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AN EVALUATION OF THE IMPACTS OF FIVE JUVENILE

DELINQUENCY PREVENTION/DIVERSION PROGRAMS

84209

Prepared for Metropolitan Dade
County's Office of Community
Development Coordination,
Dr. Ernie Martin, Director

by the Program Unit,
Metropolitan Dade County
Department of Human Resources,
Aileen R. Lotz, Director

Dr. Katherine Flynn, Unit Director
Warren J. Rose, Supervisor
Antonia Gary/Noel Poyntz, Evaluators

in conjunction with
The Office of the Dade-Miami
Criminal Justice Council,
Dr. Jeffrey M. Silbert, Director

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CONTENTS

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Abbreviations

FY - Fiscal Year

LEAA - Law Enforcement Assistance Administration

CD - Community Development

YMCA - Young Men's Christian Association

OLCPP - Opa Locka Crime Prevention Program

461 - State of Florida Juvenile Justice System Contact Records

GED - General Educational Development Testing Service

CJC - Dade-Miami Criminal Justice Council

"Y" - The YMCA

DMI - Dade Marine Institute

CPCPY - Contacts (with juvenile justice system) Per Client Per Year

ACKNOWLEDGEMENTS

List of Tables and Exhibits

I. INTRODUCTION

The impact evaluation report of juvenile delinquency prevention programs is the result of a six-month analysis of five such programs monitored by the Dade-Miami Criminal Justice Council for the Dade County Office of Community Development Coordination. The five programs, located in the Opa Locka, Allapattah, Wynwood, Coconut Grove, and Perrine Community Development target areas are on-going services for the reduction of juvenile delinquency and provide youth with recreational, educational, and in some instances, employment services.

The phenomena of delinquency and delinquency prevention are difficult to fully comprehend because it is almost impossible to accurately account for and adequately describe the numbers of juveniles who are involved in some way in the juvenile justice system. These difficulties are due to several factors, including among them the limiting and discriminating nature of official reporting methods, hidden delinquency undetected and unreported, and the diversity and dissimilarity of delinquent acts, which range from truancy to felonies. These together, make accurate reporting an impossibility.

Juveniles commit delinquent acts, not crimes, or are the victims of such acts; for instance, abuse or neglect. In all such instances, young people are treated within the parens patriae[1] jurisdiction of the courts. Many juveniles who get into trouble, however, never reach the jurisdiction of the courts, and it is commonplace for police agencies to routinely dismiss 35% - 50% of the juveniles they come into contact with, without further involvement in the juvenile system. Nonetheless, many of these young people who have any contact with the system have a need for supervision, rehabilitation, or assistance of some kind in order to develop normally.

Some indication of the dimensions of the problem of delinquency is possible from those state statistics that are available. In District XI, (Dade and Monroe Counties), 45.3% of all persons arrested are juveniles.[2] In District XI, this figure represented 5,005 juveniles who entered the system through the Florida Department of Health and Rehabilitative Services' Single Intake Office in the first three months of 1979. Of these 5,005 young people, 1,530 were victims of abuse or neglect; 1,030 were alleged to have committed status offenses, such as running away from home, and 2,445 were charged with delinquent acts.

The picture is similarly dramatic throughout the entire state of Florida. In FY 1977-78, in addition to cases of abuse, neglect, runaways, truancy, and other status offenses, 107,743 youngsters entered the juvenile justice system. Of this number, 10.0% were charged with "crimes against persons", of which almost half involved assault; more than half of the total referrals (52.6%) were for crimes against property including burglary, petty larceny, and retail theft; a third (32.5%) were classified as being charged with "victimless crimes" such as marijuana offenses (6.5%), traffic violations (5.7%), and misdemeanors (6.9%). During the same period, 166 juveniles were charged with murder or manslaughter.[3]

Nationally, the picture of delinquency is no better. National statistics show the incidence of juvenile offenses far outstripping the rate of increase in adult crime, with juvenile arrests increasing 138% between 1966 and 1974. The same period saw a 254% increase of juveniles charged with the four violent index crimes of murder, robbery, rape, and aggravated assault.[4]

The current treatment of juveniles by the criminal justice system, in contrast to the traditional methods of institutionalization, comprises a significant number

of community based services. In Florida in 1969, for example, 97% of sentenced youth were committed to training schools, with the remaining 3% being committed to community based programs. In the first six months of 1978, the commitment population was divided almost equally between state training schools (51.4%) and community based programs (48.2%).[5]

The hoped-for effects of such efforts notwithstanding, it is generally believed that in addition to rehabilitation or supervision, the most effective means of controlling delinquency is through prevention strategies. Prevention strategies cannot await the large scale social reforms that are assumed to be appropriate for holding delinquency in check, but must forthwith entail specific efforts aimed at those factors which are now viewed as being causative of, or contributing to, juvenile delinquency in the community.

