

NCJRS

LOAN DOCUMENT

RETURN TO:
NCJRS
P. O. BOX 24036 S.W. POST OFFICE
WASHINGTON, D.C. 20024

Exemplary Project Screening and Validation Reports

Project Candidate:

VOCATIONAL RESIDENTIAL
CENTER/
CENTER FOR OCCUPATIONAL AND
PERSONALIZED EDUCATION
(VRC/COPE)

Washtenaw County, Michigan

Abt Associates

Cambridge, Massachusetts

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

10563 39501

#2

ABT ASSOCIATES INC.
55 WHEELER STREET, CAMBRIDGE, MASSACHUSETTS 02138
TELEPHONE • AREA 617-492-7100

EXEMPLARY PROJECT VALIDATION REPORT

Project Candidate:

NCJRS

JAN 19 1977

ACQUISITIONS

VOCATIONAL RESIDENTIAL CENTER/
CENTER FOR OCCUPATIONAL AND PERSONALIZED EDUCATION
(VRC/COPE)

Washtenaw County, Michigan

Submitted to:

Ms. Mary Ann Beck
U.S. Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement
and Criminal Justice
Washington, D.C. 20531

December 1976

TABLE OF CONTENTS

1.0	INTRODUCTION	1
1.1	Background	1
1.2	Operations	5
1.3	Organization	14
2.0	EXEMPLARY PROJECT SELECTION CRITERIA	18
2.1	Measurability	18
2.2	Goal Achievement	22
2.3	Efficiency	33
2.4	Replicability	39
2.5	Accessibility	41
3.0	STRENGTHS AND WEAKNESSES	42
	APPENDICES:	
	Appendix A: Exemplary Project Recommendation with Attachment A: Program Review Memorandum and Letters of Recommendation	43
	Appendix B: Sample Study Skills Assessment Form	61
	Appendix C: Sample Module from the Job Series Course	67
	Appendix D: Project Memorandum on VRC Program Costs	73

1.0 INTRODUCTION

The Vocational Residential Center (VRC) and Center for Occupational and Personalized Education (COPE) programs in Ann Arbor, Michigan provide services for adjudicated and pre-delinquent youth. The Vocational Residential Center provides residential services and counseling programs for adjudicated female juveniles, while the COPE program provides a range of non-residential services including educational, vocational, driver's education, and recreational programs for both male and female youth referred to the program either following adjudication or at the request of the schools or welfare agencies in Washtenaw County, Michigan. The two programs were both part of the Vocational Residential Center until January 1975 when COPE was independently incorporated. The two programs continue to operate in the same building, are closely related, and are treated as a single project submission.

This validation report is based upon a review of the VRC/COPE Exemplary Project submission materials, grant applications, and project and court generated documents. In addition, an Abt Associates staff member and Dr. Andrew Rutherford, a Visiting Professor at Yale Law School, conducted a site visit at the project on December 3 and 4, 1976, and collected further information regarding the project. During the visit, interviews were conducted with the following project staff members: Marlys Schutjer, Executive Director; John Dietz, Program Director; Wandra Boyd, Study Skills Teacher, Edd Durham, Study Skills Teacher; Marlene Tudich, Study Skills Teacher; Pamela Thomas, Educational Technologist; Donald Kobane, Occupational Counselor, Charles Beatty, Occupational Counselor, Colleen Ling, Occupational Counselor Assistant; and Florence Peterson, Resident Program Supervisor. Interviews were also conducted with Judge Francis O'Brien of the Washtenaw County Juvenile Court; Marcia MacMullan, Coordinator of Intake and Community Services for the Juvenile Court, three members of the VRC/COPE project policy boards -- Maxine Virtue, a local attorney, Harold Hintz, Superintendent of the Saline School District, and Kathleen Fojtik, a member of the Board of Commissioners, several current clients of the VRC and COPE programs, and selected staff and clients of the Washtenaw County Juvenile Detention Home. Board meetings of the VRC, COPE, and the Washtenaw Youth Facilities Network were also attended as part of the site visit.

1.1 Background

The Vocational Residential Center opened in March 1971 with funds from an \$82,000 LEAA grant. The VRC was located in the former county juvenile detention home, a building resembling a large ranch-style home.* The VRC

* The detention facility had been closed in 1969 and stood empty for two years prior to VRC taking occupancy. Extensive renovations were made in the building prior to its use by the VRC Program.

was intended to provide short-term residential care for up to 12 girls when other alternatives were not available to the court. The VRC program relied upon behavior modification techniques as the main tool for changing the behavior of program residents. An elaborate token economy system was established by the program.

The original grant application to LEAA noted plans for non-residential services at the VRC, but did not request funds for these services. Non-residential service activities began in the summer of 1971. A landscaping project was developed using Neighborhood Youth Corps funds and was directed by a volunteer affiliated with the VRC. In late 1971 the first full-time staff member working on non-residential programs was hired with Emergency Employment Act funds. In 1972 the VRC received LEAA funds to establish non-residential services, and by mid-1972 services included remedial education, employment placement and drivers' training. In January 1973, a coordinating committee was established to operate the non-residential program and volunteer programs including auto mechanics, photography and discussion groups were developed. The interchange between the residential and non-residential programs increased in 1973. Prior to that time the two programs were relatively independent. Residential clients began to take part in the non-residential educational and occupational programs. This trend continued during 1974, and the non-residential component continued to grow to the point where it was serving an average of 100 youth per week while the residential component had reduced its caseload to 6 residential youth. In January 1975, the non-residential program was incorporated separately from VRC due to the need for more flexible fiscal arrangements, and the Ypsilanti School District served as the fiscal agent for the new corporation.

1.1.1 Factors Leading to the Project's Development

A number of community members assisted in the project's establishment, including the Washtenaw County Juvenile Judge Francis O'Brien, the Citizens Advisory Council of Juvenile Court which established "Project 74" in 1964 to study the court, and local civic groups. Mr. O'Brien was elected to one of the two county probate judgeships in 1966. Through a division of labor he assumed primary responsibility for all of the juvenile court work. For juvenile justice, 1966 was a significant year, since at the national level the Supreme Court handed down its landmark Gault decision requiring several elements of due process in juvenile court proceedings; and in Ann Arbor "Project 74" was strongly promoting improvements in the juvenile court and successfully passed a \$1,400,000 bond measure to develop a new, expanded juvenile court and court support facility.

Judge O'Brien believed that the court should essentially confine itself to legal matters and that agencies in the community should take the lead in developing and administering programs for youth. He felt very strongly, however, that if the resources required by the court were not available to it the court should be active in rectifying the situation by making

the community aware of its needs. The judge approached organizations such as Project 74, various individuals with particular interest in youth in trouble and leaders of organized labor to support the development of VRC. A grant application was submitted to the Office of Criminal Justice Programs in 1970 to establish the program. Labor support was particularly important in raising matching funds required by the federal grant for VRC, and also in terms of providing services in kind when the time came to convert the old detention facility into a non-jailhouse residence for girls. The Office of Criminal Justice Programs awarded the VRC an \$82,000 grant and the programs began in March, 1971. Judge O'Brien was re-elected for a second four-year term in 1974, and is mandated by law to retire from his judgeship on the expiration of this term in December 1978.

1.1.2 Overview of VRC/COPE Funding Sources

VRC/COPE has received funding from a wide range of sources, and these funding sources have exerted some control on the direction of program operations. This section provides an overview of these sources. Detailed fiscal summaries are presented in section 2.3 on project efficiency. As was noted, the original financial support for VRC came primarily through a grant from LEAA. The original LEAA grant provided \$82,090 for a period of 16 months, commencing on March 1971. Local matching funds came from the Washtenaw County Board of Commissioners, which also provided housing for the Center, and from individual contributors. The funding pattern became increasingly complex following termination of LEAA funds, and is summarized in Table 1 (prepared by program staff). The most important funding sources for the period from 1971-75 have been:

- LEAA grants. These funds were received for the first 4 years of the programs' existence and totalled \$297,000 (28.5% of the total).
- The Washtenaw County Board of Commissioners. The board has provided support each year since the inception of the program. VRC is supported by the county commissioners in a manner which allows the county to be reimbursed approximately 42% from the State. The county commissioners contributed 25.4% of the Center's total revenue between 1971-1975.
- State Child Care Funds. These funds have provided \$160,000 or 15.3% of VRC/COPE funds.
- Emergency Employment Act (EEA). This source has provided \$120,000 or 11.5% of VRC/COPE funds.
- Comprehensive Employment Training Act (CETA). These funds cover the first \$10,000 of each designated salary and also fringe benefits and have been used heavily in the COPE program, accounting for a total of \$100,000 or 9.6% of project funds.

Table 1: Center Revenue by Year and by Source

1971	1972	1973	1974	1975
Washtenaw County Board of Commissioners				>
State Child Care Fund				>
L.E.A.A. - Office of Criminal Justice Program			>	
Washtenaw Intermediate School District				
	Emergency Employment Act	>		
		E.S.E.A. Title I		>
		Section 48 of School Aid Act		>
		Purchase of Service		>
		State Driver's Education Reimbursement		>
				Comprehensive Employment Training Act
				Ann Arbor Public Schools
				Chelsea Schools
				Lincoln Consolidated Schools
				Manchester Public Schools
				Milan Area Schools
				Saline Area Schools
				Whitmore Lake Public Schools
				Willow Run Public Schools
				Ypsilanti Public Schools

- Section 48 of the State School Aid Act of 1974. This Section was included in this legislation in part as a result of the efforts of Judge O'Brien who was convinced that the state should bear a share of the cost of non-residential school programs. Through Section 48 the legislature currently provides \$1,100,000 per year to meet in part the salaries of persons working to provide remedial, academic and socially rehabilitative services. COPE has received \$38,000 or 3.6% of its funding from this source.
- Local School Districts. These districts, through the "School District's Fair Share", have arranged since January 1975 to collectively meet \$20,000 of the Center's budget. This has been organized on a per capita basis with Ann Arbor providing nearly half this amount.
- Purchase of Service and Citizen Donations. These sources have contributed \$25,000 to the VRC/COPE program in the period 1971-75. Table 2 presents a flow chart noting the relationship of the various funding sources to VRC and COPE separately.

A consistent funding pattern has yet to be established for the Center. The Michigan Office of Criminal Justice programs notified the project on December 21, 1976 that it will be awarded a \$107,000 grant. The grant funds will modify the VRC program by providing a day treatment program for up to 12 youth, together with short-term emergency residential care for up to six girls. Although this new LEAA grant has been awarded, additional uncertainties regarding future funding remain. There are doubts concerning CETA funds following next year, and the County Board of Commissioners is not unanimous in its support. A majority of the Board has voted each year to continue to fund the Center. A number of Commissioners, including some members of the Budget Committee, however, annually question the County's responsibilities in this area. It is the opinion of these Commissioners that the project's funding should be provided by the County's School Districts.

1.2 Operations

1.2.1 Intake

VRC/COPE youth have been referred to the project from a number of sources. From the project's beginning in 1971 through 1975, 87% of project youth were referred from the Courts, 6% were referred by the schools, 3% by community programs, and 2% by treatment agencies. Youth are referred for a number of reasons including commission of status offenses, delinquency, and inadequate home situations as judged by the referral agency. Precise data on referral offenses are not available due to problems with the availability of court data. Section 2.1 provides a discussion of some of the data collection difficulties.

