff training program should be developed and implemented.
- The program should be used (as appropriate) both for Project staff and for members of community agencies that are participating in Project services.
  - The training program should include crisis counseling methods and knowledge about how to assess service needs and utilize community resources.
  - Staff should be given training in the importance of and techniques of data collection.
  - Both planning and implementation of the training program should include Project and agency direct service workers.
16. Caseload standards and caseload assignment for both crisis and support unit staff need attention. The standards should allow for assignment of work units on a multi-method approach, not merely on the basis of the traditional one-to-one counseling task assignment.
17. Administrative attention should be directed toward improvement of communication, cooperation and coordination between the Project and other units within FCCS. Case responsibility, case transfers, out-of-home placements, licensing are a few of the inter-program issues needing attention.

## CHAPTER 9

## SYSTEM DESIGN AND PROCEDURES

	<u>Page</u>
A. INTRODUCTION.....	9.1
B. DEVELOPING THE COMMUNITY SERVICE SYSTEM.....	9.3
1. The Policy Making and Supervisory Group.....	9.5
2. Task Groups.....	9.6
3. The Agency Group.....	9.7
4. Relationship Between the Council, Task Groups and the Agency Group.....	9.7
5. Relationship of FCCS to the System Components and to the Service System.....	9.8
6. Relationship of the Columbus-Franklin County Criminal Justice Coordinating Council to the Service System.....	9.9
C. OPERATION OF THE COMMUNITY SERVICE SYSTEM.....	9.9
1. Functions.....	9.9
2. Case Processing.....	9.10
3. Operational Policies and Procedures.....	9.12



## CHAPTER 9

## SYSTEM DESIGN AND PROCEDURES

A. INTRODUCTION

The system for developing and operating services for unruly youth should be determined by the objectives of the program. These three key objectives were specified in the funding proposal to CFCCJCC:

1. To subordinate and coordinate the various services available to unruly youth into a community service system.
2. To expand existing services and to identify and develop needed new services to enhance the community service system.
3. To reach youth at crisis points and before becoming involved with the Juvenile Justice System.

The proposal specified three major methods for achieving those objectives:

1. Establishment of a coordination unit, with formal community input from an Advisory Board.
2. Decentralization of intake services, with 24-hour capability.
3. Contract with appropriate existing community based agencies for services and development of needed community services not currently available in a high or potentially high delinquency area.

While methods #2 and #3 above are necessary and can contribute toward achieving the specified objectives, method #1 is not suitable for the tasks involved in meeting the program's objectives. This opinion can be demonstrated both in terms of theory and principle, as well as from Unruly Youth Project experience to date.

Establishment of a coordination unit by Franklin County Children's Services, supplemented by an advisory board, is inadequate in that it does not provide a sufficient degree or the right type of involvement by agencies in the community, it puts a single agency (FCCS) in too dominant a role to encourage other agency participation, and it does not provide enough mechanisms for the various levels and types of planning, development and service administration required.

As indicated in Chapter 8, to date the Project has involved minimal interaction with community agencies, with the exception of a few necessary operating relationships (law enforcement, the juvenile court, etc.). There has been very little community social agency involvement in planning, and to date little partnership with or contracts for service by community agencies. Community agencies have yet to be brought into planning for unruly youth services by FCCS. Also, the service structure to date (with the exception of shelter care) has been confined to services established within FCCS.

Franklin County Children's Service has stated it wishes to develop a community service system involving all community agencies serving these youth, working in a coordinated fashion. Ways must be found to develop and maintain that system.

Planning and service delivery are on-going functions and means must be found to provide a continuing interface between them. The John Howard Association believes that the present organizational structure being used for development of the system (i.e., the coordination unit with an advisory board) is not suitable or adequate for that task or for operating the system, once established. It should be changed to provide for different mechanisms that can involve different sets of relationships than now exist. The remainder of this Chapter is devoted to a discussion of those mechanisms and relationships.

B. DEVELOPING THE COMMUNITY SERVICE SYSTEM

Services needed by unruly youth are provided by numerous public and private agencies with different sources of funds, different governing bodies and different perspectives and objectives. If these services are to be transformed into a community service system ways must be found to bring about the necessary common perspective and direction. Yet no organizational entity in the community, either public or private, has the power to require or force the subordination or coordination of individual agency services.

However, much can be done through consensual subordination and coordination. This requires general agreement about service needs and priorities and a recognition that client needs (and agency self-interests) can be served through a cooperative and mutually supportive system -- rather than the independent service system now in existence.

The first requirement, therefore, is some means for involving community agencies in the design and operation of the system. This, in turn, requires agency involvement in several processes:

1. Identification of client need.
2. Identification of available services.
3. Identification of unmet needs.
4. Establishing service priorities.
5. Obtaining and allocating resources.
6. Developing policies and procedures for agency and inter-agency operations.
7. Serving as service providers.
8. Monitoring system operation.
9. Evaluating service and system outcome.

The extent agencies are satisfactorily involved in these processes will determine their willingness to subordinate and coordinate their individual agency service for the benefit of the total client group and the community.

These processes clearly indicate that involvement must be more than the traditional "advisory" function carried out by groups appointed for general advisory purposes.

Clearly, these processes require not only policy decision participation by cooperating agencies, but day-to-day work and decision-making about a host of tasks which are reflected in these processes.

The tasks involved in the processes also indicate that various levels of client agency and community participation are required. For example, identification of client need involves not only clients and agency workers, but requires assistance from research specialists and from individuals outside the service system itself such as law enforcement, etc. who have access to client groups needing services but who are not coming to the attention of existing service providers.

Other processes are more heavily of an "in-house" nature, i.e., involving primarily (but not exclusively) the service providers. Membership on the group carrying out these processes would be somewhat different. Some processes, involving major policy decisions and commitment of agency resources require representation by those who have the power to make these decisions -- decisions which may not or perhaps cannot be shared or delegated.

Clearly, the tasks inherent in these processes are too numerous and complex and involve too many agencies and individuals to be carried out by any single mechanism. Therefore, multiple mechanisms are required. However, means must be found to plan and coordinate the execution of these processes so there is some orderly progression toward achievement of Project objectives. Otherwise, there will be chaos.

These requirements (and others apparent from further examination of the tasks necessary for designing and operating a community service system) suggest the need for the following mechanisms:

1. A policy-making group -- responsible for general policy and operation of the community service system for unruly youth.
2. Task force groups -- each responsible for gathering information and making recommendations on specific aspects of the system.
3. An inter-agency operational group -- responsible for day-to-day operation of the program and for providing service under general policies set by the policy group.

The implication of the creation of these mechanisms would be clearly that development and operation of the community service system for unruly youth would be a cooperative venture among a group of community agencies in partnership with representatives of clients and the general community. It is significantly different from the concept of having FCCS develop and administer the service system with the cooperation and advice of community agencies. JHA believes that only the former will result in a sound system of services, responsive to client and community needs and fully involving community agencies in planning, developing and providing services.

## 1. The Policy-Making and Supervisory Group. (The Council)

### (a) Functions:

The Council should have overall responsibility for development and operation of the unruly youth service system. In short, the Council should have ultimate responsibility for the nine processes outlined earlier. This means that the Council should set general policies and procedures, determine service needs and priorities and monitor the general operation of the system. It should also play an advisory role to individual agencies -- a recognition of the fact that it has no direct supervisory power over any individual agency.

It should be emphasized that participation in the community service system (for unruly youth), either as a member of any of the groups or as a service provider is voluntary on the part of the agency. However, this participation is also at the election of the community service system itself. Either the agency or the system may set limitations or conditions on that participation or elect not to participate. This freedom applies both to creation and maintenance of the system as well as to the provision of service.

### (b) Composition and Appointment:

The Council should be large enough to be adequately representative of client, agency and general community interests. Its client membership should include both youth and adults. Agency composition should include (but not be confined to) agencies actively participating in providing service. Agency representation should be broader than just casework and child-care agencies. Community representation should include civic groups interested in service for unruly youth and organizations that are in contact with unruly youth and are not potential members of the community service system (such as law enforcement, juvenile court).

To meet requirements of sufficient representation and to provide enough Council manpower for an adequate subcommittee structure, a Council of 21 members is suggested. There should be seven members each from the client, agency and community sectors. Terms of office should be for three years, with initial appointments for staggered terms of 1, 2, and 3 years.

Agency representation should be determined by an election among those agencies wishing to participate from the group that indicated they now provide services for unruly youth (Table 3, Appendix). However, one agency representative position should be reserved for Franklin County Children's Services because of its centrality to the present and future service system.