Nationwide, few prevention efforts have shown demonstrable results and most delinquency prevention theories lack empirical evidence. It is appropriate, therefore, that crime prevention programs be subjected to critical review or evaluation if there is to exist the possibility of eliminating false directions or of formulating some basis or general plan for the on-going future development of such programs.

The funding and policy decisions of the Dade-Miami Criminal Justice Council and the Office of Community Development Coordination (in relation to juvenile delinquency prevention efforts) should be guided by the best knowledge available. The purpose of these impact studies is to provide policy-makers, decision-makers and program staff with a sensitizing framework which will hopefully allow for the clarification of assumptions underlying the programs, and to contribute to an open and thorough discussion of the services provided by the programs.

Perhaps the most central underlying assumption is that of "prevention". In common use, however, it is not consistently or clearly defined, being variously used to mean keeping a youth from: a) committing a first delinquent act, b) coming into initial contact with the juvenile justice system, c) committing any _more_ delinquent acts, d) having any more contacts with the juvenile justice system, or, e) becoming heavily or seriously delinquent.

In this report, the word 'prevention' is used in two senses. For analytic purposes, it is used only in cases in which a youth has not yet committed a delinquent act or has not yet had any contacts with the juvenile justice system. Once a youth has committed an act or had such a contact, we speak of _reduction_. The second sense in which 'prevention' is used is more general, in conjunction with presentation and discussion of a youth development model (the sensitizing framework that evolves out of this study). We speak of the provision of adult role models and experiences for the youth as at least indirectly reducing or preventing delinquency in the long run.

I. FOOTNOTES

1. The doctrine of _parens patriae_ holds that the right of parental control is natural but not _inalienable_, and where parents are incompetent or corrupt, the state can intervene in place of the parents, when the property or person of the child is jeopardized.

2. _State Report- Information on the Florida Juvenile Justice System, Intake through Aftercare_. Prepared by the Department of Health and Rehabilitative Services- PDYS- PDYSD, January, 1979.

3. _Delinquency State of Florida- Evaluation of Intake Detention Practices and Detention Services_. The Department of Health and Rehabilitative Services- YSPO, Planning Coordination Unit, October, 1978.

4. U.S. Department of Justice, Law Enforcement Assistance Administration, "Diversion of Youth from the Juvenile Justice System", April, 1976, p. 1.

5. Op. cit., _Evaluation of Intake Detention Practices and Detention Services_.

II. METHODOLOGY

The basic approach being taken with respect to the evaluation of Community Development social service programs is what is being called Program/Impact Evaluation. The focus of this effort is to determine what effect or impact a program has had, primarily on the recipients of the services but also on any others (e.g., families of clients, other agencies, or the community at large) and to assess the worth or value of those effects. The purposes of these evaluations are: (1) to provide a firmer foundation for the funding and program modification decisions that are to be made with respect to these projects; (2) to facilitate better program planning; and (3) to be able to prepare more appropriate contract specifications.

Impact evaluations of social service programs face a number of problems. A methodologically "pure" impact evaluation, designed to account for all the possible variables in a quantiative way, if even possible, would be beyond the budget limitations of most organizations. Social programs often aim at improved "quality of life" for the client, an important but very nebulous criterion. Such service-oriented enterprises frequently produce somewhat intangible and indivisible products that are difficult to numerically measure. Proper impact evaluation is facilitated when a rational planning model has been used that understands that research and evaluation functions merge with planning functions. Unfortunately, many programs are not planned with eventual evaluation in mind. Revelant data is often not kept, and changing conditions of clients are not recorded.

One of the most difficult aspects of these evaluations is to attempt to demonstrate that any changed condition in a client's life can be attributed to the program rather than to other intervening causes, as control groups are generally not

possible, especially when the evaluation is conducted "after the fact".

It seems possible, in spite of all these constraints, to achieve a balance between rigorous clinical methods and a simple reporting of impressions, and to arrive at a reliable assessment of program impact. It is a practical application of the spirit of evaluation research, using traditional techniques where methodologically justified and possible.

The three basic activities involved are: (1) Personal Interviews, (2) Data Search and Analysis, and (3) Program Analysis.

