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FINAL REPORT
VOLUME ONE
CONCLUSIONS OF EVALUATION
OF THE
NATIONAL PROJECT ON JUVENILE JUSTICE
1977 - 81

EVALUATION OF BOYS CLUBS OF AMERICA'S
NATIONAL PROJECT ON JUVENILE JUSTICE

EXECUTIVE SUMMARY

The independent evaluation of Boys Clubs of America's national project on Juvenile Justice reaches the following five major conclusions...

- the project exceeded its objectives to recruit youth at risk into its program;
- participants find traditional Boys Clubs programs which emphasize peer leadership experiences prove the most meaningful;
- a well-organized, conscientious program to provide on-going training and technical assistance to institutionalize the findings is well under way;
- analysis of the impact studies of the test sites supports the hypothesis that appropriate implementation of prevention principles through traditional Boys Club services can reduce delinquency;
- 30.69% reduction in juvenile arrest rates over the three years of the project was recorded in the demonstration site cities.

The evaluation of the project identified BCA's commendable approach concentrating less on specialized prevention services and more on the incorporation of prevention objectives and principles in the overall, every-day operation of Boys Clubs. This approach is consistent with the strategy for positive youth development which provides the theoretical base for the project's design.

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BOYS' CLUBS OF AMERICA

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Mira Associates, June 1981
Boulder, Colorado

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Table of Contents

Volume I

EXECUTIVE SUMMARY

Chapter One: Introduction	1
Chapter Two: Strategic Issues	4
Chapter Three: Youth Served	10
Chapter Four: Services Provided	13
Chapter Five: Organization Changes	16
Chapter Six: Utilization and Training	21
Chapter Seven: Impact on Delinquency	25
Summary of Impact Studies	31
Statistical Tables	33

CHAPTER ONE: INTRODUCTION

In November of 1977, a grant to demonstrate effective delinquency prevention strategies was awarded to the Boys' Clubs of America by the Office of Juvenile Justice and Delinquency Prevention. The subsequent three years of operation of the National Project of Juvenile Justice has been the subject of an independent evaluation performed by Mira Associates of Boulder, Colorado.* This report is the final findings and conclusions of that evaluation.

Evaluation Objectives

This report concerns itself with fourteen questions specified by the Boys' Clubs of America:

- To what extent has the total project achieved its outreach objective of involving unaffiliated youth?
- To what extent have marginal members of Boys' Clubs in the target communities been provided additional services?

*This evaluation was contracted by the Boys' Clubs of America early in the second grant year in February, 1979. All of the opinions stated in this report are those of its principal author, Keith Boggs. For their advise and assistance, the author wishes to acknowledge the contributions of Dr. Susan Wismer, Mr. Dennis Koehler, and Mr. James Oleson.

- What programs and activities have proven most successful in meeting needs and sustaining the interest of target youth?
- To what extent have youth been given opportunities for employment?
- To what extent have youth served as peer leaders and volunteer program aides?
- To what extent has there been community involvement and collaboration of public and private agencies in providing programs for target youth?
- To what extent have parents and target youth been involved in planning and internal evaluation of programs?
- To what extent have changes in organizational policies and procedures been effective in providing more accessibility to services by target youth?
- To what extent has there been training of youth, board, parents and professionals?
- To what extent has there been replication of programs?
- To what extent has Boys Clubs of America increased its capacity to help local affiliates reach and work more effectively with youth in danger of becoming delinquent?
In training? In information dissemination?
- To what extent are the materials and publications developed feasible and workable?

- Has the national organization formulated a defined plan of action to replicate the experience of project sites?
- To what extent has delinquency been prevented among the clients?

The objectives of the evaluation have been to provide periodic feedback on each of these questions to the project's managers so they would be better informed on progress toward the project's objectives; and, to provide a summative assessment on each of these questions.

The Evaluation Approach

Mira's approach to this evaluation has been three faceted. First, information has been collected for case studies of each demonstration project through on-site review of project related records; interviews with project managers, staff, clients, board members, and the executives who have overseen the projects' operations; and informed observers from the communities. Second, six impact studies of the projects' effects on clients' attitudes and behavior have been conducted. Third, a liaison has been maintained with the National Project Director enabling his continuous utilization of feedback from the evaluation, and allowing the evaluation to benefit from his frequent clarification and assistance.

CHAPTER TWO: STRATEGIC ISSUES

Early in the course of this evaluation, Mira encountered three related issues that have been critical to understanding and properly measuring the demonstration. They are the project funding strategy, the project design strategy, and the emergence of a comprehensive strategy and methodology for Boys' Club prevention programming.

STRATEGY FOR FUNDING LOCAL DEMONSTRATIONS

Boys' Clubs of America's strategy for funding local demonstrations was to spread the allocations for action programs among several Boys' Clubs to undertake relatively small demonstrations. The rationale of this strategy was that modest budgets would maximize the potential of the host Boys' Clubs to continue provision of the projects' services at the end of OJJDP funding, and of other Boys' Clubs being financially able to replicate the successful programs. Accordingly, nine demonstrations were proposed with budgets of approximately \$20,000 per year.

During the course of Mira's initial interviews early in the project's second year, the wisdom of this approach had come under question both by the national staff and administrators of the local demonstrations. From the perspective of the national staff, the limitations of the small budgets had made the success of the demonstrations highly dependent on the existing capabilities of the host Clubs and the quality of programming varied extensively among the sites as a consequence. From the local perspective, Clubs had been required to invest significantly more of their own resources in project support than were proposed as local matching contributions to the federal funding.

It is probably correct to assume that an alternative funding strategy concentrating the financial resources in a smaller number of larger scale local demonstrations would have produced a more uniform quality of programming. It also would have diminished some of the shortcomings in project administration which characterized most of the local demonstrations during the first year of operations and lingered to some degree until the end.