Community representation should be named by the Franklin County Commissioners, since implementation of the community service system is in effect a major social policy decision. Community representation should include individuals from organizations such as the juvenile court, law enforcement agencies and the public schools, but the majority of the community members should not come from these sources.

Client representation should be made by the Franklin County Commissioners from among nominations of actual clients of agencies providing services for unruly youth. Because the clear majority of individuals on the Council will be adults, the majority of client appointees should be youth.

Since the tasks of the Council are many and complex, much of its work should be accomplished on the basis of work done by its subcommittees. The Council should establish a subcommittee structure that includes subcommittees parallel to those of the task force groups. This would simplify working relationships and interaction between the task forces and the Council.

The Council should be provided certain staff services such as clerical assistance, but the main staff work to produce information or follow-up for the Council should come from the Task Force Groups and the Operational Group. Both these other two components of the system should "feed into" the Council, as well as to each other and receive direction and suggestions back from the Council.

## 2. Task Groups.

### (a) Functions and Composition.

The Task Groups should each be responsible for gathering necessary information and making recommendations on specific aspects of the system. These groups would be responsible for working on both development and operation of the system in terms of recommendations to the Council and the Agency Group. The following Task Groups are suggested:

1. Identification of client needs, resources and unmet needs.
2. Recommendations for service priorities and the allocation of available resources.
3. Monitoring system operation and evaluating service and system outcomes.

Membership on Task Groups will come heavily from participating agencies, but should include clients and general members of the community. Membership will vary, depending upon the nature and stage of tasks being performed. For example, the initial stages of need and resource identification can require more effort and different representation than later updating. Or, service priority setting and resource allocation involve a differently composed group than monitoring and evaluating the system.

Although there is no "natural" composition of each of these groups, they should be manned by individuals sufficiently connected to the program components or the problems to make the necessary contributions. This involves individual motivation as well as access to information and processes. Participating agencies should be asked to provide staff members to work on Task Groups and should provide them time to do this. Additional non-agency task group members necessary for particular tasks should be invited. These should also include client members and individuals from various community groups that have a contribution to make to the task at hand.

### (b) Direction and Coordination.

Obviously, task groups with changing membership and tasks will require some degree of monitoring and coordination if the job is to be done. This coordination should take place among the Task Groups themselves through joint planning as well as between the Task Groups and the Council and the Agency Group. Since the work of both the Council and the Agency Group is dependent upon the Task Groups, FCCS should take the initiative to convene and generally monitor the functioning of

the Task Groups to the extent of seeing that they are addressing the tasks specified for each Task Group and within the context and time frame necessary for the Council and Agency Group. This monitoring is not intended as supervision of content or substance, but rather supervision to see that there is orderly movement of the Task Groups and in a manner consistent with the needs of the Council and the Agency Group.

## 3. Agency Group.

### (a) Functions and Composition.

The Agency group consists of those agencies participating in the planning and delivery of services for unruly youth. Its collective or group responsibilities are to develop agency and inter-agency operational policies and procedures. Provision of service is an individual agency responsibility even though the nature and extent of the services are greatly influenced by other members of the Agency Group (as well as by the Council and the Task Forces).

The Agency Group will consist of many sub-groups, both formal and informal, addressing the many issues central to service development and provision of direct service as they affect their individual agencies. Individual agency members of different staff levels (i.e., caseworker, supervisor, administrator) will participate at various times, depending upon the nature of the task. Thus, the Agency Group will function at both the formal and informal level.

In essence, this group (at some times finite and formal and at other amorphous and informal) carries the day-to-day planning and working relationships between agencies and with clients that are involved in running a service program.

The Agency Group's responsibility, however, does not end with direct service functions. It also has responsibility for involvement in change of social systems and conditions causing or complicating problems of unruly youth.

### (b) Direction and Coordination.

The Agency Group, like the Task Groups, will require considerable direction and coordination if it is to design detailed policy and procedures and implement a complex set of services administered by a large group of essentially autonomous agencies. Much of the direction and coordination can be self-administered, particularly as common goals, objectives and methods are developed. However, particularly in the initial stages, but to a considerable degree on an ongoing basis, there is a need for some entity to take responsibility for leadership and coordination of these complex efforts.

Since it is already so heavily involved in the planning to date and is the primary provider of services, the Franklin County Children's Service should assume this responsibility and provide staff time necessary for it. This does not mean "running" the Agency Group, since its tasks must be accomplished on a cooperative basis and within policies set by the Council.

## 4. Relationship Between the Council, Task Groups and the Agency Group.

The relationship and division of responsibility among these three components of the system can be expressed (in perhaps an oversimplified form) as follows:

The Agency Group administers the program under policies set by the Council but which have been determined to a large part by input from the Task Groups.

Actually, there must be a great deal of interaction among these components. There will be double or triple agency representation through membership or involvement in activities of the three components. The continuing interchange between the components means continuing agency representation. The same is true for client and community representation.

These types and levels of involvement result in a complex system, but the system is a reflection of the complexity of the tasks and the number of agencies and interests that must be taken into consideration if a community system of service is to be developed and maintained. Given a clear initial mandate as expressed in the processes specified earlier requiring agency involvement, the Council should be able to provide the general direction. Initially, and until the Council takes hold, FCCS should supply the leadership, stimulation and organization necessary to get the Council functioning.

#### 5. Relationship of FCCS to the System Components and to the Service System.

Under the plan proposed in this Chapter, the relationship of Franklin County Children's Service would change from the primary planner and provider of service to a major partner. FCCS would be represented on the Council, the Task Groups and the Agency Group. As such it would directly participate in planning and providing service. It should have the same degree of autonomy and exercise the same amount of cooperation as other agencies, although because of its size and resources, FCCS will undoubtedly provide a larger amount of service and have a heavier influence than most other individual agencies.

FCCS should serve as a catalyst to initiate the system and gradually lessen its unilateral planning and service delivery as other agencies become involved. Because of its resources, FCCS will be in the role of service purchaser from agencies who are participating or who can be brought into the system. FCCS should use its financial resources (both its local tax supported budget and state and federal funds it can obtain) to stimulate agency participation and encourage development of new and scarce resources. Hopefully, FCCS policies with respect to use of these funds would be consistent with policies adopted by the Council. However, since FCCS is a public body, operating under certain statutory constraints and policies of its own Board, it has to have final say about the allocation of its resources and the manner in which they are spent.

The present Unruly Youth Project, being one unit in the multi-purpose FCCS, has a dual set of relationships to maintain. One set deals with other agencies involved in the service system. The other set of relationships involve other FCCS units that also provide services needed by unruly youth (placement, certification of foster care, residential treatment, etc.). Because it has the greatest degree of involvement, the Unruly Youth Project staff should be the primary representatives on the Council and the Task Groups and carry a major role in FCCS liaison with the unruly youth service system and the internal units of FCCS. The Unruly Youth Project unit within FCCS, would, of course, be guided by FCCS policy and procedures.

#### 6. Relationship of CFCCJCC to the Service System.

The Columbus-Franklin County Criminal Justice Coordinating Council, through Federal Law Enforcement Assistance Administration funds, is providing partial, but substantial, financial support for the Project. CFCCJCC and the Regional Planning Unit staff (serving CFCCJCC) have had major influence on the Project in a number of ways. Neither CFCCJCC members nor RPU staff are being suggested for inclusion as formal members of the Unruly Youth Service System Council since CFCCJCC input to the Project will be ongoing as a result of CFCCJCC membership involvement in other ways and from the influence from ongoing program review by RPU for funding purposes.

#### C. OPERATION OF THE COMMUNITY SERVICE SYSTEM

##### 1. Functions.

The proposed community service system includes more than just the provision of direct service. It requires support functions for direct services (e.g., data collection, program development) and if it is to do more than just respond to crisis situations, must become involved in service improvement and community change efforts. In summary form, these functions can be listed as follows:

- a. Direct services for clients, which involve:
  - (1) Case finding
  - (2) Service need identification
  - (3) Location of appropriate resource
  - (4) Referral
  - (5) Provision of service
- b. Support functions, including:
  - (1) Data systems for:
    - (a) Case identification
    - (b) Case location
    - (c) Case responsibility (by agency)
    - (d) Case characteristics, including service needs
    - (e) Resource availability
    - (f) Services provided
    - (g) Case outcome
  - (2) Administrative "housekeeping" activities such as staffing, facilities, transportation, etc.
- c. Institutional change both inside and outside the service delivery system:
  - (1) Improvement of existing services
  - (2) Creation of new services
  - (3) Changing community conditions

These functions are inter-related, and in varying degrees are carried out by direct service staff as well as other agency personnel, and client and community representatives. They must be addressed by the Council, the Task Groups and the Agency Group.