Because documentation in project files is sometimes limited, the testimony of those familiar with and involved in the program is very important. Interview responses, however, have to be used with caution. Project clients can say what they think the evaluator "needs to hear" to protect "their" program. However, when statements are repeated, from a variety of people, in sufficient numbers, one gets the sense you can have more confidence about the objective reality being described. Added weight can be given when, for example, statements repeatedly made by clients are corroborated by those who are not involved in the project and would have nothing to gain from a positive (or negative) evaluation.

The central focus of the analysis is a scrutiny of the Problem-Service-Outcome "logic" that attempts to substantiate the validity of the program's services as related both to the original condition (problem or need) and the anticipated changed condition (outcome or impact). This approach, it is hoped, will permit a meaningful evaluation of a program's impact and be of genuine service. In any case, evaluation always must be more than a tabulation of numbers which, however important, can tell only a partial, and sometimes misleading, story of a program's worth.

Steps in the Evaluation of Five Juvenile Justice Prevention Projects

(1) **Search of the Literature**

The search of the literature relating to juvenile crime prevention was performed at the following resource centers:

University of Miami Library

Florida International University

Barry College Library

Dade County Public Library

South Florida Criminal Justice Institute

Additional insights into the phenomenon of juvenile delinquency in the Dade County area were obtained through conferences with a variety of experts in the specialties of criminology and adolescent psychology.

(2) **Familiarity with the Projects**

The contracts and files of the Miami-Dade Criminal Justice Planning Council monitors provided the evaluators with initial information about the programs. Additionally, observation of the programs' services were obtained through staff interviews, site visits, and interviews with clients.

(3) **Data Search**

Where possible, client files were randomly examined at all the projects and the demographic and presenting characteristics of the clients of each program were noted. Random samples of former clients of all the programs were also taken and the State of Florida 461 files searched for evidence of recidivism after treatment.

(4) Personal Interviews

With the assistance of five interviewers, current clients of the programs were interviewed for their opinions and perceptions. A sample of clients on probation but not involved in these programs was also surveyed. Personnel from sponsoring and referring agencies, such as other community agencies and schools, were also questioned.

(5) Evaluation Design

The preliminary evaluation design comprised the following elements:

A. A random selection of twenty (20) current clients from each program to be tested with respect to their perception of their own self-dysfunction, delinquent behavior, the law, and the programs that they were clients of.

B. A survey of all program staff for documentation of their perceptions of the operation and impact of the programs.

C. A survey (open-ended) of the personnel of sponsoring and other agencies within the particular communities, that have frequent contact with the programs in question.

D. A search of the State of Florida Department of Health and Rehabilitative Services' 461 files for notations indicating additional contacts of clients following their termination from the five programs, indicating recidivism after treatment.

E. A test of the perceptions of clients involved in traditional juvenile probation programs in relation to program satisfaction, self-dysfunction, behavior, and attitudes toward the law, for purposes of a profile comparison with subjects of the programs under evaluation.

(6) Evaluation Techniques

The methodology utilized by this evaluation comprised . four types of survey or information gathering techniques:

a. Client-worker interrelationship scale

This schedule consisted of a 16-item questionnaire utilizing a five point scale for each question. The items used were taken from a relationship questionnaire (Truax, 1963) which totaled 141 items in all. The items selected for inclusion in this evaluation are believed to be representative of those variables which have proven significant in effecting positive changes in behavior of clients undergoing counseling.

Research on the therapeutic process in its variety of forms should address the influence of the therapist or program worker. Whatever the title of this person, he or she is the formal, active, agent of change. Truax, et al., (1967) have identified three variables of worker effort that appear to be positively related to client change and which seem to be cogent to most theoretical models of therapy or supervision. They are: genuineness, denoting a person who is authentic, non-defensive, and non-phony; non-possessive warmth, indicating the ability of the therapist to be valuing, accepting, and non-threatening to the client; and accurate empathic understanding, or the ability of the worker to understand the client.

Data accumulated on the use of such questionnaires to measure client-worker interaction suggests that the technique is valuable when used with juvenile delinquents and clients in vocational rehabilitation.

b. Social Dysfunction Rating Scale

The Social Dysfunction Rating Scale (SDRS),(Linn,et al., 1968), was originally developed as a research instrument and contains 21 ordered category rating scales. Each scale represents a relatively discrete area identified as significant by other research. The SDRS draws heavily on the variables of personal satisfaction, self-fulfillment, and to a lesser extent social role performance.

The scale is thought to be well suited for a variety of research purposes, either as an independent measure of social dysfunction or for the assessment of treatment change.