Table 2: VRC/COPE Funding Sources Flowchart

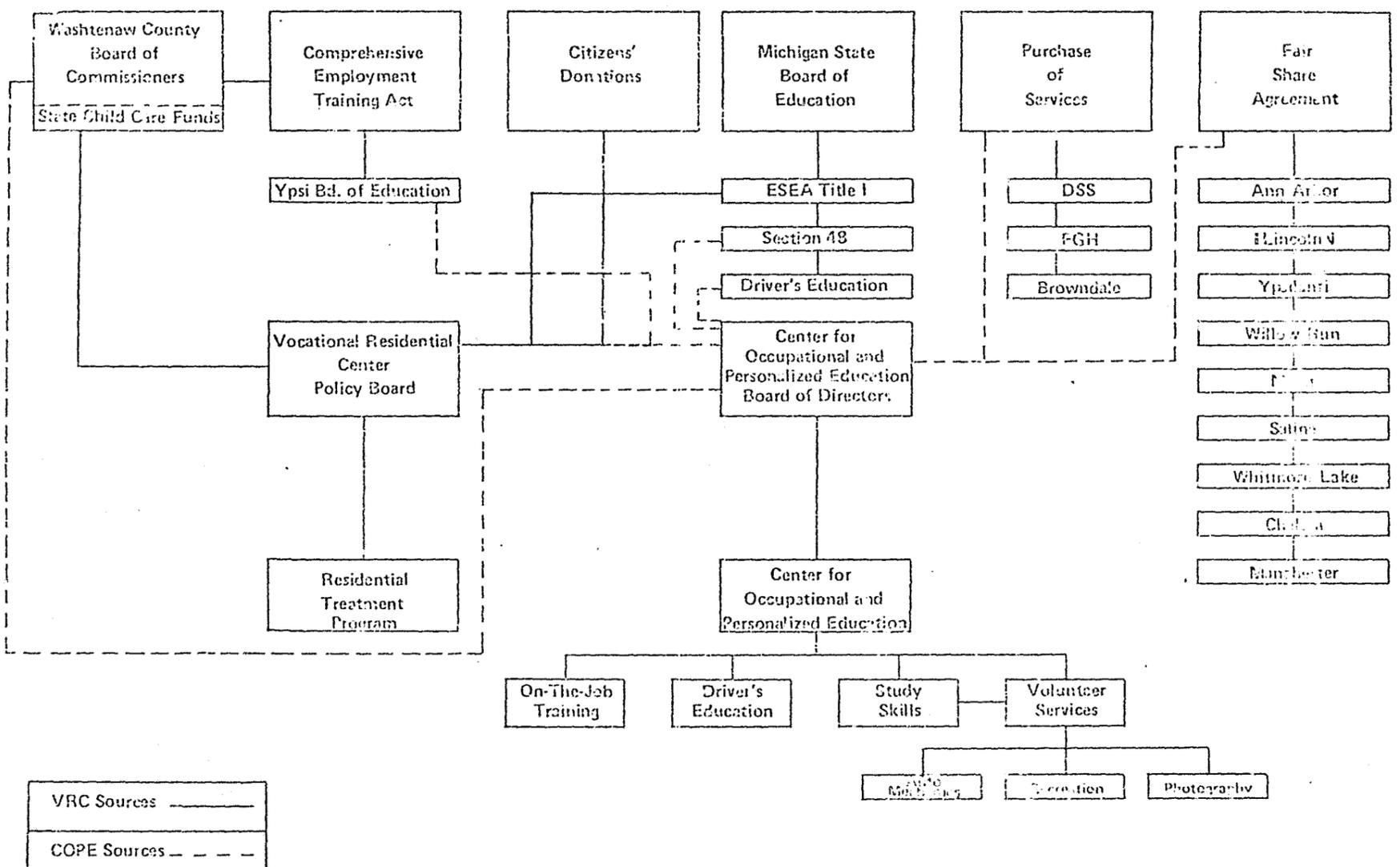


Table 3 presents a summary of referral sources for the combined VRC/COPE programs. Judge O'Brien has been highly conscious of the possibility that the Center might become increasingly less available to the court if it was also considering youth from many other referral sources. The center has decided to limit non-court intake to approximately 20%, which roughly corresponds to the funding by educational sources. Table 4 provides a flow chart of referral procedures for the VRC and COPE programs separately. The actual referral process is in two stages: (1) a written referral is submitted to the VRC/COPE project; (2) the youth, the person making the referral and Center personnel (representing those components with which the youth will probably be involved) meet to discuss the referral. The Center emphasizes the full participation of the youth in this part of the process. A plan is then developed, tailored to the needs and wishes of the individual youth. Yearly enrollment in the center residential and non-residential programs is indicated in Table 5. Table 6 indicates trends in the number of child-care days for the residential program and the percentage of capacity these days entail.

1.2.2 Services

The programs for VRC and COPE are different and are described separately, although some youth are involved in components of both.

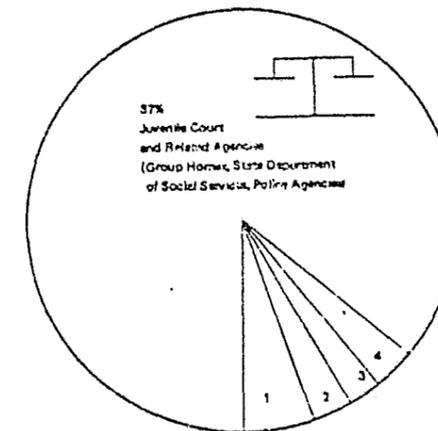
VRC

The VRC program has traditionally provided residential care and counseling services for clients of the program. As noted earlier, this program is currently undergoing modification to bring it in line with the new grant recently awarded by LEAA. The new program design has two components: (1) a day treatment program for a maximum of 12 youth providing up to 12 hours of activity per day for five days each week. These youth will tend to be involved in COPE educational and occupational services, as well as additional recreational and counseling activities. A token economy system, involving rewards conditional on achievement, may be implemented. At the time of the validation visit, six youths were enrolled in the day treatment program. Three of these youth were interviewed (in a group setting) and they spoke in positive terms about the program and the personnel involved; (2) emergency residential care is also being developed with the capacity for six girls at any time. It is not anticipated that visits will exceed 30 days, and the residential care will serve a number of functions including (i) an alternative to preadjudicatory detention; (ii) shelter care for neglected children, and (iii) temporary care for daycare clients experiencing temporary family crises. Clients in the day treatment and residential programs participate in evening group counseling sessions which focus on value clarification and coping skills.

Table 3
VRC/COPE Youth by Source of Referral
March, 1971—September 15, 1975

Referral Source	Number of Youth	Percentage of Total Enrollment
Court-Related Referrals	590	86.9%
Arbor Heights Center	16	2.4
Browndale, International Limited	19	2.8
Family Group Homes	22	3.2
Livingston County Juvenile Court	5	.7
Monroe County Juvenile Court	2	.3
Sheriff Department	2	.3
Washtenaw County Department of Social Services	34	5.0
Washtenaw County Juvenile Court	490	72.2
Public Schools	39	5.6
Ann Arbor	24	3.5
Dexter	1	.1
Saline	1	.1
Willow Run	4	.5
Ypsilanti	8	1.2
Community Programs	19	2.8
Boys Club of Ypsilanti	18	2.7
Model Cities	1	.1
Treatment Agencies	14	2.1
Adolescent Psychiatric Center	1	.1
Child and Family Service	1	.1
Huron Valley Child Guidance Clinic	8	1.2
University Center	3	.4
Ypsilanti State Hospital	1	.1
Other and Unknown	18	2.6
TOTAL	679	

Table 7
VRC/COPE Sources of Referrals
1971—1975
(Total Number of Youth = 679)



- 1 — Public Schools — 5.6%
- 2 — Miscellaneous and Unknown — 2.5%
- 3 — Treatment Agencies (non-adjudicated) — 2.2%
- 4 — Community Resources — 2.5%

Table 8
VRC/COPE Population by Sex
Total Number of Youth = 673

	Number of Youth	Percentage of Youth
Male	435	64
Female	244	36

VRC/COPE Population by Race

	Number of Youth	Percentage of Youth
White	489	72
Black	184	27
Other	6	1

Table 5

Yearly Center Enrollment By Program*

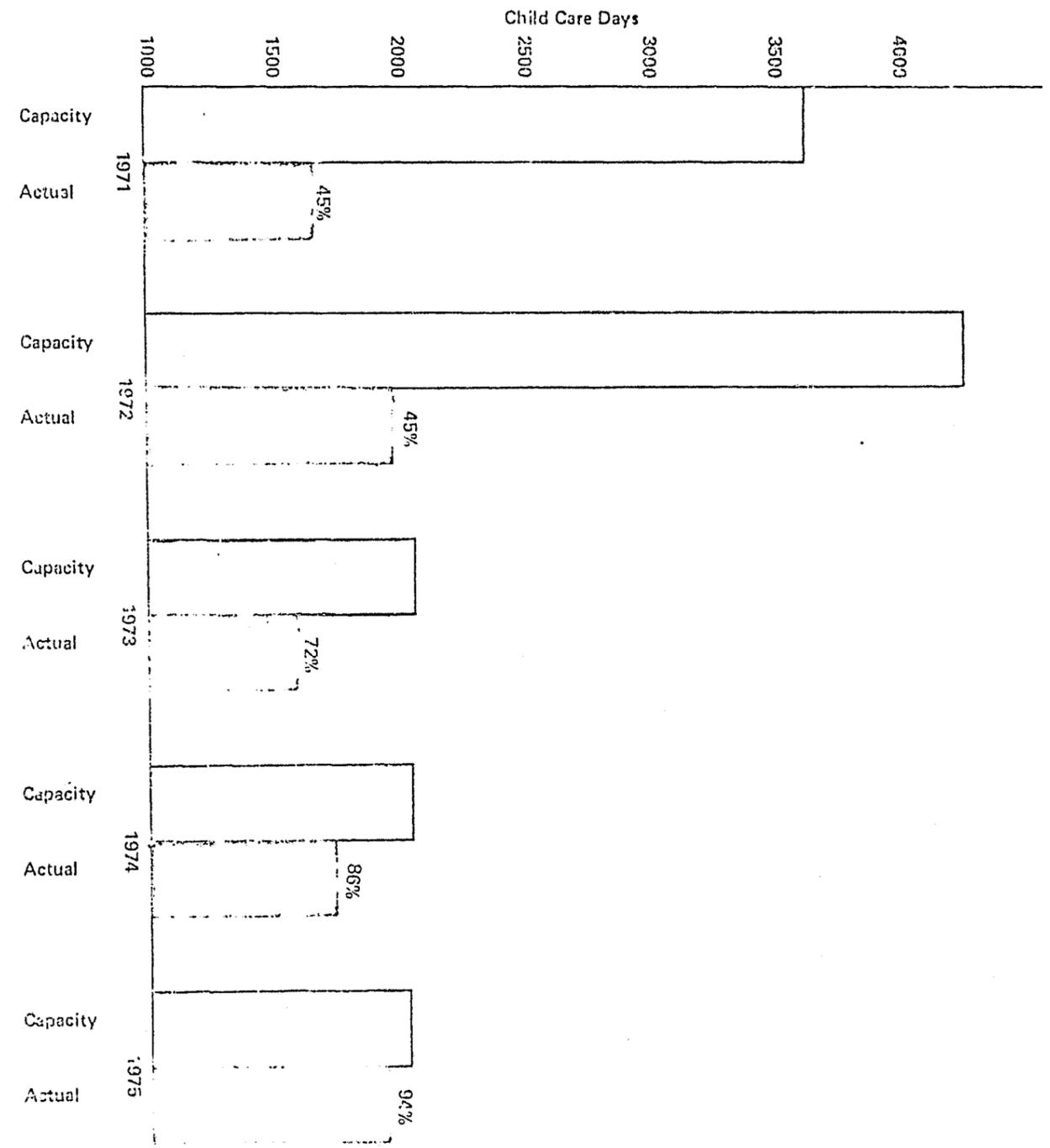
	1971	1972	1973	1974	1975 (Jan.— Sept.)	Total	Total Number of Youth Served by Program 1971—Sept., 1975**
Resident	22	20	20	17	11	90	75
Driver Education	—	107	76	114	80	377	369
Vocational Prep.	—	—	—	102	55	157	156
On-Job-Training	17	98	97	130	62	404	305
Study Skills	13	65	87	141	79	385	298
TOTAL	52	290	280	504	287	1413	1203

* The total enrollment figures are greater than the total number of youth enrolled because some youth were enrolled in several of the programs.
 **Similarly, the total number of youth served by each program is less than the totals of each year combined because some youth were in the same program during more than one year.

Total Number of Individual Youth
Enrolled from 1971 to September 1975

<u>Year</u>	<u>Enrollment</u>
1971	38
1972	201
1973	212
1974	288
1975 (Jan-Sept.)	183
TOTAL	679

Table 6: Resident Program Usage



COPE

The Center for Occupational and Personalized Education has two central components, study skills and occupational training.

o Study Skills. The study skills program serves an alternative school for youth unable to benefit from the public schools. The study skills component is staffed by five teachers who serve on an individual consultative/instructional basis to the youth who are enrolled. Youth work on their own educational program, which is monitored by staff so that the next day's activity can be appropriately planned. A wide variety of courses are offered, as listed in Table 7. The study skills program was endorsed in 1973 by the North Central Association and local high schools can choose to provide credit for courses taken at COPE.

Students vary in the amount of time they spend in the study skills program, depending on the number of courses they are taking in their own high school. An effort is made to have youth actively involved in high school as well as COPE. Most of the students are well below their academic potential. Study skills' personnel estimated that about one-sixth were working to their full abilities. Individual assessments are made on the basis of interviews and a number of tests and goals are then set for each youth. A copy of the study skills initial assessment form is presented in Appendix B.

The project's study skills teachers were interviewed in a group setting. They stressed the importance of the example they themselves set in terms of inter-personal relationships, and the need to improve the student's self concept through immediate positive feedback. They are convinced that academic achievement is in itself self-rewarding. The small size of the program is important, as is the high student-staff ratio. The staff members appear to have an abundance of both patience and humor, and seem to enjoy working with kids. Staff meetings are held every Friday and the progress of the students is reviewed.

Job Skills

The job skills component is operated by three members of the COPE staff. The program has evolved over the years. The job program in the early years of the project focused upon on-the-job training for youth who had dropped out of school. The current program which began last spring focuses upon students who are still in school or in the COPE study skills program. The current job program generally involves approximately ten weeks of course training; two to three weeks of site experience (unpaid), followed whenever possible and appropriate by job placement. A printed series of 11 units forms the basis of the job skills curriculum and sample materials are presented in Appendix C. Students taking the job course typically attend two ninety-minute sessions per week. The course covers measures of job aptitude, how to look for a job, interviewing skills, and reviews the characteristics of various types of careers. The curriculum is taken for high school course credit and four students had completed the new job course at the time of our site visit.

Table 7

COPE COURSE OFFERINGS

- I. Math
 - 1. General Computational Math
 - 2. Algebra
 - 3. Business Math
 - 4. Individualized Math
 - 5. Statistics

- II. Science
 - 1. General Science
 - 2. Life Science
 - 3. Earth Science
 - 4. Physical Science
 - 5. S.R.A. Science Kit Series

- III. Government
 - 1. American Government

- IV. History
 - 1. Black History - Primary Level
 - 2. Black History - Advanced Level
 - 3. American History

- V. English
 - 1. Basic English
 - 2. Advanced English

- VI. G.E.D.

- VII. Driver's Education

- VIII. Consumer Education

- IX. Employment Training
 - 1. Pre-Vocational Training
 - 2. Pre-Employment Training
 - 3. Career Education

- X. Elective Courses
 - 1. Photography
 - 2. Auto Mechanics
 - 3. Philosophy

- XI. Health and Nutrition

- XII. Graduation Course

- XIII. Creative Writing

Additional Programs

COPE has also traditionally had a driver's education component. The program was terminated one year ago due to the lack of a car but will be resumed again shortly because a local auto dealer has loaned the program a car for a nominal rental fee. Volunteer-operated programs are also in operation including an auto mechanics and a photography program, both of which can provide a student with course credit.