The funding issue was settled, as we shall explain shortly, on theoretical grounds. For practical as well as theoretical reasons, the evaluation required accommodation to the scale implied by the local budgets.*

Strategy for Project Design

Boys' Clubs of America's proposal to OJJDP provided theoretical guidance and overall project goals and objectives, but permitted latitude to the local Clubs in translating these into their project designs and services.

The theoretical principles upon which the project was based placed emphasis on providing youth with experiences that developed positive self-images and self-esteem, a sense of competence, usefulness, belonging, and influence. Precaution was prescribed to avoid the consequences of negatively labeling youth.

These principles are familiar in delinquency literature usually described as the strategy for positive youth development. Delinquency is viewed as an alternative that becomes possible in the presence of weak bonds between youth and social institutions. In effect, barriers exist which block some youth from roles in society through which they can express and appreciate their capabilities in socially approved ways. Blockage of this "access" to socially approved roles, set youth free from the bonds of conventional social order and free to drift into delinquency.

*This point should be kept particularly in mind when reviewing the case studies presented in Volume Two.

The target groups for the demonstrations were specified according to neighborhoods or service areas exhibiting high levels of juvenile crime. Youth who utilized Boys' Clubs' services, or who had not previously been affiliated with any youth organization, were the targets for outreach. Numerical objectives for recruitment of these youngsters into the demonstration projects were proposed.

Predictably, the latitude afforded local Clubs to operationalize these theoretical principles allowed nine distinctly different project designs to emerge. The advantage of this proposed approach, as opposed to one in which Boys' Clubs of America would have been more prescriptive, was that the resulting demonstrations would be more responsive to unique community needs and local Clubs' capabilities. It also increased the range of program options for replication. However, in some respects, the outcomes of this process were problematic. Most of the local Clubs' project designs included a wide range of services so they could be responsive to the needs and interests of the participants. In consideration of the modest size of their budgets, these designs were extremely ambitious. In a few instances, the dispersion of effort became a significant obstacle to progress. Initially, the quality of programming was compromised in favor of variety. By the end of the first year of the project's operations, these problems had fully matured in the sites where they applied most severely. Major reorganizations of the project designs were then undertaken by Boys' Clubs of America. The guidance of Boys' Clubs of America was consistently toward more modest, focused and achievable objectives, and higher program quality for the second year. By the third, a more focused approach had fully evolved.

Mira's professional sympathies lie with the open approach that was taken in designing the local demonstrations, although in some instances these initial designs had to be modified. A more prescriptive approach would have been a

more certain route to rapid installation of functioning program elements, but at the sacrifice of valuable experience gained by Boys' Clubs of America in assessing the capabilities of local Clubs and providing technical assistance. In the replication phase, Boys' Clubs of America will not have significant grant funds with which to influence local Clubs' compliance to detailed program descriptions. The demonstration phase provided a learning experience centered on critical events for future replication efforts, and eventual institutionalizations. The project design strategy that has been followed in implementing the demonstration projects parallels the main processes required in facilitating wider, more knowledgeable and conscientious delinquency prevention programming in Boys' Clubs across the country.

Strategy for Prevention Programming

Under its contract with the OJJDP, the Westinghouse National Issues Center was commissioned to thoroughly review the literature on delinquency prevention, and prepare monographs to encourage utilization of the most reliable knowledge. The Westinghouse monographs complemented the theoretical statement of the Boys Clubs of America's proposal which emphasized the value of experiences through which youth's reputations and self-concepts are enhanced, and the damaging consequences of negative labeling. Westinghouse summarized extensive support for these propositions and provided specific principles for delinquency programming. The monograph also summarized research that deflated most rival theories about delinquency behavior and the effectiveness of most commonly used treatments and services. These conclusions were strongly advocated by The Boys Clubs of America.

Effective delinquency prevention programming does not depend on a specific type of service (i.e. employment, education, counseling). A service may or may not be

effective depending on whether it contributes systematically to positive youth development; or whether it generates additional failure experiences and negative labeling.

In 1979, Boys' Clubs of America requested assistance from Westinghouse in developing a training plan. From the resulting consultation, it was decided that a group of select Boys' Club executives and other key national and local staff would be given training to promote utilization of the project's delinquency prevention principles. Westinghouse provided valuable assistance in developing training materials drawing on their monograph, and delivering training to the trainers. Two trainer's training sessions were scheduled for the late spring and a series of replication workshops scheduled in 1979 - 80.

The training and technical assistance strategy which emerged departed subtly from the original concept of developing "models" based upon the effective components of the demonstration projects and encouraging their replication in other sites. The emergent replication strategy placed a greater emphasis in monitoring and assessing compliance with the theoretical principles, and documentation of the mechanisms by which they had been implemented effectively by the demonstration projects. The components of the demonstration projects became more important for illustrative purposes than as programs for precise duplication.

Through his familiarization with Boys' Clubs in the course of this evaluation, the principal investigator became impressed with the appropriateness of Boys' Club core services, especially citizenship and leadership development to incorporate the main theoretical principles. Boys' Clubs of America's emphasis was in building upon these core services to implement delinquency prevention initiatives in other Boys Clubs rather than advocating the advent of entirely new service components. This strategy was supported by Mira's identification of traditional Boys' Club approaches among the most useful elements within the demonstration projects.

By the end of the project's second year, an important new linkage had been formulated connecting the logic of the program's funding strategy, program design approach, and its theoretical basis more coherently. In essence, we could say the National Project on Juvenile Justice had, in time, discovered the fundamental premise of its approach, that guided by the prevention principles derivable from the strategy for positive youth development, the Boys' Club was itself the model. As we had observed, its core service components are suited ideally to incorporate these principles. To this point, perhaps self-consciously, Boys' Clubs of America had envisioned some special component of prevention services within its demonstrations. Subsequently, the concept of the Boys' Club as the model directed the effort to engage Clubs to incorporate prevention as a primary goal impacting strategically throughout the entire core program of the Club.