Since delinquency can also be appropriately conceptualized as the coping by youngsters with personal, interpersonal, or geographic environments considered to be maladaptive, the SDRS was used by the evaluators to assess the coping ability of program clients in relation to these environments.

c. Youth Self-Report Techniques

Investigators engaged in delinquency research have more and more frequently turned to the use of self-report techniques in their efforts to obtain measures of past delinquent behavior (Clark and Wenninger, 1962; Dentler and Monroe, 1961; Hardt, 1968). Such a procedural direction is an attempt on the part of these researchers to minimize the biases traditionally associated with the identification of young people as delinquents.

In spite of some minimal problems related to the operation of self-report instruments, it appears that such devices are "sufficiently sensitive" for use in juvenile justice research (Hardt, 1977). Erickson (1977) based his high estimated validity for self-report questionnaires on the evidence from his own long-range studies of junior high school students. Liska (1974) concluded that much of the criticism against self-report methodologies lacks empirical substantiation.

The self-report questions for this evaluation comprised four areas of investigation: (1) what is important to the clients; (2) the clients' self-reported behavior over the last two months; (3) the clients' opinion of the seriousness of such behavior; and (4) the attitude of clients toward the law, and the number of times they were arrested or warned by the police.

The questionnaire items used in the evaluation relating to these areas were drawn from self-report schedules published by the National Demonstration Program for the Deinstitutionalization of Status Offenders, University of Southern California, and other self-report materials compiled by Erickson, University of Arizona, for studies of junior high school students.

Comparison Group

No control group, per se, was used in this study, although the clients in each of the programs in effect served as their own pre-post control. A sample of youths on probation to the Dade Marine Institute was used as a "comparison" group in the general sense of offering yet another point of reference, an added perspective, and not as a statistical control group.

III. OVERVIEW OF THE LITERATURE

The reaction of society to crime, with its resulting laws and services, reflect its conception of the nature and etiology of criminal activity. Until the 1960's, the American criminal justice tradition attended almost exclusively to the person of the individual offender. Nowadays, society is more cognizant of crime, at least in part, as a symptom of its own inequity and disorganization.

This became especially true in reference to juveniles after the publication in 1955 of Albert Cohen's Delinquent Boys.[1] Cohen's work described how lower class boys were becoming delinquent because they could neither survive in middle class schools nor measure up to other middle class standards.

Earlier, at the turn of the century, the concept of "juvenile delinquent" was used to convey the notion that juveniles should not be treated by the criminal justice system as though they were responsible adults, but be subject to a punishment or treatment under a parens patria doctrine, which was essentially "rehabilitative". However, it was not long before the label of "juvenile delinquent" became to be recognized as just another professional euphemism for a bad kid.[2]

One of the actions resulting from the 1967 President's Commission on Law Enforcement and administration was the creation of a network of Youth Services Bureaus as a community alternative to institutionalization. By 1972, led by Massachusetts, which had "emptied" all of its state schools, almost half the major states had reduced their institutionalized juvenile population by half, in favor of community treatment.[3] Currently, while some young people are tried in adult court in particular instances, as recently happened in Miami,[4] the great majority of juveniles within the justice system are managed as a special category and are not subject to treatment as adults.

The community, in addition to being the focus of treatment for delinquent juveniles, is also a barometer of the standards of tolerance toward youth crime. Community tolerance can be measured by the rate at which parents, neighbors, teachers, and police decide to invoke the "formal process of law" after noticing acts of delinquency. Likewise, because every community has a delinquency problem to some extent, the level and type of treatment for juveniles within a given community is also a reflection of the relative strength of the community's institutional networks (the family, the church, and similar organizations). Coates, et al., (1978) concluded that the higher the levels of delinquency acts reported, the greater the level of anomie that existed within such communities.

Of course, nearly all juveniles are "at risk" of being labeled delinquent because of their natural propensity towards acts and behaviors that are classed as status offenses.[6] Behavior such as waywardness, ungovernableness, truancy, and the like, are not criminal offenses for adults, but they do constitute categories of behavior for which juveniles may be taken into custody, even though they may never result in arrest or adjudication. The use of youth self-report techniques has resulted in evidence suggesting that 90 percent or more of all juveniles commit offenses for which they could have been adjudicated delinquent. Persistent and grave violation of the law, however, is the experience of a minority. Violent and serious crimes are usually committed by youth who begin careers of crime with violence, in contrast to those youth who are engaged in acts of truancy, for example.[7]