At the time of the validation visit 75 youth were enrolled in the study skills program and 26 in the job skills program. The four youth who were seen during the validation visit (in a group setting) were enthusiastic about the various components of COPE. They expressed high opinions for the alternative educational approaches and the high regard they had for most of the staff. One youth commented with regard to the teachers: "In public schools teachers get mad if you tell them they have a problem, while at COPE they get mad if you don't tell them!" They liked the program because students could work at their own pace. Students unanimously stressed that the teachers showed a genuine interest in their development. They commented that the program did not resemble the county detention center in any way and observed that one significant difference was that the youth constantly discussed techniques of committing crimes at the detention center while such comments became frowned upon by peers at the VRC/COPE program. The planning of future crimes, or the recalling of past misadventures was not part of the informal life of the Center. The students talked of the Center with an impressive and candid level of enthusiasm.

1.2.3 Termination

- VRC. Termination procedures are changing due to the new VRC program which limits residential stays to 30 days. Previous clients were terminated at wide ranging intervals depending upon the court's and staff's judgment of progress. Duration of stay in the day treatment program will depend upon progress in meeting goals set at intake.

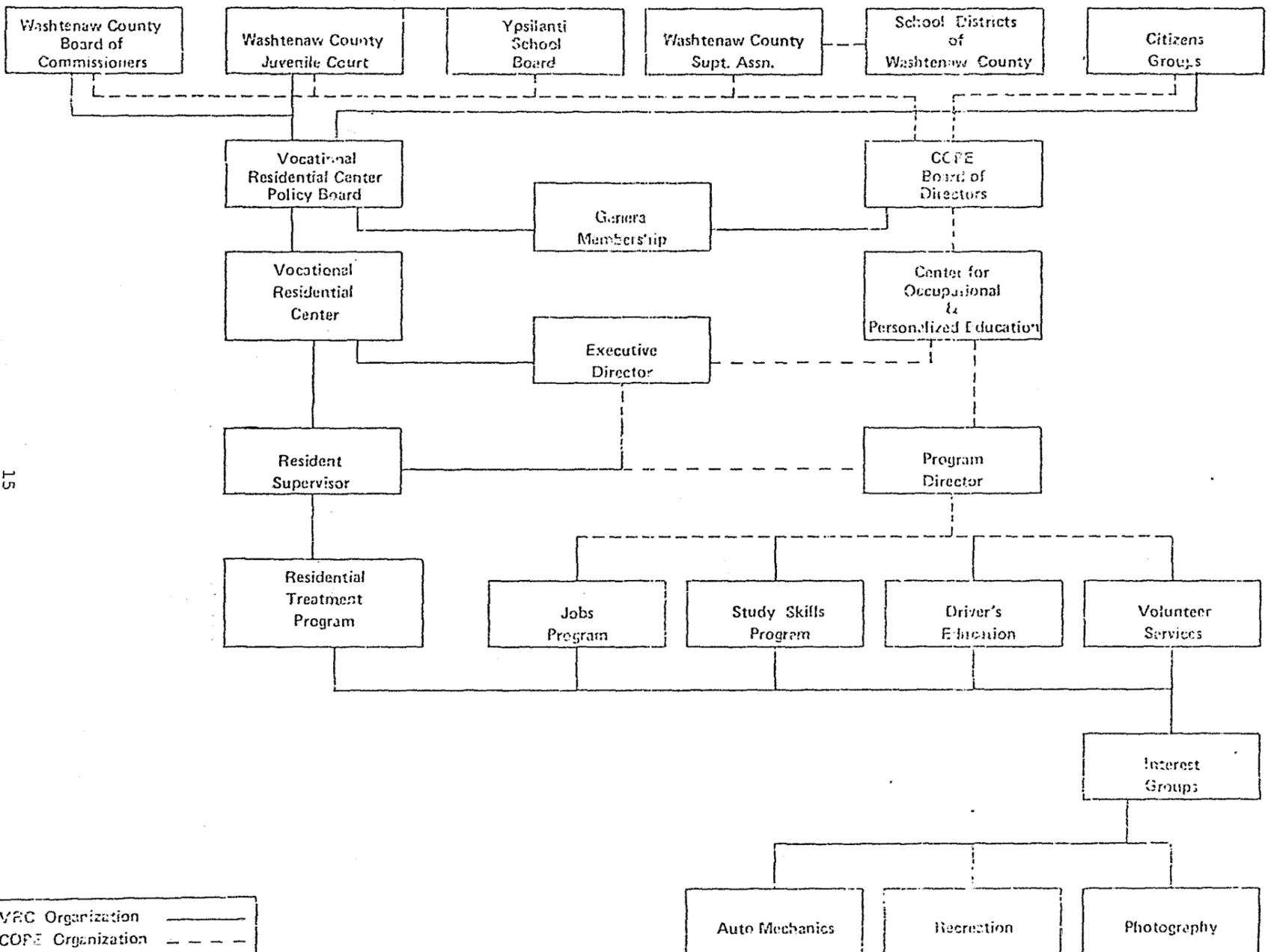
- COPE. The study skills program period usually coincides with a school semester so as to fit in with the regular school system. Similarly, the jobs skills program requires approximately three months for completion. Termination from the Center due to discipline problems is rare. The Project Director estimated that about 10% of the COPE intake are terminated due to non-attendance.

1.3 Organization

1.3.1 Evolution of Staff

Table 8 presents an organization chart noting the various positions in the VRC/COPE project and relationships to relevant boards and organizations.

Table 8: VRC/COPE Organizational Chart



15

VRC Organization ———
COPE Organization - - - -

In 1971 VRC was established to provide a residential program for court referred girls. After a somewhat uncertain start the first director resigned within a few months of taking office. He was succeeded by Dr. Tim Walter, who had trained with Dr. James V. McConnell in behavioral psychology at the University of Michigan. During Dr. Walter's directorship of VRC there was a strong emphasis on behavior modification technology. Staff were given the title "behavior technicians." Dr. Walter did not have a strong interest in developing the non-residential component of the Center and to some extent this focus upon the numerically smaller residential program led to some disagreement with members of the project's Board. Board members also felt that VRC appeared to be used to some extent as a laboratory for behavioral psychology students, and that it was too dependent upon this one particular treatment approach. These tensions surfaced during proposed budget cutbacks of VRC in December 1972 and Dr. Walter resigned at that time.

The Board appointed as acting director Ms. Marlys Schutjer, who had been recruited to the Center by Dr. Walter and had begun to develop the job skills non-residential component which was later to become COPE. Ms. Schutjer was confirmed by the Board as Director in July 1973. She demonstrated considerable ability in the various tasks she had undertaken and had a strong interest in developing the non-residential services. At the time Ms. Schutjer assumed charge of the VRC project funding sources were uncertain. Ms. Schutjer was 32 years old at the time and had received an M.S.W. from the University of Michigan. She had worked for nine years in positions with the Mental Health Research Institute at the University of Michigan.

Under Ms. Schutjer's directorship the Center gradually adapted its organizational structure to reflect the increasing emphasis placed upon non-residential services. Much of the first year of Ms. Schutjer's directorship coincided with a major crisis regarding whether or not county funding would replace the LEAA grant. During this period Ms. Schutjer, Judge O'Brien and other persons associated with the Center were successful in gaining public support. In November 1973 the County Board of Commissioners voted to continue appropriations to the Center, and have continued to do so since that time. During 1974, discussions were held between the Center's Policy Board and the County Board of Commissioners with the purpose of developing a new organizational structure for the Center that was appropriate to the programmatic and financial changes which had taken place. The major changes adopted were to separate fiscally the residential from the non-residential program, and to leave the resident program under County auspices but to continue to house both programs in the same facility. By early January 1975 these and other changes had taken effect. The non-residential component was officially designated as COPE and the Ypsilanti Board of Education was contracted to be its fiscal agent.

1.3.2 Policy Boards

With the new structure, two boards rather than one were needed, and the decision was made that the same eleven persons would serve on both boards, but that the boards would hold separate meetings. The VRC board is chaired by Judge O'Brien, and the COPE Board by Ms. Susan Sayre, the former mayor of Ypsilanti, Michigan. In addition, the eleven member board includes a member of the juvenile court staff, a member of the Washtenaw County Board of Commissioners, a member of the Ypsilanti Board of Education, a member appointed by the Washtenaw County Superintendent's Association and five members elected at large and ratified by the Center's members. The general membership of the VRC/COPE organization consists of 45 community citizens with varied expertise and experience. Board members serve on committees dealing with specific functions such as operations, personnel and policy.

The Center's Executive Director serves as director of both VRC and COPE. VRC has its own staff (3 persons) who work for a Resident Supervisor. COPE has 5 study skills teachers and 3 job skills teachers who are responsible to a Program Director.

1.3.2.1 The Center's Relationship to Other Agencies in Juvenile Justice and Education

The VRC/COPE project is located in the marginal territory between the juvenile court and the school authorities. It has been stated that such a location, "at the boundary between very large, traditional systems may be compared with the situation of a village poised over a major geological fault; disaster threatens periodically, but the air is bracing, and the climate is conducive to creativity, invention and rapid growth."* As was noted, the VRC was created at the initiative of persons within the Juvenile Court, and is located in the former juvenile detention facility (still owned by the County). Although physically adjacent to the new juvenile courthouse and detention center, it enjoys considerable autonomy from the court. One Board member, Ms. Maxine Virtue, discussed the Center's success in maintaining its independence "in the very jaws of the court" and explained the accomplishment in terms of Judge O'Brien's skills in distinguishing between the court and non-court directed services.

The Center also represents a point of linkage between the court and the various school authorities, and in this sense may be a significant model for other attempts to bridge the gap that often exists. The enactment of Section 48 (described above) and the fiscal contributions to the Center by the school districts on a fair share basis are indications of the respect afforded the Center by the legislature and school authorities. The Center meets the needs of both the court and the schools, and is an unusual example of an attempt to reduce the fragmentation that generally typifies the relationship of the courts and schools.

* MacMullan, M. Vocational Residential Center First Year Grant Report, August, 1972.

2.0 EXEMPLARY PROJECT SELECTION CRITERIA

This section discusses the available evidence on the extent to which the VRC/COPE project meets the criteria for exemplary project selection. The discussion in this section is based on data from project conducted studies of project accomplishments. No outside evaluations of the program have been conducted.

2.1 Measurability

The VRC/COPE project provides a wide range of services to its clients, including academic training, occupational skills training, driver's training, and recreation. Clients of the Vocational Residential Center also receive residential services and counseling. The rationale for the particular array of services provided has been discussed in section 1 and is based upon the judgment that both educational and employment deficiencies contribute significantly to delinquency. The project has a wide range of objectives which relate to the various components of the treatment program.

Project Objectives

Recent project literature suggests the following primary goals for the VRC/COPE projects.

- the project's "overall goal" according to the Center's "Five Year Report" is to "provide program youth with the academic and coping skills that will enable them to function as self-sustaining adults, and to prevent further contact with the criminal justice system." This goal can be operationalized in terms of reduced recidivism on the part of project participants.
- for students participating in the study skills program, goal achievement is assessed by the project in terms of: (1) the awarding of public school credit; (2) successful completion of GED requirements; (3) high school graduation through the Center's efforts; and (4) the provision of remedial and study assistance.
- for students participating in the job skills program, goal achievement is assessed in terms of: (1) successful completion of the job skills course high school credit; and (2) length of stay on a job.
- for students participating in the driver's training program, goal achievement is assessed in terms of (1) successful completion of the course leading to a driver's education certificate, and (2) the number of moving violations received after completion of the course.

- for students participating in the residential component of the project (VRC), where appropriate goal achievement is assessed in terms of the criteria listed above, as well as: (1) participation in volunteer work; and (2) continuation in public school.

Issues Relating to the Measurement of the Project's Goals

This section provides a discussion of the project's efforts to assess its various goals.

1. Client Recidivism

The project has attempted to assess the level of contact of project clients with the criminal justice system following project participation but has experienced numerous difficulties in collecting comprehensive and reliable data on client recidivism. The most preferred research design for assessing recidivism would be a true experimental design in which a potential pool of project clients was divided into an experimental control group by random assignment. Experimental group members would be exposed to the treatment program and their levels of criminal activity, by whatever measure chosen, would be assessed before, during and after participation in the program. Control group members would not participate in any treatment projects during the assessment period and comparable measures of criminal activity would be gathered. If recidivism rates were significantly lower than control levels following exposure to the treatment program, the experiment would allow one to be relatively confident in attributing the reduction by the VRC/COPE project have not been able to employ a control group for comparison purposes and in some cases have not included pre-program criminal activity data on clients to provide a baseline for the assessment of the project's impact. Problems cited by the project in collecting recidivism data include:

- data regarding police arrests of project youth were not available and the project had to rely solely upon data from juvenile court actions. The project used both requests for petitions and adjudicated petitions as their measure of recidivism. Data on adjudicated petitions were presented in the projects "Five Year Report".

Data on "requests for petitions" by the police were presented in the final report of an LEAA grant which terminated in 1974. In this study a baseline period of police requests for petitions to the Washtenaw Juvenile Court of 26 weeks was used and was compared to client recidivism following program participation. The length of time following participation varied from 3 to 70 weeks with an average of 31 weeks of post-program recidivism data per client. Data were analyzed by the project for clients who participated for more than six weeks and also for clients who participated less than six weeks. Completed data on a total of 233 program participants were included in the study.