2. Case Processing. (Please see Figure 4 on Page 9.11)

(a) Case Flow.

The traditional method of providing services for unruly youth is illustrated in Figure 4. As indicated there, the new (current) method of handling those cases is considerably less complex and involves less steps. It also involves a different set of institutional arrangements, i.e., the Unruly Project rather than the Juvenile Court.

Although the disadvantages of the previous system have been identified by the community (unnecessary arrest and detention, referral to court, "stigmatizing," etc.), and although the new system is presumed to be an improvement, there is little data-based evidence to date to indicate whether the new system is better, worse, or no different than the old.

The FCCS data system will provide data in the future which should be helpful in measuring system results (i.e., whether clients receive service and the effect of service), but is not yet available due to the newness of the Project. (See Chapter 7.) Therefore, any recommendations for changes in case processing must be based on general experience in providing social services and direct observation of how the system appears to be working (or not working) in Franklin County.

As illustrated in Figure 4, the new system is simpler. It has also resulted in a major reduction in the number of unruly youth detained as well as the number processed through the juvenile court.

The steps in the new method (Figure 4) are reduced to perhaps a workable minimum. Generally, clients will have to relate to only one or two agency workers. No particular improvements seem necessary concerning case flow.

(b) Service Availability.

There is not sufficient data available to make judgements about the types or volume of services needed by unruly youth in Franklin County, or even by those youth in contact with the Project. Therefore, service availability in terms of the right types of service and of sufficient volume cannot yet be answered. Recommendations concerning some service needs and assessment of others are made in other sections of this report.

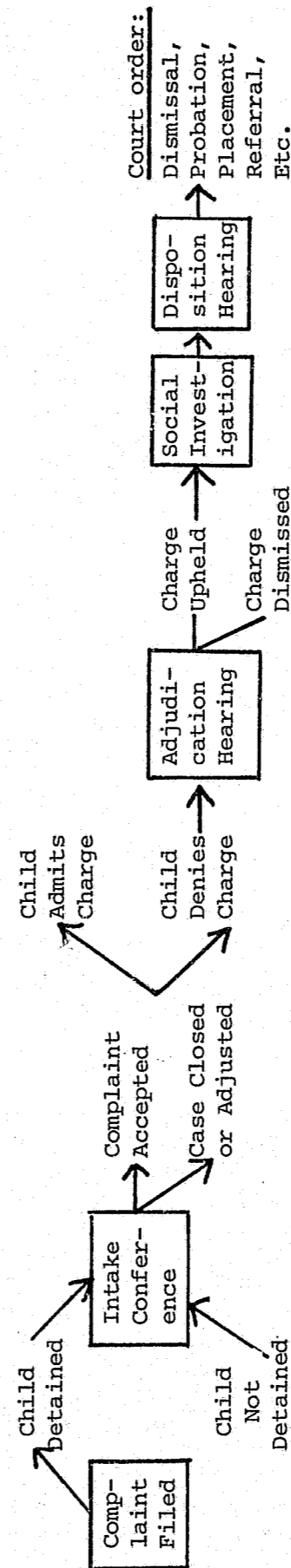
However, a word of caution seems in order here. Service need assessment must be approached carefully. In the field of social services, there is a tendency for staff members to see service needs in terms of their own perspective or that specified by their agency. Such perspective may bias the perception of service needs and rule out some completely. For example, a bias toward casework-counseling may reduce the perceived need for environmental, external services such as education, employment, housing or other such services. Data system design and staff training should be carried out in such a way as to provide as balanced an inventory of service needs as possible.

Even though the volume and nature of service needs cannot be determined yet, service availability can be addressed in terms of 24-hour availability and geographic accessibility. Intake now operates on a 24-hour a day basis, but with the exception of one decentralized unit scheduled for opening on July 20, 1975, intake is limited to one location in the central city area at 198

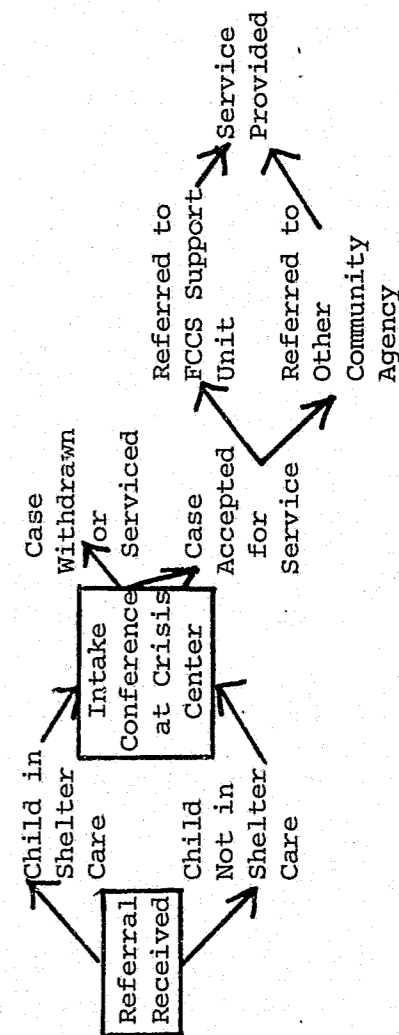
Figure 4

Comparison of Juvenile Court and Unruly Project Processing

TRADITIONAL METHOD: Cases Processed Through Juvenile Court.



NEW METHOD: Cases Processed Through the Unruly Project.



NOTE:

1. Cases needing service beyond those available from juvenile court will require additional referral process.
2. Some Unruly Project cases will be referred to juvenile court for change of custody, support orders, etc.



South High Street, Columbus. The system should provide for maximum decentralization of both intake and on-going services. This decentralization should be effected in two ways: (1) dispersal of FCCS intake and service staff into smaller working units or (2) using more dispersed social agencies as the intake point for unruly youth services. Either method (or a combination of the two) would give better geographic coverage than at present.

(c) Data Collection and Case Processing.

Although the information and evaluation needs of the unruly youth service system are covered extensively in Chapter 7, some comment is needed here in terms of data collection and case processing. Given the multiplicity of agencies involved in the unruly youth service system, there is an operational necessity for some type of central repository for data needed by different parts of the system. The repository must have the capability of accepting data at many "natural" points in case processing (at the conclusion of certain steps) and be able to furnish completely up-to-date material at any time.

The repository(s) must serve three major purposes:

1. Facilitate case processing and service.
2. Identify services given and provide information to measure outcome.
3. Provide data on service availability and unmet service needs.

Two separate repositories (or registers) would seem indicated:

1. A case data register which includes:
  - (a) Case identification and locator information
  - (b) Agency responsible for case (past, present, and future)
  - (c) Case characteristics
  - (d) Services provided (or needed but not provided)
  - (e) Observed service outcome
2. A resource register which includes:
  - (a) Description, location, and availability of resource.
  - (b) Eligibility requirements and referral process.
  - (c) Costs.

Both these registers need to be developed and maintained centrally, and as indicated in Chapter 7, rules governing their use also need to be developed.

3. Operational Policies and Procedures.

Although numerous policy and procedural recommendations have been made throughout this report, there are additional matters concerning case processing that should be covered:

- a. Investigation of all complaints of unruliness (including self-referrals) should be mandated and a preliminary determination made as to the need for service and the nature of service needed.

- b. When it appears that services are needed, services (including care, if appropriate) should be offered, and a full disclosure as to the nature and conditions of the service should be made known to all parties involved.
- c. Disposition of complaints or requests for service should be limited to the following alternatives:
  - (1) Case closed on basis of complaint unfounded.
  - (2) Case closed on basis problem resolved with or without service.
  - (3) Service continued on basis of written agreement for service or care until problem resolved.
  - (4) Referral to court when facts clearly support need for service or care for protection of youth and parent(s) and/or youth refuse service.
- d. If an agreement for care or service is consummated and the youth or the parent, guardian or custodian terminates the agreement or refuse to comply with its provisions and there is still need for the care or service for the protection of the youth, the unruly youth service agency should be required to file a complaint with the intake division of the court.
- e. If at the initial intake phase, it is determined that the youth and/or the parent, guardian or custodian had within the past six months refused service offered as a result of a previous complaint, or had terminated an agreement, the unruly youth service agency may file a complaint with the court if there is reason to believe the youth needs service.
- f. Other public agencies with legal responsibility to provide a specialized service or care needed by an unruly youth should provide such care or service on a priority or allocation basis for any child where the unruly youth service system has responsibility by agreement or by court order.
- g. When an agreement for placement has been consummated and it appears that placement will extend for a period beyond six months from the time of initial placement, a petition should be filed with the court requesting the vesting of legal custody in the agency having responsibility for the youth.
- h. Although FCCS has authority to accept a youth for temporary emergency care without agreement or court order, special procedures should be followed in providing services for runaway youth. (For suggested procedures see Section 15, "Powers and Duties of Department with Respect to Runaway Children," Part II, Model Acts for Family Courts and State-Local Children's Programs.)<sup>1/</sup>

<sup>1/</sup> Model Acts for Family Courts and State-Local Children's Programs, op. cit.

