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FINAL REPORT  
VOLUME TWO

CASE STUDIES  
OF THE  
NATIONAL PROJECT ON JUVENILE JUSTICE

Submitted to:  
THE BOYS' CLUB OF AMERICA

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INTRODUCTION

The case studies in this volume report on the nine demonstration sites funded for either two or three year periods by Boys' Clubs of America. A total of 30 sites were eventually funded; 21 of these were funded for one year periods only. The nine demonstration sites funding cycles provided adequate time to thoroughly field test and evaluate the prevention models and principles that constitute the major thrust of the National Project; and to assess the importance of the Clubs organizational development climate and its relationship to delinquency prevention programming.

These nine case studies present the diversity of local Boys' Club operations and include the larger and better funded local Clubs, as well as the smaller Clubs that face day to day problems of funding, staffing, and organization. This range of sophistication and effectiveness provided a fertile environment for realistic program development experimentation, and produced findings that are relevant to all Boys' Clubs regardless of size.

Each of the sites entered into a new arena of services when it was selected to field test its prevention model, and each faced unique problems needing immediate attention. The richness of the case studies is in the manner in which each Club became aware of program operational problems and the methods used to solve these problems. Some Clubs relied on program and management techniques well known to them; others developed collaborative styles that

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pooled talents with other community agencies; some leaned heavily on the expertise of volunteer board members; and all looked to Boys' Clubs of America for needed technical assistance to deal with planning, implementation, and evaluation.

There is clear evidence from the case studies that a Club must exhibit these organizational resources to be effective:

- Understandable, adaptable, and workable program models that are as theoretically sound as they are attractive to youth.
- Access to unifying training and technical assistance to help staff plan, implement, and evaluate prevention programs.
- Ability to attract youth at risk through effective outreach efforts.
- Commitment to work with other community agencies, particularly the schools, police, and courts.
- Realistic financial support to assure quality and continuity in program and management systems and personnel.

The National Project not only addressed direct prevention services, but also dealt rigorously with the organizational development issues that provide the necessary program climate in which prevention services operate. Some of the case studies show intensive attention to these underlying issues by Boys' Clubs of America. The studies accurately portray organizational change and growth at the local level.

The overall success of this project was not easily achieved. It was achieved, however, by the availability of program and organization guidance directed toward professional staff and board volunteers. This guidance resulted in:

- Upgrading of basic Club services at each site with special attention given to individual and organized small group experiences, and the development of peer leadership qualities in participating youth.
- Increased staff sensitivity and competency in program planning for youth at risk.
- Enhanced Board member awareness in the critical issues of staff accountability, program effectiveness, and the policy and funding implications of prevention services.

This volume reflects the spirit of this growth at the local Club level, and the need for continuing technical assistance to assure that Clubs maximize their potential in delinquency prevention.

## CHAPTER ONE: PROJECT YESS

### OMAHA, NEBRASKA

Under subcontract with the Boys' Clubs of America, the Gene Eppley Boys' Club of Omaha, Nebraska has operated a juvenile justice demonstration project known as Project YESS for the past three years. YESS means Youth Employment, Skills and Service, the three themes around which the project has been organized.

Theoretically, the project has been based upon the hypothesis that delinquency can be prevented by providing youth with opportunities through which their sense of competency and usefulness are enhanced. Each of the several program components of the project were divided into an initial six week training session followed by a six week experience during which the participating youth provided service to people in need. The service experiences have been planned by the youth along the lines of their special interests and training.

Through provision of modest stipends paid from the contract with Boys' Clubs of America, the project has encouraged youth from high delinquency neighborhoods to participate in the project. Within these target areas, the project's specific target groups were "marginal" members of the Boys' Club who participated in the Club's programs but irregularly and infrequently and youth who had never previously been affiliated with any national youth service organizations. These target youth have been referred to the Club by juvenile courts, schools, parents and other community agencies and many have been self-referrals. After the program has been explained to them, they have been given the choice to participate or not.

To avoid further negative labeling of the target youth, all of the project's services have also been available to the Club's general membership. Careful monitoring of each component has assured that a mix of at least one-fourth marginal members, one-fourth new members and a balance of regular members has always been maintained.

#### The Target Areas

The YESS project has been operated out of the two Omaha Boy's Clubs.

The North Omaha Club serves a neighborhood predominately black, economically depressed and with the highest juvenile crime rate in the city. In recent years, there has been a gradual drift of the most severely disadvantaged of this group several blocks north of the present location of the Club as residential restoration of the old neighborhood immediately surrounding the center has been undertaken by the growing black middle class. Not unexpectedly, the worst of the community's juvenile crime problems have also migrated northward. Currently, participation of the youth in greatest need of the Club's services is complicated by their distance from the center.

The South Omaha Club is located in the old meat packing district of Omaha. The area has become economically depressed since the packing industry gradually moved its business out of Omaha to smaller outlying communities where union organization of labor was less powerful. The past decade has been a period of rapid and difficult transition for this community.

which suffered approximately a 40% decline in population since the packing industry was at its peak there through the mid-sixties. Mixed, about 60% white mainly eastern european ethnic groups, 21% black, 19% Mexican American and 2% American Indian, the present population is very stable but socially dislocated.

Recently, the South Club also began providing bus service to transport youth from Sarpy County, bordering Omaha on the southern limit. Sarpy, the seventh fastest growing county in the nation, is predominantly white and has a large transient military population as it is the site for U.S. Strategic Air Command Headquarters. The area is characterized by a comparatively high rate of middle and upper-middle class delinquency, particularly vandalism and drug related problems.

#### Outreach

The project's outreach effort to recruit marginal and new Club members from the target areas who were in serious jeopardy of becoming delinquent benefitted from the Club's credibility with the juvenile justice system, the schools, and other community agencies which had utilized the Club extensively in the past as a valuable resource of prevention services. Shortly after the project began, contact was made with responsible authorities in each of these organizations to inform them of the project and its objectives. Continuing periodic contact has been sufficient to encourage a regular flow of appropriate referrals.

The stipend system provided an incentive to encourage the

target youth's participation. It was organized to maximize the incentive not just to join and attend periodically to collect a little money when it was needed but to attend courses regularly and complete the entire program. The basic stipend is \$5.00 per two hour session. The upper permissible limit per week is \$10.00. Of this, 20% is regularly withheld in a bonus pool paid to participants upon their satisfactory completion of the program.

#### The Project's Services

Project YESS was constructed around a core group of services through a process in which Boys' Club staff were given training about the project's design and objectives and requested to submit proposals to the project's manager for programs they were interested in implementing in accordance with the guidelines. The programs had to conform to the principle of providing training leading to a service experience planned by the participants and a thorough outline of the training component was required. The staff's response was surprising even to the project's manager. Though slow at first, interest was soon aroused to the point that staff had generated and planned programs overexpending the available budget. This fact was realized before any fiscal problems arose, however, and restraint was imposed. This process resulted in seventeen different programs being implemented at least once in the first year. Over three years, thirty-one different programs were implemented. The core programs, which account for more than half of all the project participants, are Youth Effectiveness Training (YET) and Resolving Alcohol Problems Sensibly (RAPS), which are offered as courses at least twice each year at both

Clubs, and Children's Art and Development (CAD) and a Volunteer Junior Staff program run regularly at the South Omaha Club.

Other programs that had comparatively limited participation included a Peer Council with membership from both Clubs, a Cooking Club, a Gardening Club, a Summer Conditioning program, Project Read (tutoring), a Midgat Group Club, Discovery Library, and a Sign Language Class at the South Club, Ebony Speakers (public speaking), Insights for Healthy Living (a general life skills course), an Athletic Trainers course, Scatt (cross-age tutoring), a Blood Pressure Education Program, and the Plastic Brigade (an arts training experience) at the North Club.

It deserves to be emphasized again that each of these programs involved both a training and a service component. Youth Effectiveness Training and Volunteer Junior Staff, for example, prepared older Club members to perform supportive roles working with younger members in Club programs. Graduates of Resolving Alcohol Problems Sensibly developed and implemented informational programs on alcohol abuse. After receiving training in Children's Art and Development, the participants helped to run a day care center at the Club. In all the cases, the youth planned their own service experience at the end of their training. In some cases, they were especially creative as were the youth in the Blood Pressure Education Program who performed a community survey providing information, free blood pressure tests, and recommended to those people they discovered might have high blood pressure that they should consult a physician.

The careful planning and extensive written descriptions prepared for each of these programs made a very positive

contribution assuring the quality of the services. This procedure of having staff prepare proposals along the line of their own interests after they had been trained and standard guidelines had been provided worked extremely well in this instance.

#### Client Participation

Project YESS' reported rates of client participation are verifiable by inspection of the client files. These records are maintained methodically. Partly, this is a consequence of the requirements imposed by the stipend system, but the Club's administrative standards are probably even more responsible. The resulting completeness of the records relative to reported participation is convincing evidence that reported rates are reliable.

Project YESS exceeded all objectives regarding client participation. 224 new and 121 marginal members of the Club had been involved from the target areas. As mentioned before, most of these were referrals from the juvenile justice system, schools, other community agencies or were self-referrals. Including regular Club members who had participated, the project had served 513 youth.

A large number of the participants had been involved in more than one program run by Project YESS. On the average, the 513 participants had very nearly been involved in two programs apiece accounting for 838 program involvements for the three years.

## Training

Beyond the extensive training provided to youth through the several programs run by the project, training of Club staff and board members has also been a priority consideration of the project's management. It was recognized that maximum Club effort for the demonstration project and the potential of the project to influence the course of future Club activities was dependent on the knowledgeable participation and appreciation of these persons.

As early as March 1977, the Club sponsored a workshop on delinquency prevention involving staff, the board and local business leaders. The goals were to acquaint participants with a basic knowledge of the causes of delinquent behavior and the program the Club was planning. Representatives of the business community were included to promote their support through provision of employment opportunities for youth.

In November 1977, shortly after the project had been situated under subcontract with Boys' Clubs of America, a project planning workshop was held for staff and the board project advisory committee. This was a working session addressing a number of critical project design issues needing resolution for preparation of a revised work plan required by the OJJDP via Boys' Clubs of America.

A staff YESS advisory committee was established which continued regular conferences throughout the project's implementation to monitor progress and continuously refine the project's design and operational procedures. Seven staff, in addition to the project manager, regularly participated.

The process through which program proposals were generated by staff was itself a highly significant training experience. Thereby, the theoretical principles guiding the project were insinuated into virtually all aspects of the Club's programs. This dispersion of the concepts throughout the Club was regularly reinforced in routine Club staff meetings by inclusion of reports on the progress of Project YESS in the agenda.

The Clubs' board was represented on the project's advisory committee by two members who were actively involved in the project's planning and monitoring from the start. They attended Boys' Clubs of America's initial national project conference in which all the demonstration projects from across the nation were represented. Their lead has been largely responsible for mustering strong support for the project from the board.

The executive committee of the board has also received regular reports on Project YESS at their meetings.

The results of these concerted efforts have significantly affected the entire Club's commitment to the Club's role in delinquency prevention and developed more knowledgeable capabilities at all levels to support and enact appropriate prevention programs.

## Community Coordination

Primarily, the juvenile justice system, schools and other local youth service agencies have related to the project by referring youth who need its services. In this regard, the project enjoys an extremely fine reputation. However, very

little collaborative programming has been accomplished nor has the project used other agencies' services extensively beside CETA. The project manager considered that this was a possible result of there not being a full-time manager who could have put more time to this end. Collaborative programming would have required a considerably greater awareness and planning effort aimed toward other agencies.

The Club has traditionally utilized CETA youth positions extensively, especially in the summer. CETA youth who work in the Club are given appropriate training and serve primarily as junior staff and staff assistants. The ongoing Club CETA program and Project YESS fitted together easily and beneficially. Many YESS participants who are CETA eligible have been able to continue their service assignments in the Club with CETA sponsorship. For others, the YESS experience has provided useful skills and credentials for assignments under CETA with other youth service agencies.

