

central

2

GRANT EVALUATION REPORT

GRANT NUMBER

75-A3026

UPGRADING JUVENILE DELINQUENCY
TREATMENT PROGRAMS

City of Winchester

DIVISION OF JUSTICE AND CRIME PREVENTION
COMMONWEALTH OF VIRGINIA

Public Management Services, Inc.

CODED

49053

GRANT NUMBER

75-A3026

UPGRADING JUVENILE DELINQUENCY
TREATMENT PROGRAMS

City of Winchester

Evaluator

Ms. Sharon Pines
Consultant

June 18, 1976

PRC Public Management Services, Inc.
7798 Old Springhouse Road
McLean, VA 22101
(703) 790-8611

FOREWORD

This grant evaluation was conducted by Ms. Sharon Pines of PRC Public Management Services, Inc., pursuant to a contractual agreement with the Division of Justice and Crime Prevention, Commonwealth of Virginia. The methodology used in this evaluation is documented in a number of technical reports by PRC Public Management Services, Inc., the most recent of which is entitled:

A Comprehensive Evaluation Plan, Volume II: Project Background; History, and Recommendations, Report to the Division of Justice and Crime Prevention, PRC Public Management Services, Inc., McLean, Virginia; June, 1973.

Each grant project is rated in terms of: (1) achievement of state plan goals; (2) achievement of agency goals; (3) achievement of project goals; (4) direction and coordination, and (5) deliverable products. All DJCP grants evaluated by PRC/PMS staff receive an overall rating as well as a specific rating on each of the five categories listed above. A numerical rating scale is used that provides a standardized means for overall evaluation purposes. This rating scale is as follows:

- 7 - Model Project: Excellent on any judgmental criteria chosen.
- 6 - Very Good Project: Above average achievement on any criteria chosen with several excellent areas.
- 5 - Good Project: Above average in most areas with no major inadequacies.
- 4 - Average Project: A competently managed and reasonably effective project; no particularly outstanding characteristics; or a project with offsetting wide variations above and below the norm among the five rating categories.
- 3 - Adequate Project: Below average in most rating areas, but with no major shortcomings that totally negate the intent or accomplishments of the project.
- 2 - Marginally Adequate Project: Below average project in most rating areas with major shortcomings that severely affect the intent or accomplishment of the project.
- 1 - Poor Project: Wholly below average on any rating criteria chosen. Completely ineffective in meeting its intent or planned accomplishments.

The report that follows provides an evaluation of Grant Number 75-A3026.

TABLE OF CONTENTS

- Cover Sheet Providing Descriptive Information
- Evaluation Brief
- Section 1.1: Achievement of State Plan Goals
- Section 1.2: Achievement of Agency Goals
- Section 1.3: Achievement of Program Goals
- Section 1.4: Project Direction and Coordination
- Section 1.5: Deliverable Products
- Qualifications of Evaluator

COVER SHEET

GRANT EVALUATION REPORT
DIVISION OF JUSTICE AND CRIME
PREVENTION COMMONWEALTH OF
VIRGINIA

1. Grant Number 75-A3026
2. Program Category Prevention, Treatment, and Control of Juvenile Delinquency
3. Program Title Upgrading Juvenile Delinquency Treatment Programs

DJCP Share 5. \$22,949
Agency Cost 6. \$ 1,208
Total Cost 7. \$24,157

Requesting Agency:

Planning District Commission:

8. Name: City of Winchester

10. Number: _____

9. Evaluation Summary

State Goal	Agency Goal	Progr. Goal	Proj. Dir.	Deliv. Prod.
5	5	5	5	N/A

5	5	5	5	N/A
---	---	---	---	-----

Persons Interviewed:

11. Name Michael H. Horash12. Louise Hostetler, Assistant Director13. Rank or Position Director

14. _____

15. Address Winchester Juvenile Problem
House 524 S. Braddock Street
Winchester, VA 22601

16. _____

17. Telephone No. (730) 667-2995

INTERVIEW CONDUCTED BY

Name	Agency	Telephone
19. <u>Ms. Sharon Pines</u>	20. <u>PRC/PMS</u>	21. <u>(703) 790-8611</u>
Date	Time Started	Time Ended
22. <u>June 8, 1976</u>	23. <u>9:30</u>	24. <u>1:30</u>
Elapsed Time		
25. <u>4 hours</u>		
Vendor(s)		27. DJCP Program Coordinator
26. _____		<u>Jerome Johnson</u>
Address		