- i. Once the service system has assumed responsibility to provide care or service for an individual child, either by agreement or as legal custodian by court order, the agency should continue to carry that responsibility, even when such care or service is provided through contract or agreement with another agency, until the problem has been reasonably resolved or the court has made another disposition.
- j. The service system and its member agencies should have access to legal counsel, not only during development of policies and procedures, but during its day-to-day service operations. This is necessary to assure that the rights of recipients are protected and that individual staff members and agencies are protected from liability.

CHAPTER 10

SERVICE UNITS AND COST DATA

	<u>Page</u>
A. EXISTING DATA.....	10.2
B. DEFINING SERVICE UNITS AND COSTS.....	10.3
C. COST-BENEFIT EFFECTIVENESS.....	10.5
D. MAJOR RECOMMENDATIONS FOR COST ANALYSIS AND BUDGETING.....	10.5

CHAPTER 10  
SERVICE UNITS AND COST DATA

A. EXISTING DATA

Since service units and cost data are important considerations in social service planning, JHA attempted to obtain this data. First, the agency responses from the recent Academy for Contemporary Problems/League of Women Voters Survey were examined. Only a few of the responding agencies reported cost data. For this reason, agencies were surveyed again by the John Howard Association and were asked to supply cost data for specific categories of service.<sup>1/</sup> Despite follow-up, only 26 of the 47 agencies surveyed responded and only 21 of this group reported unit cost data.

An examination of the returns of both surveys indicates clearly that there are wide variations among agencies as to what constitutes a unit of service (i.e., length of an interview, services included in a day's residential care, etc.) as well as variations in the cost items that were reported in the unit of service. The limited quantity of data as well as the variations in service unit definitions and the cost items included can be illustrated by the two survey returns:

	<u>ACP/LWV Survey</u>	<u>JHA Survey</u>
Casework/counseling interview	10 agencies \$9.40-36.00/int. Mean \$22.80	16 agencies \$7.00-\$53.00/int. Mean \$24.50
Residential care daily cost per child	10 agencies \$8.50-35.00/day Mean \$21.99	---
Residential treatment daily cost per child	---	3 agencies \$22.00-34.00/day Mean \$28.00
Shelter care, temporary daily cost per child	---	3 agencies \$17.00-21.73/day Mean \$19.58/day

Recently, FCCS submitted a proposal to LEAA for a grant to support unruly youth services. The estimated service unit costs included in that proposal are further evidence of differing cost estimates:

Shelter care	\$ 7-15/day/child
Residential treatment	\$70/day
Psychiatric consultation	\$25/hour
Psychological evaluation	\$40/case

1/ See Attachment 3, Appendix.

These estimates vary considerably from those reported in the agency surveys. In some instances they may represent different types of service. They may include different cost elements than agencies used. Or they may be better or poorer estimates of costs. No one knows. The problem remains that service unit cost data sufficient for planning does not exist.

It is impossible to make sound estimates of unit costs, given the varying definitions of service units and the variations in cost factors included. Experience with the Unruly Youth Project to date (for reasons of newness and the lack of a service cost data system) does not produce this data. This means that data needed for determining the cost of contract services is lacking, as is the data necessary to project it and other program costs.

For these and other reasons, it is impossible to provide any meaningful estimates of the funds needed for a total program to adequately serve unruly youth in Franklin County. First, the number of unruly youth in the county who need service is not known. Second, the actual number who will come to agency attention (or be brought) is not known, and is dependent upon a great many variables. Further, the nature and duration of the service they need is not known. Last, assuming all these gaps of information were filled by accurate data or reasonably good estimates, Franklin County would still need to identify service unit costs.

Service unit costs are also needed to determine total program cost. The most important purpose of cost estimates is to permit relating resource expenditures to the attainment of objectives, so that the cost of accomplishment can be assessed -- this in turn can lead to making program choices (i.e., one program rather than another, or no program at all).

For these reasons, FCCS should proceed to develop service unit costs, based on comparable service unit definitions and cost factors. The following material is given as a guide in developing these costs.

B. DEFINING SERVICE UNITS AND COSTS

There are many possible approaches to defining service units and costs, and the choice should be made on the basis of the intent for which the information is collected. The simplest intent is describing the units and their associated costs. While this is the easiest, it has limited value. It does need to be done, however, as the first step in determining program costs which are necessary for such tasks as contracting for services, preparing budgets, etc.

1. Service Units.

Services and their components can be defined in different ways. There is no single correct procedure. Three examples are given here as illustrative. They are: (1) goal attainment; (2) staff functions or work units; and (3) activity units.

Goal attainment, the completed end product of the agency, covers the full range of service objectives and presents difficult codification problems due to the large number of interacting objectives that may be attainable within the agency. One approach to this is through setting and attaining individual goals which then can be cumulated to reflect agency goals. Costs are assessed against these individual or cumulated goals. While the process of goal setting and evaluation is relatively simple, interpretation of the necessary data is complex.

Staff functions, or work units, another approach, focuses on the functions that are presumably involved in the production of service units. These are more easily interpreted. They are more easily defined for research purposes. The large number and limited time span of the work units allow for a more homogeneous application of the concept of cost. The relatively universal application of work units (at least within the context of social agency activities) allows for similar applications in different agencies.

By way of illustration, the work units could in part be defined as involving screening (intake), admission, treatment, discharge, follow-up, etc., services. These units then are defined within certain limits, so for example, "screening" may be defined as beginning with a request for service and ending with assignment of the case to the agency worker, referral to another agency, or rejection of the request and termination of the case.

Worker judgement is necessary to determine these work unit boundaries (when admission begins and treatment ends, for example) and work units vary and must be converted into time. However, these tasks can be accomplished.

Activity units are what the agency buys with its payroll, i.e., interviews, telephone calls, report writing, planning, etc. Activity units, in addition to being subject to the same boundary definition and time measurement problems as staff functions, differ with each class of worker. They differ considerably among staff members within the same category because of individual worker inclinations and the demands of particular cases. These biases can be estimated, but one serious problem remains: the activity units are not necessarily related to objectives or do not reflect the specialized work of the agency as well as the work units.

In short, three different approaches to defining service units have been suggested. The work unit approach probably is the most easily manageable way of defining service units for cost purposes.

## 2. Costs.

Once units are designated, costs may be charged to them either directly from a time study or on a "per diem," "average case" or other means of tallying where cases are with reference to service units. This latter method yields relatively little useful information for descriptive purposes and is of little use in relating costs to benefits in any meaningful way. The time study is more cumbersome and expensive, but rewarding by comparison to other methods.

Other critical decisions bearing directly on costing the program must be made: (1) defining the cost concept, i.e., what model per unit of time is being used, does it include only direct agency expense or does it include indirect expenses, (2) defining the input concept, i.e., what constitutes a relevant dollar resource expended in different activities, (3) defining the output concept, i.e., what is the unit of production or benefit, i.e., total cases completed, successful cases only, or completed cases per number of cases attempted?

Variables affecting the understanding of both work and cost units include: the position of the clients in the intervention process, characteristics of service recipients, characteristics of staff supplying the service (time worked in providing a variety of services, differentials in salary and fringe benefits, sex, education,

experience, etc.) and the way in which other than direct service staff expenditures are handled. Despite these variables, costs can be applied to units with some measure of adequacy -- at least to the extent that they further refine knowledge about service costs and offer the opportunity for better program choices.

## C. COST-BENEFIT EFFECTIVENESS

In addition to requiring quantification of all program costs, cost-benefit analysis requires quantification of all the benefits which are attributable to a particular program. It also requires translation of costs and benefits into comparable terms.