#### Discussion and Recommendations

The replicability of the principles and many of the program elements of Project YESS is not questionable, but the extraordinary success of the project also depended on several uncommon capabilities residing in the Omaha Boys' Club that would be more difficult to reconstruct.

The project manager's familiarity with the theoretical principles of effective delinquency programming and his ability readily to translate these into workable program guidelines for this Club was not an insignificant advantage at the out-

set. He had engaged himself previously in academic study of delinquency and had come to a professional commitment with concepts about delinquency programming that mainly were in line with those put forward by the Project on Juvenile Justice. In a very meaningful way, he and the Project were tailor made for each other.

In other situations, the absence of such capability of project management could be remediated through concerted training. However, it is uncommon that training is immediately translated either into practical skills or commitment to the training themes. In most cases, a period of time is required after training before these prerequisites to effective program planning emerge.

The capabilities of other professional staff of the Club also deserve recognition in this context. The Omaha Boys' Club has prospered under the administrative philosophy of professionalism. All the key staff of the Club are professionally trained youth workers. Whether this is the only way to achieve a superior level of staff capability, it has clearly contributed to that end in this instance.

Again, absence of high level staff capability in other Clubs could be remediated through appropriate training. However, the caveats just mentioned regarding managers' training still apply, perhaps even more strongly.

Associated with these special capabilities of the Omaha Club is its emphasis on providing youth worker training. In very significant respects, Project YESS is a reflection of the

long-term involvement of the Club promoting Club members through a process of training and junior youth worker experience into professional training for Boys' Club work. This theme is not unique among Boys' Clubs. This case, however, is exemplary in the emphasis it receives and its systematic organization. The Club has developed programs along this line even to the extent of Club staff serving as faculty for a curriculum in youth services offered by a local junior college. Many of the Club's "graduates" enroll in this course and the Club provides a work study and a scholarship program that may continue on to four-year college study. Project YESS was a logical extension of this orientation.

It also seems likely that the exceptional responses of the staff to the program proposal process through which YESS was constructed was partially made possible by the systematically organized management procedures implemented throughout the Club. A methodical but relatively flexible management by objectives approach is utilized. Each staff person negotiates a set of annual objectives with their supervisor. Periodic meetings are held with each person to review progress and the possible need to revise objectives. Performance measured against these objectives is directly tied to decisions about annual merit and cost of living increases. Staff's resulting experience with having to prepare careful descriptions of their plans and objectives and their expectation that they would be held accountable for their negotiated agreements probably prepared them aptly to prepare detailed proposals and reasonable program objectives.

None of the foregoing considerations compromise the replicability of the project's theoretical principles and key

program elements in any way. They establish in an exemplary fashion, however, some of the supportive capabilities that contribute to programmatic success.

## CHAPTER TWO: WILDERNESS CHALLENGE, HOLLYWOOD

Under subcontract with the Boys' Clubs of America, the Boys' Club of Hollywood, California has operated a juvenile justice demonstration project known as Wilderness Challenge for the past three years. Wilderness Challenge is an outdoor stress counseling program.

Stress counseling is a group oriented process through which participants are placed in an unfamiliar environment confronting them with a series of progressively more difficult tasks requiring both intensive individual effort and group cooperation. The theoretical principle is that, with proper guidance, such situations can enable participants to reexamine old dysfunctional habits of dealing with problems and learn new, more effective problem solving behaviors. Completion of the very difficult challenges presented by the experience can also contribute significantly to a new sense of confidence and pride. The expected impact of this approach on delinquency is based on the notion that delinquency is commonly a response to youths' experience of repeated failure and the consequential self-depreciation. Successful completion of the stress counseling program can not only establish a positive counteracting perspective but can provide new capabilities enabling youth to assert more effective effort to break out of the failure syndrome in their lives.

A wilderness setting provides the novel environment for urban youth referred to the project primarily from a network of alternative schools in the Hollywood area.

The program mainly consists of two parts: during an initial

three day training exercise, youth gain sufficient experience through some basic wilderness skills training, group problem solving and a very difficult "ropes course", that simulates requirements of the subsequent, more strenuous wilderness experience, to decide whether to commit themselves to that endeavor; the actual wilderness experience of ten to eleven days includes more skills training, a mountaineering and backpacking expedition and a three day solo during which participants are "on their own". Throughout both, regularly scheduled group meetings as well as spontaneous group and individual conferences are used by the instructor/counselors to encourage and reinforce the therapeutic objectives of the experience. Variations, such as substituting a canoeing trip for backpacking, and several other specific activities compliment this core of the program.

### The Target Area

Hollywood Police juvenile statistics as reported from 1972 to 1976 show an increase in arrest rate of 72% from 88 per 10,000 youth to 121.6 per 10,000. Social, economic and demographic explanations of this increase have not yet been identified, but other possible consequences of growing social anomie are prevalent. In recent years, schools have reacted to perceived increased needs for security and social services have responded to apparent increased frequency of family disorganization by adding to their capacity for out-of-home residential youth placements. Whether all these facts accurately reflect increased anti-social behavior among youth and family disorganization or are artifacts of more prevalent and efficient social control and social services is not certain, but it is certain, youth in the community are in greater risk.

The need for alternatives to prevent youth's delinquency was widely recognized and supported throughout the community.

Predominantly white (73%) and Spanish American (20%), the community includes small populations of black (6%) and Asian (1%) peoples. Participation in the project roughly approximates these same proportions.

#### Outreach

The project's outreach effort was to recruit youth who had not yet come into formal contact with the juvenile justice system but exhibited behaviors and problems placing them in a position of profound and eminent risk.

Since the project had been previously operating under funding limiting participation exclusively to youth who had been involved with the juvenile justice system, relationships already existed with police officers that could be used on a diversionary basis. All that was required was to inform them of the project's increased capabilities to provide services to predelinquent youth. These relationships are maintained on a one-to-one and relatively informal but effective basis.

While informational and awareness programs were aimed at a wide range of community agencies to make the project's services available to youth they identified in need of such experience, it was recognized that alternative school programs for youngsters whose experience in the public schools was maleffective were particularly appropriate sources for referrals. Again, many useful contacts already existed. The project director prepared a special presentation including a slide show of photographs taken during earlier Wilderness

Challenge programs. These materials formed the basis of her approach to introduce the project. Presentations were made numerously during the early months of the project and have continued at approximately the rate of two per month thereafter. From this effort, a network was quickly established from which more referrals than the project can incorporate have continuously been received.

Though it served other important purposes as well, an additional major feature of the recruitment process has been the encouragement given key personnel of referral sources to participate in the Wilderness Challenge experience themselves. Several have. Among the outcomes has been an enhanced sensitivity among them enabling more appropriate identification of youth who would benefit from the program and a more knowledgeable basis from which to encourage youth's participation.

Finally, it has been noted that the best recruiters for the project have been youth who have participated and encourage their friends when they return. This fact speaks highly for the effective responses of most participants to the program.

#### The Project's Services

Originally, Wilderness Challenge was organized as a continuous fourteen day program, but in July, 1978, the course structure was modified in response to several perceived difficulties of the original design, to wit:

- Insufficient time was provided for staff to become acquainted with participants prior to the beginning of the program;

- Insufficient provisions for follow-up counseling or further referral;
- Complexity of logistical considerations in running monthly programs;
- Insufficient opportunities to accommodate special safety considerations discovered during the initial training phase before departing to the wilderness;
- Difficulty of what to do about participants that do not live up to the commitment to restrain from use of drugs, alcohol, cigarettes, and physical violence, during the initial training; and
- A better opportunity was needed to clarify in participants' minds that involvement in the Wilderness Challenge program is "their" decision.

Accordingly, the present design which separates the initial training from the wilderness experience with an interval of from two to four weeks between was implemented. This provided better opportunity for special accommodations, to defer youth not willing to live up to their agreements with the project and for a deeper sense of personal decision and commitment to evolve. The latter elements are regarded to be critical concerns for the effectiveness of the program.

The sequence of key events in the program process and the specific content and purpose of each event are outlined as follows:

- Referral - must be received a minimum of one month prior to the scheduled date for beginning of a program;
- Preliminary interviews - each youth referred is screened during a personal interview preferably with parents in attendance; the program is fully explained to the youth at this time with emphasis given to the "agreements" expected and the voluntary decision to participate;
- Parental consent - informed parental consent is required for each participant to safeguard the Club against claims for injury for reasons other than negligence;
- Physical examinations - are required to assure the physical capability of participants;
- Possible second interview - conducted with youth who need time to consider their interest and willingness to accept "agreements";
- Intake and assessment - conducted once youth commitment and parental consent are demonstrated, includes administration of the Tennessee Self-Concept Scale and recently a specially designed delinquency prevention assessment instrument has been introduced;
- Orientation meeting - held about two weeks prior to the beginning of the initial training, this session informs participants of the preparations they need to make and the provisions they must bring for the training exercise; also begins the process of group identity;

- Training phase - for three days participants are lodged at a camp where backpacking, first aid, maps and compass, environmental awareness, and other outdoor skills are taught; also includes many problem solving activities to give youth experience in group decision-making and a very difficult "ropes course" simulating physical skills and feats that will be required during the subsequent wilderness experience; this activity provides a powerful opportunity for individual effort and group support to emerge; daily group rap sessions and spontaneous individual and group conferences are used by the instructor/counselors to further the therapeutic ends of the training;
- Interlude - an interval of from two to four weeks between the training and the wilderness experiences provides youth with the opportunity to decide on their commitment to this program and make preparations for the extended trip; during this period, staff are on call for individual conferences to facilitate youths' preparations and provide counseling in cases of significant indecision;
- Wilderness experience - run for ten to eleven days in a wilderness setting, this experience involves participants in deeper immersion in outdoor adventures including specialized training in rock climbing, rappelling, hiking in difficult terrain, advanced orientation with map and compass and a three day solo during which youth are "on their own" though staff remain in contact sufficiently to handle any emergencies; after the solo, "finals" groups are formed which independently negotiate their way back

out of the wilderness usually with an overnight camp along the way; the last experience is a marathon run prior to leaving base camp for the city; throughout the wilderness experience daily group rap sessions and spontaneous individual and group conferences are once again used by the instructor/counselors to further the therapeutic ends of the experience;

- Welcome back dinner - when participants return to the Club, a celebration is held; parents are significantly involved in preparations for this event and most attend; during this event, participants receive special recognition for their achievement;
- Audio-Visual slide show - about one month after returning from the wilderness experience, youth, their parents and teachers are invited back to the Club for an audio-visual slide show based on photographs from the group's experience; this event is usually very well attended;
- Post assessment and follow-up - about two months after the wilderness experience, a follow-up visit is made by staff with each of the participants; determinations are made about further referral that may be useful and the self-concept and delinquency assessment instruments are administered for a second time.

#### Client Participation

In addition to intake and assessment forms already mentioned, individual progress reports are prepared by staff for each participant at the end of each Wilderness Challenge program. Course

reports are also prepared providing specific detail of each day's activities and events. These materials contribute to an exceptionally thorough records system through which verification of rates of client participation is facilitated. In three years, 242 new members and 43 marginal members were served.

#### Training

Most staff training for Wilderness Challenge has been conducted by the project director and has focused on mountaineering. About every two months the entire staff goes on a climbing exercise together. Frequently, this is undertaken while youth are on solo experiences.

Each of the staff has also received individual training from a personal growth workshop similar to the more well known EST seminars. This was an intensive five day experience.

All of the staff have attended various specialized workshops conducted by the Association for Experiential Education that acquainted them with approaches and exercises they have experimented with through Wilderness Challenge. They all completed a multi-media first aid course as well.

In late February 1979, the project director attended a Youth Effectiveness Training course conducted by the Boys' Clubs of America. Through this course, she was certified as a Youth Effectiveness Trainer. Currently, she is entertaining the possibility of conducting a YET program for participants of the project while on the wilderness experience.

Training for the Boys' Club board has been relatively limited. Only the president of the board, who is an active advocate for the program, and who attended the national orientation conference conducted by Boys' Clubs of America, has been involved significantly. On an annual basis, the board receives a report on the progress of the program.