The project feels that the use of a 26-week baseline period provided a conservative estimate of pre-program client court contacts because a substantial delay often occurs between a client's contact with the court and referral to the program (e.g., due to a youth appealing an adjudication or being referred on a short-term basis to an alternative program.) It was thought that the court contact which precipitated the client's referral may not appear in the 26-week baseline period, and this hypothesis was supported by the fact that 97 youth had no records of petition requests in the baseline period. The fact that some referral arrests are missed due to the "short" baseline period is not necessarily bad because pre-program data including all referral offenses is often open to criticism that regression to the mean is to be expected.

- data on juvenile court records prior to 1973 are virtually inaccessible due to a major change in the information system in 1973. As a consequence, recidivism data on clients participating in the program during 1971 and 1972 were not available. This group of clients made up 35% of the projects five-year population. Data on recidivism by the clients in years following 1972 were available and collected.
- data on adult court actions were not available. The project reports in its "Five Year Report" that "we do not have the staff available to research the records of all of the possible adult courts in this area with which our youth might have subsequently been involved." The project concluded that the delays typical of the adult courts would result in a very incomplete record of court decisions in any event.
- a control group could not be established using youth referred to the project but randomly not accepted into the project because the project was able to serve the youth who were referred to the project without being selective. Such a control group is likely to be justifiable ethically only in circumstances in which a project is forced to be selective due to an insufficient number of project "slots" to accommodate acceptable referrals. The establishment of a control group of comparable youth who were not referred to the project was not possible because virtually all of the youth experiencing a combination of academic difficulties and difficulties with the juvenile court were referred to the project.

Data on adjudicated petitions for project participants were presented in terms of whether the petitions were for class I (felonies) class II (misdemeanors) or class III (status offense) violations. Data were pooled over all project participants regardless of their length of time at risk, resulting in some youth being at risk for three years while others were at risk for only several months. Furthermore all youth having contact with the program were included whether they had participated in only one project component or numerous components and whether they had had a long or short time of contact with the project.

2. Study Skills

As was noted above, the project has used a number of measures to assess the impact of the study skills program. The various measures cited (e.g., provision of public school credit, passing GED requirements) are all straightforward and simply involve tabulating the various achievements. The project also has collected data on changes in the standardized test scores of a sample of project participants. One sample of these data was prepared for the final report of an earlier LEAA grant which terminated in 1974. The test used was the Wide Range Achievement Test and the project's goal was to demonstrate a month's gain for each month of participation in remedial study of reading and math. The particular reliability and validity of a particular test, of course, influences the value of the data. The interpretation of standardized test performance is also influenced by emotional and psychological factors affecting performance. These factors can enter during pre- and/or post-testing sessions and can influence the measured level of ability of the participants. It is conceivable that substantial increases in measured academic performance on the part of clients may reflect in part their greater comfort in the testing situation and their reduced fear of evaluation rather than real academic gains.

3. Job Skills

The project's measures of job skills achievements are straightforward: completion of the job skills course, and length of stay on a job. Experimental design considerations are far less critical in assessing the success of the job placement program than in assessing recidivism because measures are far more reliable (e.g., employed/not employed), and objectives are less complex. The project has not collected data on related aspects of the job program such as the client's quality of performance on a job as assessed by the employer or other observers.

4. Driver's Education

Experimental design considerations are straightforward for the assessment of the project's driver's education component. The project simply tallied the proportion of clients completing the program, and also compared their traffic violation records to the average rate of violations for drivers in the state as a whole. Data were not collected on the youth's access to a car, however, and low access may artificially reduce the youth's number of violations compared to others.

5. Residential Program

As was noted above, project criteria for goal achievement for the residential program were based upon recidivism measures, and the acquisition of study and/or job skills for residents participating in the programs. Re-

lated measures of volunteer work and continuation in school were also used, and as in the case of the study and job skills measures, the collection of data on these outcomes is straightforward. Data on subsequent placements of residential clients have also been collected and the type of placement may serve as a partial indicator of the success of the program with the client. Presumably the less restrictive the subsequent placement, the more effective the project was in achieving its goal of reintegrating the client.

In summary, the project has collected all of its own evaluation data. No systematic outside evaluations have been conducted other than an impressionistic visit to the program by a member of the Bureau of School Services, who wrote a brief report of his perception of the atmosphere of the program. The evaluation data are presented in a series of final reports to LEAA, the project's "Five Year Report" published in 1976, and data from the project which are pooled with those from other local projects in the 1973-1975 reports of the Washtenaw County Youth Facilities Network.

2.2 Goal Achievement

The following analysis discusses the VRC/COPE project's progress toward attaining each of the project's five primary goals. Information regarding the achievement of additional implied goals of the project is also noted.

1. Reduce the recidivism of project participants as measured by level of court contact.

The project has collected data on both requests for petitions by the police and also adjudicated petitions. The data on the two types of measures cover different periods of time. Table 9 presents a summary of the data on the impact of the program on requests for petitions. The baseline period is 26 weeks in length, as was noted in Section 2.1, and a baseline petition rate per week was calculated as a basis for comparing pre- and post-program periods. Post-program data periods varied from three to 70 weeks, with an average post-program period of 31 weeks per client. As can be seen from the table, a reduction in requests for petitions of 47.1 percent was observed for youth participating in project programs for a period greater than six weeks, while the reduction was 29.4 percent for youth participating for less than six weeks. The overall reduction collapsed over the two groups of youth was 44.1 percent. The use of requests for petitions is a valuable technique for the assessment of recidivism, since the incidents reported are ones which the police feel are serious and are able to be prosecuted. Arrest data often include events such as "order-ins" where a youth is brought to the stationhouse simply because a crime was committed in the area comparable to one he had been previously accused of and the police are interested in determining if the youth can account for his activities at the time of the crime under investigation. The data on adjudicated petitions are presented

TABLE 9
Request for Petition

1974 Data

Time in Center Programs	Number ¹ of Youth	Number ² with Complete Data	Baseline ³ Petitions	Baseline Weeks	Baseline Petition Rate	After ⁴ Program Petition	After ⁵ Program Weeks	After Program Petition Rate	Rate Change
Less than 6 weeks	59	55	51	1430	.0357	30	1192	.0252	-29.4%
More than 6 weeks	189	178	158	4628	.0342	110	6072	.0181	-47.1%
Total	248	233	209	6058	.0345	140	7264	.0193	-44.1%

¹ Number of youth in Study Skills, Driver Ed and JOBS for at least one week during 1974.

² Data on baseline arrests were not available for 15 youth. 12 of these youth were referred by agencies that send away records when youth leave or were out of county. 3 of these youth lack data because of a clerical error detected too late for correction in this report.

³ Baseline period was the 26 weeks before each youth entered Center programs.

⁴ After program arrests include all arrests since entering any 1974 Center program. Arrests occurring after leaving Center programs are included up to December 20, 1974.

⁵ After program weeks include all weeks for each youth from date of entering 1974 programs to December 20, 1974. The range was 3 -70 weeks. Average weeks per youth was 31.

in Table 10. These data apply only to the post-program period, and are pooled over all youth regardless of their time of entry into the program. Section A of Table 10 presents a summary of the recidivism data of all youth participating in the program from March, 1971, when the program was initiated, to September, 1975. Problems with data collection noted in Section 2.1 resulted in the inability of the project to collect recidivism data for the years 1971-72, thus these data are likely to substantially underestimate recidivism levels. The project assumed that a youth would appear in the 1973 or later records repeating offenses committed in the earlier years for which data were not collected.

At the request of the validators, the project collected additional recidivism data for the period from September, 1975, through October, 1976, and categorized these data in terms of status offenses and class I (felonies) and class II (misdemeanors) violations separately rather than pooling class I and II offenses, as had been the practice previously. The results of this data collection effort are presented in section B of Table 10. As can be seen, the recidivism rate increased somewhat from the previous sample (18 percent versus 12 percent), and much of the increase can be seen to occur in the status offense category. The recent data eliminate the problem of missing data. Again, however, the data are difficult to interpret due to the lack of pre-program data for the project participants and the lack of a control group. The previous data on requests for petitions are likely to be more valuable, in any event, because of the potential for bias in the adjudicated petition data. The judge making the adjudication decision was aware of the youth's participation in the project and was intimately involved in the project's development and operations. The possibility for totally unintentional biases in decisions in circumstances such as these has been amply documented in the psychological literature (e.g., see Rosenthal, 1975).

In summary, data on requests for petitions for a sample of over 200 project youth demonstrated a rate of recidivism lower than pre-program levels. Given the lack of a reference standard, this finding is difficult to interpret. Data on adjudicated petitions are additionally difficult to interpret due to the possibility of judicial bias.

2. Improve the educational achievement of project clients.

Section A of Table 11 presents a summary of the educational achievements of the 298 youth participating in the project's study skills component from 1971 to September, 1975. As can be seen, 39 percent of the youth earned high school credit, while lower proportions passed the GED (six percent) or graduated from high school through the project's efforts (three percent). The remaining 52 percent of the program participants received remedial education and study assistance. As was noted in Section 1 of the report, the goals of the study skills component of the project evolved during the life of the project, with the earlier emphasis of the project being purely on the provision of remedial aid. The ability to grant course credit was given to the project in 1973. The validators requested an updated presentation of

Table 10

Section A

Petitions Adjudicated on Youth After Release from VRC/COPE Enrollment
(Total Number of Youth: 590)

	Number of Youth	Recidivism as a Percentage	Petitions Ajudicated
Status Offense Adjudicated Petitions	7	1.2	7
Class I and II Petitions	68	11.5	148
Total Adjudicated Petitions	75	12.7	155

Overall Center Objective Accomplishment: 87.3% of Center enrollees with a history of court contact have had no further juvenile court contact after terminating enrollment at the Center.

Section B

Petitions adjudicated on youth after release from enrollment from the VRC/COPE programs for the time period September 1975 through October 1976. (Total number of youth: 100).

Type of petitions	# of youth	% of recidivism	# of petitions
status offenses	7	7	12
class I offenses	4	4	4
class II offenses	7	7	12
total petitions	18	18	28

82% of Center enrollees with a history of court contact have had no further juvenile court contact after terminating enrollment at the Center.

Table 11
Section A

Goal Accomplishment - Study Skills
(Total Number of Youth: 298)

Goal	Number Achieving Goal	Percentage Achieving Goal
Public School credit	115	39%
Passed G.E.D.	19	6
High school graduation through Center's efforts	9	3
Remedial and study assistance	155	52

Section B

Goal Accomplishment - Study Skills for the time period of September, 1975 through October, 1976.
(179) youth

Goal	# achieving goal	% achieving goal
public school credit	73	40.8
passed G.E.D.	7	3.9
high school graduation through Center efforts	5	2.8
remedial and study assistance	59	33.0
in process of earning credit	36	20.0

the study skills data for the past year (September, 1975, through October, 1976) to determine if the educational achievements are substantially different now given the larger staff and modified curriculum. Section B of Table presents these recent data and shows that the pattern of findings is very similar to that of the preceding years. A slightly reduced proportion of students passed the GED in this period (3.9 percent vs. 6 percent), but the data are almost identical to previous data otherwise.

Table 12 presents the results of the test of Wide Range Aptitude Test scores for a sample of students receiving remedial training in math and reading. As can be seen from the table, 64 percent of the students achieved the goal of improving one month on the test score for each month of training in reading, and 66.6 percent had similar success in math. Comparison data for a comparable group of youth are not provided and it is difficult to determine if roughly two-thirds success in the achievement of this goal is noteworthy with this particular sample of difficult to teach students. It should be stressed that these test result data were reported for a sample of youth in 1974, and more recent performance in the program may be better due to the use of an all-professional staff rather than a mixed professional and volunteer staff. Additional educational outcome measures are reported in the project's final report to the Michigan Office of Criminal Justice Programs of their "volunteers in education" grant of 1974.

3. Improve the Job Skills of Project Clients.

Table 13 presents a summary of the length of stay on a job of 302 participants in the job program. As can be seen, 44 percent of youth stayed on a job for over three months, which was one of the early goals of the jobs program. The aims of the jobs program have varied widely over the years, and appropriate measures of success are often difficult to determine. The program currently deals primarily with students who are in high school courses and the COPE study-skills program. These students are interested in job skills but no necessarily in beginning a long-term job immediately. These students participate in an 11-module jobs course and receive course credit. A measure of three months on the job would be inappropriate for this group. Earlier incarnations of the jobs program dealt primarily with youth who had dropped out of school and who needed jobs. These earlier programs were very active in arranging on-the-job training, and 53 percent of program participants in 1972 retained a job for over three months.

4. Provide Driver's Education to Clients Needing Driver's Licenses.

Table 14 provides a summary of the accomplishments of the driver's education program. As this table indicates, 85.4 percent of students taking the course received driver's education certificates. The driving records of these students after program completion were quite good, with only 5.7 receiving citations for moving violations after completion of the course. This record is better than that of the general Michigan driving population, 11 percent of whom receive moving violations each year.

Table 12

MONTH FOR MONTH GAIN IN
READING AND MATH (W.R.A.T.)