In the third year of the demonstration, this emphasis was implemented through an increased emphasis on peer leadership programs both within the original sites and among an expanded network of satellite Clubs surrounding and supported by them.

CHAPTER THREE: YOUTH SERVED

Outreach to Target Neighborhoods

The National Project on Juvenile Justice implemented an intricate and multi-faceted effort including local demonstration programs involving thirty local Boys' Clubs. These demonstration sites were strategically located to serve target neighborhoods with high incidences of juvenile crime. This report studies the impact of nine of these sites.

Assurance that this requirement was met included review of appropriate statistics by both the Boys' Clubs of America and the OJJDP prior to site selection. Individual case studies included in Volume Two of this report contain descriptions of these target neighborhoods and report the applicable statistics.

Each demonstration project also included specific outreach components to assure participation of youth from the target neighborhoods whom had never been involved in Boys' Clubs programs, or those whom had only a sporadic relationship with the local Club. The operations of these outreach components are described in the individual case studies.

Outreach Objectives

Each of the original nine local demonstration programs of the National Project were visited on-site by the Principal Investigator at least twice during the first year of the evaluation. That period roughly corresponded to the second year of the Project's operation. Each of the five local programs that were selected for continuation for a third year received an additional visit by a Mira evaluation consultant assigned to the evaluation task.

During each visit, the local client files have been examined to verify the program's reports regarding client recruitment and participation. Interviews were conducted

with the program staff to gain a clear understanding of how the outreach component functioned and to assure that local definitions and procedures for recording data were consistent with the objectives of the National Project.

During the verification process, isolated instances were encountered in which programs' existing records were not adequate to permit absolute verification of all local programs' recruitment and service delivery records. These situations, which are described individually in the separate case studies, mostly occurred during the first year of the programs' operations and were resolved effectively in the second. There was, however, no possibility of accurately regenerating the records for the first year. There was, unfortunately, no option but to rely only on the limited verifiable records of client recruitment and participation for that period. Thus, Mira's assessments are regarded conservatively.

Question 1: To what extent has the total project achieved its outreach objective of involving unaffiliated youth?

Through the third year of operation the project has specified an objective of recruiting 1,375 "new" youth from the target neighborhoods. Mira has verified to its satisfaction new client recruitment totaling 1,543 cases. The project's objective has been substantially exceeded.

Question 2: To what extent have marginal members of Boys' Clubs in the target communities been provided additional services?

Marginal members have been defined as youth who either allowed their memberships to expire or had ceased regular participation in Club activities. Mira verified 1,037 cases of marginal members.

Other Youth Characteristics

A total of 2,580 youth were directly served at the nine impact sites, for an average of 286 participants per site. Characteristics of the service population show that:

- Sex: 1,798, or 70%, were male
782, or 30%, were female
- Ethnicity 1,326, or 51%, were White
968, or 38%, were Black
239, or 9%, were Hispanic
47, or 2%, were from other ethnic groups
- Age: 1,762, or 68%, were 13 - 17 years of age
716, or 28%, were 6 - 12 years of age
102, or 4%, were 17 - 21 years of age
- Source of Clients: 1,108, or 43%, were Parent, staff, or self referred
881, or 34%, were referred by juvenile justice agencies,
schools, or social services
591, or 23%, were recruited through outreach

CHAPTER FOUR: SERVICES PROVIDED

As we explained earlier, the flexibility in the project permitting local Clubs to come up with their own program designs resulted initially in an extraordinarily broad range of services being provided; for example, one project identified 61 different services and activities over three years. When similar services and activities are combined across all the sites, over 100 distinct types remain.

In a few cases, readily identified from the case studies in Volume Two, this tendency to create "one comprehensive youth service system" compromised the quality of services. In these instances, the National Project Director intervened with technical assistance helping local projects to focus their effort on a smaller, more manageable array of quality services.

To summarize clients' participation in services, we have grouped the activity categories used by projects into five theoretically relevant types. This list displays the number of services of each type provided over three years:

1. Leadership Training: 1244 activities
including Youth Effectiveness Training, Youth Employment Services on Skills, peer leadership training, training for advisory group members.
2. Peer Leadership: 917 activities
including advisory group members, voluntary and paid peer leaders, stipend group leaders, activity supervisors.
3. Group Club Activities: 829 activities
including both regular Boys' Club Group Club and specialized clubs such as Rocket Club or Ebony Speakers.
4. Employment: 663 activities including pre-employment skills training and job placement.
5. Community Service 356 activities
including public information, neighborhood services such as day care.

A total of 4,019 of these specifically theoretically relevant services were provided. On the average, every client was involved in at least one of these

activities and half the program participants were involved in two or more of these activities.

Question 3: What programs and activities have proven most successful in meeting needs and sustaining the interest of target youth?

Theoretically, we would argue that the list presented above has proven most successful in meeting needs. By comparison, those activities or services such as counseling, remedial tutoring, and supervised recreation, which clients passively receive are least relevant. During each site visit, the evaluators interviewed a number of program participants to gain information on what activities are recalled as most meaningful to them. Overall, two areas have stood out repetitively in the participants' narrative descriptions: "the chance to help younger kids in the Club" and "getting an opportunity to work."

With one exception, each of the programs have strongly emphasized peer leader roles as key components. These components have been based on traditional Boys' Club practices of utilizing teens in part time junior leader roles; these leadership roles have been closely connected with the maintenance of traditional Boys' Club group clubs, primarily Keystone Clubs and Torch Clubs which are oriented toward providing services to the Club and the community.