Training for Boys' Club staff to enable them to identify members of the Club who would benefit from participation in Wilderness Challenge has been provided infrequently. This is because the regular Club membership is predominantly younger than the project's target age of 15 to 17.

Training to other community agencies has been extensive and reflecting two levels of involvement: on the average of twice each month, slide-show presentations are provided as part of the effort to gradually expand the referral network; and in several instances, personnel of referral agencies have participated in the program themselves.

The entire program, of course, can be described as a basic life skills training experience for youth who participate.

In addition to the subcontract with Boys' Club of America, Wilderness Challenge is substantially funded by Project Heavy, a multi-service coordinating project funded by State block grant LEAA allocation. This places the project within an established network of youth service agencies in the community. Interagency cooperation with the police department, alternative school programs, local drug counseling programs, family counseling programs as well as with the Boys' and the Girls' Club has enabled the project both effectively to recruit appropriate

participants and to locate appropriate additional services which would benefit its participants.

The project's most effective relationships have been established with a small group of referral agencies, primarily alternative schools, with whom close and continuous interaction can be maintained. One exceptional example is the Try-C Schools which serve youth exclusively who have been expelled from the public schools. Try-C Schools operate a center within the Hollywood Boys' Club. The School has been the source of many appropriate referrals. The effectiveness of this relationship was aided substantially by the participation of a key administrator of the School in the Wilderness Challenge experience.

### CHAPTER THREE: EASTER HILL OUTREACH PROJECT RICHMOND, CALIFORNIA

Under subcontract with the Boys' Clubs of America, the Boys' Club of Richmond, California has operated a juvenile justice demonstration project for the past three years. The Easter Hill Outreach Project extended existing services of the Boys' Club to youth residing in the East Hill Village, a public housing project located on the southside of Richmond.

The theoretical perspective of the project was expressed in the project's goals:

- (1) to provide youth in danger of becoming delinquent with opportunities to experience socially acceptable roles enhancing their sense of usefulness, competency, and personal control over the direction of their own lives; and
- (2) to eliminate dysfunctional stigmatizing of youth that creates barriers to their participation in such roles and tends to confirm them in disabling and non-conforming self-concepts.

In practical terms, the first goal implied that youth participation in the project would be given a meaningful voice in planning and operating the project. Thus, the program was constructed around a core peer leadership component. The second goal implied that participants should not be segregated for special treatment. Accordingly, the project's long term objective was to integrate the participants with the Club's regular membership as quickly and extensively as feasible.

The main problem confronting implementation of the project was the poor relationship existing between the surrounding community and the youth from the housing project. East Hill Village has a reputation in Richmond as being among the worst neighborhoods for delinquency. Youth from the Village encounter strong social rejection even among their peers at school and from the immediately adjoining neighborhoods. Before this project began, the infrequent participation of East Hill youngsters in Boys' Club's activities was reportedly largely due to their being "hassled" by other local youngsters along the way of the few blocks from the Village to the Club. Thus, the outreach effort undertook first to organize activities for East Hill youth within the confines of the Village; second, to transport Easter Hill youth to the Boys' Club to participate in activities there; and finally, as the antagonism between the Easter Hill youth and other members of the Club was broken down, to encourage the Hill youth to visit the Club and participate in its activities on their own.

#### The Target Area

The Easter Hill Village is a project of approximately 300 public housing units. It is located within a five block area on the southside of Richmond. The Boys' Club is also located within the Southside, an area that is predominately black and economically depressed. The Easter Hill Village has been described as the ghetto's ghetto. The vast majority of its adult residents are unemployed and recipients of public welfare.

While no crime statistics are maintained by the police for the Easter Hill Village alone, records maintained by the Housing Authority confirm that the prevalence of crime and delinquency in the area is several times greater for the balance of the community. Burglary, vandalism, assault and drug related offenses are particularly common.

For approximately the last ten years, almost all of the residents of the Village have been black. Within the last year, however, the Housing Authority placed approximately 50 Mexican families in the Village. Many of these residents do not speak English.

Relative to the Boys' Club's projects, the most important characteristic of the Village is its reputation. Several interviews with youthful residents confirm that they encounter systematic rejection by their peers at school and from the surrounding community. East Hill Village is widely regarded in the most undesirable terms in Richmond. This circumstance which generally applies to public housing projects, has become highly amplified in this specific instance. The result is that youth from the Village are nearly universally regarded and labeled negatively as juvenile delinquents whether their personal behavior has warranted this identification or not.

From the fund raiser's perspective, it is an ideal target area. For several years, most social agencies in Richmond have used this site in their proposals for various specially targeted funding. Most of these efforts have, however, unfortunately not resulted in additional services actually being delivered to the community. The area is a much easier place to raise money to serve than it is in which to actually work.

Most agencies play the "hill game" to get funded, but at the time the Boys' Club began this project, no other youth service agencies' were available in the Village.

#### Project Outreach

The Boys' Club's outreach to the Easter Hill Village began almost a year before funds were received from the Boys' Clubs of America. Known as B Corps and implemented by a senior Club staff person who had grown up in the Village and could use his personal acquaintance and friendship with the youth to recruit participation, this effort was successful in recruiting approximately 80 youngsters into organized recreational activities within the Village.

The funding from the Boys' Clubs of America enabled the Club to extend its outreach efforts by paying for two para-professional outreach workers who could be stationed at the Village, renting an office and meeting space at the Village Community center, and providing transportation for youth from the Village to and from the Club and on special field trips.

The project's outreach objective was to recruit 200 youth from the Village during the first two years of the project's operations. One hundred of these were to be new members of the Club and 100 were to be marginal members who had participated in Club activities in the past but only on an infrequent basis.

With the beginning of the Boys' Clubs of America project, the Club's Executive Director and Project Director, who had been the outreach worker for B Corps, took steps to assure the

the outreach effort was effectively directed toward youth who were in a situation of high-risk delinquency. A gang of youth calling themselves the Black Lords had become well known to be one of the main sources of leadership among youth in the Village. This gang was also held responsible for much of the vandalism and other delinquency in the community. One of the leaders among the Black Lords had previously been active in Boys' Club activities. He and nine other key members of the gang were recruited by the Clubs' leadership to become part of the corps of peer leaders in the Clubs' new outreach program for the Hill. While the opportunity to receive payment for their involvement was clearly an important consideration in their decision to participate, it appears the key staff's credibility with these youth was an even more critical factor.

The ten Black Lords were transported to a training center at a wilderness camp frequently used by the Club for outings. The National Project Director for Boys' Clubs of America assisted the project's staff in providing this group with five days of peer leadership training. From this initial recruitment effort emerged a core group of older boys that has continuously been active since in the peer leadership roles. Their involvement has been critical in establishing and maintaining the project's credibility among Hill youth. The project's subsequent recruitment has been made more effective by the success of that initial effort.

#### The Project's Services

The project's plan was to extend all of the regular services of the Boy's Club to youth from the East Hill Village. Special outreach services were made available at the Village

Community Center as a first step in encouraging youths' participation in Club activities. The special outreach services included:

- o Traditional BCA group clubs:
- o Help a Kid training
- o Youth Effectiveness Training:
- o TEAM, Teens Explore Alcohol Moderation:
- o Junior Leaders
- o Boy Scouts
- o Cub Scouts
- o Campfire Girls
- o Nutrition and Health Education
- o Sex Education
- o EAT, Employment Acquisition Training
- o Counseling
- o Referral services to other agencies
- o Recreation
- o Tutoring
- o Special Events

The traditional group's clubs were Keystone Club and a Torch Club. The core group of older youth in the peer leadership program also formed the core of the Keystone Club. This Club has been very active both with fund raisers and community service projects. Enough money was raised during the first year and one half to allow several members of the Club to attend the National Keystone Conferences. Our interviews with the youngsters confirm that this was a very exciting and motivating experience for them. During the past summer, the Club operated a day care center for Easter Hill Village. This community service was badly needed. By traditional standards, the Club is a very active and successful Keystoning program. The Torch Club, for youth 14 and younger, has been less active though it meets regularly on a weekly basis. This program is organized

as a training experience for Keystoning.

Though the TEAM program is run by an experienced professional hired by the Club expressly for this purpose, the Club's administration discouraged her from developing a highly structured program for this target group. Management's rationale was that a very flexible and individualized approach would be most effective in this instance. As a result, TEAM has been run mainly as a series of "rap groups." It focuses on providing information about alcohol and drug use. The program is aimed toward preparing participants in giving presentations to other groups, but the lack of structure has not facilitated this step thus far. The TEAM instructor has expressed desire to reorganize the program into a more structured series of training sessions to achieve this end.

In addition to the original group of peer leaders, Youth Effectiveness training has been provided to approximately 30 other peer leaders and Keystone Club members. A Club Counselor, who received YET instructor certifying training provided by the Boys' Clubs of America, has provided this training.

Help a Kid is also a standardized training package produced by the Boys' Clubs of America. This training includes six components:

- o Background on BCA program development
- o Junior staff in-service training
- o Values Clarification
- o Human survival training
- o Individual and group activities
- o Professional staff in-service training

The YET training was complimented by providing Help A Kid to the same group.

These training events were regularly scheduled as part of the Club's Junior Leaders' program. Junior leaders are older boys and girls selected as Club peer leaders. The majority (20) of the Junior Leaders were paid for this service to the Club. All training sessions were open to older members of the Club.

Boy Scouts, Cub Scouts, and Campfire Girls programs were initiated as part of cooperative services between the Boys' Club and a coalition of youth service agencies in Richmond. Boys' Club provided staff who were trained and certified by these agencies to organize and lead weekly meetings at the Hill.

The Nutrition and Health Education program was also a cooperative effort between Boys' Club and the 4-H, also a member of the coalition. The Club handled logistics of scheduling semi-monthly meetings. 4-H provided speakers and class instructors. A few classes and "rap sessions" were led by project staff. Typical topics included appropriate diet, dental health, personal grooming, cooking, electrical safety, health screening, including eye and ear, blood pressure, sickle-cell anemia, tuberculosis, and general physical examinations. Health Fairs were sponsored twice during the year by the Club. Numerous community agencies participated in these events providing demonstrations and booths. For example, the Fire Department demonstrated pulmonary resuscitation techniques.

Employment Acquisition Training for youth from the Hill was tailored to their needs for immediate employment. It emphasized

rapid development of job search and acquisition skills. Normally, EAT is a thirteen week course. In this case, it was compressed into an intensive month long program. The effort was directed toward placing youth in jobs as soon as possible. Over 100 youth from the Hill have been placed in jobs as a result of this effort.

The project's counseling services have been made widely available to all youth on the Hill. They have been provided out of the outreach office located there. It has focused on very practical issues confronting the youth. It has not been therapeutic in nature, but has been used as a situational problem solving technique.

Referral services have included virtually every available youth service in Richmond. Through the Coalition, the Club maintained effective relationships permitting its counselors access to those agencies. On a case-by-case basis, they have utilized whatever services were appropriate for each client. Referral has usually been an informal matter, but the counselors have consistently followed up to assure that the services have been received by the client. The follow-up has been done with the client during regular contacts.

Recreation has been provided in two forms. First, the project's Outreach Workers have been required to provide daily recreational options to the project's participants. These options have included table games, softball, gym activities at the Club, etc. Second, approximately once each month a special recreational event has been held. These have included dance contests, holiday parties, and carnivals. The project's peer leaders have always assumed a major responsibility to organize and supervise the recreational events.

Tutoring by the Outreach Workers has been made available to all youth from the Hill. The tutoring has always dealt directly with the youngsters' regularly assigned school work.

Special events that have been conducted by the project include picnics out of town with transportation provided, hot dog dinners, and intramural tournaments; basketball, softball, etc.

It is important to note with regard to all the project's services that each component was reviewed by the peer leaders prior to its implementation and several of them were developed and implemented mainly by the peer leaders. The role has been very active in these regards.

#### Client Participation

The client records maintained by the project enable complete verification of the reported rates of client participation and that the project far surpassed its objectives.