Student	Skill	WRAT pre	WRAT post	Grade Equivalent Gain	Months in Program	Goals Attained?
1	Reading	8.1	8.9	0.8	5.3	No
2	Reading	2.2	2.6	0.4	3	Yes
	Math	3.9	4.9	1.0	3	Yes
3	Reading	1.5	1.6	0.1	9.24	No
	Math	2.9	2.9	0	9.24	No
4	Reading	2.0	2.4	0.4	4.16	Yes
5	Reading	3.2	3.6	0.4	4.16	Yes
	Math	4.4	5.7	1.3	4.16	Yes
6	Reading	4.4	4.5	0.1	4.16	No
	Math	3.9	3.9	0	4.16	No
7	Reading	2.6	4.6	2.0	6	Yes
	Math	4.9	5.7	0.8	6	Yes
8	Math	3.9	4.9	1.0	3.93	Yes
9	Reading	1.6	1.8	0.2	3.46	No
10	Reading	3.2	4.8	1.6	12.24	Yes
11	Reading	3.9	3.2	-0.7	3.46	No
12	Reading	2.5	3.2	0.7	4.62	Yes
13	Reading	2.6	3.5	0.9	3	Yes
	Math	3.9	5.3	1.4	3	Yes
14	Reading	2.8	4.4	1.6	6.93	Yes
	Math	3.7	2.3	-1.4	6.93	No
15	Reading	5.3	6.5	1.2	4.62	Yes
16	Math	5.7	6.3	0.6	3.23	Yes

Total		Pre Average	Post Average	Gain Average	Months Average	Goal Attained
Reading	14	3.28	3.97	0.69	5.31	9 (64%)
Math	9	4.13	4.66	0.52	4.85	6 (66.67%)

Table 13

On-the-Job-Training — Length of Stay on a Job

Length of Stay on Job	Number of Youth	Percentage of Youth
1-13 days	54	18%
14 days-11 weeks	116	38
over 12 weeks or program completion	132	44

Table 14

Goal Accomplishment — Completion of Driver's Education Certificate
(Total Number of Youth: 369)

	Certified	Not Certified
Number of Youth	315	54
Percent of Enrollment	85.4	14.6
Number of Moving Violations: 33		

Traffic Offenses After Enrollment

	Received Moving Violation	Has Not Received Moving Violation
Number of Youth	21	348
Percent of Enrollment	5.7	94.3

According to *Michigan Driver Statistics*, Report #8, June 24, 1975, 11% of all Michigan drivers will receive one moving violation during a one-year period. Youth who have completed the Center's Driver's Education class have a better driving record by 5.3% than the state average.

5. Provide services to residential clients.

Table 15 provides a summary of the achievements of residential program clients. Many of these clients participated in COPE programs; 58 percent were involved in study skills sessions, and 30 percent obtained employment. Section A of Table 16 indicates the disposition of residential clients upon release from the VRC program for 1971-75. Over half of the clients returned to their homes or independent living. A summary of the types of institutions clients were transferred to is also noted on the Table. Section B of Table 16 provides a summary of the activities of youth leaving the VRC program during the past year.

Table 15

Goals and Activity Accomplishments - VRC

	Number of Youth	Percentage of Total Resident Population
Obtained Employment	23	30%
Did Volunteer Work in Community	8	10
Attended Public School While Living at Center	33	43
Attended School at Center	46	60
Attended Study Skills	45	58
Graduated from High School	7	9
Continued in Public School After Release from Center	19	25
Attended a Vocational Program	3	4

Table 16

Section A

Residential Program Disposition Upon Release
(Total Number of Youth: 74)
(1971-75)

<u>Disposition</u>	<u>Number of Residents</u>	<u>Percentage of Residents</u>
Home	34	46.0%
Independent Living	10	13.5%
Transfer to Another Institution	17	23.0%
Married -- Living with Spouse	3	4.0%
Transfer to Foster Home	10	13.5%
TOTAL	74	100.0%

"Institutions" in the context used above refers to any out-of-home placement that provides as much, or more, structure than the Center. It is assumed that foster homes provide less structure and therefore are not included in this category. The placement breakdown of the 17 youth included in this category is:

Browndale, International*	3
Family Group Homes	1
Grand Traverse County Detention	1
Kentucky Children's Shelter	1
Luella Cummings	2
Pine Rest Christian Hospital*	3
Michigan Training School	4
AWOL (and lost track of)	2

Section B

Residential Program Disposition Upon Release (Sept. 1975-Oct. 1976)
(Total number of youth: 20)

<u>Disposition</u>	
Home	8
Independent Living	2
Foster Home	1
Transfer to another institution	4
Presently enrolled	5

"Institutions"

Detention awaiting psychiatric placement	1
Luella Cummings	1
Pine Rest Christian Hospital	2

*Note: Pine Rest Christian Hospital and Browndale International are placements for youth with pronounced emotional disturbances.

2.3 Efficiency

The VRC/COPE project has had the following total operating expenses for the period 1971 - September, 1975.

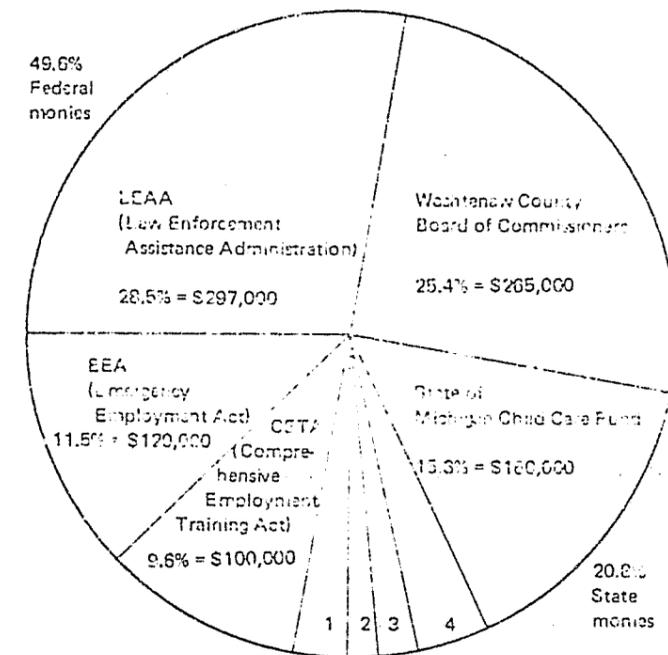
Federal	49.6	517,000
State	20.8	217,000
Local	27.2	284,000
<u>Private</u>	<u>2.4</u>	<u>25,000</u>
Total	100.0	1,043,000

\$100,000 of the total is considered to be a one-time start-up expense, resulting in an annual operating expense of approximately \$250,000.

A number of techniques can be used to calculate unit costs for the program. As was noted in Table 5, 679 youth were served by the program during the period 1971 - September, 1975 and these youth received 1413 services (defined as one youth's participation in one program element during a portion of one calendar year). Based upon total project expenditures of \$1,043,000, unit costs per youth are \$1,536 and costs for delivery of a single program element to a youth are \$738. In analyzing costs for the VRC and COPE programs separately, the project estimates that the COPE program costs approximately \$560 per youth served in a calendar year. The VRC program costs \$4,535 per youth based upon a 1975 VRC budget of \$99,761 and 22 youth served. The average length of residence of 1975 clients in the VRC program was four months with lengths of stay of individual youth varying widely.

Table 17 provides a summary of specific sources of funding for the VRC/COPE project for the period 1971-75. Section 1.1.2 discusses the contributions of these sources, and Table 1 provides an overview of the time periods during which each source provided funds to the project. Table 2 indicates which funding sources contribute to the VRC program and which to COPE. As can be seen COPE's primary sources of income are from CETA, Section 48 of the State School Aid Act, School District Fair Share contributions, and purchase of service revenues. The non-residential program also has received LEAA funding in the past (\$63,129 for the educational program and \$35,772 for the occupational training program). The primary sources of funding for the residential program are Washtenaw County Board of Commissioner funds, and State Child Care funds. In addition, the residential program received \$82,090 in LEAA funds during its first year of operations and \$115,531 during its second year (including funds for some job program expenses).

Table 17
 VRC/COPE Sources of Operating Revenue
 1971-1975



- 1 - Purchase of Service and Citizens Donations 2.4% = \$25,000
- 2 - Local School Districts 1.8% = \$19,000
- 3 - State Driver's Education, Washtenaw Intermediate School District, ESEA Title I 1.9% = \$19,000
- 4 - Section 48 of the State School Aid Act 3.6% = \$38,000

Table 18 presents a summary of the COPE project's projected expenditures for both 1976 and 1977 by operating category. As can be seen, salaries make up by far the largest expenditure. The 1976 VRC budget is \$107,702 with \$79,222 being spent on salaries and \$28,480 on operating expenses.

The project was notified on December 21, 1976 that it would be receiving an LEAA grant from the Michigan Office of Criminal Justice Programs to support the modified VRC program discussed earlier in this report. The LEAA grant will provide \$107,000 with the county and State Child Care fund both contributing an additional \$57,000 each, for a total of \$221,000. \$11,961 of the county funds will be considered to be matching funds while the remaining \$102,373 will be considered to be maintenance of effort funds to avoid supplanting ongoing county and state expenditures with LEAA funds. Table 19 presents the VRC program's grant application budget to LEAA for the day treatment/sheltercare program and the grant items are suggestive of the likely final funding pattern for VRC. Since additional funds are available in excess of the \$189,000 originally requested, the project will be adding a \$5,000 evaluation component plus a cook, a half-time bus driver, and a half-time youth counselor. Final negotiations regarding the budget are currently in progress.

Appendix D presents an attempt by the project to estimate the cost to the county of replacing the VRC program. The assumptions of the analysis appear to be valid and conservative, and the memorandum concludes that the county's expense to replace the VRC program would be considerable either with the new VRC program or the old one. Additional summaries of VRC and COPE line item expenses are presented in the project's exemplary project application (Appendix A).

Table 18

1976-1977 C. C. P.F. Expense Comparison

	1976*	1977
Personnel:		
Salaries	110,699	127,196
Fringes	17,250	17,065
Total Personnel	\$127,949	\$144,261
Operating:		
Office Supplies	100	350
Printing	300	100
Educational Supplies	-	1,500
Other Supplies	50	300
Auto Supplies - D.F.	100	325
Telephone	-	1,200
Mileage	600	1,000
Employee Training	500	1,100
Utilities - Auto Mech.	600	600
Auto Rental - D.E.	-	200
Insurance		
D.F. Auto	379	400
Comp. & Premises Liab.	100	400
Contractual		
Audit	525	525
Ypsilanti Schools	5,330	6,131
Contingency Reserve	-	800
Total Operating	\$18,955	\$14,931
Total Expenditures:	\$146,904	\$159,192

* Projected expenditures

20. Detailed Budget (Continued)

C. TRAVEL

Transportation and Subsistence of Project Personnel Only.
Consultant Travel to be Included in (B)

Description	Mileage	Lodging	Meals
Project Director--out of town	\$270		\$33
Project staff--local travel	\$810		
Project staff--training workshops	\$420	\$116	\$77

NEW
CASH
COSTS

\$ 303
\$10
613

TOTAL TRAVEL

\$ 1700

D. OPERATING EXPENSE

Direct Costs	Explanation	Monthly Rate
Telephone		\$
Printing		
Supplies		
Postage		
Rent		
Building Oper.		
Veh. Oper. & Other Miscell.		

\$ 1300
600
14,500
300
-0-
6300
800

TOTAL OPERATING EXPENSE

\$ 23,800

E. EQUIPMENT (Itemize)

Description	Quantity	Purchase Price	If Applicable, Monthly Lease Rate
12 passenger van		6,000	
Furniture			
Office Furniture & Equip.			
Recreational Equip.			

\$ 6000
3015
635
660

TOTAL EQUIPMENT

\$ 10,300

F. CONSTRUCTION

1. Remodeling
2. New Construction

\$ 5,000

TOTAL CONSTRUCTION

\$ 5,000

TOTAL PROJECT

\$ 180,800

G. SOURCE OF FUNDS

	Amount	Percentage
1. Federal	\$170,820	94%
2. State Buy In For Local Subgrants		
3. Local Cash Match	9,400	5%
4. State Cash Appropriation	9,400	5%

TOTAL FUNDS

\$ 180,300 100%

2.4 Replicability

Five issues concerning the replicability of the VRC/COPE project are reviewed in this section: (1) the generality of the problem addressed by the project; (2) the appropriateness of the project's organizational placement; (3) the similarity of project conditions to those elsewhere; (4) the issue of whether the project needs to be replicated in full; and (5) the likelihood of resource availability to support similar projects.

2.4.1 Does the Center Address a Problem of Sufficiently Common Concern?

There is little disagreement as to the need for alternative educational approaches for many youth who come to the attention of juvenile courts, or that the needs of such youth are rarely met by the regular public school system. Even with the absence of a demonstrated causal link between educational under-achievement and delinquency there is considerable evidence that many delinquents with educational problems respond positively to alternative approaches.

2.4.2 Are the Organizational Boundaries of the Center Appropriate?

A very common complaint is that many court-referred youth with educational problems fall between the cracks of existing educational or correctional arrangements. As was noted, the Center is located on the boundaries of the juvenile court and the public school systems. It has served as a useful link between these two bureaucracies, while at the same time maintaining its independence from both.

2.4.3 To What Extent Would Similar Conditions Exist Elsewhere To Facilitate the Development of Similar Programs?

The Center was developed and sustained through the insight and commitment of a number of people in key positions. A similar set of personalities would not necessarily be required in a replication effort. Support, however, would be required from the juvenile courts and school district officials. The Center has been especially fortunate in acquiring and maintaining a highly committed director and staff. The project has experienced a relatively low level of staff turnover. The acquisition of good staff should not be a problem in most jurisdictions if the project's working conditions are good and care is taken in recruitment.

Replication would not depend upon particular legislative provisions. The passage of Section 48 in Michigan may encourage alternative educational developments in that state. It has not, however, so far had much impact on the Center in terms of funding. Of greatest importance is the ability of a project to tap a variety of public funding sources, as well as to generate financial and moral support from private individuals and organizations. There do not appear to be any critical demographic features unique to Washtenaw County. The fact that the Center is located in a university town would not seem to be particularly significant. Of greater importance is the presence of a progressive juvenile court. Adaptations would have to be made according to the size of the community served, although it is likely that the Center would lose some of its effectiveness if it were made larger, because the present "home-like" atmosphere would be lost in a larger organization.