Peer leadership roles do not always pay stipends; and voluntary service is encouraged. In both cases, the Principal Investigator has been highly impressed by the participants' statements regarding the meaningfulness and value of these experiences. Of the twenty-eight intensive interviews, seventeen respondents, or 61%, identified their role as a peer leader as the most significant feature of the program for them.

Only a relatively small number of the total program participants can usually be offered the opportunity to gain peer leadership experience. However, two of the programs have been able to expand the opportunity to a majority of program

participants by providing small stipends to employ youth in short-term Club and community service roles or placing them in similar roles in other community organizations.

The Wilderness Challenge Program in Hollywood, California has not emphasized peer leadership in the same way as the other local programs although gaining leadership experience has been among the principal client objectives for this program. In this case, the leadership experience has been only one dimension of the program which participants have identified as being particularly meaningful. The Wilderness Challenge is designed to provide youth with the opportunity and support to gain increased self-confidence by individually encountering and achieving a series of unfamiliar and progressively difficult tasks. The evaluator's interviews with participants in the Wilderness Challenge demonstrated the most emphatic reactions encountered in any of the sites. The uniqueness and intensity of the experience clearly made it stand out as a particularly meaningful event. One participant recalled, "I never imagined I could do anything like that. . . I'm a lot more confident now to deal with whatever happens."

Question 4: To what extent have target youth been given opportunities for employment?

In addition to the employment opportunities provided through peer leadership, two of the local projects have developed highly successful employment training & placement components and one has utilized grant funds primarily as stipends to encourage participation in the project and to provide community service. Overall, over 800 youth have gained part-time employment as a result of the project's efforts.

This figure does not include those who have been assisted through the local projects to gain access to local CETA programs. Aggressive efforts have been made in most sites to assure all CETA eligible project clients are effectively referred to all CETA employment programs that are available locally. However, no systematic records

of these efforts have been maintained.

Question 5: To what extent have youth served as peer leaders and volunteer youth aides?

The verified records include 683 youth who have formally served as paid peer leaders and youth aides. Volunteer roles have included an additional 234 cases, for a grand total of 917, or 36% of all participants at impact sites.

CHAPTER FIVE: ORGANIZATIONAL CHANGE

Question 6: To what extent has there been community involvement and collaboration of public and private agencies in providing programs for target youth?

Altogether, 73 different agencies in the nine target communities collaborated to provide services. These included seventeen continuous involvements. Five of the local projects were particularly aggressive in this respect substantially increasing the range and quality of services provided by effectively linking with other agencies. These linkages initiated by the Clubs were primarily established with numerous other municipal, civic, and youth agencies not previously or effectively directing their services to the target population.

Mira has previously reported on the fact that the small grants for the local demonstrations helped to create a situation in which coordination with other service providers was effectively encouraged, resulting in a more comprehensive service system. The individual case studies examine how these linkages were negotiated and the potential for continuing collaboration beyond the period of the project's direct support.

Question 7: To what extent have parents and target youth been involved in planning and internal evaluation of programs?

During the first two years, the evaluation of the demonstrations identified only two cases of notable client and/or parent involvement. The project in Omaha was constructed on a model which permitted each client to plan and develop the community service component of their individualized program. This feature of the program was not only practiced systematically but made possible several highly creative client activities such as the conduct of a blood pressure survey in the community. In Richmond, California, the peer leaders were regularly held responsible for planning and implementing program sponsored activities. The program's close association with the Housing Authority also facilitated an effective means for involving clients' parents in the program through frequent parents meetings held at the Housing Authority's public center within the target neighborhood. Few other instances of regular client or parent participation were evidenced.

This area was one the projects themselves had reported as being problematic. Repeated efforts to organize youth advisory councils and organizations for parent involvement had been made but with little success.

Interviews with local project staff indicate that the roles and responsibilities for these groups was not effectively articulated, nor logically connected with project activities. It must be noted that the projects ran effectively without these groups, but where they did exist they enhanced the quality of the local project planning and operations. Future program development efforts should more clearly set forth the rationale and role for parental involvement.

Question 8: To what extent have changes in organization of policies and procedures been effective in providing more accessibility to services by target youth?

There have been few specific instances when published policies or established practices of the participating Boys' Clubs required any modification to create accessibility to services by the target youth. Accessibility for the most part, increased by the establishment of effective referral networks with other agencies and by aggressive outreach services. The continuing accessibility of the target groups to the Clubs' services is primarily dependent on the maintenance of programs and outreach capabilities beyond the period of direct funding.

There have been numerous instances in which Club membership fees were waived for project participants. This practice has not been unprecedented, however, and has required no modifications of official policy.

In one instance where informal Club dress and behavior codes effectively discouraged attendance of youth by the target neighborhood, there were specific recommendations recorded by the National Project Director that the policy should be considered for review by the local Club due to its detrimental impact on client accessibility. In this instance, the Club's management was never able to effectively resolve the issue as it was based on strongly held personal convictions of the local program's most immediate supervisor. This site was dropped after two years for this and other implementation problems.

In one other instance, the local program's staff and advisory board identified a problem relating to the lack of availability of the Club's facilities for use by the program's participants as being responsible for the high attrition rate of target youth recruited into the program. This perspective was formally brought to the Club's Administrator's attention by report of the program advisory committee. Rectifying the situation would have required a major reorganization of the Club's programming

capability and its financing. The action was implemented by the end of the second project year at which time the program was not recommended by the BCA for third year continuation. With regard to this issue of accessibility, as Mira has become more familiar with the organizational goals and characteristics of Boy's Clubs, we have concluded the issue's salience for a typical Boys' Club is not great. In the majority of instances, established Clubs have been intentionally situated and are oriented toward serving disadvantaged youth in the communities they serve. This element of the Boys' Club tradition has been particularly evidenced among those Clubs selected for participation in the National Project on Juvenile Justice. The limiting factors effecting these Clubs' capabilities to serve the target populations have been primarily related to establishment of effective outreach components. The results that have been accomplished in recruitment of unaffiliated youth into the projects is evidence of the aggressive outreach efforts the local demonstrations mounted.