Through the end of April, 1979, the project has served 433 youth from the Hill. 181 of these were classified as marginal members who had only limited previous exposure to the Club's activities. 252 were classified as new members of the Club. They had never before received services from any national youth service organization.

The Boys' Club estimates that there are approximately 600 youth in Easter Hill Village within the target age range of 7 to 18. Most of the project's participants are 15 years or younger. Approximately 130 girls have been involved. Recruit-

ment of girls has not been emphasized by the project because the Richmond Girls' Club is only six blocks distant from the Hill. In the spirit of inter-agency cooperation and coordination girls have been encouraged to join there. However, the project has not "turned away" any girls who have shown an interest in the project's activities.

The project's management plans that the continuing recruitment effort will mainly be the responsibility of the project's peer leaders. Over forty different youngsters have served the project in this capacity. The diversity of this group can be used to strengthen the capacity of the project's recruitment effort by actively involving all the past as well as the present peer leaders. Most of the past peer leaders are still active members of the Keystone Club and are available for this task.

#### Training

The project has provided extensive training to its peer leaders as previously described.

Additionally, one of the Club's counselors has received Instructor Certifying Training from the Boys' Clubs of America in Youth Effectiveness Training.

#### Community Coordination

Through its participation in the Coalition of Youth Services in Richmond, the Boys' Club and particularly the Outreach Project have been instrumental in bringing the services of several youth service agencies onto the Hill. More than a

dozen different agencies that had not previously regularly or actively served the Hill have been incorporated in the Outreach Project's program there.

The cooperation and support that has gone both ways between the Outreach Project and the Housing Authority has been exemplary. The Housing Authority provided space for operation of the project within the Easter Hill Village and has actively been represented on the project's Advisory Committee. In turn, the project has assisted the Authority in gaining both youth and parents' participation in their own programs for the Hill.

CHAPTER FOUR  
ORCUTT BOYS' CLUB PEER LEADERSHIP PROGRAM\*  
BRIDGEPORT, CONNECTICUT

Under subcontract with the Boys' Clubs of America, the Boys' and Girls' Club of Bridgeport, Connecticut operated a juvenile justice demonstration project up to November, 1979. The central theme of the project was to provide predelinquent youth with meaningful experiences as peer leaders and part-time youth aides employed in the Club.

The implicit theory was that many youth teetering on the edge of developing a pattern of delinquency could be redirected toward a more personally and socially productive course by engaging them in a close relationship with the Boys' Club through which their positive capabilities and contributions could be developed and recognized. The social status gained from being a junior with within the Club provided these youngsters with a significant incentive to stay out of trouble and created awareness of new opportunities for future personal development.

The project recruited youth from its target area who had previously been marginal members, using its services only infrequently, or had not previously been affiliated with any national youth service agency. These youth were integrated with the Club's general membership in a range of traditional Boys' Club services. Special outreach efforts and individual screening were used to identify and recruit youth whose behavior and circumstances indicated a significant danger of youth penetrating deeply into the Juvenile Justice System in the near future.

Normally, peer leaders, who served in a variety of junior worker roles within the Club, were selected from amongst the Club's members who on-their-own demonstrated unique leadership capabilities and special willingness to volunteer their time to Club activities. Troubled youth who were recruited into those roles were treated no differently than the other outstanding youth with whom they shared this special status and responsibility.

The project's youth aides served in essentially the same capacity as peer leaders. The only difference was that they were paid a modest stipend and were assigned regular hours of service. This opportunity was partly reserved to be used as an incentive to encourage the participation of youth who were not effectively motivated to volunteer in peer leadership roles. Several sources of funding were used by the Club to create these positions and a mix of youngsters including both troubled youth and the Club's most outstanding members participated.

#### The Target Area

Rates of juvenile crime, school drop outs, and youth unemployment were at an all time high in the City of Bridgeport.

In 1975, the juvenile crime rate approximated six per thousand youth ages 18 and younger and a total of 2,716 complaints against juveniles. Of this number, 1,275 were released with no supportive services because there were no existing programs.

During the period from 1970 through 1975, the official drop out rate for the Bridgeport school system increased steadily from 7.5 percent for the 1970 - 71 school year to 9.3 percent for the 1974-75 school year. An average of 500 students dropped

out annually.

Over the past several years, Bridgeport's unemployment rate remained higher than both Connecticut and particularly the United States as a whole. Overall, the unemployment rate reached a peak level of 13.5 percent. Among youth, of course, this problem was magnified significantly.

The project's target area encompassed a three mile radius about the Orcutt Boys' Club (a branch of the Boys' and Girls' Club of Bridgeport) located in east Bridgeport. This area was among the most economically depressed areas of the city. Approximately five blocks from the Club was located one of the largest public housing projects. The immediate neighborhood around the Club had been designated by HUD as a Neighborhood Strategy Area eligible for special funding for repair and rehabilitation of residences and public buildings. The area was bi-racial, predominantly black and Puerto Rican. In general, all the problems of young people in the City of Bridgeport were magnified in this community.

#### Project Outreach

The project set objectives for the first two years to recruit 200 youth at risk from the target area: 100 youth who had been marginal members, using the Club's services infrequently in the past, and 100 new members who had not previously used the services of any national youth service organization.

During the first year, to assure the youth most in need of the Club's and the project's services were among the youth recruited, the Club mainly utilized its Community Counseling Center in an outreach capacity. The Center, which had been in existence for two years, had an established referral network including schools and the Juvenile Justice System. These

agencies referred youth to the Center who had been identified to need personal counseling services. In turn, when the project began, the Center's staff, after screening each youngster, referred to the Orcutt project those youth from the target area they felt would benefit from the project's services.

Beginning in the second year, with the assignment of a new project director, a direct referral process from the juvenile justice system and the schools was established. The project's new director established personal contacts with the head and several workers in the probation department and several school counselors. This was undertaken because he had perceived that many youth who would benefit from the project were being missed through the previous referral system. These were youth who were not identified as needing personal counseling and were not being referred to the Community Counseling Center.

#### Project Services

The project provided for three levels of participation: regular membership services, peer leadership, and youth aides.

Regular membership services were available to all project participants. Each youngster was interviewed initially by the project director to determine their areas of need and interest. They were then guided toward those regular Club services which were judged as most appropriate.

Several recreational and athletic options: basketball, softball, swimming, weight lifting, wrestling, boxing, soccer, judo, karate, gymnastics and game room activities were regularly available though most were not highly organized.

Educational services that were provided in the first year of the project were organized by the project director who

was certified in the Monterey system of remedial education. This system was highly organized. A prescribed progression of regular classes was held once a week, each Saturday morning, over the course of the year. After this person's resignation from the project, a tutoring program that provided more individual services related temporally to the youths' regular school academic assignments was begun. Tutoring was then provided three days per week and a bilingual (English/Spanish) teacher with extensive remedial education experience was employed to provide this service.

Arts and Crafts classes were provided by a part-time instructor otherwise employed as a commercial artist. These services were focused on each participant's identified capabilities. The instructor attempted to direct participants toward activities which develop skills commercially salable. She also contacted several commercial art businesses and studios with whom she maintained business relationships to establish a network of apprenticeships for graduates of her program at the Club. It was hoped that this would be initiated in the coming year.

Vocational activities that were provided included woodworking, a photography club and a bicycle repair shop. The Club experienced difficulty in retaining regular services of a qualified woodworking instructor, but the 1st two activities had been kept in regular operation through the utilization of peer leaders.

There were, as we have noted, two processes for selecting peer leaders. Some were essentially self-selecting. They were outstanding natural leaders within the Boys' Club. The second process involved identification by the project director of troubled youth who exhibited some basic leadership skills. These youth were approached with an offer and

encouraged to become peer leaders. Initially, they were involved in relatively unthreatening and easy roles under close supervision and support from the project director. Gradually, as they gained experience, confidence and skill, they were involved in more difficult roles, given more autonomy and responsibility, and supervision was relaxed.

The roles peer leaders exercised included:

- o Supervision of the games room
- o Running the "front desk"
- o Group activity leaders
- o Assistance to Club staff in regular programs

It was originally anticipated that peer leaders would also provide peer group counseling. However, this component of the program was never implemented.

The roles assumed by program aides had been essentially the same for those of peer leaders except that they were paid a wage of \$2.50 per hour and were assigned regular working hours and task assignments. These positions were used as incentives to encourage regular participation of troubled youth who could not be motivated to become involved on a voluntary basis as peer leaders.

Each of the peer leaders and program aides also participated in a vocational assessment program conducted by the Club's Community Counseling Center. In this program, young people were evaluated to determine their abilities and skills. Through "work sample evaluation," the youngster's performance of several work related tasks were carefully measured. Variables measured were: neatness, dexterity, ability to follow verbal, written and diagrammatic instruction, spatial ability, measuring ability, and eye-hand coordination, to

mention a few. The evaluation also noted clients' abilities to relate to co-workers, receive instruction, work with a supervisor and how they handled frustrating job situations. Finally, the process included administering a vocational interest inventory to each client. Results of the vocational assessment were reviewed by the project director and an effort was made to use peer leaders and youth aides in roles accentuating their assessed capabilities and interests.

Finally, though it was not a part of the project's plan, the project director, during the second year, provided extensive one-on-one personal counseling to the project's clients.

#### Client Participation

Through the fifth quarter of operations, the project's client records indicated that the project was well ahead of its recruitment objectives. The reported numbers were 175 marginal members and 121 new members for a total of 296.

Because individual client records were not maintained methodically throughout the first year of the project's operations, the reliability of these reports on project intake and services provided during that period cannot be verified completely. The existing evidence tends to support the project's claims, but is simply inadequate for complete verification. Near the beginning of the second year, a more systematic client record system was installed by the new project director at the request of and with the technical assistance from Boys' Club of America. Subsequently, the project's reports of intake and services provided were more verifiable.

By far, the services most frequently provided were those of regular club programming and educational services.

Thirty-six different peer leaders had received vocational evaluation.

Sixty-three different youth had served as youth aides with the length of service ranging from two months to nearly a full year. All of those youngsters received vocational evaluation.

#### Training

The project's most apparent shortcoming was in the area of training. Until recently, there was no concerted effort to organize any regular training program for the youth aides and peer leaders. This compromised the effectiveness of the program components. While functional leadership skills had been developed through the youths' practical experiences while working on assignments in the Club, the absence of a well organized training program resulted in the lack of coherence and inefficiency in the program. A good training program would also have contributed significantly more in establishing a high spirit and morale among the peer leaders and youth aides that would have directly assisted the program's purpose of creating an enhanced sense of personal achievement and opportunity among the participants. It was recommended near the beginning of the second year of the project's operation, that more effort on the part of the project director be given to developing an organized training program for the peer leaders and youth aides and more specifically and intentionally structuring their assignments within the Club. Recently, those needs were addressed. A training program was proposed through which peer leaders and youth aides received eight hours of initial training, two hours each week for four weeks. One session of the training was delivered by the Club's executive director, one by the Orcutt unit director, one by the project director, and one by the staff person in whose division or under whose supervision the youth were primarily assigned.

In preparation of the curriculum the executive director shared concepts with the staff that he had gained during a Youth Effectiveness Trainer's Certification Course provided by the Boys' Clubs of America in Feb. 1978. The training curriculum for peer leaders and youth aides was intended to incorporate many of the YET concepts.

Board training was limited to regular reports on the project's progress made by the executive director.

No training for participants' parent was attempted.

#### Community Coordination

During the first year of the project, very little was attempted in the way of coordination with other community agencies other than those in the immediate Boys' Club network or with whom the Boys' Club already maintained relationships.

The Club's Community Counseling Center, as described earlier, was used both as an outreach/referral agent and to provide vocational assessment to project participants.

For several years, the Club utilized local CETA Youth Employment and Training funds to pay youth aides. These funds were used to create positions for project participants.