Reducing benefits of programs to economic (dollar) terms in social programs involves a host of problems which social science has not yet fully solved. First, program benefits such as reduced client anxiety, increased emotional adaptability and parental satisfaction are not reduceable to dollar terms without making heroic and questionable assumptions. Second, if the results are to be usable in the near future, they must be put into a short time framework which does an injustice to program impact (since some impact is not felt and measurable for a longer period of time). Third, in assigning economic values to benefits there is the implicit assumption that individual benefits are either present or absent, rather than being a configuration of varying degrees of gain and loss among a group of related variables. Fourth, there are non-quantifiable indirect benefits to individuals and their associates that must be excluded from benefit estimates. Fifth, multiple programs may be directed at solving the same problem or problems, thereby complicating benefit assignment.

What is quantifiable are the "investment benefits" or increased capitalized net economic worth attributable to a program -- such as increased income of recipients or freeing up of economic resources due to the improved functioning of the program beneficiary. However, attribution of benefits to program is hard to demonstrate without the use of research designs that appropriately control for competing interpretations of program outcome.

In all of the above instances, benefit determination must also be judged by program beneficiaries, preferably in conjunction with objective benefit indicators. There must be reliance, to a degree, on some subjectivity in assessing probability of benefit. It should be recognized that cost/benefit analysis attempts may produce more questions than answers.

## D. MAJOR RECOMMENDATIONS FOR COST ANALYSIS AND BUDGETING

1. Given the Project's current and prospective resources, cost-benefit effectiveness attempts should be deferred for an indefinite period.
2. The Project should move toward service accounting in dealing with cost descriptions rather than continuing the current emphasis on financial accounting which focuses on gross dollar costs and often does not take into account overhead factors and reimbursables. (Service accounting will provide more precise cost analyses and be more useful for cost control purposes.)

3. Cost and service unit definitions should be established in anticipation that cost-benefit analysis will be implemented at a later date. Common cost and service unit definitions should be agreed upon by agencies participating in the unruly youth service system.
4. Initial efforts to link cost and benefit should be directed to investment-type benefits that are translatable into dollar benefits. For example, over \$1,000,000 a year is now being spent for boarding care for about 200 children. A comparative study, using the Unruly Project as an alternative program to boarding care, may demonstrate direct dollar benefits.
5. Comparative dollar value benefits should be assessed primarily in terms of reduced costs of care and services, the re-distribution of freed-up resources, and when appropriate, the increased client productivity or accomplishments.
6. Because of the complex interrelationships between multi-variate program efforts and activities and the range of interdependent positive and negative results that may occur from program efforts, interpretation of the results obtained from a cost-benefit study should be used with extreme caution unless proper experimental controls have been used.
7. Assessments involving comparisons of gross or average dollar expenditures of alternative programs should be undertaken with the caution that interpreting cost data without reference to benefits may be misleading, i.e., low cost programs may (or may not) be low impact programs.
8. Initial efforts at defining service and cost units should be directed toward establishing a community-wide (or unruly youth service system-wide) reporting system for purposes of initially establishing both financial and service accountability.
9. Initial efforts at defining service and cost units should be directed toward developing local (rather than state or national) standards. (No adequate local cost data exists that can provide a framework for assessment. Figures from sources such as the National Juvenile Court Cost of Processing and Institutionalization can provide a rough estimate for purposes of comparison, but local differences may be considerable. Variations among localities are greater than the ranges quoted earlier for Franklin County.)
10. Until such time as sufficient data is available about service needs and service costs, Franklin County (FCCS and the community agencies involved) should plan levels on the basis of their best judgements about fiscal capability and reasonably demonstrated service need. Available evidence clearly suggests the unruly youth service need surpasses current program efforts, so reasonable expansion (that which can be administratively and programmatically implemented) should be permitted without additional hard data documentation.
11. In the interest of long-term client service gains, FCCS and cooperating community agencies should invest staff and dollars in determining program costs and cost-benefits even if this has to occur with some reduction in direct service. The short-term loss should be more than compensated for by long-term gain.

TABLE 1

## ALPHABETICAL LIST OF AGENCIES IN ACP/LWV SURVEY

Bethune Center, Columbus Urban League  
 Big Brothers Association of Greater Columbus  
 B.O.Y.S. (Boys Own Youth Shelter, Inc.)  
 Boys Club of Columbus  
 Boy Scouts of America - Central Ohio Council  
 The Bridge (Northland Drug Abuse Council)  
 Buckeye Boys' Ranch  
 Hirsch Hall  
 Bureau of Vocational Rehabilitation-Columbus District  
 Burkhart Center-Pastoral Counseling Center  
 Catholic Social Services  
 Central Community House  
 Child Psychiatric Clinic-Ohio State University  
 Children's Mental Health  
 Chimorel Services, Inc.  
 Clintonville-Beechwood Community Resources Center  
 Columbus Area Community Mental Health  
 Columbus State Hospital  
 Columbus Youth Services Bureau  
 Concord  
 ECCO Family Health Center  
 Family Counseling Center  
 Family Psychological Clinic of OSU  
 Florence Crittendon Home  
 Franklin County Children's Services: Services for Unruly Youth  
 Friends in Action, Inc.  
 Gahanna Human Resources, Inc.  
 Gladden Community House  
 Godman Guild  
 Hannah Neil Home for Children  
 Helping Hands  
 Hilltop Civic Council  
 Huckleberry House  
 Interfaith Counseling Center  
 J. Ashburn Junior Youth Center, Inc.  
 Jewish Center  
 Jewish Family Service  
 Milo Grogan Area Council  
 Mingus/Group Home  
 Neighborhood House  
 The Neighborhood Youth Corps  
 North Central Community Mental Health  
 Open Door Clinic  
 Reynoldsburg Awareness Program (RAP)  
 Rivers Group Home, Inc.  
 Rosemont School  
 St. Stephen's Community House



APPENDIX

TABLE 1 - p.2

Salesian Inner City Boys Club of Columbus  
The Salvation Army  
South Side Settlement  
Southwest Community Mental Health  
Switchboard, Inc.  
Syntaxis  
TRI (Trinity Related Involvement)  
Tri-Village Mental Health Services, Inc.  
UHURU  
United Methodist Children's Home  
University Area Drug Crisis Center  
Vita  
Volunteer Probation Council  
Willson Children's Center  
Worthington Community Counseling Service  
Young Women's Christian Association (VIA Program)

APPENDIX

TABLE 2

PROGRAM CATEGORY LISTING OF COMMUNITY AGENCIES

CHILDREN'S INSTITUTIONS

Buckeye Boys' Ranch  
Columbus State Hospital  
Hannah Neil Home for Children  
Rosemont School  
United Methodist Children's Home

COMMUNITY CENTERS, SETTLEMENT HOUSES AND NEIGHBORHOOD COUNCILS

Central Community House  
Clintonville-Beechwold Community Resources Center  
Gladden Community House  
Godman Guild  
Hilltop Civic Council  
Jewish Center  
Milo Grogan Area Council  
Neighborhood House  
St. Stephen's Community House  
The Salvation Army  
South Side Settlement

DRUG PROGRAMMING

The Bridge (Northland Drug Abuse Council)  
Concord  
Open Door Clinic  
TRI (Trinity Related Involvement)  
UHURU  
University Area Drug Crisis Center  
Vita  
Worthington Community Counseling Service

EMPLOYMENT, COUNSELING AND TRAINING

Bureau of Vocational Rehabilitation-Columbus District  
Neighborhood Youth Corps

## APPENDIX

TABLE 2 - p. 2

FAMILY AND INDIVIDUAL COUNSELING

Bethune Center, Columbus Urban League  
 Burkhart Center-Pastoral Counseling Center  
 Catholic Social Services  
 Columbus Youth Service Bureau  
 Family Counseling Center  
 Gahanna Human Resources, Inc.  
 Huckleberry House  
 Interfaith Counseling Center  
 Jewish Family Services  
 Willson Children's Center  
 Worthington Community Counseling Service

CRISIS SERVICES

Children's Mental Health  
 Clintonville-Beechwold Community Resources Center  
 Columbus State Hospital  
 Concord  
 Franklin County Children's Services - Services for Unruly Youth  
 Helping Hands  
 Huckleberry House  
 Open Door Clinic  
 St. Stephen's Community House  
 Southwest Community Mental Health  
 Switchboard, Inc.  
 TRI  
 University Area Drug Crisis Center  
 Vita  
 Worthington Community Counseling Service

GROUP HOMES

Boys Own Youth Shelter, Inc.  
 Hirsch Hall  
 Chimorel Services, Inc.  
 Florence Crittendon Home  
 Helping Hands  
 Mingus Group Home  
 Rivers Group Home, Inc.  
 Syntaxis  
 UHURU