With the gradual phasing out of special funding, specific organizational changes affecting personnel, budget and organizational objectives are required to institutionalize the outreach capability currently maintained by these funds. In at least three instances, local budget reallocations have assured continuation.

Statewide Prevention Planning

The most impressive organizational developments generated by the National Project on Juvenile Justice involve three Boys' Club Area Councils which have developed statewide plans for prevention in New Mexico, Louisiana, and Michigan.

In all three cases, the Area Councils have committed themselves and the local area Clubs to utilization of the National Project's principles for Boys' Club Prevention Services. Through the plans, the Area Councils are seeking statewide funding which would enable Clubs to extend their prevention programming. In two cases, prospects

for funding are currently regarded as excellent.

These efforts have brought the Area Councils into a close liaison with juvenile justice planning agencies within their states. Organizationally, this is the most significant result.

These three instances represent the most extensive utilizations generated by the National Project. Their further development promises a major additional foothold institutionalizing prevention programming within Boys' Clubs.

CHAPTER SIX: UTILIZATION AND TRAINING

Question 9: To what extent has there been training of youth, board, parents and professionals?

The case studies describe the extent of training opportunities that have been extended to youth participating in the local demonstration programs. Mira has verified there were 1,917 youth, or 74%, participating in organized training programs that have been directed toward specific skills development such as pre-employment training workshops and leadership skills development. Additionally, a wider variety of program activities involved youth in 847 special training and education programs such as sex education, nutrition and health, photography, public speaking, and outdoor survival. With the exceptional cases of individual and group counseling it was, in fact, difficult for the evaluators to disregard most of the programs' services from inclusion as training experience. Overall, the primary emphasis in the programming was on active modes of participation; the programs' participants were not just passive recipients of direct services, but were involved actively in situations emphasizing learning of new skills and information.

The training services the National Project has provided to Boys' Clubs professionals has been significant. In the second phase of the project, primary attention was directed toward provision of training to professionals in the application of prevention strategies through Boys' Club programming. This training capability was directed beyond the staff of the demonstration projects toward a much wider group of Boys' Club professionals. This was the primary aspect of the initiative to utilize the learnings from the demonstration effort.

On the basis of reports available to the evaluators, training has been provided to 685 Boys' Clubs professionals during 13 separate national or regional training events. Eight of these events utilized the training curriculum developed in collaboration with the Westinghouse National Issues Center under contract with the OJJDP to provide technical assistance in delinquency prevention.

The Principal Investigator also attended the initial training workshop for 12 Boys' Club professionals who have been recruited to serve as National Training Associates. At that time he was able to review and provide feedback on the initial drafts of training materials the National Project was developing. Participant evaluation materials from a sample of two of the training events utilizing these curriculum materials have been reviewed. Uniformly, on dimensions relating to how understandable and how useful the curriculum materials are, both sessions were rated extremely high.

One additional aspect of this training effort deserves commendation. The decision was reached early on that the persons selected as trainers should be professionals currently working in local clubs. During the trainer's training each participant systematically examined how the training content could be applied in their own club setting. The decision to assure the training unit had this experiential base has undoubtedly contributed to its overall effectiveness.

Question 10: To what extent has there been replication of programs?

Since the evaluation began, Boys Clubs of America's interest in this issue has shifted toward the question of the extent to which the conceptual and programmatic products of the demonstrations were effectively utilized elsewhere, rather than the exact replication of program models. The national training initiative of the project has contributed to the establishment of the capability to stimulate and facilitate utilization of theoretically guided approaches that are understandable, adaptable, and workable. Unfortunately, no systematic follow-up mechanism was established to secure information on how participants in the training sessions later used this experience.

The three most obvious products of this effort are the statewide prevention planning initiatives mounted in New Mexico, Louisiana, and Michigan. Additional, as a feature of the third year continuation program, fourteen mini-programs were funded

as satellites of the continuing five major demonstrations. Staff of the five major demonstrations have served as resource persons to these satellites to assist them in implementing key conceptual and programmatic features of the major demonstrations. In four of these clusters the satellites undertook to establish peer leadership programs. In the fifth, two satellites utilize elements of the Wilderness Challenge Program.

Question 11: To what extent has the national organization increased its capacity to help local affiliates reach and work more effectively with youth in danger of becoming delinquent? In training? In information dissemination?

The National Project established a training capability incorporating, in addition to the project's staff, 12 National Training Associates, and has integrated the administration of this training capability into the Boys Clubs of America's national training service.

Additionally, 18 separate resource publications have been disseminated by the National Project to local Clubs.

Question 12: To what extent are the materials and publications developed feasible and workable?

The evaluator's judgmental assessment has rated all the written products of the project highly. The priority with which the project addressed this task during the last two years of the program assured that all materials were subject to extensive internal and external review and subsequent revision. The final products display the intensity of the effort.

Question 13: Has the National Project formulated a defined plan of action to replicate the experience of project sites?

The National Project's response to this objective has been multi-faceted. It has included funding of the several satellite centers utilizing the staff of the major demonstrations as resources for transfer of effective conceptual and programmatic

elements. The development of the national training capability in prevention incorporates potential for much wider utilization. Finally, national information dissemination has significantly increased the availability of relevant materials to Boys' Clubs nationally.

CHAPTER SEVEN: IMPACT ON DELINQUENCY

Question 14: To what extent has delinquency been reduced?