For several years, the Club had also cooperated with the local public and private prep schools in a program through which seniors must volunteer 40 hours of work in a community agency. Six or seven youngsters per year performed this service in the Orcutt Club. Among their assignments, these youth served as "big brothers" to younger members of the Club including youngsters participating in the project.

As we explained earlier, beginning the second year, the new project director perceived the need to establish more direct relations between the project, and the Juvenile Justice System and the public schools. Through personal contacts, he created direct referral procedures from the probation department and public school counselors and teachers.

Out of these contacts, an arrangement was also negotiated with the probation department through which probation officers brought small groups of youngsters from the detention centers to the Club once a week to use the Club's recreational facilities. The probation officers organized and supervised activities in which the Club's regular membership also participated.

#### CHAPTER FIVE: FAMILY CENTERED YOUTH DEVELOPMENT PROGRAM SCHENECTADY, NEW YORK

Under subcontract with the Boys' Club of America, the Boys' Club of Schenectady, New York has operated a juvenile justice demonstration project for the past three years. The Family Centered Youth Development Program is better known among youth in Schenectady as "Connections."

Connections began as a referral agency operating with a network of eight youth agencies, but as it became apparent to the project's managers and advisors that the service the project offered was ineffectual in meeting the needs of the project's target group, it was thoroughly reorganized into a multi-direct service program at the beginning of its second year of operations. The project was then focused on three areas of service: employment, education and youth activities. A range of services was provided within each of these categories with strong support from a well organized peer leader program.

Theoretically, the project has been based on two principles:

- o Provision of positive roles for youth through which they can develop a sense of competence and belonging; and
- o Avoidance of negative labeling.

#### The Target Area

Hamilton Hill, the target community for this project, has the highest incidence of youth crime in Schenectady County. At the beginning of this project, over 20% of the Family Court petitions in the county for delinquency and PINS (Persons in Need of Supervision) came from Hamilton Hill.

This community has more than four times the city-wide percent of sub-standard housing, the lowest median income in

the city by almost \$2,000, and over half of the welfare cases of the entire city. The adult unemployment rate is 11.2% and for youth it is 22.5%

#### Project Outreach

The project's outreach objectives were based on the premise that every youngster residing in Hamilton Hill was thereby in a position of high risk of delinquency. The objectives were to recruit 200 youth into the program: 100 who were marginal members of the Club, using its facilities only on an infrequent basis; and 100 who had not previously been members of the Club nor had been affiliated with any other traditional youth serving organizations.

All the project's staff and its peer leaders work actively on-the-street to identify appropriate clients for the project and to recruit their participation. In addition, the inter-agency network within which the project was initially conceived and organized provided the project with an established referral system. Through this network, the schools, the Juvenile Justice System, and many other youth service agencies refer youth to the project whom they have identified as being particularly vulnerable to delinquency or have already engaged in less serious delinquent acts. The network includes: The Carver Comprehensive Community Health Center; the Police Community Service Center; the Probation Department; Family and Child Services; the Community Counseling Services; the Schenectady Community Action Program; and Dr. Martin Luther King Jr. Elementary School; Steinmetz Junior High School; Horace Mann Elementary School; the city of Schenectady Department of School-Community Relations; Family Court of the State of New York; the New York State Division of Youth; and the City-County Youth Bureau.

Between the staff's own outreach and the referral system, the project has unusual capabilities to reach the youth in the target community who are most in need of its services.

#### The Project's Services

As mentioned previously, the project currently provides three categories of services: education, employment, and youth activities.

Employment services include a career exploration program, job development and referral, and field trips to local businesses and service organizations. The career exploration program provides regularly scheduled pre-employment training and site visits at least twice per month. Site visits in the past have been to banks, Department of Social Services, Carver Community Center, WRZB TV and Radio, Gazette Newspaper, St. Clairs Hospital, Union College, the probation department, police department, the Community Action Program, and the General Electric Corporation plant. The site visits involve an explanation of occupation and professions in each place, the training needed for these jobs, an explanation of the process of production, and a realistic report of the job possibilities for the future.

The job development program started in January, 1979 out of the Club's Union Street "Job Junction Office." It was shortly thereafter moved to the Club's Hamilton Hill branch. The program consists of making contacts with local merchants, making presentations to businessmen's and merchants associations, and running newspaper ads all to the point of advising potential employers of the needs for employment among the community's youth.

The project's educational services are organized into a homework assistance program. The principal from Steinmetz Junior High assisted the project director in designing this program early in the second year of the project's operation. The local schools regularly refer youngsters who need help completing their homework. Volunteers from Union and Schenectady Community Colleges provide tutoring from 5:00 to 6:00 Monday through Thursday during the school year. The number of volunteers has ranged from two to five. Teachers have also been involved in the planning and have provided in-class materials for the tutors to use.

The project's youth activities component has relied heavily on peer leaders' involvement. The activities have included: a modern dance class run one each week; a nutrition class run twice each week; daily arts and crafts; publications twice a month of a street newspaper; a modeling class run once each week; and field trips periodically to libraries, colleges, and once to the State Prison for a "scared straight" program.

The peer leaders' contributions to these efforts has been vital. The peer leaders' involvement has, in fact, been among the major successes of the project. All the peer leaders are recruited from the project's target population. They are given two hours of training each day for a week. The training includes values clarification, decision making, first aid, and a brief elementary form of child development. They work five hours each week. In most cases, the peer leaders plan their own activities, but, of course, they must be approved by the project's staff and the peer leaders are required to complete weekly progress and activity reports.

All the project staff also provide one-on-one guidance counseling to clients on an as needed basis.

#### Client Participation

In three years of operation, the project has served 498 youth as verified by its client records. 271 of these clients, had previously been marginal members of the club. 227 were new members who had no previous affiliation.

CHAPTER SIX: NEIGHBORHOOD OUTREACH PROGRAM  
LAS CRUCES, NEW MEXICO

Under subcontract with the Boys' Club of America, the Girls' and Boys' Club of Las Cruces, New Mexico operated a juvenile justice demonstration project for two years ending in November, 1979. The Club's Neighborhood Outreach Program was implemented to provide employment, recreational, guidance, and family supportive services to youth residing in high delinquency neighborhoods in Las Cruces.

The project's main theoretical premise was that juvenile delinquency is largely the product of weakened and disorganized families. The central components of the project that related to this perspective included guidance counseling, family visitations, and regularly scheduled "family nights" intended to encourage productive youth/parent interaction.

The project also stressed the importance of providing high-risk youth with positive roles through which they can develop self-esteem and a sense of being able constructively to contribute to the community. By employing youth in peer leader roles as junior outreach workers, the project intended to provide them with a stake in conforming behavior, something worthwhile that could be lost by engaging in delinquent activities.

Finally, the importance of positive peer group influences was emphasized. By mixing high risk youth with the Club's general membership in regular Club activities, the project exposed them to peer pressures for conforming behavior.

The Target Areas

For the two years preceding the beginning of this project, the delinquency rate in Las Cruces was rising more than 30% per year. Nearly one in five of all teenagers in the community had come into contact with the Juvenile Justice System.

With assistance from the County Probation Department, three areas with high concentrations of juvenile offenders were identified as target areas for the project. These were specified as the "Old Barrio Region" in the eastern part of the city, the "New Barrio Region" on the extreme western edge of the city and "Loma Heights", the northern part of the city. The distance of each of these areas from the Girls' and Boys' Club made youths' participation in Club programs difficult. Each were also described by significantly lower socio-economic indicators as compared to the balance of the community.

Project Outreach

To better apply the Club's capabilities to serve youth from the target areas, the project implemented an outreach program through which services were organized and provided within the boundaries of each target neighborhood. Prior to beginning the project, agreements were sought with the City Parks and Recreation Department, neighborhood churches and the Las Cruces Public Schools to use their facilities as bases for neighborhood operations. The project's staff included three Outreach Specialists and three Youth Outreach Workers who were assigned in teams, one Specialist and one Youth Worker, to conduct outreach activities in each of the three

target neighborhoods. The three youth workers were recruited from the target areas where they were assigned to work.

The outreach effort was begun in January, 1978. The first phase consisted of door-to-door canvassing. This approach was taken because the project's intent was to work with families. This strategy immediately put the project back into contact with parents as well as youngsters and initiated the process of home visitation. During these initial visits, youth and their parents were informed of the neighborhood activities that the project has planned and their participation was encouraged. At the same time, the Club's ongoing program was described and youth were encouraged to participate at the Club as well.

During the outreach effort, priority was placed on identifying and recruiting youth and parents into the program who had not previously been affiliated with the Club or who had participated in its activities only on an infrequent basis in the past. This priority was in accordance with objectives to recruit 100 new and 100 marginal members into the program during the first two years of its operation.

During the Fall of 1978, contacts were also made with the schools in the target areas with the intent of establishing a system through which youth encountering problems at school would be referred to the project. At a critical stage in these efforts, however, a personnel change in the project director's position distracted the outreach workers who had begun this work from its completion and it was never finished.

#### The Project's Services

The original specifications of the services to be provided by

the project was unusually vague. Many of the terms used in the proposal were apparently understood only by the Club's executive director, who had written the proposal virtually on his own. He resigned shortly after the project began. This created a very difficult situation for the project's staff who were continuously troubled throughout the first year of the project's operation translating the vague descriptions of program elements from the proposal into operational components.

During the first year, the national project director from Boys' Clubs of America provided intensive technical assistance to the project. These efforts were mainly aimed at negotiating a new comprehensive set of objectives and program descriptions better understood by the local project operators and therefore more achievable. The progress of this effort was hampered by a series of further major personnel changes within the Club and the project. Despite concentrated attention, the situation deteriorated to the point that the project was placed on probationary status by the Boys' Clubs of America at the end of the first project year. The project was given one list of 50 and another of 12 programmatic and administrative concerns that had to be resolved before the project would be considered in compliance with the contract with Boys' Clubs of America. In addition, Boys' Clubs of America required that the project's work plan for the second contract year be thoroughly revised more accurately to reflect the services the staff were capable of delivering. By the end of April, 1979, progress on these tasks had been judged adequate so the probationary period was terminated. It is important to record that during this period, the project was providing services. The critical programmatic difficulty was in reconciling the project's activities with its plans. The services that were implemented

during the first year and one half included Big Brothers and Big Sisters, neighborhood recreation, peer counseling, family nights, family visitation, Discovery Reading, special events and the development of three group clubs, a Keystone Club, a Torch Club and a Rocket club.

The Big Brothers and Big Sisters program had been ongoing at the Club before the project began. Student volunteers from New Mexico State University provided these services. During the Spring semester of 1978, this program was extended to serve youth recruited from the project's target areas.

The recreation program was run only in the summer of 1978 for three hours, three days per week, in the Loma Heights and the New Barrio Region. The city regularly operated an after school recreation program so the Club's program was curtailed during the school year.

The peer counseling program was implemented by the three Youth Outreach Workers. These youth and the Outreach Specialists had received Help-A-Kid training designed to prepare them effectively to provide informal guidance counseling. Referrals for counseling were largely by parents or self-referrals. The counseling was mostly one-on-one coupled with home visitations. The service was short-term, one or two counseling sessions, and related to resolving specific problem incidents rather than providing long-term therapeutic counseling. It also included holding "rap sessions" periodically to discuss areas of youths' concern and interest. The topics for "rap sessions" included drug and alcohol use and how to manage peer and family conflicts effectively.

The "family nights" were implemented in two sites: at Loma

Heights School; and at Bradley School in the "New Barrio Region". During the school year, these events were held once each week for two hours in the evening. They were organized within cycles of six week programs with four cycles being conducted over the school year. During the summer of 1978, the family nights were held three times each week for three hours each night and continued for an eight week period.

These family night events were organized so that separate activities were available for parents and for youth. Frequently, parents and youth would both participate in a specific program but it would be done separately, first with an adult group and then with a youth group.

The activities provided at the two schools included disco dancing, arts and crafts, English lessons, PET, Belly Dancing, astronomy, drama, macrame and "teen rap" at Loma Heights School and exercise classes, guitar classes, English lessons, arts and crafts, macrame, games room, Discovery Reading, Folk Loricó Dancing, language development and puppetry at Bradley School.