2.4.4 Would the Center Need to be Replicated in Full?

This question essentially concerns the combination of the residential and non-residential components of the Center. Most persons associated with the Center stress the complimentary nature of the two components, although they note that both components are in constant flux with regard to size and relative significance. The role of the residential program in leading both VEC and COPE clients to perceive the project as a home has been stressed.

Some persons concede that the non-residential component could stand alone, and replication would probably still be consistent with the Center's main thrust if it did not include the residential program. Any description of the Center would need to emphasize its evolutionary character, and replication should allow for growth and adaptation. The essence of the Center is to be found in its location between the court and the school system, and in its ability to make educational programs attractive to young persons who have generally only experienced failure and disappointment in school.

2.4.5 Would Sufficient Local Resources be Available to Replicate the Project?

A major continuing concern of the Center has been the need to generate local sources of funds. Federal monies played a vital role in the establishment of the Center, and in the support of new development. In the long run, Section 48 of the Michigan State School Aid Act may provide a firmer basis for local support than now exists, and this type of legislation may usefully provide a model for what will be required elsewhere.

In summary, a community considering replicating the VRC/COPE project should conduct a needs assessment to determine the size of the relevant population of youth needing remedial educational facilities and related programs and should carefully consider whether a residential, non-residential or combined program is needed by that population of youth.

2.5 Accessibility

2.5.1 Inquiry and Visitation

The Center is conveniently located in Ann Arbor and welcomes interested visitors. Staff members and youth are very willing to describe the various aspects of the program and answer questions. Considerable documentation exists describing the Center's evolution from the time of its inception. This documentation also outlines its relationship with other agencies such as the court and the school system. Printed materials on the content of both the study skills and occupational skills programs are also available.

2.5.2 Continuation of the Center

Although various funding uncertainties continue to characterize the Center's life it appears likely that the Center will continue to operate for the foreseeable future. During its six years it has shown a marked capacity to adapt and develop according to changing circumstances and needs. These adaptations have been in accord with national trends in approaching the problems of juvenile justice and delinquency prevention, and further such developments should be anticipated. The project's on-going momentum for building on its experience and for responding to the needs of the youth it serves is one of its most potent strengths.

3.0 STRENGTHS AND WEAKNESSES

3.1 Project Strengths

- The project is providing valuable educational and job skills training to youth who have experienced great difficulties in the public schools.
- The project director and staff are highly committed, energetic, and very concerned about the project's clients.
- The project has been very responsive to the needs of the client population and has adapted the project accordingly.
- The project has shown a remarkable ability to acquire funding from multiple sources.
- The project serves as a valuable and needed link between the schools and juvenile court.

3.2 Project Weaknesses

- Detailed evaluative data on the project's impact are not available for all of the project's objectives due to problems cited in the report. A number of difficulties occur in interpreting project recidivism data.
- The project has not been institutionalized into the state or local budget. The project has responded effectively to this precarious fiscal situation, however.
- The VRC component of the project is currently being radically changed and it is too early to evaluate the effectiveness of the new VRC day treatment program.



APPENDIX A
Exemplary Project Recommendation
with
Attachment A - Program Review Memorandum
and
Letters of Recommendation

EXEMPLARY PROJECT RECOMMENDATION

I. PROJECT DESCRIPTION

1. Name of the Program

Vocational Residential Center / Center for Occupational and Personalized Education

2. Type of Program

Residential treatment and non-residential academic, vocational, and leisure time services.

3. Name of Area or Community Served

Washtenaw County, Michigan

a. Approximate total population

234,103 (according to 1970 census)

b. Target subset of this population served by the project

Number served: 679 Period: March, 1971 - Sept. 15, 1975

4. Administering Agency

Vocational Residential Center Policy Board has been delegated its authority in personnel and budgetary matters by the Washtenaw County Board of Commissioners
101 East Huron Street
Ann Arbor, Michigan 48108

Center for Occupational and Personalized Education
Board of Directors
2260 Platt Road
Ann Arbor, Michigan 48104

(See pages 2 and 3 in Five Year Report for further explanation)

a. Project Director

Marlys Schutjer
2260 Platt Road
Ann Arbor, Michigan 48104
(313) 971-7870

b. Individual responsible for day to day operations

Marlys Schutjer
(313) 971-7870

5. Funding Agency(s) and Grant Number

a. Washtenaw County

101 East Huron
Ann Arbor, Michigan 48108
John Hurd (313) 994-2395

b. L.E.A.A. (0492-01; 0492-02; 0492-03; OCJ-16144-1)

State of Michigan
Office of Criminal Justice
Second Floor
Lewis Cass Building
Lansing, Michigan 48193
William Lovitt (517) 373-3992

c. Section 48 of the State School Aid Act

Michigan Department of Education
Department Services
Box 420
Lansing, Michigan 48902
Michael York (517) 373-3666

d. School District's Fair Share

Washtenaw County Superintendent's Association via
Ypsilanti Board of Education
1885 Packard Road
Ypsilanti, Michigan 48197
Wayne Richards (313) 482-2970

e. Comprehensive Employment Training Act

Washtenaw County C.E.T.A. Office
212 S. Fourth Ave.
Ann Arbor, Michigan 48108
Patricia Banbury (313) 995-2131

f. E.S.E.A. Title I

Early Childhood Education
920 W. Miller Street
Ann Arbor, Michigan
Marvin McKinney (313) 994-2303

g. Michigan Driver's Education Reimbursement

Michigan Department of Education
Traffic and Safety Unit
Box 420
Lansing, Michigan 48902
Philip J. O'Leary (517) 373-3314

h. Purchase of Service Agreement

Ypsilanti Board of Education
1885 Packard Road
Ypsilanti, Michigan 48197
Wayne Richards (313) 482-2970

6. Project Duration

March, 1971 - present

7. Project Operating Costs

Breakdown of total operating costs, specify time period:

Federal:	49.6%	\$ 517,000	1971-76
State :	20.8%	\$ 217,000	1971-76
Local :	27.2%	\$ 284,000	1971-76
Private:	2.4%	\$ 25,000	1971-76
Total :	100.0%	\$1,043,000	

Of the above total, indicate how much is:

- a. Start-up, one time expenditures: \$100,000
 b. Annual operating costs: \$250,000

8. Evaluation Costs

Total Cost	Time Period	Principal Cost Categories
\$5,500	January, 1974- January, 1975	Consulting with staff Collecting data Analyzing data and writing reports

9. Continuation Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local fundings?

In answer to part 1 of question #9, the V.R.C./C.O.P.E. project would not fall into either the institutional or experimental category. Instead it is more appropriate to state that this project has been given legitimacy by the local community and by the state of Michigan as a viable option for youth who are considered to be problematic to the community. As can be seen by reading the project's five year report, the V.R.C./C.O.P.E. program has received a recommendation from the North Central Association of Colleges and Secondary Schools and has been a prime mover in advocating legislation for this type of youth at the state level.

In answer to part 2 of question #9, continuation of the V.R.C./C.O.P.E. project through local funding only is not possible. The project will have to rely on federal, state, and local monies along with the possible acquisition of foundation grants.

II. ATTACHMENTS

ATTACHMENT A - PROGRAM REVIEW MEMORANDUM

1. Project Summary

The objectives of the V.R.C./C.O.P.E. project can be summarized as follows: 1) To provide residential programming and treatment to teenage girls in such a way as to keep them involved with their own community, thereby effecting behavioral changes which are long term. 2) To provide an individualized learning environment to non-residential youth who are categorized as behaviorally problematic in the academic, vocational and leisure time domains in such a manner as to increase the youth's self-concept through their acquisition of skills.

The methods of operation which address themselves to these goals include: 1) A token economy system to help residents maintain at least a basic functioning level, by awarding points based on task completion and attitude and are redeemable for treats and cosmetics from our "token store" and for privileges such as evenings out, telephone useage in the evenings and visitors. 2) An individualized school program (Study Skills) which is available to both the residential and non-residential population. Programming in Study Skills is done in cooperation with the public schools in Washtenaw County and every effort is made to keep youth enrolled in the mainstream public schools programs, at least on a minimal level. 3) An On-The-Job Training program which provides youth with a legitimate means of earning money and exposure to the world of work and the required appropriate job behaviors. 4) A Driver Education program for youth who are out of school and need their license in order to get a job, for behavior-problem youth whose reading level is below that required to read the textbooks that must be read in order to pass the course, and for youth cited in traffic court for violations that include driving without a license. 5) Volunteer run programs such as photography, auto mechanics and recreation for youth who are interested in acquiring leisure time skills. For a more comprehensive treatment of the V.R.C./C.O.P.E. programming, see pages 18-23 in the Five Year Report.

2. Criteria Achievement

a. Goal Achievement

- 1) For an answer to this question please refer to pages 12-19 in the V.R.C./C.O.P.E. Five Year Report. Tables 11, 12, 13, 14, 15, and 18 specifically address themselves to the goals, measures and outcomes of the V.R.C./C.O.P.E. project.
- 2) To our knowledge there are no other projects which address the same problem and target population as the V.R.C./C.O.P.E. project. When our project was initiated in 1971 it was viewed by the community as being novel and experimental in nature. Since then other communities have begun to recognize the same

CONTINUED

1 OF 2

need as Washtenaw County but have used other means to remediate the problem. In response to the questions regarding success, we cannot offer comparative statistics because we cannot locate another program(s) similar to the V.R.C./C.O.P.E. project. However, a study of our outcome data will reveal what we consider to be evidence of the success of the project.

b. Replicability

- 1) The V.R.C./C.O.P.E. project addresses a problem of reasonably common concern. The 1975 Michigan Comprehensive Law Enforcement and Criminal Justice Plan points out the fact that, "The majority of juveniles who are arrested by police agencies in a given year are not referred to the juvenile court. Therefore, the police agencies in Michigan are diverting a large number of juveniles out of the system. However, this diversionary process is unstructured and not monitored. Many juveniles are not being channeled into meaningful programs and services. If a youth needs some type of structured intervention, there are few if any programs available. There is a definite need to offer the police agencies, schools and citizens a structured and meaningful alternative to the juvenile justice system." Other studies by experts such as Dr. Martin Gold reveal that the need to have such programs exists and at this time may be the only answer in reducing the problem.
- 2) The V.R.C./C.O.P.E. Five Year Report, the L.E.A.A. Annual Reports, the Washtenaw Youth Facilities Network Annual Reports, and the Washtenaw County Juvenile Court Annual Reports document the V.R.C./C.O.P.E. project's methodology and operations very adequately.
- 3) The factors which appear to be principally responsible for the success of the V.R.C./C.O.P.E. project are program methodology and staff commitment. The Center's emphasis on providing skill training on an individual basis at the youth's own functioning level seems to be one of the key elements in increasing both the quantity and quality of their performance. This type of programming also results, we believe, in the enhancing of the youth's self-concept through the feedback the staff gives on performance and on the modeling of the behaviors of the staff. The second factor which makes the V.R.C./C.O.P.E. project is the commitment of the staff to the youth and to the program. The staff is selected only after an intensive screening process (which includes a minimum of three interviews and a period of actual on-site work). Throughout their first year, they are given both informal and formal feedback on their performance and training in handling youth is ever present. Another aspect which affects staff commitment is the concept of teamwork. In each program, the staff work together and jointly make decisions regarding the operations of that program. It is our contention that these factors can be replicable in other projects if the organization makes a commitment to them, not only in words but also in practice.

- 4) The only restriction in creating other V.F.C./C.O.P.E. projects in other places is the desire of the local community to commit its resources to such an effort. There have to be a few people in the community who will work to establish and maintain such a program and dissolve the initial community resistance. In terms of demographics, a project which models itself after the V.R.C./C.O.P.E. will be useful no matter what setting it is incorporated in.

c. Measurability

- 1) The V.R.C./C.O.P.E. project has been in existence for more than five years. Therefore the outcome data will be reliable and valid.
- 2)

Evaluation Activity	Evaluator	Duration	Available Documents
Prior:	LEAA	1971-1973	LEAA Annual Reports
	LEAA	1/74-1/75	LEAA Annual Reports
	Bureau of School Services Section 48	1973 1973-present	Summary of Evaluation YFN Annual Report
Current:	Section 48	1975-1976	YFN Annual Report
	VRC/COPE Five Year Report	1976	VRC/COPE Report

d. Efficiency

- 1) and 2) In order to answer these questions, we will quote from the final evaluation report on our Volunteers in Education grant through the State of Michigan Office of Criminal Justice Programs. This report was performed by an outside evaluator and his comments are the most objective in terms of cost-benefit.

"For \$240,000, the Center served 189 youth for a minimum of 6 weeks each and cut their weekly arrest rate in half. Other youth were served for less time with a smaller effect on their rate of arrests. If each of the 189 youth had a year without the Center (or any other treatment), we would expect them to have 340 arrests as defined in this report. If each were followed for a year after their enrollment at the Center, we would expect them to have 170 arrests. The approximate cost for this reduction is \$1400 per arrest (\$240,000/170). It is probably lower due to our conservative indicator of arrest reduction. A range of \$800 to \$1400 seems reasonable.

V.R.C./C.O.P.E. Anticipated Expenditure Operating Budget - 1976

(Proposed - 11/20/75)

One year of one project gives no context for judging whether the result was worth the cost. Until other treatment efforts are judged by a comparable outcome measure, the reader must decide whether it was worth it."