The phenomenon of delinquency is dependent upon official reports. However, official measures of delinquency reflect differential rates of apprehension, disposition by the police, and adjudication by the courts. Regardless of such differences within official records, as the 1976 LEAA Report highlights, the statistics point to a severe juvenile crime problem in the inner cities. The report also suggests that

the designation of "inner city" is not only an urban phenomenon, but is applicable to some rural areas typified by low socio-economic statistical indices signifying high infant mortality, unemployment, substandard housing, general physical deterioration, and low family income.[8]

In other research, Meade (1973) found that being Black, low social class, educational failure, family description, maleness and older age were all variables which related to serious delinquency. Also noted in Meade's and Arnold's (1971) report were findings that members of some minority groups (Mexican Americans and Blacks) are more likely to have their offenses brought before a juvenile court judge than members of the majority.[9]

Treatment Approaches

A major liability of the juvenile justice system to date is its "inability to demonstrate that the persons who passed through its door have been helped."[10] Moreover, there appears to be no single approach which has been consistently and demonstrably successful in preventing juvenile delinquency, though the literature is rich with theories, studies and descriptive attempts to demonstrate the myriad causes and cures of the phenomenon of youth crime. However, the effectiveness of juvenile community treatment programs to date has proven difficult to demonstrate with any measure of scientific credibility. For example, Berleman and Steinburn (1969) cited controlled studies of five major community prevention projects that were no more effective in reducing delinquency than no service at all; Gemignani (1972) found that 50% of subjects in diversion programs evaluated by him would not have been processed further by the juvenile justice system if the projects had not existed. In general, the literature is at best contradictory about the effectiveness of juvenile diversion efforts, and a major portion of the writings examined

by the evaluators was extensive in its criticism of the quality of most studies which claimed to demonstrate the effectiveness of community juvenile criminal justice programs.

In view of this lack of any substantive support for the effectiveness of such community efforts, the continuing development of such operations and programs are now defended on <u>humanitarian grounds alone</u>.[11] Such community efforts are viewed as mitigating the undesirable effects of the traditional juvenile justice system, such as negative labeling and personal alienation.

Concomitantly, there does appear to be agreement among theorists and practitioners that delinquency results when juveniles are kept from acceptable vocational and social roles. Consequently, it may be <u>assumed</u> that effective delinquency prevention measures must comprise opportunities which provide youngsters with experiences which are believed to be integral to normal human social development.

In general, the juvenile justice literature[12] advocates for the incorporation of the following characteristics in program efforts of whatever design specifications and composition, as seeming to be most hopeful of results:

a. possessing a client-centered rather than a problem-centered approach,

b. providing clients with valuing-active roles rather than roles of passive service recipients,

c. affording participants a sense of belongingness,

d. assisting clients to achieve a sense of competence and usefulness,

e. permitting voluntary membership, and

f. conferring legitimate identity through sponsorship by formal institutions within the community.

With reference to prevention/diversion programs, it should also be noted that
Scarppitti and Lundrum (1978) and also published analyses by the John F. Kennedy
Center for Research on Education and Human Development (1975) have concluded that
traditional forms of treatment such as casework, groupwork, and community organi-
zation, are generally ineffective in either preventing or reducing juvenile delin-
quency and consequently should be used advisedly.

It is not surprising therefore, that the present major undertaking within the
juvenile justice system is the complete diversion of juveniles from the system.
According to Bullington, et al., such a program direction is based on three beliefs:
(1) diverted youngsters are less likely than institutionalized youth to persist in
delinquent careers; (2) the benefits of current practices within the juvenile
justice system are disproportionately more likely to be bestowed on white or afflu-
ent youth; and (3) social services from community agencies are purchased by many
offenders now diverted from the system; these should be augmented and publicly
subsidized to meet the needs of a new class of diverted youngsters.[13]   Bullington,
et al., however, feel that there is little evidence to support these suppositions
with the possible exception of differential treatment based on race and income.

The strategy of diversion is supported equivocally in the literature reviewed by
these evaluators. Some authors view the strategy as "dangerously ambiguous," ...
"unattainable", and possibly "incompatible with concepts of due process and funda-
mental fairness".[14]   Diversion efforts, it is argued, divert juveniles to other
programs and not from the system altogether. Gibbons and Blake (1975), reviewing
several evaluations of diversion programs, concluded that such programs effected
a "widening of the nets" by diverting those to the system, albeit in the community,
who would normally not have been retained within the system, and who now frequently
constitute the caseload of diversion programs. In other words, as was noted on

page 14, many youth are now kept in the system who would not otherwise have been
involved.