The family night program at Loma Heights was run through May, 1979 and at Bradley School through April, 1979. At that time they were curtailed and a new format developed that was implemented at the Girls' and Boys' Club Center. The new format included joint participation of parents and youth in the same activities. It was clear that the previous format did not accomplish the goal of facilitating productive parent/youth interaction.

Family visitations were conducted by all the project's staff. These visits were made primarily in relation to specific problems that arose for youth who were clients of the program. They

were mostly informative in nature, intended to make parents more aware of their children's problems and of what they, the Club and other organizations in the community, could do to help. The staff emphasized that they also try frequently to make visits "on a positive note" not just when problems arise.

Discovery Reading combined remedial reading and general academic tutoring. It was provided only in the summer at Loma Heights and Bradley School. A small number of referrals for this service were received from the schools but mostly the participants were recruited by the outreach workers.

At least one Friday night dance was held at the Club each month throughout the course of the project.

The project staff identified the organization of group clubs as being among their most positive achievements. Ten to fifteen teenagers from the target areas regularly participated in the Keystone Club which was structured to each participants leadership and decision-making skills. The Club met weekly. Its activities included fund raisers such as car washes, candy and bake sales, and raffles. The funds from these events were used to support the Club's community services projects and group activities. The Club helped to coach and officiate in the Boys' Club basketball league, assisted with the annual VFW poppy sale, and at Thanksgiving in 1978, they packaged and delivered over sixty baskets of food for needy families in the community. The members' individual contributions to fund raising activities were also tracked with a point system. From the money they helped raise, three members paid all the costs of their attendance to the National Keystone Conference in Houston, Texas in 1978 and six members paid to attend the 1979 conference in San Diego, California.

Torch Club involved about fifteen youngsters 9 to 13 years old. It was patterned after the Keystone Club concept. Their activities included numerous educational field trips and community service activities such as cleaning up litter in the city parks. They also conducted fund raisers during which they were responsible to manage all the money effectively. Their meetings were held twice a week and operated strictly by parliamentary procedure. The Club's leader, one of the Outreach Specialists, described her intent as using the Club to help the members develop independence and responsibility.

The Rocket Club was among the project's most popular activities. The Club averaged active participation of about eighteen youngsters. The Club capitalized on the participants' interests in building and flying model rockets to involve them in a course of instruction including aeronautics, elementary meteorology, understanding the solar system and safety requirements relating to rocketry. The Club met once each week.

The core of the project's employment component was the Youth Outreach Worker positions. The original project design had three such positions for continuous part-time employment at minimum wage. However, during the first year, because all three positions were not filled continuously, a surplus of funds in this category accrued. This surplus was used primarily in the summer of 1978 to hire several other youth on a short-term "odd job" basis. Altogether, in the first year, ten youngsters were employed with their tenures varying from two weeks to the full year.

Early in the second year of the project, the design of the employment component was modified so a large number of youngsters could be served. The three junior worker positions were limited to six weeks of employment. A more structured training process

was also begun. The training included three hours in job skills training, two to four hours of orientation to the Girls' and Boys' Club and to the project, and Youth Effectiveness Training which was provided weekly throughout the course of their employment. Each participant worked a total of sixty hours and was paid minimum wage. It was planned that twenty youngsters would be employed during the second project year with this format.

#### The Project's Staff

The project's design called for a full-time project director, three part-time Outreach Specialists and three Youth Outreach Workers also part-time. The Outreach Specialists were not paid from the Boys' Clubs of America budget. They were work-study students from New Mexico State University. The University paid 80% of their salaries and the Girls' and Boys' Club paid 20%.

As we noted earlier, the development of the project was hampered by continuing turnover of key staff of the Club and the project. Through the end of April, 1979, the Club had five different regular and interim Executive Directors and the project had three different Project Directors and for several months at the beginning it had none.

The original proposal for the project was written by the Club's Executive Director in the Fall of 1977. The project began in November of that year. In January, 1978, that Executive Director resigned.

From January, 1978 until June, 1978, the Club was operated by

a part-time interim Executive Director. This person was also responsible until April, 1978 to give leadership to the project.

The first Project Director was hired in April, 1978. To compound the problems inherent in this situation, the staff of the project also observed that this person's lack of familiarity with Boys' Club's programs, policies, and procedures further complicated the problems of getting the project on schedule with its work plan.

In June, 1978, the Club hired a new Executive Director.

Shortly after the new Executive Director had come on board, the Project Director resigned in August, 1978. Immediately another Director was appointed. The staff of the project observed that neither of the two senior staff at the Club, the Executive Director and the Project Director, gave sufficient guidance to the project during this critical period.

In January, 1979, both the Executive Director and the Project Director resigned. Immediately, the Club appointed a new Project Director and an interim Executive. Both these persons were recruited from the existing staff, a fact that helped minimize the disruption of this transition. But, these changes took place while the project was on probationary status. This situation placed a heavy burden on the new senior staff to remedy the most pressing of the project's difficulties quickly. The first two months of their tenure was consumed with simply reestablishing the project's regular status. It was not until late in the Spring of 1979 that these issues were resolved and these persons could turn their attention fully to the actual operation of the project.

Finally, in late April, 1979, the Club hired a new permanent Executive Director. Shortly after her appointment, several new issues regarding the project's operations were raised during a visit by the National Project Director and the Project Monitor for OJJDP/LEAA. These issues pressed her immediately into additional major reorganizations of the project. At the same time, proposals for a possible third year of funding were requested and she began work on that task. As a result of the lack of continuing leadership, the project had continuously existed in a transition situation. The progress that had been made can largely be credited to the stability of the rest of the project staff. The unfortunate consequences of the turnover in leadership showed themselves mostly in the absence of a clear record of program development. The project's staff reported that they had continued, for the most part, providing the same services to project clients since the project began. Until near the end of the second year, however, their efforts had been almost entirely self-directed and as such they had not been well coordinated nor well focused toward the project's specific objectives.

#### Client Participation

During the first year of operations, inadequate direction was given to the project staff to insure appropriate records were established of the clients served and the services delivered. In response to requirements placed on the project during its probationary period by the Boys' Club of America, a more sufficient client records system was installed early in the second year. For all practical purposes, however, the record of precisely how many clients were served and of the services provided during the first year was lost.

Records verified by the evaluator indicated that 109 new members were served by the project and 76 marginal members. Because the records for the first year were lost, these figures are regarded as conservative estimates of the number of clients.

#### Training

The project's training activities were mostly designed to prepare the Outreach Workers and Youth Workers better to perform their counseling functions.

Early in the Spring of 1978, the three Outreach Workers and the three Youth Workers participated in Help-A-Kid Training. Help-A-Kid is a packaged program distributed by the Boys' Club of America that is designed to assist in providing informal guidance counseling to youngsters.

In the early Fall of 1978, a four hour long "carousel training" was held in cooperation with the Southwest Mental Health Association and Students Incorporated. This training event emphasized communications, stress control and job development. First Aid training was provided to all the Club's staff by the Red Cross.

A two hour long seminar on Alcohol and Substance Abuse was held in May, 1979 by the Southwest Mental Health Association. During that month, the same agency also ran seminars for the Club in Stress and Anger Management and Communications.

In late February, 1979, the Program Director for the Club attended the Youth Effectiveness Training workshops held by the Boys' Club of America. She was consequently certified as an instructor in the training method. Application of this

new capability to the project was held for a few months due to the cost of appropriate training materials. Near the end of the second year she began a series of weekly training sessions in YET for both staff and youth. While the purpose was not strictly to provide training to the Club's board, the National Director from the Boys' Clubs of America met with the board and its representatives on several occasions to explain the objectives of the national program to discuss the project's progress. These meetings contributed substantially to increasing the board's understanding of delinquency prevention strategies and their involvement in the operations of the Las Cruces project.

#### Community Coordination

As mentioned just previously, the project was the recipient of training provided by the Southwest Mental Health Association and Students Incorporated.

The project cooperated extensively with People Ole', a Mexican American community service organization, in implementing the family nights program. However, this relationship was not entirely congenial. At the beginning of the project, a misunderstanding arose because People Ole' expected to receive substantial direct funding from the contract with the Boys' Clubs of America. Apparently this situation evolved out of early negotiations of the Club's Executive Director with that organization when the original proposal was being written. His departure resulted in a period of difficulty for the project because the relationship had to be completely renegotiated.

Cooperation with the public schools made it possible for the project to use the Loma Heights and Bradley Schools as sites for the family nights program.

Early in the second project year, People Ole' removed their support of the family nights program at Bradley School. The local Parent Teachers Association began running these events. The developing relationship with the project staff who were also involved in these events were found to be so unsatisfactory to the Boys' Club that their participation was soon withdrawn. The problem was that the PTA expected that the Boys' Club was responsible for providing supervision for all youngsters attending the events including very young children.

It is especially important to note that no effective relationships were ever established with organizations within one of the target areas, the "Old Barrio Region". Therefore, none of the neighborhood services of the project were implemented in that area.

#### Discussion and Recommendations

The Neighborhood Outreach Program in Las Cruces began under extremely difficult circumstances. At the very beginning of the first project year, effective implementation of the project was complicated by five facts: first, confusion existed between the Girls' and Boys' Club and People Ole', the organization with whom they were to cooperate in conducting family nights in one of the target areas, about whom was to be the recipient of the funding from the Boys' Club of America; second, the original proposal was vague in its description of program elements and even used terms that were not well understood by the project's staff; third, shortly after the project began, the Club's Executive Director who had been the recipient

of the funding from the Boys' Club of America; and who had been the principle author of the proposal resigned; fourth, no Project Director was hired until almost six months after the project was funded; and finally, no effective relationships had been established in one of the target areas with other organizations whose cooperation was necessary to implement neighborhood operations. Any one of these problems by itself would have probably been sufficient cause for the project's development to lag. Their combined effects delayed start-up altogether for four months and their lingering effects slowed development throughout the entire first year. Although the national project staff from the Boys' Club of America became intensively involved in providing technical assistance almost from the start of the first year, the effectiveness of their efforts were continually compromised by the project's lack of stable leadership. During the first year, three different persons held the Executive Director's position and the project had two different Directors. Whatever gains were made during consultation with one person were soon lost again.

The project's problems during the first year were compounded by its lack of accountability for clients served and services delivered. No routine procedures for maintaining client records were established.

At the end of the first year, the project was placed on probation by the Boys' Club of America and extensive lists of specific programmatic and administrative criteria for reestablishment of regular status were issued to the Club and its

board. At this point, the board became intimately involved with the project. The proposal for the project's second year was primarily written by the board's President with assistance from a local consultant. Before the probationary period ended, both the Club's Executive Director and the Project Director resigned. The interim Executive and the new Project Director, who were both recruited from existing staff, were then assigned the task of compliance with the criteria for regaining regular status and rewriting the project's workplan to reflect realistic and achievable objectives for the second year. These tasks consumed their attentions until late April when the probation was finally lifted. At this point, the project was substantially in compliance with its new workplan. Shortly after the probation was terminated, two subsequent events returned the project to a transition status. A new Executive Director was hired almost immediately. In May, a monitoring visit was paid to the project by the National Project Director and the Project Director from the OJJDP/LEAA. During these meetings, a major concern with the project's operations was recorded. The family nights program in the Loma Heights area had been operating out of the Loma Heights School which was located in the neighborhood so it served primarily an upper middle class population. A lower socio-economic population resided on the lower southwestern edge of the target area, but these youth did not attend nor were they attracted to the project's events at the Loma Heights School. It appeared that the project was not structured in this instance to serve the neighborhood's high risk youth. This was a concern which the project's staff had previously discussed, but their attention had been distracted from the problem by the more pressing difficulties through which the project had recently been coping.

The project's staff had already become concerned about the format of the family nights program at Loma Heights which did not

engage parents and their children in joint activities. In that regard, it was hardly at all related to the program's goal.