Type of Vendor		

EVALUATION BRIEF

75-A3026

The Winchester Juvenile Probation House is a community-based residential treatment program for the second and third time juvenile offender who has not benefited from supervised probation, yet whose delinquent behavior is not serious enough to warrant removal from the community and placement in a state institution. The program provides the court a sentencing alternative that exceeds the supervision of probation without subjecting the youth to the stigma and description associated with large-scale institutional programs. This allows the court to divert many youths from the criminal justice system.

All youths accepted into the program are males between the ages of 14 and 17 that have been adjudicated delinquent. Placement in the program is for a period of 12 to 24 weeks in which time the residents are exposed to a very structured group living experience where they undergo an intensive program of individual, group, and family therapy. The entire program is oriented towards improving and enhancing familial relationships when possible, facilitating the development of a sense of maturity and responsibility in each resident, and helping each resident develop a set of personal goals and adopt socially acceptable behaviors.

The treatment program is structured by five stages which a resident progresses through. Along with the program's rules and regulations, the five stages provide the residents with a framework for day-to-day living within the house. Each stage delineates specific expectations and responsibilities that are required of the youths, in addition to rights and privileges accorded to him. Every Monday night a community group meeting is held for all residents and staff for the purpose of reviewing each youth's progress over the past week. During this meeting, school progress or job effectiveness, in-house responsibilities, progress made on identified problems, rapport with staff and other residents, general attitudes, and the resident's

utilization of any time outside the house are evaluated. If the youth has had a good week, he will advance one week. If the youth violated a house rule or regulation he may not advance. A two-week advancement is possible in the case of exceptional behavior. At the same time, repeated violations, or serious violations may result in a two-week set back. More and more privileges are earned as the resident progresses from stage to stage. Advancement becomes more difficult with each progressive stage because the expectations required of the youths increase. As the resident progresses through the five stages, individual problem areas are identified and progress in these areas are required for continued advancement. Thus, by the time the youth attains status in the fifth stage, he will have been successful in overcoming or changing those behaviors he had problems with. Using the stages as a framework for day-to-day living provides a tangible and concrete feedback mechanism for the youths to gauge their own progress.

Following the Monday Community Group Meeting, each resident develops a weekly contract with his counselor which will describe a series of goals to be attained by the youth. These goals relate to those areas identified during the meeting that need improvement. Advancements to the following stage will, among other things, depend upon his progress with the defined problem areas. It provides the youth with concrete goals to follow during the week. We suggest that the effectiveness of using contracts may be even greater if an additional contract is negotiated between the residents and counselors for the counselors. This would allow the resident to make demands of staff, challenging their role as resource broker to provide opportunities felt by the resident to be essential to his development.

Each youth is assigned a primary counselor who provides for his daily needs, transportation for appointments, and home visits. In addition, they closely supervise his school progress, personal hygiene, and interpersonal relations. The primary counselor conducts two individual counseling sessions each week with the residents assigned to him. Unscheduled, spontaneous counseling

sessions also take place between the resident and his counselor. In addition to the individual counseling sessions, group therapy sessions are held weekly with all residents. Topics such as drugs, sex, school, parents, ambitions, and aspirations, which are chosen by the group members, are discussed freely and openly.

An attempt is made to provide counseling services to all the residents' families. As in past years, only about half of the families participate in family counseling. The remainder remain uninvolved because of negligence, alcoholism, or an overt failure to cooperate. The program emphasizes the need for a strong and effective family counseling program to stabilize and improve the home situation to insure smooth transition from the program back to the home environment.

All residents are enrolled in a public school program except for a few, who are employed full-time. The majority of the youths in the program are educationally deprived in one or more areas, particularly in their reading skills. In order to grasp the educational needs of the residents, the program staff administered tests to all the residents to identify specific academic weaknesses. A daily program was then developed for each resident to reduce or eliminate the deficiencies indicated by the test results.