In sum, diversion refers to either short-cutting the system or a strategy of com-
plete non-intervention. Smith (1973) even suggests that diversion is a new label
for an old practice by which police, schools, and citizens often by-passed the
justice system entirely.

A final preliminary consideration essential to either the development or the
evaluation of juvenile crime programs, must be the element of maturity. Warren
Netherlan, Director of the Division of Juvenile Rehabilitation for the State of
Washington focused on the issue vividly when he stated: "as far as I can tell,
there is nothing that any part of the criminal justice system does that affects
crime rates. The thing we (in the juvenile justice system) have going for us
more than anything else is maturity. A lot of credit we take for programs would
probably happen if we did nothing."[15]

The importance of maturity as a variable to be considered is highlighted by sta-
tistics indicating that more than half of the juveniles contacted by police in
reference to some juvenile offense are not contacted a second time.[16]   Additionally,
other research in this area supports the position of the LEAA that, "natural
maturation, positive changes in delinquency, occur independent of experience in
prevention programs or from any programmatic intervention."

The following pages contain descriptive statistical and analytical information
about five programs that are broadly defined as juvenile prevention/diversion
activities. The findings and statements of the above reviewed literature will be
relied upon as a framework within which evaluative statements will be drawn, under
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IV. DESCRIPTION OF PROJECTS

The Community Development Block Grant special revenue-sharing program, under the authority of the Housing and Community Development Act of 1974, was targeted to eighteen designated areas of Dade County. Although intended primarily as a physical improvement program, the 1974 legislation permitted limited social services, and, accordingly, a number of prevention programs were developed in these target areas to address the problem of juvenile delinquency.

The five programs selected for this impact evaluation were designated by joint agreement of the Dade County Office of Community Development Coordination and the Dade-Miami Criminal Justice Council.

The five CD programs are almost as far-ranging as the County boundaries, from Opa-Locka in the north, to Perrine in the south. The programs serve clients who are primarily male (77.6%), ranging in age from 8-32, some of whom have been charged with virtually every form of delinquency (short of manslaughter).

The target areas differ in character, though it is not always obvious. Some of these differences are reflected in the following demographic profile. The data was collected as a sample (20-30%) of the current client roster at each program during April, 1979.

Table 1

OVERALL PROFILE STATISTICS

1. AGE: Range 8-32 years
   Median 15.5 years

2. SEX: Female 22 (22.4%)
   Male 76 (77.6%)

3. RACE: Black 76 (78.4%)
   Hispanic 18 (18.6%)
   White 3 (3.1%)

4. FAMILY SIZE: Range 2-14 members
   Median 4.45 members

5. LEVEL OF EDUCATION: Median 8.56 grade.

PROFILE OF CLIENTS BY VARIABLE AND TARGET AREA

Table 2   AGE

AREA	N	RANGE	MEDIAN	MEAN
Coconut Grove	17	11-18	14.33	14.52
Allapattah	20	8-15	11.25	11.4
Perrine	20	14-19	16.6	16.4
Opa Locka	19	13-32	15.68	16.26
Wynwood	19	11-23	16.8	16.6
OVERALL	95	8-32	15.52	15.03

Table 3   SEX

AREA	N	MALE	FEMALE
Coconut Grove	18	94.5%	5.6%
Allapattah	20	100.0%	-0-
Perrine	20	45.0%	55.0%
Opa Locka	20	80.0%	20.0%
Wynwood	*	70.0%	25.0%
OVERALL	98	77.6%	21.4%

COCONUT GROVE CRIME PREVENTION PROGRAM

Coconut Grove is one of the oldest settlements in Dade County, and is rich in history, culture, and crime. The Coconut Grove Crime Prevention Project is located within a target area that is less than ½ mile (290 acres) in size, and is located primarily within the city of Miami. The target area lies south of the FEC Railroad, east of LeJune Road, north of Marler Avenue, and west of McDonald Street (See Map 1).

The target area is particularly poor. A recent (1978) CD household survey reveals that 90.0% of the residents are renters, and 70.6% of them reported incomes below $4,899, (compared to 47.1% of all CD surveyed target area renters). Likewise, 21.8% of the homeowners reported incomes between $3,000 and $6,799, compared to 19.8% of all CD homeowners surveyed.

According to CD reports, there were 5,326 persons residing in the target area in 1975; 77% Black, 5% Latin, and 18% non-Latin White. However, the 1978 household survey indicates that the target area is comprised of 95.5% Black, 2.4% Latin, and 2.0% non-Latin White. Additionally, the survey revealed that 30.3% of the population is between the ages of 6 and 19.