Concurrently, problems had arisen with the family nights program at Bradley School where the PTA had taken over operations from People Ole'. The PTA was making demands on the project for materials and supplies and tasks which were not part of the project's role in supporting these events.

All these facts combined to encourage the project to revise its family nights program. A new format including joint parent/youth activities was begun near the end of the second year with meetings being held once a week at the Girls' and Boys' Club.

Through the continuous turmoil that characterized the project's history, continuity and commitment among the body of the project's staff made it possible for services to continue and avoided the complete disintegration of the effort. During the second year the project also benefitted from more stable and dedicated leadership. Even during this period, however, the project's accomplishments were compromised by further reorganization of the program.

As a result of the developmental difficulties the project encountered in Las Cruces, it was decided by the Boys' Club of America not to recommend a third year of funding. So, the project was discontinued in November, 1979.

CHAPTER SEVEN  
LIFE SKILLS SOCIALIZATION, TREATMENT, REMEDIATION  
ASBURY PARK, NEW JERSEY

Under subcontract with the Boys' Club of America, the Monmouth Boys' Club of Asbury Park, New Jersey operated a juvenile justice demonstration project for two years ending November, 1979. The Life Skills Socialization, Treatment, and Remediation Project was essentially a group counseling program for pre-delinquent youth. Operating this program out the the Boys' Club potentially had two advantages: one, it established an opportunity to mingle troubled youth with more well adjusted youth in the Club's regular membership; and two, it capitalized on the Boys' Club affiliation to avoid identification of the project as a mental health or "shrink program" which would discourage youths' participation.

The project coordinated its services to clients closely with other key service providers and families. The project's root assumption was that effective remediation of youths' problem behavior requires a coherent and complementary effort among all the main support systems that bear influence on the youngster. Families, school, peers, and, in this case, the Boys' Club, and the project need consistently and uniformly to encourage and reward behavior patterns that are personally and socially productive and discourage behaviors that are maladjustive.

The Target Area

At one time, Asbury Park was a thriving holiday resort area. The decline of that industry throughout the late 1950's and

1960's created a massive unemployment problem in that community. The City's black population was particularly hard hit. In 1970, this and several coincidental facts breeding social unrest within the black community erupted in riots during which whole blocks of the black ghetto were razed and out of which, in general, most of that community emerged desolated. Since then, things have changed little except to remove the debris. The people are still there and so are all the problems.

At the beginning of this project, the most recently available statistics, showed the crime rate in Asbury Park soaring at 12,930 per 100,000 population. The rate among juveniles was slightly higher than that for adults and the rate for the black community around the Boys' Club was the most extreme of all.

According to a study completed in 1977 by the National Education Association, Asbury Park schools ranked twelfth in the nation in per capita suspensions. Correspondingly, the rate of school drop out was exceptionally high.

There are several public housing projects located within the black community. The majority of this community's families are recipients of public welfare and can only afford publically subsidized housing. A few of the housing units are well kept. Most of these are church sponsored. Of the rest, most are tolerably maintained but there remains a large number that are simply not conceivably inhabitable for human beings. The worst are in a complex called Boston Way for which there is no reasonable solution except demolition.

In sum, the project's description of this target area as one in which anomie and few legitimate means for achieving socially

approved goals exist is accurate but an extreme understatement in relation to the reality of the pervasive criminogenic influences in this community.

#### Project Outreach

To identify and involve youngsters from this community in the counseling program who had not yet but appeared to be on the edge of getting into serious trouble with the juvenile justice system, the project relied mainly on a network of referral agents within the schools, the juvenile justice system itself, and other youth service agencies in the community. These relationships were established at the beginning of the project by the project director's personal contact. This process was facilitated somewhat by the project's affiliation with the Boys' Club and with the Children's Psychiatric Center both of which were known and highly regarded agencies in the community.

The project's mode of operation, which had stressed working jointly with other key service providers on a continuing basis, assured that this network of referral agents became more organized over time.

The project director's own field work in the community was also extensive. He became recognized among his peers from other agencies and within the community itself as an on-the-spot resource as familiar with the community and the people through his street work as any service provider in the City. From these efforts, he personally recruited many participants to the project.

The project's outreach objectives were to recruit 200 youth into the Boys' Club during the first two years of operation. One hundred of these were to be marginal members of the Club whose participation in Club programs and activities was infrequent. The remaining 100 were to be new members who had not previously been affiliated with any national youth service agencies. These 200 youth were to be involved on a continuing basis in on-going regular activities with the Club.

From among the 200 recruits to the Club, the project director was to identify 20 each year who needed the group counseling services: 10 aged 10 to 12; and 10 aged 13 through 16.

#### Project's Services

The project followed a fairly structured outline for the group counseling component. Two groups were run, one for younger clients and one for older clients, two times each week after school hours from 3:00-7:00. The program for each group included appropriate recreation and socialization facilitating activities with guided interaction from 3:00-5:00 p.m., group discussion focused on developing abilities dealing with teachers, parents and each other from 5:00-6:00 p.m., and remediation activities related to the basics of reading and arithmetic until 7:00 p.m. Based on appropriate testing, approximately half the participants from both groups were scheduled for regular remedial tutoring services held after school on Fridays.

To assure provision of professional quality counseling services to these groups, qualifications for the project director's position included a Masters Degree in either Counseling

or Social Work. The project's affiliation with the Children's Psychiatric Center was utilized to aid recruitment of a recent MSW into this position.

Those youth who were recruited by the project but were not involved in the counseling groups received an orientation to the Club and its programs and encouragement to pursue those activities of individual interest to them. These included games room activities, pocket pool, ping pong, etc., and various periodically scheduled athletic and recreational activities such as basketball, swimming, and boxing.

A peer leadership component was connected to the older boys' counseling group. Beginning with four youngsters but later reducing the number to two peer leaders, these youth were used in roles approximating big brothers for participants in the younger boys' counseling group. They assisted the younger boys in becoming involved in the recreational activities and generally to mix in with the regular members and activities of the Club.

#### Client Participation

Prior to the evaluator's third site visit to Asbury Park, a decision was reached within the BCA not to recommend that site for an additional year of funding. In consultation with the National Project Director, the Principle Investigator determined not to make another visit. The number reported below does not therefore include all of this project's activities through the full second year.

At the end of the first project year, the project was virtually right on target for recruitment of both new and marginal members. The numbers were 56 and 47 respectively. Of the total of 103 youth, 54 of them had been involved in the counseling groups.

The project's records system was exceptionally complete permitting verification of all these reported numbers.

Two problem areas relating to client participation were noted early on in the first year by the project staff themselves. The project had encountered difficulty recruiting and maintaining the interest of older youth in the 13 to 16 age group. This was related to the Club's policy of closing during the prime hours of 4:30-6:00 p.m., the infrequently scheduled availability of vital Club resources such as the gym and swimming pool, and to the absence in the Club's program of organized group activities including Keystone and Torch Clubs. The project's advisory committee made recommendations to the Club's administration and board regarding these matters near the end of the first year of project operation. At the time of our last site visit, these problems had not been solved.

#### Training

In the area of Club Board, staff, and parents training, very little was attempted by this project.

The Club's Board received periodic briefing from the executive director on the project's progress.

Parents are frequently contacted by the project's staff and their cooperation and active involvement in the therapeutic process is facilitated, but no formal organization of training for this group was attempted.

#### Community Coordination

Maintaining communication and consultation with other agencies also relating to the project's clients was recognized as a vital ingredient for the project's success. As was mentioned earlier, ongoing personal contacts were maintained with personnel in the schools, the juvenile justice system, and other community youth service agencies both to assure a proper flow of referrals to the project and to coordinate all these persons' services around the needs of the individual client.

Formally, the project itself was a collaboration. The project operated under subcontract from the Boys' Club by the Childrens' Psychiatric Center. The Center provided professional monitoring of the project's plans and activities. The Club provided physical space for the project, day-by-day supervision, and staff support in the form of a CETA employee. The main rationale for this collaboration was explained earlier; through the association of the professional services of the Center with the Boys' Club, those services could be extended in a non-stigmatizing manner to youth in the project's target area.

#### Discussion and Recommendations

The collaborative arrangement through which this project was implemented characterized a strategy of operation that is not a unique occurrence within the Monmouth Boys' Club. Over the past several years, several special projects have been operated out of the Clubs' facility. For four years prior to this project, the Club had operated a major multi-faceted youth service agency providing counseling, police/community relations, and street work through funding from SLEAP, New Jersey's State Planning Agency for Criminal Justice. At the same time this

project was operating, the Club housed a temporary shelter facility for status offenders also funded by SLEAP and a "detention school" supported by the local public schools.

BCA's planning for the third year of the National Project on Juvenile Justice focused the Project's efforts towards models that utilized traditional Boys' Club services. The "special project" approach implemented in Asbury Park was not selected for continuing funding in the third year for that reason.

CHAPTER EIGHT: OUTREACH YOUTH DEVELOPMENT PROGRAM  
BINGHAMTON, NEW YORK

Under subcontract with the Boys' Clubs of America, the Boys' Club and Girls' Club of Binghamton, New York has operated a juvenile justice demonstration project for the past three years. The Outreach Youth Development Program is based on the assumption that delinquency can be prevented by providing youth who are at risk with services that increase their employment capabilities and opportunities. The theory upon which this assumption is based stresses the importance of work experience as means through which youths' feelings of personal competence, self-esteem and legitimate social membership can be developed. These factors are regarded as being more important than the monetary reward in terms of impacting on youths' delinquent behavior.

The project has experimented with various programs of work experience finally settling on the current format in which participants receive 20 hours of pre-employment and designated skills training, then perform 30 hours of service in the Boys' Club or another community service agency. After completing the work experience, participants are assisted in securing continuing employment.

A scholarship system is designed to encourage participants' completion of the program rather than just working periodically when they need a little spending money. For each hour of training they attend, participants are credited with \$2.00 against their total scholarship of \$100.00. At the end of the 20 hours of training, 75% of the credits accrued are given to the training graduate. Twenty-five

percent of the credits are reserved until the 30 hours of service are completed.

#### The Target Area

The project is aimed at serving youth who reside within high delinquency neighborhoods and are placed in a situation of especially high risk as a result.

The target areas are the first, sixth, and eleventh wards of Binghamton. When the project began, these neighborhoods had significantly higher rates of unemployment and families on public assistance and lower average family incomes, educational achievement levels, and percentage of intact two parent families compared to the rest of the city and county. According to official statistics, these areas had delinquency and PINS (Persons in Need of Supervision) rates approximately double the average of the whole city which was several times the average for the county. They accounted for more than 60% of all the city's official delinquency and more than a third of the PINS cases.

#### Project Outreach

The Outreach Program of the Boys' Club and Girls' Club was initiated in 1975 in response to increasing community concern that few youngsters from the target areas were involved in the programs and services that existed for youth in Binghamton. This program placed paraprofessional outreach street workers, one within each neighborhood to develop neighborhood-based services and activities and make appropriate referrals of neighborhood youth to the city's youth service agencies.

Coordination between the Outreach Program and the Youth Development Program was assured by placing both programs under the same director. The outreach workers refer youngsters to the Youth Development Program who have needs and interests to obtain work related skills and are minimally involved with traditional "growth" institutions. Youth who are out of school, whether drop-outs or graduates, are prime targets of the outreach efforts. Youth who are chronic truants or have had minor brushes with the police, contact but no official record, are also specially targeted.

The project's outreach objectives were to recruit 200 youth from these target neighborhoods during the first two years of project operations. One hundred of these were to be marginal members of the Club, participating infrequently in Club programs and activities. The remaining 100 were to be new Club members who had not previously been affiliated with any traditional youth service agencies. During the third year, the project's objective was to recruit 100 more youth.

The Cooperative Extension of Broome County which operates a 4-H Youth Development Center in the target area and shared space with the Boys' Club outreach satellite office in the first ward also has been a major referral agent to the Youth Development Program. The 4-H Youth Development Center enjoys a high degree of credibility among youth in the neighborhood. It has been in the position to identify many youngsters for whom the project's services are most appropriate and has used its credibility to lend assistance recruiting these youth.