## APPENDIX

TABLE 2 - p. 3

HEALTH

Ecco Family Health Center  
 Open Door Clinic

HOUSING (Temporary)

Huckleberry House  
 The Salvation Army

MENTAL HEALTH

The Bridge  
 Child Psychiatric Clinic-Ohio State University  
 Children's Mental Health  
 Columbus Area Community Mental Health  
 Concord  
 Family Psychological Clinic of Ohio State University  
 Gahanna Human Resources, Inc.  
 North Central Community Mental Health  
 Southwest Community Mental Health  
 Tri-Village Mental Health Services, Inc.  
 Worthington Community Counseling Service

ONE/ONE PROGRAMS - VOLUNTEER PROGRAMS

Big Brothers Association of Greater Columbus  
 Friends in Action, Inc.  
 Reynoldsburg Awareness Program (RAP)  
 Switchboard, Inc.  
 Volunteer Probation Council

PREGNANCY COUNSELING

Bethune Center, Columbus Urban League  
 Florence Crittendon Home  
 Open Door Clinic

RECREATION

Boys' Club of Columbus  
 Boy Scouts of America - Central Ohio Council  
 J. Ashburn Jr. Youth Center, Inc.  
 Jewish Center  
 Salesian Inner City Boys' Club of Columbus  
 Young Women's Christian Association (VIA Program)

## APPENDIX

TABLE 3

## COMMUNITY AGENCIES SURVEYED BY JOHN HOWARD ASSOCIATION

Boys Own Youth Shelter, Inc.	Neighborhood House
The Bridge	* Neighborhood Youth Corps
* Buckeye Boys Ranch	* Open Door Clinic
Bureau of Vocational Rehabilitation	Reynoldsburg Awareness Program
* Catholic Social Services	Rivers Group Home, Inc.
* Central Community House	* Rosemont School
* Child Psychiatric Clinic -- OSU	St. Stephen's Community House
* Children's Mental Health	Salesian Inner City Boys Club
Clintonville-Beechwold Community Resources Center	The Salvation Army
Columbus State Hospital	* South Side Settlement
Columbus Youth Services Bureau	Southwest Community Mental Health
* Concord	* Switchboard, Inc.
ECCO Family Health Center	* Syntaxis
* Family Counseling Center, Columbus	Trinity Related Involvement
* Family Psychological Clinic of OSU	Uhuru
* Friends in Action, Inc.	* United Methodist Children's Home
* Gahanna Human Resources, Inc.	* University Area Drug Crisis Center
Godman Guild	Vita
* Hilltop Civic Council	* Willson Children's Center
* Huckleberry House	Worthington Community Counseling Center
* Interfaith Counseling Center	* Central YMCA -- Helping Hands
* Jewish Center	* 4 C's
* Jewish Family Service	* Urban League Bethune Center
Milo Grogan Area Council	

\* Indicates those agencies returning questionnaires.

## APPENDIX

TABLE 4

CASES DISPOSED  
FRANKLIN COUNTY JUVENILE COURT 1/

	<u>DELINQUENCY</u>	<u>UNRULY</u>
<u>JAN 1975</u>		
Official	135	35
Unofficial	<u>76</u>	<u>47</u>
Total	211	82
<u>FEB 1975</u>		
Official	193	45
Unofficial	<u>101</u>	<u>108</u>
Total	294	153
<u>MAR 1975</u>		
Official	203	54
Unofficial	<u>135</u>	<u>118</u>
Total	338	172
<u>APR 1975</u>		
Official	263	39
Unofficial	<u>159</u>	<u>161</u>
Total	422	200
<u>MAY 1975</u>		
Official	256	41
Unofficial	<u>172</u>	<u>130</u>
Total	428	171

1/ Abstracted from Franklin County Juvenile Court, "Summary Report of Number of Cases Disposed of During Month," January - May, 1975.

## APPENDIX

TABLE 5

DETENTION OF UNRULY YOUTH  
FRANKLIN COUNTY DETENTION HOME

	UNRULY	DELINQUENT	TOTAL 1/
Mon, May 5, 1975	16	83	99
6	19	80	99
7	16	79	95
8	18	67	85
Fri, May 9	21	64	85
	Avg. 18	Avg. 75	Avg. 93
Mon, May 12	24	75	99
13	18	70	88
14	16	80	86
15	10	84	94
Fri, May 16	12	81	93
	Avg. 16	Avg. 78	Avg. 92
Mon, May 19	15	90	105
20	16	90	106
21	12	88	100
22	7	85	92
Fri, May 23	5	89	94
	Avg. 11	Avg. 88	Avg. 99
Tues, May 27	7	92	99
28	5	93	98
29	4	77	81
Fri, May 30	6	71	77
	Avg. 5.5	Avg. 83.25	Avg. 88.75
Mon, June 2	5	74	79
3	5	67	72
4	4	70	74
5	1	62	63
Fri, June 6	0	58	58
	Avg. 3	Avg. 66	Avg. 69

1/ Does not include youth "sentenced to detention." This group ranged from 1 to 7 during the May 5 - June 11 period.

## APPENDIX

TABLE 6

SERVICES REPORTED BY AGENCIES IN  
THE ACP/LWV SURVEY

(The following list of services are those reported by the agencies themselves. In some instances the agencies either do not serve youth or do not record whether the service was provided to youth or adults. More detailed examination of some of these reports or further clarification by agencies might result in modifications.

The individual agency responses are presented in this report and identified by agency so that follow-up planning may result, plus any necessary corrections or clarification of the data reported to the ACP/LWF survey).

Please refer to pages 11.10 through 11.17





TABLE 6 - page 4

	Southwest Community Mental Health	Trinity Related Involvement	Hirsh Hall	Buckeye Boys Ranch	Big Brothers of Columbus	Boys Own Youth Shelter	Boy Scouts of America Central Ohio	Columbus Area Community Mental Health
Number of Personnel	87	16	9	52	12	23	42	-
Diagnostic	X			X		X		X
Evaluative	X				X			X
Individual counseling	X	X	X	X	X	X		X
Group counseling	X		X	X		X		X
Family counseling	X	X	X	X	X	X	X	X
24 hr. crisis center	X	X					X	X
Overnight crisis home	X					X		X
In-patient treatment				X		X		X
Group home, A/S			X	X		X		
Tutoring			X	X	X	X		
Recreation				X	X	X		X
Emp. Couns/Placement				X	X	X	X	X
Youth Advocacy	X			X		X		X
1-1 Volunteers	X	X		X	X	X		X
Legal Services C/F				X	X	X		X
Parent educ/training	X	X			X	X		X
Drug education	X	X			X	X		X
Drug/alcohol Treat D/A	X			X		X	X	X
Medical				X		X		X
Psychotic Children	X			X		X		X
Emot dis/pre-psych	X			X			X	X
Job training				X		X		X
Retarded	X			X		X		
Brain damaged								X
Residential school				X		X		X
Foster home				X		X		
Pregnancy couns/care	X							
Adoption								X

TABLE 6 - page 5

	Rosemont School	Switchboard Inc.	The Bridge	Burkhart Center Pastoral Counseling	Catholic Social Services	Central Community House	Clintonville- Buchwald Community	Columbus State Hospital
Number of Personnel	81	41	1	4	35	12	2	932
Diagnostic	X			X		X	X	X
Evaluative	X			X				
Individual counseling	X	X	X	X			X	X
Group counseling	X		X	X				X
Family counseling	X	X	X	X	X	X	X	
24 hr. crisis center		X					X	X
Overnight crisis home		X						
In-patient treatment	X							X
Group home, A/S	X							
Tutoring	X		X			X	X	
Recreation	X		X			X	X	
Emp. Couns/Placement	X	X	X	X		X	X	
Youth Advocacy								
1-1 Volunteers	X	X					X	
Legal Services C/F								
Parent educ/training						X	X	
Drug education	X	X	X			X	X	
Drug/alcohol Treat D/A	X		X					X
Medical	X			X				
Psychotic Children								
Emot dis/pre-psych	X					X		
Job training	X					X		X
Retarded							X	
Brain damaged								
Residential school	X							
Foster home								
Pregnancy couns/care	X			X	X		X	
Adoption					X			