Problems Addressed by the Project:

The project was initiated in 1974 by target area residents, who were responding to the "higher than average" crime rate for this very small urban area. It is noted in the first year contract that arrests for breaking and entering and other "strong armed offenses" of 10-17 year olds were higher in Coconut Grove than in any other part of the city of Miami.

Table 4

RACE

AREA	N	BLACK	HISPANIC	WHITE
Coconut Grove	18	100.0%	-0-	-0-
Allapattah	20	100.0%	-0-	-0-
Perrine	*	100.0%	-0-	-0-
Opa Locka	19	100.0%	-0-	-0-
Wynwood	20	20.0%	75.0%	5.0%
OVERALL	97	78.4%	18.6%	3.1%

FAMILY SIZE

Table 5

AREA	N	RANGE	MEDIAN	MEAN
Coconut Grove	18	2-9	3.21	3.88
Allapattah	*			
Perrine	*	2-11	5.5	6.45
Opa Locka	18	2-13	3.25	4.33
Wynwood	18	3-11	5.7	5.83
OVERALL	75	2-13	4.45	5.13

LEVEL OF EDUCATION

Table 6

| AREA	N	RANGE	MEDIAN	MEAN
Coconut Grove	18	4-11	7.5	7.38
Allapattah	18	2-9	5.00	5.05
Perrine	*	7-12	9.83	9.75
Opa Locka	16	7-12	9.00	9.06
Wynwood	18	2-12	9.5	8.6
OVERALL	90	2-12	8.56	7.8

Program Description:

The Coconut Grove Crime Prevention Program's major focus is on youth who have been adjudicated delinquent after having committed at least one major criminal offense. The project attempts to engage these clients in an active decision-making role by providing a stipend ($2.50 per hour) as one primary incentive to full participation in the program's activities. The client population is therefore kept deliberately small (30-50) so that most, if not all, of the youth can participate as members of the Youth Advisory Council at one time or another (12-15 do so at any one time). This Council is the decision-making body, and the positions are rotated periodically. One of the main functions of the Advisory Council is to plan program activities for the general client population, and particularly for the 'associate' members. Since the advisory council members are paid for their leadership roles, the remaining enrollees (15-35) are paid for their participation in group meetings, as committee members, and for their engagement in general activities. The 'associates' are a group of non-adjudicated youth who 'match' the client group in just about every characteristic except known delinquency. The 'associates' participate in all of the functions of the project except counseling; and they are ineligible for stipends.

Stated Goals and Objectives of the Project

The Coconut Grove Crime Prevention Program has been under contract to C.D. since 1974. Since that time, the project has remained essentially the same in its overall goals and objectives.