A number of other agencies have also referred youth to the project although these have represented only a small percentage of total referrals. These agencies included: the schools, the Juvenile Aid Bureau of the Sheriff's Department,

the New York State Division of Urban Homes, Catholic Youth Organization, and the New York State Employment Service.

Of course, many participants in the project have been self-referrals especially since the scholarship program has been initiated.

#### The Project's Services

During the first year of its operation, the project was organized very differently than it is now. Originally, the project was designed to provide a longer period of work experience for a much smaller group of youth. During the first year, 13 Youth Aides worked part-time, 10 to 15 hours per week, for 26 weeks. During the first six weeks, they would receive training including pre-employment skills such as how to complete a job application or interview for a job. They would complete their work experience on job assignments in various agencies. Typical Youth Aide assignments included assisting outreach workers, assisting in pre-school, and serving on youth advisory committees within the community.

The original design also included the project involving 71 youth in a volunteer youth aide program. These participants were to receive the same training and perform the same work experience roles as paid youth aides, but it was expected they would do so strictly on a voluntary basis.

Several problems were encountered with the original plan. The project's staff felt the Youth Aide program too greatly limited the number of youth the project was able significantly to involve. Participants in the volunteer program were not very active. The project also encountered a high rate of drop-out within the Youth Aide Program itself. It was concluded that a 26 week commitment was unrealistic for 16 year olds. At the end of the first year, it was decided to revise the project's design thoroughly.

The revised project design was explained at the beginning of this report. It provides for a uniform pre-employment training component of 20 hours and a service component of 30 hours. It also implements a special scholarship system through which a bonus is paid to youth who complete the entire program. This system has the advantages of involving a much larger number of youth and more effectively encouraging youth to fulfill their commitment.

The revised project design also has some disadvantages. The major one of the project staff identified was the shortened period of work experience does not adequately meet the employment needs of the older out-of-school youth whose needs relate to more skills training and longer term employment. During screening, these youth are identified and are generally provided individual job counseling and placement services. They are rarely recruited into the pre-employment training program.

#### Client Participation

During the first year of project operations, inadequate client records were kept to verify the project's reports on clients served and services delivered. This was in large part due to the assignment of this responsibility to part-time CETA employees who failed to demonstrate sufficient commitment or appreciation of the importance of this task. The project's management has also pointed to a history of inconsistent and non-specific guidelines and requirements for reporting and record keeping placed upon the project as being partially responsible for the problems encountered in the first year.

The reports from the first year indicate the project was ahead of schedule for recruitment of new members for the project, but had a very slight short-fall in recruitment of marginal members. The reported numbers were 135 and 48 respectively for a total of 183.

Overall, the project far ahead of schedule for recruitment and services provided, however, the absence of complete documentation made it necessary that these reports be regarded with appropriate caution and explanation.

These problems were remedied at the beginning of the second year with assignment of the record keeping to the project's new Youth Employment Coordinator. All reports submitted since November, 1978 are verifiable by inspection of the project's clients records. They show 186 youth have participated in the project during the period hence. 93 of them have been new Club members and 93 have been marginal Club members. During this period, 86 youth were also placed in unsubsidized employment.

#### Community Coordination

The project has worked closely with the Cooperative Extension relying on that agency both as a source of referral and as a work experience station for program participants.

The New York State Employment Service has been used similarly. All project participants are screened to determine their CETA eligibility. Those eligible are, of course, referred.

Many other youth service agencies, the schools, and the Juvenile Aid Bureau are also used as referral sources. Early in the first year of the project, the project director made contact with the schools attempting to gain access to lists of frequent truants and drop-outs. Unfortunately, this access was denied on the argument that this action would violate confidentiality provisions under which the schools are bound.

The list of agencies with whom the project currently maintains routine contact to locate continuing placements for project "graduates" and youth who receive individual job counseling numbers over thirty. This contact is maintained methodically.

## CHAPTER NINE: F.U.T.U.R.E. PROJECT

### WACO, TEXAS

Under subcontract with the Boys' Clubs of America, the Boys' Club of Waco, Texas has operated a juvenile justice demonstration project for two years ending in November, 1979. Project FUTURE, Further Understanding Through Use of Recreation and Education, its purpose was to make the Boys' Club program available to youngsters who were not previously served adequately by the Club or other youth service providers and provide them opportunities to become meaningfully involved in planning and implementing the activities in which they participated.

The project's plan was to provide bus service to transport youngsters from high risk delinquency target neighborhoods to the Club and organize them into numerous small group clubs that would plan their own annual calendar of events involving specific educational, cultural, social and recreational activities.

#### The Target Areas

The target neighborhoods selected for the project were three low rent housing projects and the immediate surrounding areas. The three housing project's are known as Primrose Drive Apartments, South Terrace and Pecan Garden Apartments. The last two areas were selected because a large number of families residing therein had previously lived very near to the Boys' Club but had relocated as a result of urban renewal programs. These families were now separated from the Club by several miles and major physical obstacles, namely Brazos River and an interstate highway. The housing projects were located in census tracts identified by the Waco Police Department as high juvenile crime areas. It was expected that recruitment of youth from these neighborhoods would appropriately address the Boys' Clubs of America's guidelines requiring an emphasis on involving marginal members of the

Boys' Club in the project and the delinquency risk factor and would be facilitated by the Boys' Club's own reputation among many of the families. The first area, Primrose Drive Apartments, was designated a target area because of its close proximity to Pecan Gardens. Though very few appropriate target youth resided there, it seemed illogical to the project staff not to include it on the bus route. No other youth service agencies provided substantial services to youth in these target areas.

#### Project Outreach

The project established extremely ambitious objectives at the outset to recruit 400 youngsters from the target areas into the project during the first two years of operations. Two hundred of these were to be new Club members who had not previously been affiliated with the Club and 200 were to be marginally members who had participated on an infrequent basis in Club activities in the past.

The project's plan called for a Project Innovator (Director) and two Outreach Recruiters part-time. All these persons were to be involved in "street-work" type recruiting in the target areas. In actuality, one of the recruiter positions was used to hire a bus driver so there were only two persons engaged in the outreach effort. The Club has attempted to maintain a person in the active recruiter position who resides in target areas.

Providing regular daily bus service to and from the Club supports the outreach effort. A range from 30 to 60 youngsters have been observed to ride the bus daily.

Interviews with the present project innovator and recruiter suggest that the recruitment process has proceeded through networks of interpersonal relationships, the recruiter

recruits friends who recruit friends, and so on. Mira's evaluator has brought to the Club's attention that sole reliance on this process seriously risks missing hard-to-reach segments of the target population.

#### The Project's Services

The project's original plan to organize participants into a series of small group clubs has never been fully implemented. Presently, there is only one clearly identifiable organized group which involves members in peer leadership, Life in Teens training in a Keystone Club. This group involves approximately 15 to 20 fairly regular participants at any one time. The balance of the youngsters who ride the bus from the target areas mainly participate in the Club's games room and gym activities.

Peer leaders are recruited from among all the project's participants by the project innovator. The innovator offers this opportunity to youngsters who either show unusual native leadership abilities or are "withdrawn" and do not participate actively. Their assignments mostly involve supervising younger Club members in games room and gym activities. Their assignments are flexible, adapting to the Club's schedule of activities rather than on the basis of regular continuing assignments. They are paid a minimum wage stipend for their part-time service.

Until recently, peer training has been organized very informally. It included a brief one-on-one orientation by the project innovator at the time of recruitment and weekly peer leader meetings during which problems were discussed. The need to strengthen this training component was stressed during Mira's first site visit. Subsequently, consultation was

provided by the Assistant National Project Director from Boys' Clubs of America. An eight week training schedule with weekly sessions was developed which heavily emphasizes Youth Effectiveness Training.

Life in Teens is a commercially packaged training program focusing on developing positive mental attitudes, self-image, self-esteem, self-motivation, self-discipline, self-determination, creative leadership, personal grooming and manners, academic success, family living, pride, personal goals and effective speaking. It is highly structured system of professional training, written materials, audio tapes and visual aids developed by the Self Motivation Institute. SMI has contributed all the training materials required to implement this program in the Club and one of SMI's professional trainers has volunteered his time to conduct the series of weekly workshops.

Two groups of youngsters have gone through this training experience. The first training program began right at the end of the first project year with 18 participants. Of these, drop-out was very heavy. Only four youth completed the program. The second training program has just been completed. The "graduation" rate was much improved. Of 20 youngsters who began the course, 12 completed the entire training experience.

The FUTURE Keystone Club was organized in February, 1979. Its activities are traditional Keystone events such as fund raisers and community service projects. The club is required to meet at least once a month although they will frequently meet as often as two or three times in a week when organizing an activity. This spring, the club has held two successful fund raising events. The core membership of each of these group activities, peer leadership, Life in Teens training,

and the Keystone Club, is composed of a single group of youngsters. This small group are the primary beneficiaries of the project's services.

#### The Project's Staff

As we previously mentioned, the project was designed around a staff consisting of a project innovator (director) and two part-time recruiters. One of the recruiter positions has essentially been used to employ as bus driver, however.

A continually nagging problem has been encountered in personnel turn-over in the recruiter positions. It appears simply that the part-time salary has been insufficient to maintain the employment of those persons who have been hired. The project's most serious personnel problem, however, involved the competency of the first project innovator who was hired and directed the project throughout its first year. This person reportedly failed to perform any of his reporting obligations (reports to the BCA during this period were written by the Club's executive director), rebelled against supervision of his activities by the Club's executive director, largely ignored the project's plan of work and even appears to have generated a large number of phony client recruitment and service records. At the end of the project's first year, largely on account of the lack of accountability of the project due to his negligence, the project was placed on probationary status by the Boys' Clubs of America. Shortly thereafter, he was asked to resign his position.

At the end of the first innovators' tenure, virtually none of the project's planned components were operated in any organized fashion.

For a period of two to three months during the probationary status, the project was without an innovator. The recruitment process for a replacement was prolonged by the fact that one person who was selected and processed for hiring withdrew his name just before actually going to work. The Club then repeated the recruitment process a second time. Finally, a new innovator was hired in March, 1979. The rapid organization of the project since that time has been commendable.

#### Client Participation

During the period of the project's probation, the executive director of the Club undertook a thorough investigation to verify client records that had been generated during the first year. He found a substantial number that were not verifiable by contact with the actual client, or tracing of addresses and telephone numbers. In short, they seemed phony. Additionally, virtually no accurate records existed of the services that had been delivered.

Among the second innovator's first major tasks was the creation of an adequate client records system. The product of the effort has been examined carefully by the Mira evaluator and was found to be adequate. Accurate and verifiable records therefore exist for the second year but the record of the first year is known to be unreliable.

From the beginning of the second year, the project has recruited 187 participants. 112 of these have been "new" and 75 have been "marginal" members of the Club. For this period, recruitment was ahead of quota although for the entire project, recruitment figures lagged far behind schedule because so much ground was lost when the first year's records were found to be unreliable.

#### Training

The training component of this project has not been emphasized. We previously mentioned that this had been an area of weakness in the peer leadership program. In late February, 1979, however, the Club sent one of its Unit Directors to the Youth Effectiveness Training Workshop held by the Boys' Clubs of America. He was certified as a trainer in the method. After Mira had pointed out his weakness in the project, consultation was given by the Assistant National Project Director through which a plan to use the YET capability in strengthening peer leadership training was approved. Although, the YET certified trainer has since left the employ of the Club, he has agreed to lend continuing assistance to the execution of this plan.

Because of the difficulties through which the project has passed, the Club's board has become extensively involved in the operations of the FUTURE project and have met on several issues with the National Project Director from the Boys' Clubs of America. These events have contributed significantly to increasing awareness and understanding among the board of delinquency prevention strategies.

#### Community Coordination

The FUTURE project has operated completely autonomously. It has neither received many referrals from nor made them to other agencies. It has not attempted extensively to integrate any of its programming with that of other local youth service agencies with the exception of CETA through which the project was able to place several of its participants in summer jobs.

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