To determine the impact on delinquency of the National Project on Juvenile Justice, Mira Associates conducted extensive studies at six sites. In these studies, a questionnaire containing previously scientifically validated scales measuring the following list of variables was used:

- Normlessness - the degree to which a person believes it is necessary to violate rules in order to get ahead;
- Societal Estrangement - the degree to which a person feels "attached" to conventional social groups;
- Percieved Educational Opportunity;
- Percieved Occupational Opportunity;
- Negative Labeling by Parents;
- Negative Labeling by Teachers;
- Negative Labeling by Friends;
- Self-Esteem;
- Peer Pressure for Delinquency;
- Parental Rejection;
- Powerlessness - the degree to which a person feels there is nothing he can do to affect his future;
- Self-reported Delinquency.

Theoretically, the first eleven of these variables predict delinquency. These variables address dimensions directly relevant to the youth development strategy implemented through the National Project on Juvenile Justice.

Because each of the six studies are methodologically different, analyses designed to assess the programs impact must be performed separately in each case. However, before turning to those separate analyses, a single analysis combining all cases from both experimental and comparison groups to determine the validity of the theory itself proves instructive.

Using pre-test data only, all cases were combined and submitted to a step-wise multiple regression analysis predicting self-reported delinquency. This analysis identifies which variable in the set of predictors best predicts the dependent

variable when all the other variables are controlled statistically and then removes that component of variance that has been predicted from the dependent variable. It proceeds then iteratively identifying the next best predictor, then the next, and so on.

This technique permits us to ascertain, in order of their precedence, which subset of variables are the best predictors of the dependent variable. It also permits a test of the theory to be performed by determining in combination how well the predictor variables do, in fact, account for differences in the dependent variable.

Table Number One displays the result of our analysis. Firstly, we should note that overall the entire set of predictor variables explained 37% of the variance

TABLE ONE
STEP-WISE REGRESSION
PREDICTING SELF-REPORTED DELINQUENCY

<u>Variable</u>	<u>Multiple R</u>	<u>Overall F</u>	<u>Significance</u>
Parental Rejection	.211	3.32074	.001
Self-esteem	.315		
Perceived Occupational Opportunity	.400		
Perceived Educational Opportunity	.474		
Negative Labeling by Parents	.536		
Normlessness	.557		
Peer Pressure for Delinquency	.572		
Societal Estrangement	.586		
Powerlessness	.597		
Negative Labeling by Friends	.606		
Negative Labeling by Teachers	.606		

in self-reported delinquency. (This figure is obtained by squaring the total multiple of .606). Statistically, this relationship is significant in the .001 level. In essence, this means the theory relating these variables to delinquency is substantial.

Next, we should note that the first six of the variables extracted by this procedure account for over 90% of the total variance explained in the analysis. Overall, this analysis assures us of the saliency of the variables examined in the following impact analysis.

Two of the six impact studies were completed during the second project year. These were of the programs in Richmond, California and Omaha, Nebraska. The Richmond survey included only one test administration to a group including both project participants and other youth from the same target neighborhood. The data have been analyzed to determine whether length of participation in the project was associated with the rate of self-reported delinquency and with selected other variables found in other studies to reliably predict delinquency. None of the results from this survey were statistically significant, but permitted the analyses which disclosed that any discernable differences were in the direction supporting the hypotheses of a positive program effect. The following eight tables display these results. They are subject to two alternative interpretations: 1) that a real program effect exists whose statistical significance is below conventional levels or is obscured by the small N of the study; or 2) that the program had tended to recruit the more positively oriented youth from the target community. Neither of these interpretations can be discounted without more carefully controlled investigation.

The survey conducted Omaha included both pre and post tests on program participants and on a comparison group participating in summer CETA work experience. The times of test administration were the same for both groups with approximately a five month interval between pre tests and post tests. Of twelve analyses performed to discover whether program participants' responses changed more positively over time than the control groups, two statistically significant differences were found.

Normlessness is a variable which assesses the degree to which persons ascribe to the conventional rules and values of their society. Participants in the program in Omaha decreased significantly in their normlessness as contrasted to the control group.

This analysis is shown in Table Nine. Powerlessness is a variable assessing the degree to which an individual feels there is nothing he or she can do to meaningfully affect what happens to him or her. As Table Ten shows, the program participants decreased significantly in their feeling of powerlessness as contrasted with the comparison group.

During the period in which program plans for a third year of operation were being developed, we recommended to the National Project Director that the evaluation would be strengthened if the impact studies were focused exclusively on the peer leadership components. Our rationale was that these components clearly complemented the theoretical position. Concentration on this central component of programs would assure the theoretical relevance of the evaluation.

With the National Project Director's concurrence, three impact studies were implemented during the third year of project operation focusing on peer leadership components in Schenectady, New York, Omaha, Nebraska, and Richmond, California. The design of all three studies were similar. A sample of peer leaders from each Club including the satellite centers in each region were matched with a comparison group from the same neighborhoods who were not involved in the peer leadership program. The design did not require a one-to-one match. A group comparison was performed to assure the comparability of the groups on age, sex, and ethnicity. Both groups were administered a pre-test during the first quarter of the program year. Both were administered a post-test during the final quarter.

In the Omaha study, three significant differences were found. Tables Twelve, Thirteen, and Fourteen display these results. From the theoretical perspective, all three results favor the project. Program participants' societal estrangement and perceived negative labeling by parents were both decreased compared to their counterparts in the comparison group. Their self-esteem was also enhanced comparatively.

On only one variable, normlessness, the difference was theoretically in the negative direction favoring the comparison group. Their normlessness decreased compared to the program participants'. However, not significantly.