During the summer, all residents work full-time in the neighborhood Youth Corps which is run by the Virginia Employment Commission. The program enjoys an excellent relationship with this agency. Every summer they set aside eight jobs for boys in the program.

College volunteers have developed a recreational therapy program for the residents of the program. It is specifically designed to raise the self-esteem of the youths. Every other weekend is recreation weekend in which staff and residents participate in a variety of activities.

Residency in the program is successfully completed when the youth finishes the last week in stage five. In certain instances, placement back in the

family is not feasible and an alternative placement must be provided. The program has been extremely successful in providing suitable placements for residents not returning home. Since the program's inception, the program has provided alternative placements for 18 of the 40 youths who have gone through the program. All of them are doing well.

When a resident completes the program, he is required to attend the next four Community Group Meetings. The program staff make an effort to keep in touch with all youths who have left the program, but because of their workload, the time they have for the youths who have completed the program is minimal. With the increasing number of graduates from the program, an after-care program is needed to maintain close contact with the youths and provide continued support. Along with the program staff, the evaluator views this as the most significant weakness in the program.

The program appears to be competently managed and coordinated. The daily activities seem to be very structured and organized with all students kept busy. The program staff seem to be well qualified and experienced. They all make an effort to participate in training.

In the past year, the program provided services to between 25 and 30 youths. Three of the youths were removed from the program, with two of the three being committed to the State Department of Corrections. Two of the youths who had completed residency in the program were returned to the court, with one being committed to the State Department of Corrections. Since the inception of the program, 40 youths have participated in the program. Of these 40 youths, eight had further entanglements with the law. Thus, it appears that the program has been fairly effective in preventing youths who have completed the program from further involvement with the law.

SECTION 1. (Continued)

Grant Number 75-A3026

Evaluator S. Pines

1) Achievement of State Plan Goals 1 2 3 4 5 6 7

The State Plan Goal is to assist community-based programs in developing and providing services that will prevent juvenile delinquency and to divert juveniles from the juvenile justice system. These programs will focus on assisting in the behavioral and social adjustment of youth, and will provide services to the youth's family.

The grant helps fund a community-based residential treatment program for second or third time juvenile offenders. The program provides its residents with a very structured group living experience where they undergo an intensive, program of individual, group, and family therapy. The program offers the resident an environment that encourages and rewards positive growth and discourages attitudes and/or actions that have led, or will lead to criminal or antisocial behavior. In the past year, the program has provided services to between 25 and 30 youths. Three of these youths were removed from the program as a result of repeated unlawful or criminal behavior, with two of the three being committed to the State Department of Corrections. Two of the youths that had completed residency in the program were returned to court, with one being committed to the State Department of Corrections. Thus, the program has been fairly successful in preventing youths who have completed the program from further involvement with the law.

The program is designed to provide short-term residential treatment within the community that exceeds the supervision of probation without subjecting the youth to the stigma and disruption associated with large-scale institutional programs. The program is available as a sentencing alternative in those instances where circumstances of the case make it impractical or ineffective to return the youthful offender to the custody of his parents

or to place him on probation, and where the court is of the opinion that commitment to a secure institutional state corrections facility would not be in the best interests of the youth and is not required for the protection of public interest. The Winchester Probation House, provides the state with a sentencing alternative to which the court diverts juveniles from the juvenile justice system.

In accordance with the State Plan Goal, the focus of the treatment component of the program is specifically directed towards assisting in the behavioral and social adjustment of its youths and in providing services to the youths' family. The residents behavioral and social adjustment are facilitated by individual, group and family counseling. This is also the focus of the five stage program that each resident progresses through. Each stage has certain expectations and responsibilities that are required of the resident. In order to advance to the next stage, which allows the youth more privileges and rights, he must have been successful in overcoming or changing behaviors that were previously identified as problems. An attempt is made to provide counseling services to all of the residents families. The program places great emphasis on the need for a strong and effective family counseling program to stabilize and improve the home situation to insure a smooth transition from the program to the home environment.