For a more complete treatment of this subject, refer to Volunteer in Education Final Report March, 1975, pages 28-30.

e. Accessibility

- 1) The V.R.C./C.O.P.E. project is agreeable to having the project submitted for evaluation, publicity, and visitation.
- 2) It is reasonably certain that the V.R.C./C.O.P.E. project will continue to exist so that the evaluators may collect data; the project be publicized; and the project be visited by those who learn of it through the Exemplary Projects Program.

3. Outstanding Features

There are three outstanding features of the Vocation / Residential Center / Center for Occupational and Personalized Education. First it has been the vehicle for improved juvenile court and public school relationships both formally and informally. It was through the efforts of people involved with the Center that Section 48 of the Michigan State School Aid Act came about. This Section requires that the school districts work cooperatively with the juvenile court. Informally, Center staff have provided juvenile court workers assistance in arranging more appropriate school schedules for their clients. Second, V.R.C./C.O.P.E. has provided nearly 700 "behaviorally disenfranchised youth" with a legitimate option for improving social, academic and vocational behaviors. Third, it has successfully exhibited to the community that this type of youth by and large can be treated in the community and be trained to become a productive member of that community.

4. Weaknesses

There are two areas of weakness in the V.R.C./C.O.P.E. project. The first has to do with the instability of funding. Each year most if not all of the Center's funding contracts have to be renegotiated in some fashion. The second weakness is in terms of physical space allotment. As the program has increased its enrollment and programming, it is becoming apparent that more space is needed. The V.R.C./C.O.P.E. project has submitted a proposal to the Kresge Foundation for some major renovation of the physical plant. However, funding for this was not approved.

5. Degree of Support

Pages 24, 25, 26 and 27 in the Five Year Report will give some indication of the degree of local support the V.R.C./C.O.P.E. project has received. Another indication of support can be seen by viewing our present funding sources.

Line Item	Total 1976 Anticipated	Vocational Residential	% of Total V.R.C.	C.O.P.E.	% of Total C.O.P.E.	1975 Budget		
						Total	V.F.C.	C.O.P.E.
727 Office Supp.	1,400	800	57	600	43	1,300	1,300	
729 Print.&Bind.	600	400	67	200	33	500	500	
730 Postage	300	300	100			300	300	
740 Food	6,500	6,500	100			6,500	6,500	
743 Other Supp.	1,300	1,000	77	300	23	1,000	1,000	
744 Clothing & Bedding	200	200	100			200	200	
746 Laundry Supp.	200	200	100			200	200	
748 Gasoline, Oil	1,100	1,000	91	100	9	1,200	1,200	
749 Veh. Op. Supp.	200	200	100			175	175	
775 Janit. Supp.	250	250	100			250	250	
811 Serv. Cont.	5,692			5,692	100	-	-	
811.1 Work Study	900	900	100			1,058	1,058	
835 Health Serv.	150	150	100			200	200	
843 Educ. Co. Wds.	1,000	1,000	100			1,000	1,000	
850 Telephone & Telegraph	3,000	2,500	83	500	17	2,800	2,800	
860 Travel	3,500	1,000	28.6	2,500	71.4	3,200	1,200	2,000
860.1 Conv. & Conf.	250			250	100	-	-	
910 Insur. & Bds.	1,040	30	3	1,010	97	2,183	28	2,155
920 Utilities-Ht.	1,958	1,700	87	258	13	1,500	1,500	
921 Elec. & Water	2,642	2,300	87	342	13	2,000	2,000	
930 Bldg. R&M	800	800	100			750	750	
932 Equip. R&M	650	650	100			600	600	
933 Off. Eq. R&M	425	425	100			400	400	
934 Veh. R&M	875	875	100			800	800	
941 Equip. Rent.	200	200	100			250	250	
956 Emp. Train.	1,050	300	28.6	750	71.4	-	-	
977 Mach. & Equip.	1,600	800	50	800	50	800	800	
Totals	\$37,782	\$24,480	64.8	13,302	35.2	29,166	25,011	4,155

Center for Occupational and Personalized Education
Income

C.O.P.E.
Proposed 1976 Expenditures

	1975	Proposed 1976
C.E.T.A.	107,802	109,033
Section 48	10,219	11,427
State Driver Ed.	3,090	1,450
School Districts Fair Share	(19,500) 10,600*	20,000
Purchase of Service	(3,299) 2,943*	3,000
Total Income		<u>\$144,910</u>
Estimated Year End Balance 12/30/75		3,000**
Total funds available		147,910
Estimated Expenses 1976		<u>144,910</u>
Estimated Year End balance 12/30/76		\$ 3,000**

PERSONNEL:

Salaries	113,249
Fringes (15%)	17,250
Total Personnel	<u>\$130,499</u>

OPERATING:

Mileage	2,000
Conferences/Inservice	1,000
Office Supplies	500
Educational Supplies	200
Telephone & Telegraph	550
Machinery and Equipment	400
Auto Insurance (D.E.)	310
Comprehensive and Premises Liability	400
Director's Liability	300
Contractual (Audit)	500
Unearmarked Reserve	<u>3,059</u>
Total Operating	\$ 9,219

TOTAL ANTICIPATED EXPENDITURES:

\$139,718

* Actual receipts to date. Figure in parenthesis indicates anticipated by 12/30/75

** Because of a cash flow difficulty, it is necessary to maintain adequate cash on hand to meet bi-weekly payroll.

C.O.P.E.
1976 Personnel Recommended Expenditures

	Original Date of Hire	1976 Beginning Rate	1976 Gross
Schutjer	3/72	2,511	2,511
Dietz	5/72	16,295	17,113
Publiski	4/73	9,061	9,061
Beatty	9/72	14,843	14,955
Bailey	7/72	12,400	12,862
Ling	10/75	8,487	8,461
Adler	9/74	11,838	12,210
Durham	3/75	11,273	11,871
Tudich	8/75	11,273	11,561
Reid	10/75	12,400	12,644
Total Salaries:			\$113,249
Fringes: Life Insurance - (\$15,000 each)			700
Health Insurance (Blue Cross/Blue Shield)			6,400
Workmen's Compensation			250
Unemployment			1,200
Disability Income			1,700
F.I.C.A. (5.85)			7,000
Total Fringes:			\$ 17,250
TOTAL PERSONNEL:			\$130,499

Washtenaw County Vocational Residential Center
Anticipated Revenue 1976

Washtenaw County	58%
State Child Care	42%

10/27/75

A-95 Review



JUL 12 1976

Vocational Residential Center
Proposed 1976 Operating Expenditures

SOUTHEAST MICHIGAN
COUNCIL OF GOVERNMENTS

Personnel:

Salaries to be determined by County Controller

Staffing:

Current Grade
and Step:

Director (Marlys Schutjer)	
Resident Supervisor (Florence Peterson)	18-2
Youth Counselor 8-4 (Marie Jones)	15-2
Youth Counselor 4-12 (Wendy Tucker)	15-1½
House Parent-midnights & weekends (Alesia Packnet)	11-2
On-call Youth Counselor (Jackie Foster)	11-1(hrly.)
On-call Youth Counselor (unfilled)	11-1(hrly.)

July 9, 1976

Model Program Development Division
Office of Technology Transfer
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Administration Act
U.S. Department of Justice
Washington, D.C. 20531

Operating:

1975 Recommended
 1976

821 Health Services	200	150	
828.2 Printing & Binding	500	500	
830 Postage	300	300	
821.1 Utilities - Heat	1,500	1,500	
831.2 Electricity & Water	2,000	2,000	
832 Telephone & Telegraph	2,800	2,800	** (-550)
833.1 Travel	1,200	800	
839 Equipment Rental	250	200	
842.1 Work Study	1,058	900	
844 Bldg. Rep. & Maint.	750	750	
845 Equip. Rep. & Maint.	600	600	
846 Vehicle Rep. & Maint.	800	800	
847 Off. Eq. Rep. & Maint.	400	400	
854 Education Co. Wards	1,000	1,000	** (-200)
870.1 Office Supplies	1,300	1,300	** (-500)
873 Janitorial Supplies	250	200	
874 Food	6,500	6,500	
875 Vehicle Op. Supplies	175	175	
878 Other Supplies	1,000	1,000	
879 Clothing & Bedding	200	200	
881 Gas, Oil, Grease, & Anti-Fr.	1,200	1,050	
886 Laundry Supplies	200	200	
965 Machinery & Equipment	800	800	** (-400)
TOTALS	\$24,983	\$24,125*	\$22,475**

Dear Sirs:

The following letter is in response to the Washtenaw County Vocational Residential Center request for exemplary status. Through various funding sources, including LEAA grants for FY 1971-74, this program has offered behavior problem youth with viable academic and vocational training. Unique features of the project entail residential and non-residential services, a study skills component, on-the-job training and driver education. From all reports, many youth have benefited greatly through their involvement with this comprehensive program.

Thus, based on its overall effectiveness, the Region is of the opinion that this program qualifies for exemplary status. Assuredly, it continues to reflect one of the better alternative type programs currently available to troubled youth.

Sincerely,

Anne J. Nolan, Program Manager
Public Safety Programs
Region I/SEMCOG

AJN/bar

* If County budget reduction is \$800

**If County budget reduction is \$2,500...The \$1,700 difference will have to be made up with other funds

September 8, 1976

Mary Ann Beck
Model Program Development Division
Office of Technology Transfer
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D.C. 20531

RE: Exemplary Project Status for Vocational Residential Center 0492-01,
0492-02; Occupational Training Program 0492-03; Volunteers in
Education 16144-1

Dear Ms. Beck:

The Vocational Residential Center/Center for Occupational and Personalized Education represents an innovative approach to providing services to court wards and pre-court wards. The program provides youth with services which are individually tailored to their personal needs. The program also uses existing community services when and where they are available. We consider the program to be worthy of consideration for exemplary status.

The program works. Proof of this is offered in the reports which were forwarded to you as part of the request for consideration of exemplary status. But, more important, there are three other measures which indicate it is working. First, the program enjoys the support of youth served by the project - they keep their appointments. Second, the program has received continued funding from a variety of community sources. Third, local agencies make use of the program.

The program has continued for several years. During these years the program approach has changed to tailor its services more directly to youth. And the program has gained and retained support from several funding sources in the face of tight fiscal constraints.

The program has value as a model for other areas. Its high points are providing services to youth which supplement existing resources with a minimum amount of labeling. It serves as an alternative for some youth in lieu of formal processing by the juvenile justice system. And for some youth, it represents an opportunity to live in a structured setting for a short time to get a handle on their lives.

Ms. Beck
Page Two
September 8, 1976

The program offers a constellation of services. It fills in the cracks between court services and available community services. It is flexible in responding to identified gaps in services and in helping existing agencies pick-up on responsibilities which they have overlooked.

The program should work in other settings. It addresses problems which are found in the juvenile justice area around the country. Few communities are free of the concerns which the program addresses. While all aspects of the program may not be required, individual thrusts within the overall program design can be of help in many settings.

We will be happy to meet with you to go over the general concepts behind the program and to comment on its place in the Washtenaw County Juvenile Service System. We will also be happy to identify local Washtenaw County professionals who know the program. We encourage you to contact youth, parents, and Washtenaw County officials who attest to the value of the program.

Sincerely,

OFFICE OF CRIMINAL JUSTICE PROGRAMS

Ralph Monsma
Delinquency Prevention Specialist

RM:kp

cc: Marlys Schutjer
Anne Nolan



APPENDIX B
Sample Study Skills Assessment Form

STUDY SKILLS ASSESSMENT

Name _____ Referral Agent _____

School _____ GRADE _____

PERSONAL CHARACTERISTICS

1.) Do you think that you can read the textbooks that you use in your classes well enough to pass the courses?

2.) Do you think that you can write well enough to pass the written assignments that are given in these classes?

3.) Can you do adding, subtracting, multiplying and dividing of fractions and of decimals, besides doing adding, subtracting, multiplying and dividing of whole numbers?

circle

4.) Do you want to read better or are you satisfied with the way you now read?

5.) What subjects do you like the most? Are these the subjects that you get the highest grades in?

6.) What subjects do you like the least? Are these the subjects that you get the lowest grades in?

7.) In your classes at school, do you like to talk with other students or do you keep to yourself?

8.) In your classes at school, do you like to get up and walk around or do you prefer sitting for the length of time that class is going on?

9.) Do you like to study in a room by yourself or would you rather study in a room with other people in it?

10.) When you find a teacher who you like, would you prefer having that person be your only instructor or would you rather be instructed by different teachers?

11.) If we could find a person in the community who could tutor you in the subjects that you find difficult, would you like that? (Remember that this person would be there the entire time you would be studying and be available to help you at any moment.)

12.) Let's say that you were writing a book report for your class in English and you misspelled 10 words, do you feel bad when the teacher corrects you in front of other people?

13.) Let's say that you were driving in the Driver's Education car, and that you hit a curb while turning, would you quit the class or would you ask for more time at the wheel in order to learn how to turn properly?

14.) When you are enrolled in our programs; Study Skills, Recreation, Driver's Education, can we expect that you will attend all your assigned sessions, complete the work set out for you, behave appropriately etc?

15.) Did the youth, upon personal inspection, have the following characteristics:

- 1) clean hair 2) clean teeth 3) clean hands 4) clean face
 - 5) clean nails 6) good breath 4) no body odor
- _____ yes _____ no

ASSESSMENT OF ACADEMIC, DRIVING AND RECREATIONAL SKILLS

- 1.) Wide Range Achievement Test READING _____ MATH _____
 - 2.) Key Math Test _____
 - 3.) Informal Reading Inventory _____
 - 4.) Can you name the physical education courses that you have taken in school and do you remember what your grades were in these classes?
- | <u>class</u> | <u>GRADE</u> |
|--------------|--------------|
| _____ | _____ |
| _____ | _____ |
| _____ | _____ |

optional 5.) Was the reason why you didn't do well in physical education, your not suiting up of it?