On the basis of evidence that the peer leadership program in Omaha did impact positively on youths' attitudes, the result displayed in Table Fifteen is not surprising. The

trend was for self-reported delinquency among participants to decrease over time in comparison to the control group.

Statistically significant results from the study in Richmond, California are displayed in Tables Sixteen, Seventeen, Eighteen, and Nineteen.

Two results are similar to those in Omaha. The first two tables show that participants in Richmond also decreased their societal estrangement and negative labeling by parents compared to the control group. Additionally, as shown in Table Eighteen, their sense of powerlessness decreased.

Table Nineteen displays a discrepant result. Compared to the control group, Richmond participants' peer pressure for delinquency increased.

In the Richmond study, there was no detectable difference between the experimental and control group on self-reported delinquency.

In the Schenectady study two significant results were found, one positive and one negative. Table Twenty shows that participant normlessness decreased in contrast to the control group. Table Twenty One shows that their parental rejection increased.

There was no difference on self-reported delinquency.

The final impact study was conducted in the summer of 1980 at Camp Mendocino of the Boys' Club of San Francisco. At the request of the National Project Director, a special study was designed to test the impact of peer leadership experiences during a summer camping program. The control group for the study was campers. Because the two groups, peer leaders and campers, were poorly matched on age (campers were on average more than two years junior), a statistical control for age was implemented. Age was treated as a covariate in the analysis.

Two significant results were found in the study. Both were positive. Tables Twenty Two and Twenty Three show that peer leaders' normlessness decreased and their self-esteem increased in comparison to the control.

There was no difference on self-reported delinquency.

Summary of the Impact Studies

The results of the six impact studies taken collectively provide convincing evidence that peer leadership programs in Boys' Clubs have the tendency to affect attitudes positively. Changing key attitudes can have an impact on delinquency.

To complete this chain of affects, however, appears to require a particularly strong effort at both policy and program levels including:

- A philosophical framework with theoretical assumptions that can be tested and measured through program demonstrations.
- A highly coordinated and unifying training and technical assistance effort based on sound theory and practical program application through a national organization support system.
- A qualified, competent, and trained staff of local agency professionals providing program direction and stability from year to year.
- An on-going, multi-service program approach with quality and in-depth programs of a varied nature.
- A community collaboration approach including the involvement of law enforcement agencies, the juvenile courts, and schools.
- A combined public and voluntary base of financial support to assure program quality and continuity.

In essence, Boys Clubs of America learned in the course of this project that "the Boys Club is the model" for delinquency prevention. This clearly does not mean that all Boys Clubs are equally effective in preventing delinquency. It does mean, however, that those Clubs meeting national standards, with qualified staff, solid youth development programs collaborative and multi-service approaches, and adequate financial support can bring about a substantial reduction in juvenile delinquency in their communities.

Boys Clubs prevention services show significant promise. To achieve this objective will require extremely methodical and conscientious program development and implementation in the immediate future.

TABLE TWO
LENGTH OF PARTICIPATION VS. PEER PRESSURE FOR DELINQUENCY

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	12	15.69	1.90	3.64
2. Six mos. to a year	7	14.14	1.77	3.14
3. More than one year	17	13.95	2.61	6.82

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MF</u>	<u>F</u>
Between Groups	22.71	2.00	11.35	2.23
Within Groups	168.09	33.00	5.09	
Total	190.80			

SUMMARY OF TREND: Long-term program participants feel less peer pressure toward delinquency.

TABLE THREE

LENGTH OF PARTICIPATION VS. PERCEIVED PARENTAL REJECTION

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	12	11.72	1.86	3.47
2. Six mos. to a year	6	11.50	4.23	17.89
3. More than one year	17	9.59	3.34	11.19

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	37.13	2.00	18.56	1.93
Within Groups	306.79	32.00	9.58	
Total	343.93	34.00		

SUMMARY OF TREND: Long-term participants feel less parental rejection.

TABLE FOUR

LENGTH OF PARTICIPATION VS. PERCEIVED ACCESS TO OCCUPATIONS

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	12	13.45	2.03	4.13
2. Six mos. to a year	8	15.15	2.07	4.29
3. More than one year	18	13.25	1.85	3.43

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	21.11	2.00	10.55	2.75
Within Groups	133.97	35.00	3.82	
Total	155.09	37.00		

SUMMARY OF TREND: Mid-level participants perceive the greatest access to occupational roles.

TABLE FIVE

LENGTH OF PARTICIPATION VS. PERCEIVED NEGATIVE LABELING BY PARENTS

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	6	20.16	6.24	38.96
2. Six mos. to a year	4	20.05	5.68	32.27
3. More than one year	10	14.80	6.03	36.40

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	141.54	2.00	70.77	1.94
Within Groups	619.26	17.00	36.42	
Total	760.80	19.00		

SUMMARY OF TREND: Long-term participants feel less negative labeling by parents.

TABLE SIX

LENGTH OF PARTICIPATION VS. PERCEIVED NEGATIVE LABELING BY TEACHERS

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	6	20.33	6.08	37.06
2. Six mos. to a year	4	22.00	6.68	44.66
3. More than one year	10	17.90	8.06	64.98

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	54.71	2.00	27.35	0.51
Within Groups	904.23	17.00	53.19	
Total	958.95	19.00		

SUMMARY OF TREND: Long-term participants perceive less negative labeling by teachers.

TABLE SEVEN

LENGTH OF PARTICIPATION VS. PERCEIVED NEGATIVE LABELING BY PEERS

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	9	21.11	5.44	29.61
2. Six mos. to a year	5	21.31	5.10	26.01
3. More than one year	10	15.71	7.06	49.89

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	174.40	2.00	87.20	2.31
Within Groups	789.99	21.00	37.61	
Total	964.40	23.00		

SUMMARY OF TREND: Long-term participants perceive less negative labeling by peers.