SECTION 1. (Continued)

Grant Number 75-A3026

Evaluator S. Pines

2) Achievement of Agency Goals 1 2 3 4 5 6 7

The primary purpose of the program is to provide a short-term, therapeutic residential facility within the community to juvenile delinquents from four jurisdictions. The program is specifically designed for the second or third time juvenile offender who has not benefited from supervised probation, yet their delinquent behavior is not serious enough to require their removal from the community and placement in a state institution. The program offers a middle ground between the often nominal supervision in the community provided by probation services and confinement in an institution.

Thus, the Winchester Juvenile Probation House serves as a third alternative to the court at the disposition hearing if the juvenile is found not innocent. The availability of such a program allows the court to divert certain juveniles from the criminal justice system. The need for such a program is critical. Without it, many more juveniles would have to be committed to the state institution and suffer the consequences of being subjected to a long-term punitive custodial environment. It is well established that community-based residential treatment is the most effective, humane, and inexpensive method of rehabilitation for the majority of juvenile offenders who cannot be returned to the custody of their parents. Placement in the Winchester Juvenile Probation House will insure exposure to an intensive treatment program which includes individual, group, and family counseling. The program attempts to serve as an intensive learning experience for each youth so that he can better understand himself, his parents, and the world around him. Of the 25-30 youths who have gone through the program in the past year, three were removed from the program as a result of repeated unlawful or criminal behavior with two of the three being committed to the State Department of Corrections. Two of the youths that had completed residency in the program were returned to court, with one being committed

to the State Department of Corrections. Thus, it appears that the program has been fairly successful in preventing youths who have completed the program from further delinquency. Since the program's inception, 40 juveniles have gone through the program. Of these 40, eight of the juveniles have had further involvement with the law. Considering that the program is dealing with youths who have a history of being involved in delinquent acts and, therefore, have some degree of commitment to a delinquent life-style, the evaluator views the program's results as quite impressive and feels the program should be continued.

SECTION 1. (Continued)

Grant Number 75-A3026

Evaluator S. Pines

3) Achievement of Program Goals 1 2 3 4 5 6 7

The primary objective of the Winchester Juvenile Probation House, as stated in the grant application, "is to offer the second or third time juvenile offender who has not benefited from supervised probation a structured supportive environment of short-term duration."

All youths accepted into the program are males between the ages of 14 and 17 that have been adjudicated delinquent. Placement in the program is for a period of 12 to 24 weeks during which the residents are exposed to a very structured group living experience where they undergo an intensive program of individual, group, and family therapy. The entire program is oriented towards improving and enhancing familial relationships, when possible; facilitating the development of a sense of maturity and responsibility in each resident; and helping each resident develop a set of personal goals and adopt socially acceptable behaviors.

When an application for placement is received by the program, the Admission Committee reviews the application and makes a determination of the suitability of the prospective juveniles' placement in the program. In addition to the Admission Committee review, it may be valuable if the program developed a separate but additional admission committee composed of the residents and a staff member. The residents' impressions may be a valuable tool in revealing potentialities of the prospective resident that may have been missed by the staff-composed committee. Not only does this participation in the admissions process place more power and responsibility on the residents, but may also provide the staff with an additional opportunity to assess the 'resident evaluators' sensitivity, maturity and sense of responsibility.

The treatment program is structured by five stages which a resident progresses through. Along with the program's rules and regulations, the five stages provide the residents with a framework for day-to-day living within the house. Each stage delineates specific expectations and responsibilities that are required of the youths, in addition to rights and privileges accorded to him. Every Monday night a community group meeting is held for all residents and staff for the purpose of reviewing each youth's progress over the past week. During this meeting, school progress or job effectiveness, in-house responsibilities, progress made on identified problems, rapport with staff and other residents, general attitudes and the resident's utilization of any time outside the house are evaluated. All residents and staff have input when discussing individual residents. If the youth has had a good week, he will advance one week. If the youth violated a house rule or regulation, he may not advance. A two-week advancement is possible in the case of exceptional behavior. At the same time, repeated violations, or serious violations may result in a two-week set back. More and more privileges are earned as the resident progresses from state-to stage. Advancement becomes more difficult with each progressive stage because the expectations required of the youths increase. As the resident progress through the five stages, individual problem areas are identified and progress in these areas are required for continued advancement. Thus, by the time the youth attains status in the fifth stage, he will have been successful in overcoming or changing those behaviors he had problems with. Using the stages as a framework for day-to-day living, provides a tangible and concrete feedback mechanism to the youths in which to gauge their own progress. Since weekly contingencies are considered by the program as more effective than daily contingencies for establishing improved behavior patterns for long time periods, the program does not utilize a point system or token economy. For those youths that appear to require the support and structure of daily feedback, the staff will deviate from the usual structure and develop a program that utilizes daily contingencies.