6.) Do you have any personal goals in learning physical education skills such as basketball, football, baseball, etc.

7.) What are your reasons for wanting to get a driver's license?

8.) Have you ever driven a car? If so, how often have you driven?

optional 9.) During your driving experience, did you feel as if you have control over the car?

10.) Did the youth identify the road signs? If not, circle those he/she did not correctly identify? _____ yes _____ no

- 1) warning 2) regulatory 3) guide

11.) Did the youth identify the four mechanical systems of an automobile?
1) electrical 2) combustion 3) fuel 4) lubrication
_____ yes _____ no

12.) Given a simulated driving experience (such as who has the right-of-way), the youth will respond with the appropriate response.
_____ yes _____ no

13.) Did the youth name the five requirements of having a safe driving attitude?
1) aim high on the steering wheel 4) make sure they see you
2) get the big picture 5) leave yourself an out
3) keep your eyes moving
_____ yes _____ no

14.) What is your attitude towards drinking and driving?

15.) Time estimate to obtain goals _____



APPENDIX C

Sample Module from the Job Series Course

INTERVIEWS

Name _____

You are going to learn about interviews. They are probably the most important part of landing your first job.

I. Learn about interviews:

1. Read: Finding your First Job, Chapter 6.
Jobs in Your Future, page 40.
2. Listen to tapes: Making a Good Impression
Selling Yourself
Handling Difficult Questions
Answer the questions for each tape in Your Student Record Book.
3. Do exercise #1 in this unit.

II. Take the written post-test. When you have completed it satisfactorily go on the Part III.

III. Practicing the interview

1. Make a plan for an interview using a job you would like to have (pick an actual business in the area, even though you will be interviewed by one of the teachers). You will contact the teacher doing your interview when you are prepared and will be rated, so get lots of practice before you set up the interview time. Use the practice sheet labeled Exercise #2 to gather the information you will need. If you have any other questions, check with your instructor.

Use the following steps:

- A. Find out about the company: Products, Services, etc.
- B. Call or write for an interview appointment. (REMEMBER your telephone skills!) Write down: the address, telephone number, time and person to see.
- C. Locate the company on the map.
- D. Find transportation you can rely on.
- E. Gather all the things you will need: a pen, your Social Security card, your Personal Data Sheet, etc.
- F. List 3 things you have to offer the employer (i.e. dependability, special training, etc.)
- G. List 3 questions you want to ask the interviewer.
- H. List 3 tough questions you might have to answer.
- I. List the answers you would give to those questions.

2. Role play your interview with a friend and in group.

IV. When you are ready: set the interview with one of the teachers. Have him/her rate you on the interview. You will have finished this unit when you have been rated 5 point (out of ten) on each part of the interview evaluation at the end of this unit.

INTERVIEWS

EXERCISE # 1

If you were the owner of a store and had to hire a clerk, would you know whom to hire? If you were interviewing people for the clerk's job, and during the interview they did the things that are listed below, would you hire them? If you would, write yes. If you wouldn't, write no.

- _____ 1. Chewed gum during the interview.
- _____ 2. Arrived late for the interview.
- _____ 3. Was friendly and alert.
- _____ 4. Talked about himself constantly.
- _____ 5. Said very little during the interview.
- _____ 6. Answered your questions carefully.
- _____ 7. Bragged too much about what a good worker he was.
- _____ 8. Seemed eager to get the job.
- _____ 9. Had a very good appearance.
- _____ 10. Was sloppily dressed.
- _____ 11. Seemed to be too friendly.
- _____ 12. Had good references.
- _____ 13. Looked at his watch while you were talking.
- _____ 14. Had lots of self-control.
- _____ 15. Bit his nails while you were talking.

INTERVIEWS

Written post-test

Name _____

1. List 5 things an interviewer will look for during an interview.

- 1. _____
- 2. _____
- 3. _____
- 4. _____
- 5. _____

2. Name 3 things an employer might ask during an interview:

- 1. _____
- 2. _____
- 3. _____

3. What are 3 things you would want to find out during the interview?

- 1. _____
- 2. _____
- 3. _____

4. List 4 things you should do before an interview.

- 1. _____
- 2. _____
- 3. _____
- 4. _____

5. Read the following story. Answer the questions.

Mary is an attractive girl and has a pleasing personality. She typed 50 words per minute on the typing test, and she has taken one year of shorthand in addition to two years of typing. Her grades in school were mostly B's and C's. She arrived five minutes late for the interview.

Just the idea of being interviewed was frightening to Karen so she brought her friend, Carol, along for support. They arrived five minutes early and, although nervous, Karen presented herself well. She was clean, neat, and well dressed. She typed 55 words per minute on the typing test, and took one year of bookkeeping in addition to two years of typing in high school. Her grades were mostly C's.

Vera arrived for the interview five minutes early. She answered each question accurately and pleasantly. On the typing test she scored 48 words per minute. Vera took one year of bookkeeping and two years of typing in high school. Her grades were mostly C's.

Who would you hire? Why?

6. List 3 ways to follow up an interview.

- 1. _____
- 2. _____
- 3. _____

PRACTICE SHEET FOR INTERVIEWING

Name _____

Use this sheet to gather the information you need for your interview.

Company Name _____

Address _____

Phone _____

Products & Services _____

Appointment Time _____

Date _____

Person to see _____

Transportation _____

The 3 things I have to offer are:

- 1. _____
- 2. _____
- 3. _____

The 3 things I want to ask the interviewer are:

- 1. _____
- 2. _____
- 3. _____

The interviewer might ask me these 3 hard questions:

- 1. _____
- 2. _____
- 3. _____

My answers to these questions would be:

- 1. _____
- 2. _____
- 3. _____

Student's Name _____ Date _____

- | | | | | | | | | | | | | |
|---|------------|---|---|---|---|---|---|---|---|----|-------|-------------|
| | <u>Bad</u> | | | | | | | | | | | <u>Good</u> |
| 1. APPEARANCE -- Does applicant seem healthy and have a pleasing appearance? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 2. DRESS -- Is applicant neatly and tastefully dressed? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 3. POISE -- Is applicant nervous and unsure of himself or is he calm and composed? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 4. SPEECH -- Does applicant express himself clearly and well? Does he talk too much? Does he know the difference between what's important and what's unimportant? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 5. ADAPTABILITY -- Will applicant be able to adapt to working conditions? How will he get along with his superiors and his fellow workers? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 6. INTEREST -- Does applicant seem to have a real interest in the job? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 7. JOB CAPABILITY -- Will applicant be able to perform well on the job? Does he have the necessary ability to do the job well? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 8. GROWTH ABILITY -- Does applicant seem to have the ambition and ability to take on higher positions of the same type? | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | | |
| 9. TOTAL RATING -- | | | | | | | | | | | TOTAL | _____ |

10. REMARKS -- _____

INTERVIEWED BY _____

APPENDIX D
Project Memorandum on VRC Program Costs

(1) The 1977 county appropriation request for the current 6-bed capacity V.R.C. was \$57,641. This is matched by another \$57,641 from the State Child Care Fund. This \$57,641 from the County makes possible the housing of 6 female court wards at a time or an average turnover of 22 youth per year. In addition this \$57,641 makes possible the C.O.P.E. program which is housed on the same premises as the V.R.C. and serves approximately 100 youth per week or 250 youth per year. Many of the C.O.P.E. youth would have to be placed in expensive residential care if C.O.P.E. did not exist, so that they could receive the same individualized programming that they now receive on a non-residential basis. C.O.P.E.'s annual budget is approximately \$140,000, or \$560/youth. Without V.R.C. or C.O.P.E. the Juvenile Court will have to place youth in facilities outside of their homes at the following rates (based on 1976 schedule):

Family Group Homes for Youth	--\$44.38/day or annual equivalent of \$16,198.70
Browndale, Wisc.	--\$50.50/day or annual equivalent of \$18,432.50
Pinerest	--\$80.00/day or annual equivalent of \$29,200.00

The above three placements are the primary ones used by this Court for females. However, even though Family Group Homes for Youth is located in Washtenaw County, their primary population is State Wards from other counties and therefore the local Court has had little success in placing youth there during the past 2 years because of the competition for space. If we make a conservative cost estimate of dollars needed to place the youth who would otherwise have been placed in the V.R.C., in one of the above 3 placements, it looks like this (based on representative placement distribution as reported by the local court over the past 2 years):

one youth in Family Group Homes/year:	\$ 16,198.70
two youth at Browndale, Wisc./year:	\$ 36,865.00
three youth at Pinerest/year:	\$ 87,600.00
Total:	\$140,663.70
minus 50% reimbursement from State Child Care fund	\$ 70,331.85
Total Cost to the County:	\$ 70,331.85
Total Cost of V.R.C. to County:	\$ 57,641.00

Additional Estimated Cost to County of eliminating V.R.C. current program: \$ 12,690.85

If we add to this the additional costs of placing in residential care even only 5% (or 13 youth) of the youth currently maintained in their own homes through C.O.P.E. programming, the following additional County dollars would be required: (These data are derived from up-to-date 1976 placement costs for two representative placements used by this court for males.)

Boysville @ 26.51/day x 6 youth/year:	\$ 58,056.20
Starr Commonwealth @ 40.77/day x 7 youth/year:	\$104,167.35
Total:	\$162,224.25
minus 50% reimbursement from Child Care fund	\$ 81,112.13
Total Cost to the County:	\$ 81,112.13
Total County (non-C.E.T.A.) appropriation to C.O.P.E.:	\$.00
Estimated Cost to County of eliminating C.O.P.E.:	\$ 81,112.13

ADDITIONAL
TOTAL ESTIMATED 1977 COST TO COUNTY OF ELIMINATING VRC/COPE: \$ 93,802.98

Clearly it is absurd to assume that the only increased costs for the elimination of C.O.P.E. would be institutionalization of 13 youth/year. If one were to be realistic, one would have triple the number of youth who would have to be placed, and to estimate lost revenue to the schools in state aid payments, increased costs to all school districts in Washtenaw County as they would be required to institute programs to meet the needs of the youth that C.O.P.E. currently meets, increased costs of law enforcement--police processing, court costs, welfare costs, prison costs, etc. etc. etc. However, use of such statistics would be based on future projections that when all is said and done is guesswork, is subject to strong bias and therefore should not be used as factual data supporting continuance of the Center. The increased County costs stated above, however, are not elusive statistics based on pie-in-the-sky guesswork, but are conservative estimates based on current placement costs and current placement and treatment requirements as ordered by the Juvenile Judge.

(2) The Day Treatment/Shelter Care proposal that would revamp the current V.R.C. programming would triple the current capacity of 6 youth, and could instead serve 18 youth at any given time (12 in the day treatment program and 6 in the shelter care program). This increase in the capacity would be effected by increasing the budget a total of \$59,219 in regular operating costs (the grant proposal request an additional \$15,300 in one-time equipment and remodeling monies), or \$29,609.50 in non-Child Care costs. This change in the V.R.C. program model effectively cuts the V.R.C. per diem in half, as well as allowing C.O.P.E. to continue to operate on the same premises. Furthermore, if the grant proposal for this revamped program is funded even at only 50% of the requesting amount, or \$94,900, the amount of County dollars that would be needed to finance the program as stated in the grant proposal would be only \$47,450 plus an equal amount from the state child care fund, for the first year of grant (1977); for the second year adding 8% inflationary factor and subtracting the one-time equipment and remodeling costs and assuming the same percentage of grant support as the first year, the County dollars would be only \$47,115 (1978). For the third year (1979), local support (including child care reimbursement) is to pick up 50% of grant costs according to grant guidelines. Again assuming an 8% inflationary factor, the County dollars would be \$76,326. The total 3 year County costs (IF THE GRANT IS FUNDED AT ONLY 50% OF THAT REQUESTED, AND IF THE PROGRAM WERE IMPLEMENTED AS DESIGNED IN THE PROPOSAL) for 1977, 1978, and 1979 would be \$170,891. If the V.R.C. were maintained with its current 6 bed capacity and were granted the 1977 request of \$57,640, with no change in the current program, and no grant, the 3 year total appropriation (with 8% yearly inflationary factor) would be \$187,122 (or \$16,231 higher than the revamped program with partial L.E.A.A. funding, and triple capacity). Simultaneously, of course, a savings should be realized in terms of Juvenile Court placement costs and State Department of Social Services shelter-care costs. During the third year of the grant, a cost benefit analysis of the program would have to be performed dealing with actual child care days the program was used, instead of the above projected capacity, and a decision on whether to continue the program based on that analysis would then be made.

(3) A new juvenile code is certain to be enacted within two years or less. The reason is that the State, through the Office of Juvenile Justice Services, is pushing to create changes in juvenile law and facilities to conform with the 1974 federal delinquency prevention act, and therefore be eligible for these federal dollars. All three versions of the proposed new juvenile code charge the Court with the responsibility for placing youth in "non-secure alternative facilities" in preference to detention. This means that the Court will be obliged to place more youth in shelter care while they are awaiting adjudication. As of March, 1976, by administrative rule, the State Department of Social Services will no longer place status offenders in secure custody facilities administered by the Department. There is a statewide "diligent effort" to develop shelter care facilities for these youth. The V.R.C.--current model, or proposed new model--is the only facility in the County set up to provide temporary housing and programming for "high risk" girls. In summary, then, any way you calculate it, it will cost more of County dollars to eliminate V.R.C., than to keep it open.

END

1/21/54