TABLE 6 - page 8

	Chimorel Services Incorporated	Concord	ECCO Family Health Center	Family Counseling Center	Florence Crittenden Home	Gahanna Human Resources	Gladden Community House
Number of Personnel	4	42	57	39	9	4	8
Diagnostic	X		X			X	
Evaluative					X		
Individual counseling	X	X	X	X	X	X	X
Group counseling	X	X	X		X	X	X
Family counseling	X	X	X	X		X	X
24 hr. crisis center							
Overnight crisis home							
In-patient treatment	X				X		
Group home, A/S	X				X		
Tutoring	X					X	
Recreation	X		X		X		X
Emp. Couns/Placement	X						X
Youth Advocacy	X	X	X		X	X	X
1-1 Volunteers						X	
Legal Services C/F	X	X	X			X	
Parent educ/training			X	X			
Drug education		X				X	X
Drug/alcohol Treat D/A		X					
Medical	X	X	X		X		
Psychotic Children							
Emot dis/pre-psych		X					
Job training							
Retarded							
Brain damaged							
Residential school							
Foster home				X		X	
Pregnancy couns/care		X	X	X	X	X	X
Adoption							

TABLE 6 - page 9

	Huckleberry House	Interfaith Counseling Center	United Methodist Children's Home	Bethune Center	Uhuru	Y. W. C. A.
Number of Personnel	9	14	40	6	22	14
Diagnostic	X	X	X	X	X	
Evaluative	X	X	X	X	X	
Individual counseling	X	X	X	X	X	
Group counseling	X		X	X	X	
Family counseling		X	X	X		
24 hr. crisis center	X					
Overnight crisis home	X					
In-patient treatment	X		X	X	X	
Group home, A/S					X	
Tutoring			X	X	X	
Recreation			X		X	X
Emp. Couns/Placement		X	X	X	X	
Youth Advocacy	X		X	X		X
1-1 Volunteers				X	X	
Legal Services C/F						
Parent educ/training		X		X		X
Drug education					X	
Drug/alcohol Treat D/A					X	
Medical			X	X	X	
Psychotic Children						
Emot dis/pre-psych		X	X			
Job training			X			
Retarded		X				X
Brain damaged		X				
Residential school			X	X		
Foster home			X	X		
Pregnancy couns/care		X	X	X		
Adoption			X			

APPENDIX  
ATTACHMENT # 1

ASSESSMENT OF THE JESNESS INVENTORY  
(As applied to the Unruly Project)

In addition to the analysis and recommendations contained in the main body of this report, there are a number of technical considerations that need to be considered in making decisions about the applicability of the Jesness Inventory for assessing individual client change in the Unruly Project. These include:

- (a) Scoring. A majority of the items used are considered part of two or more subscales of the Jesness. This means that each such item score carries double or triple weight since it goes into the total score of more than one subscale. For example, a negative response to question #9, "Most police will try to help you," is taken as a negative indicator on the social maladjustment, value orientation, and alienation scales. I spoke to a woman psychologist who had been involved in the development of the inventory, but could not get a justification for multiple weighting of the items or a determination of the consequences of the weighting system to the interpretation of the profile of the respondent. What concerned me in particular was that the scoring procedure involved a possible hidden determinism in that if, for example, you are deficient in your social adjustment, you end up being deficient in value orientation and alienated as well. The point is that no one knows if this is, in fact, a problem and one should know before making a full scale commitment to the use of the inventory. If this is a real problem, then the results for measuring program impact would be similarly affected.
- (b) Item Interpretation. On logical grounds, interpretation of some of the item responses, which could lead to a misinterpretation of the respondent's attitudinal makeup, can be questioned. For example, a positive response to item #21 is taken as indicative of social anxiety: "I worry about what other people think of me." It seems that most normal people have some such worries and that the item would better indicate social anxiety if it incorporated a measure of intensity as well, e.g., "worry a great deal..."

Differential scoring by sex seemed to be another problem: many of the items require different interpretations based on the sex of the respondent (#1, 30, 33, 38, 45, 54, etc.). It did not appear that a differential approach to scoring was to be employed.

Some items seem misclassified to me, e.g., a positive response to #6, "I am smarter than most boys I know," is treated as indicative of social maladjustment and I fail to see the logical connection between the two. The question also indicates a general problem of attitude scales--differentiating between perception of fact and perception of feeling. A positive response to #6 means quite different things if the person is, in fact, smarter than "most boys I know," than if he is not.

There are other problems of item interpretation such as the direction assigned to particular scores, the meaning of responses that are not scored either positively or negatively, and how these affect total

scores. These items are partly justified by factor analysis, but the technique is non-rational and is known to cluster conceptual irrelevancies.

- (c) Size of Subscales. In addition to the fact that the inventory might well be too long, a number of subscales contain a relatively large number of items in order to reach a conclusion about a single test variable. For instance, the value orientation scale contains 39 items, the social maladjustment scale contains 63 items, and the immaturity scale contains 45 items. In view of the limited practical benefit that might be derived from these subscales and the fact that other comparably reliable and valid scales exist that measure the same or similar phenomena in more abbreviated form it appears that an excessive commitment of limited resources was being made.
- (d) Reliability and Validity. Most of the reliability and validity data presented in the Manual refer to delinquent and non-delinquent populations. Presumably the unrulies do not fit clearly into either group; in fact, because of the ambiguity in the definition and operationalization of the concept of "unruly" I am not sure at all how the group should be classified. This being the case, then, much of the data in the Manual on reliability and validity should be viewed with healthy skepticism. This skepticism is also warranted on the basis of some of the data that is provided in the Manual. For example:
- ... (p.16) None of the subscales differentiate between delinquents and non-delinquents very much except the asocialization scale.
- ... (p.16) Given the means and the size of the standard deviations reported for 15 year old males, the variability of scores is excessive since  $\pm 1$  standard deviation is equal to the average obtained score. This variability would indicate an inability to differentiate effectively from comparison groups except in the most extreme opposite cases. The variability also suggests low reliability.
- ... (p.7) The uncorrected reliabilities are not very impressive, although most of the corrected ones are satisfactory. There is reason to be suspicious of corrected reliabilities because they are hypothetical. Greater confidence is warranted in the actually obtained reliabilities, which are almost all significantly below usually accepted standards.
- ... (p.22) The correlation between scale scores and delinquent/vs. non-delinquent are too low for purposes of differentiation and prediction. Eighteen out of 22 items (82%) show correlations of less than .25, which roughly speaking, accounts for about only 6% of the variance in test scores.

- (e) Relevance. Most of the subscales on the Jesness deal with what are essentially personality variables, i.e., enduring, deep-seated characteristics of the respondents. One would have to question the presumption that in 30 or even 120-day treatment one could reasonably expect to impact the personalities of "unrulies" to the extent that significant changes are likely to occur. More to the point is the fact that the treatment orientation of the Crisis Center, and, the Supporting Units as well, is not to effect personality change but to effect behavioral adjustments, which may only be minor adjustments at that. Without getting into the semantics of personality vs. behavioral change it seems clear that it is very likely that the Jesness would consistently produce "no change" results on the personality factors being assessed because the variables that are measured are not very likely to either be relevant to treatment efforts or, if relevant, affected during the time constraints of treatment in the project.

## APPENDIX

## ATTACHMENT #2

UNRULY YOUTH POLICY AND PROCEDURES STATEMENT  
OF FRANKLIN COUNTY JUVENILE COURTM E M O

June 9, 1975

TO: ALL COURT PERSONNEL  
FROM: BOB HARDEN, DIRECTOR OF COURT SERVICES  
RE: TREATMENT OF UNRULY CHILDREN

Be advised that effective July 1, 1975, the FCCCP-CDR - Juvenile Court will not be housing unruly children in the detention home.

The Court is responding to the national move (and anticipated legislation) to separate status offenders from delinquent offenders.

A meeting was held June 5 with Referee Foley to explain the ramifications of this decision. Attached to this memo is a copy of the working definition of unruly children (status offenders). The following are notes from the above mentioned meeting. You are urged to carefully read all material.

The Court will no longer detain in detention home or commit to O.Y.C. those children defined as unruly. It is anticipated that all such cases will be referred to FCCS - Unruly Crisis Unit.

PROBATION SUPERVISION:

When a child is still on probation (under court jurisdiction) for a status offense - a child cannot be locked up for violation where the violation is another status offense. It is anticipated that few status offenders will be placed on official court probation in the future.

If the child has been terminated from probation for a delinquent act and is subsequently charged with a status offense s/he is a status offender.

COURT ORDERS:

The referees are attempting to eliminate placing court orders on status offenders. A child cannot be detained for violation of court order where the orders were made on a status offense charge and the violation is by commitment of status offense.



## APPENDIX

## ATTACHMENT # 2 (continued)

O.Y.C.:

Every effort will be made to not permanently commit an unruly child. Temporaries can be made for diagnosis if the child is not detained pending admission to the child study center.