Following the Monday committee group meeting, each resident develops a weekly contract with his counselor which will describe a series of goals to be attained by the youth. These goals relate to those areas identified

during the meeting that need improvement. Advancements to the following stage will, among other things, depend upon his progress with these defined problem areas. The use of the contract appears to be an effective tool in improving behaviors. It provides the youth with concrete goals to follow during the week. The evaluator suggests that the effectiveness of using contracts may be even greater if an additional contract is negotiated between the residents and counselors for the counselors. This would allow the resident to make demands of staff, challenging its role as resource broker to provide opportunities felt by the resident to be essential to his self-development. Due to generally antagonistic and patronizing attitudes practiced by many adults within their families and juvenile corrections agencies, the resident may have difficulties in either risking a demand or making realistic demands of staff. Nevertheless, the task should be encouraged because of the importance to the youths of defining and satisfying such initial expectations in order to develop the leverage to control their own fate.

Each youth is assigned a primary counselor who provides for his daily needs, transportation for appointments and home visits, in addition to closely supervising his school progress, personal hygiene and interpersonal relations. The primary counselor conducts two individual counseling sessions each week with the residents assigned to him. Unscheduled, spontaneous counseling sessions also take place between the resident and his counselor. The counselors make an effort to establish a close rapport with the residents and attempt to provide an atmosphere that is conducive to problem identification, problem solving, etc.

In addition to the individual counseling sessions, group therapy sessions are held weekly with all the residents. The sessions are designed to be nonthreatening and democratic. Topics such as drugs, sex, school, parents, ambitions, and aspirations, which are chosen by the group members, are discussed freely and openly.

An attempt is made to provide counseling services to all of the residents' families. As in past years, only about half of the families participate in family counseling, while the remainder, often due to negligence, alcoholism, or an overt failure to cooperate, are unworkable and, therefore, do not participate. Family counseling is designed to create a solid supportive relationship between the parents and the youth. The parents are kept informed of their child's progress throughout the program. The family counselor meets just with the parents until the resident reaches the third stage in the program. At this time, the entire family participates in the weekly family counseling sessions. The program emphasizes the need for a strong and effective family counseling program to stabilize and improve the home situation to insure smooth transition from the program back to the home environment.

To assure congruity of goals, effectiveness of the treatment approach, and progress within each type of counseling offered in the program, family, group, and primary counselors maintain frequent contact. In addition, the consultant psychologist goes over each resident's treatment plan weekly.

Except for a few cases, all residents are enrolled in a public school program. Those youths who are not, are employed full time. The majority of the youths in the program are educationally deficient in one or more areas, particularly in their reading skills. In order to grasp the educational needs of the residents, the program administers the following tests to identify specific academic weaknesses: Peabody Individual Achievement Test (measures academic achievement), Slasson Intelligence Test (offers a general IQ), Key Math Test (measures individual reading achievement). A daily program was then developed for each resident to reduce or eliminate the deficiencies indicated by the test results.

After the resident returns from school or work, time spent in the house is structured by such activities as tutoring, participation in individual, group, or family counseling, recreation, etc. This time is also devoted to providing training in such areas as learning how to adequately handle personal finances, using banking facilities, techniques of applying for employment, etc.

During the summer, all residents work full time in the Neighborhood Youth Corp which is run by the Virginia Employment Commission. The program enjoys an excellent relationship with this agency. Every summer they set aside eight jobs for boys in the program.