TABLE EIGHT

LENGTH OF PARTICIPATION VS. SELF-ESTEEM

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	11	27.63	4.73	22.45
2. Six mos. to a year	7	30.42	4.07	16.61
3. More than one year	17	29.24	5.29	28.06

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	35.70	2.00	17.85	0.73
Within Groups	773.26	32.00	24.16	
Total	808.96	34.00		

SUMMARY OF TREND: Long-terms of participation are associated with higher self-esteem.

TABLE NINE

LENGTH OF PARTICIPATION VS. SELF-REPORTED DELINQUENCY

<u>PARTICIPATION LEVEL</u>	<u>N</u>	<u>MEAN</u>	<u>DEV.</u>	<u>VAR.</u>
1. Five mos. or less	11	33.41	12.67	160.76
2. Six mos. to a year	7	26.24	9.57	91.75
3. More than one year	17	29.09	8.63	74.61

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Groups	240.28	2.00	120.14	1.14
Within Groups	3352.01	32.00	104.75	
Total	3592.30	34.00		

SUMMARY OF TREND: Shortest-term participants report the highest rate of delinquency.

TABLE TEN

PARTICIPATION VS. NORMLESSNESS (REPEATED MEASURES)

	<u>PRE-TEST</u>	<u>POST-TEST</u>	<u>N</u>
EXPERIMENTAL GROUP	13.148	11.455	27
CONTROL GROUP	11.406	11.993	32

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Subjects				
A (Exp. vs. Con.)	10.607	1	10.607	0.689
Subjects Within Groups	877.226	57	15.389	
Within Subjects				
B (Normlessness)	8.941	1	8.941	2.444
AB	38.068	1	38.068	10.406
B x Subj. Within Grps.	208.507	57	3.658	

SUMMARY OF TREND: Participants' sense of normlessness decreased markedly compared to the control group.

NOTE: Participants' self-esteem, parental rejection and negative labeling by parents and teachers were adversely affected though not significantly.

TABLE ELEVEN

PARTICIPATION VS. POWERLESSNESS (REPEATED MEASURES)

	<u>PRE-TEST</u>	<u>POST-TEST</u>	<u>N</u>
EXPERIMENTAL GROUP	30.520	20.962	27
CONTROL GROUP	21.024	28.939	32

SUMMARY OF STATISTICAL ANALYSIS

<u>SOURCE</u>	<u>SS</u>	<u>DF</u>	<u>MS</u>	<u>F</u>
Between Subjects				
A (Exp. vs. Con.)	16.903	1	16.903	0.143
Subjects Within Groups	6706.266	57	117.653	
Within Subjects				
B (Powerlessness)	19.792	1	19.792	0.285
AB	2235.308	1	2235.308	32.205
B x Subj. Within Grps.	3956.266	57	69.408	

SUMMARY OF TREND: Participants' sense of powerlessness decreased markedly compared by the control group.

TABLE TWELVE

SOCIETAL ESTRANGEMENT: OMAHA

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	39.65	37.25
Control	39.00	39.21
Interaction Effect:	F 8.987	P < .001

TABLE THIRTEEN

NEGATIVE LABELING BY PARENTS: OMAHA

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	19.75	17.25
Control	20.95	20.00
Interaction Effect:	F 3.715	P < .05

TABLE FOURTEEN

SELF-ESTEEM: OMAHA

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	25.15	29.10
Control	29.47	28.32
Interaction Effect:	F 11.286	P < .001

TABLE FIFTEEN
SELF-REPORTED DELINQUENCY: OMAHA

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	30.26	28.95
Control	29.50	29.30
Interaction Effect: Not Significant		

TABLE SIXTEEN
SOCIETAL ESTRANGEMENT: RICHMOND

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	39.14	36.65
Control	38.57	39.43
Interaction Effect: F 8.152 P < .001		

TABLE SEVENTEEN
NEGATIVE LABELING BY PARENTS: RICHMOND

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	21.21	19.62
Control	20.87	20.57
Interaction Effect: F 3.643 P < .05		

TABLE EIGHTEEN
POWERLESSNESS: RICHMOND

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	10.84	9.06
Control	9.77	9.98
Interaction Effect: F 11.477 P < .001		

TABLE NINETEEN
PEER PRESSURE FOR DELINQUENCY: RICHMOND

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	13.65	14.87
Control	13.75	13.25
Interaction Effect: F 9.943 P < .001		

TABLE TWENTY
NORMLESSNESS: SCHENECTADY

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	13.42	12.25
Control	12.35	12.74
Interaction Effect: F 3.844 P < .05		

TABLE TWENTY ONE
PARENTAL REJECTION: SCHENECTADY

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	8.53	9.15
Control	9.05	9.00
Interaction Effect: F 4.229 P < .05		

TABLE TWENTY TWO
NORMLESSNESS: SAN FRANCISCO

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	11.96	11.40
Control	11.38	13.05
Interaction Effect: F 13.651 P < .002		

TABLE TWENTY THREE
SELF-ESTEEM: SAN FRANCISCO

	<u>PRE-TEST</u>	<u>POST-TEST</u>
Experimental	27.44	29.23
Control	30.20	28.88
Interaction Effect: F 8.492 P < .05		

TABLE TWENTY FOUR
SUMMARY OF JUVENILE ARREST RATE REDUCTION IN DEMONSTRATION SITES

<u>CITY</u>	<u>PERCENTAGE OF DECREASE</u>
Asbury Park, NJ	25.25
Binghamton, NY	35.36
Bridgeport, CN	19.89
Hollywood, CA	23.69
Las Cruces, NM	27.92
Omaha, NB	37.62
Richmond, CA	37.24
Waco, TX	27.92
Average	30.69

*Data on Schenectady unavailable

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