If a child is on parole to OYC and he was committed for a status offense, and violates parole by commitment of another status offense, we will not lock him up in the detention home.

SCHOOL TRUANTS:

As it is the end of the school year no problems with this will occur at present. By September, arrangements will be made with the Board of Education and FCCS to set up a new method of handling truants.

WARRANTS:

No warrant will be issued for unruly kids who don't show for preliminary hearing unless there are arrangements for FCCS to house the juvenile.

OUT OF TOWNS:

Out of county runaways will be referred to FCCS Unruly Unit and will not be detained in the detention home.

PROJECTION:

FCCS will need to expand housing facilities to deal with these children. It is anticipated that we will receive many of the same children only under a delinquency charge, i.e., assault rather than incorrigibility and/or as dependent juveniles.

YOU ARE URGED TO DISCUSS ANY QUESTIONS OR PROBLEMS WITH YOUR SUPERVISOR.

NOTES\*

THE TERMS STATUS OFFENSE AND UNRULY CHARGE ARE USED INTERCHANGEABLY.

WORKING DEFINITION OF UNRULY CHILD

June 9, 1975

The Franklin County Court of Common Pleas - Division of Domestic Relations and Juvenile Court has adopted a workable definition of status offenders to assist in making consistent intake, detention, court process and statistical decisions.

## APPENDIX

## ATTACHMENT # 2 (continued)

This definition and related classifications have been adopted from the position paper developed and prepared by the Council of State Governments entitled, "A Working Definition of Status Offenders," and the O.Y.C. working Definition.

The following charges are unruly (status offense) charges:

TRUANT FROM HOME, SCHOOL & PLACEMENT, CURFEW VIOLATIONS, ENDANGERING HEALTH & MORALS, INCORRIGIBILITY.

THESE ARE ACTS WHICH WOULD NOT BE CONSIDERED CRIMES IF COMMITTED BY ADULTS AND WHICH ARE SPECIFICALLY APPLICABLE TO YOUTH BECAUSE OF THEIR MINORITY.

Keep in mind that these guidelines are intended to be comprehensive, but due to the uncertainty of the outcome of the court's treatment of unrulies effective July 1, they may be modified by administrative decision.

CLASSIFICATIONUNRULY OFFENDERS:

- 1) A youth is charged with a status offense.
- 2) A youth is charged with multiple status offenses.
- 3) A youth is made a ward of the Court for neglect or dependency, is temporarily committed to FCCS and is charged with a status offense.
- 4) A youth is charged with a delinquent offense which is reduced to a status offense and is found guilty for status offense.
- 5) A youth commits a status offense and is placed on probation. While on probation he commits a status offense.
- 6) A youth commits a delinquent offense that is informally (non-judicially) closed. He later commits a status offense. (NOTE: No official adjudication as a delinquent minor.)

DELINQUENT OFFENDERS:

- 1) A youth is found to have committed or been charged with a delinquent offense.
- 2) A youth is found guilty of or charged with at the same time a series of offenses, some unruly, some delinquent.
- 3) A youth commits a delinquent offense and is placed on probation. While on probation he commits a status offense.

APPENDIX

ATTACHMENT # 2 (continued)

- 4) A youth commits a status offense and is placed on probation and terminated. He subsequently is charged with a delinquent offense.

YOUR COOPERATION AND CONSISTENT EFFORTS TO OPERATE AND WORK FROM THE ABOVE CLASSIFICATIONS WILL BE GREATLY APPRECIATED.

Name of agency \_\_\_\_\_

Address \_\_\_\_\_ Phone \_\_\_\_\_

Name of agency executive or person completing this form \_\_\_\_\_

A. Complete this section for all types of service your agency provides for unruly youth. Do not include services that your agency obtains from others unless the cost of these services comes from your budget. Report the number of staff in terms of full-time equivalencies for each activity; i.e. if three individuals each spend one-half their time on a particular activity, report this as 1.5 positions. Include the pro-rated time of administrative and support staff for each type of service. Report for the 1974 calendar year or your 1974 program year.

	<u>Number of Staff</u>	<u>Number of Youth Served</u>
<u>Information and referral service.</u>		
____ 24 hrs/day, 7 days a week	_____	_____
____ 8-hour day, weekdays only	_____	_____
____ Other (specify)	_____	_____
<u>Emergency services. (30 days or less)</u>		
____ Crisis counseling	_____	_____
____ 24 hrs/day, 7 days a week	_____	_____
____ 8-hour day, weekdays only	_____	_____
____ Other (specify)	_____	_____
____ Temporary shelter and food	_____	_____
____ Medical care (staff or \$ spent)	_____	_____
____ Legal services	_____	_____
____ Other (specify)	_____	_____
<u>Ongoing services. (over 30 days)</u>		
____ Counseling, youth	_____	_____
____ Counseling, families	_____	_____
____ Shelter and food, residential	_____	_____
____ Shelter and food, foster family	_____	_____
____ Medical (staff or \$ expenditures)	_____	_____
____ Employment training	_____	_____
____ Tutoring	_____	_____
____ Legal services	_____	_____
____ Other (specify)	_____	_____

B. Please check the column that most clearly describes the extent of use of those services you reported for your agency in Section A. For example, if your agency had the capability with existing resources to handle twice as many youth in your counseling program, check the 50% column on the "youth counseling line".

	0%	25%	50%	100%
Information and referral	_____	_____	_____	_____
Emergency Services (30 days or less)				
Crisis counseling	_____	_____	_____	_____
Shelter and food, temporary	_____	_____	_____	_____
Medical care	_____	_____	_____	_____
Legal services	_____	_____	_____	_____
Other (specify)	_____	_____	_____	_____
On-going Services (Over 30 days)				
Counseling, youth	_____	_____	_____	_____
Counseling, families	_____	_____	_____	_____
Shelter and food, residential	_____	_____	_____	_____
Shelter and food, foster family	_____	_____	_____	_____
Medical care	_____	_____	_____	_____
Employment training	_____	_____	_____	_____
Tutoring	_____	_____	_____	_____
Legal services	_____	_____	_____	_____
Other (specify)	_____	_____	_____	_____

C. For any items above which are checked at less than 100% please comment why they were used at less than 100%.

D. Please indicate whether you have waiting lists for any of the services in B, above.

E. Please comment on any experience you have had with the Franklin County Children's Service Unruly Project to date. Distinguish between your experience with the Crisis Unit, Support Unit and central office administration, if possible.

F. For those units of service for unruly youth you reported in Section A., please provide your unit cost and the basis of your computation. Include all cost factors.

EXAMPLES:

<u>Service</u>	<u>Basis of Computation</u>	<u>Unit Cost</u>
1. Counseling	$\frac{\text{Budget } \$39,600/\text{year}}{1800 \text{ interviews/year}} = \$22$	\$22/interview
2. Shelter care	$\frac{\text{Group home } \$27,375/\text{yr}}{1825 \text{ child care days}} = \$15$	\$15/day/child

<u>Service</u>	<u>Basis of Computation</u>	<u>Unit Cost</u>
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G. What categories of service for unruly youth that you do not now provide would you be interested in developing?

H. For whom would you like to provide such services; i.e. age, sex, types of problems, geographic area to be served, any other special eligibility conditions?

I. What would be the total unit cost for these services?

J. What proportion of the cost of these services could be met from your agency budget \_\_\_\_\_ %? What proportion would have to come from outside sources \_\_\_\_\_ %? What do you anticipate the unit cost of these services to be:

First year:

Second year:

K. What unmet needs do you currently see in services for unruly youth in Franklin County?

Type of service

Estimated volume of need

L. What has been your agency's experience to date in efforts to plan and/or coordinate services for unruly youth in Franklin County?

1. Involvement: \_\_\_ No experience \_\_\_ Minimal \_\_\_ Moderate \_\_\_ Heavy

2. Satisfaction with results: \_\_\_ Little \_\_\_ Some \_\_\_ Maximum

M. Do you think there should be a single agency in the community with the responsibility and power to:

1. Plan services for unruly youth? Yes \_\_\_ No \_\_\_

2. Coordinate services for unruly youth? Yes \_\_\_ No \_\_\_

3. Allocate funds for services for unruly youth? Yes \_\_\_ No \_\_\_

COMMENTS ON 1, 2, 3.

N. OTHER COMMENTS OR SUGGESTIONS CONCERNING SERVICES FOR UNRULY YOUTH:  
(Include information concerning possible improvements in handling these problems either by your own agencies or others, including law enforcement agencies, the juvenile court, children's services or the public schools)

**END**