College volunteers have developed a recreational therapy program for the residents of the program. It is specifically designed to raise the self-esteem of the youths. The residents participate in this program one night a week during the school year. Every other weekend is recreational weekend in which staff and residents participate in such activities as rollerskating, local movies, participation in football and basketball games, cultural trips, camping, etc.

Residency in the program is successfully completed when the youth finishes the last week in stage five. In certain instances, placement back with the family is not feasible and an alternative must be provided. Suitable placement is actively researched by the juvenile court and the house staff. Welfare services are utilized in funding foster homes for these residents with less than an adequate home situation to return to. The program has been extremely successful in providing suitable placements for residents not returning home. Since the programs inception, the program has provided alternative placements to 18 of the 40 youths who have gone through the program and all of them are doing well. They are all performing well in school or work and have had no further entanglements with the law.

When a resident completes the program, he is required to attend the next four community group meetings. The program staff makes an effort to keep in touch with all youths who have left the program, but because of their workload, the time they have for youths who have completed the program is minimal. With the increasing number of graduates from the program, an after-care program is needed to maintain close contact with the youths and provide continued support. Along with the program staff, the evaluator views this as the most significant weakness in the program. Although

the program is located far from the nearest university, it would be worthwhile for the program to contact the graduate school of the nearest university to inquire about having a graduate student placed in the program as an after-care worker for an extended practicum.

In the past year, the program has provided services to between 25 and 30 youths. Three of the youths were removed from the program as a result of repeated unlawful or criminal behavior with two of the three being committed to the State Department of Corrections. Two of the youths whom had completed residency in the program were returned to court, with one being committed to the State Department of Corrections. Since the inception of the program, 40 youths have participated in the program. Of these 40 youths, eight had further entanglements with the law. Thus, it appears that the program has been fairly effective in preventing youths who have completed the program from further involvement with the law.

Every effort seems to have been made to provide services to the residents that would assist them in becoming productive, responsible and stable members of the community. The evaluator feels that the primary objective of the program was successfully achieved in that the program did offer its residents a structured supportive environment.

SECTION 1. (Continued)

Grant Number 75-A3026

Evaluator S. Pines

4). Project Direction and Coordination 1 2 3 4 5 6 7

The project seems to be competently managed and coordinated. The entire program is very structured and organized. Each day's activities conform to a prearranged schedule. Each resident is well informed of his responsibilities, duties and behavioral objectives.

The Director of the program is responsible for organizing, planning, and directing the program, in addition to conducting the family counseling sessions. The Assistant Director is responsible for conducting the group counseling sessions, administering tests to the residents, and supervising the counselors and volunteers. The counselors are responsible for the custody, control, and activities of the residents. All staff members have participated in training within the past year. The Director of the program has provided training to all staff members in Dr. Thomas Gordon's Parent Effectiveness Training and primary counseling skills training. The staff has also participated in training that has been provided by the state.

In the past year 25 to 30 youths have gone through the program. At the time of the evaluation, all of the residents had left except for four residents. The program should be filled to capacity at all times, otherwise the program is not being run cost-effectively.

During the past year, the Director and one of the counselors performed a study on the eight residents who had further entanglements with the law. The results of the study provided them with valuable information to use in modifying certain elements in the program.

SECTION 1. (Continued)

Grant Number 75-A3026

Evaluator S. Pines

5) Deliverable Products 1 2 3 4 5 6 7

QUALIFICATIONS OF EVALUATOR

A Consultant to PMS, Ms. Sharon Pines has over four years of experience in the field of social science research and practice.

Since 1972, Ms. Pines has served integral roles in a number of research projects in the area of criminal justice. She has, for example, assisted in the evaluation of community-based facilities in Prince George's County, Maryland, and has supervised data collection efforts in a study of former clients of the District of Columbia's Narcotic Treatment Administration. In addition, she has conducted a number of research studies as a Graduate Assistant in the Institute of Criminal Justice and Criminology at the University of Maryland.

Ms. Pines has also served in various volunteer capacities to such agencies as the House of Corrections for Women at Jessup, Maryland, and the Maryland Department of Juvenile Services.

Ms. Pines holds a Bachelors Degree in Psychology from the University of Maryland and is currently completing graduate study at the University's Institute of Criminal Justice and Criminology.

END