MAP 1.
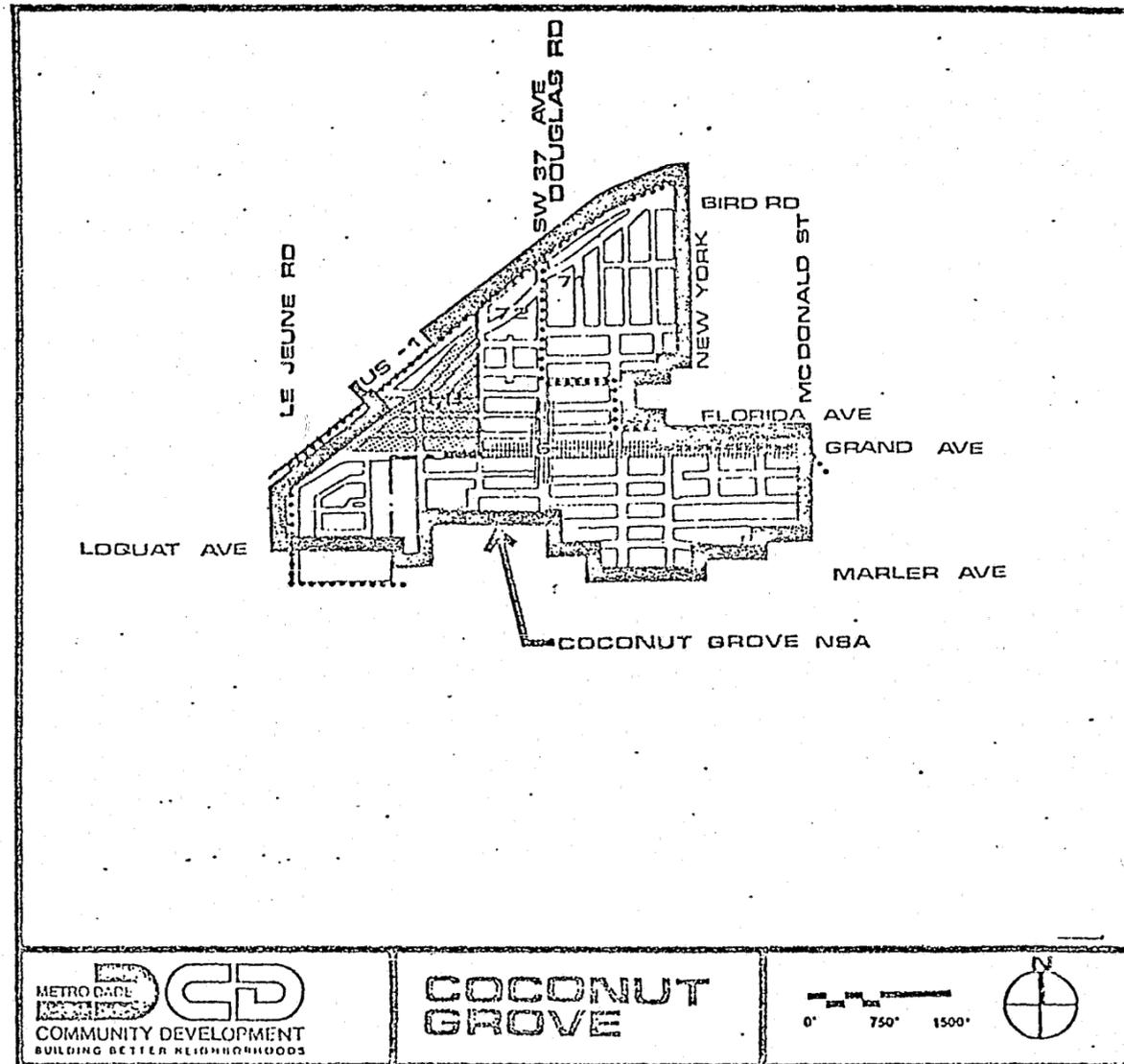
Participation in this process is part of the requirements for receiving a stipend. Client motivation in the program is therefore dependent on the pay incentive. The contract notes the fact that the program is dependent on a high intensity of participation by the clients, and that the program would be doomed to failure without this level of youth involvement.

The recreation component is primarily composed of indoor activities, such as table tennis, billards and other table-top games. A library of popular paperback books, including Roots, Readers Digest and others, is shelved against one wall of the facility. Recreational dancing is scheduled during the weekends, and the general hours of operation are appropriate for the drop-in center milieu. The program operates weekdays from 9 a.m. to 9 p.m., and 10:30 a.m. to 7:30 p.m. on Saturdays.

One of the other important services that the project provides is a follow-up with the attendance personnel at the public schools where clients are enrolled. The intent of this effort is to keep clients in school as long as possible (under a system of monitoring) in an attempt to discourage dropping out. A weekly (and, in some cases, daily) record of school attendance is obtained for each client.

Staffing:

At the time of the evaluation, there were four staff at the project including the director, secretary and one counselor as full-time employees, and a part-time outreach worker. The director has been with the agency since 1977, and has had ten years experience as a provider of human services. Ms. Dunn, the director, does not have any direct client supervisory functions, but she was quite familiar with all of the participants in the program, and appears on their behalf during hearings before the juvenile justice court system.

Goal:

The project's stated goal for fiscal year 1978-79 is to attempt to directly impact the anti-social behavior of 30-50 youth from the Coconut Grove area who have been involved in criminal activities.

Services:

Project services, as described in the contract and by the Director, include the following: (1) maintaining a youth center; (2) providing intensive group and individual counseling; (3) providing recreational activities, including crafts and field trips; and (4) maintaining a referral and follow-up system to include schools and criminal justice officials. The first component is the backbone of the project, and is housed in a facility that has all the accouterments of a drop-in center -- jukebox, billiardtable, table top games, snack bar, etc. Except for an occasional field trip, the bulk of this program's activities are located within one large room. It is a youth-oriented place, for not only did the clients 'decorate' the facility, but all of the maintenance, program sched-uling and monitoring of the equipment usage is done by the clients. There are numerous signs posted which state rules and regulations; these are self-policing tactics and the youth are responsible to one another for not violating these sanctions. There is no evidence of vandalism, and on all of the visits by the evaluators, there was an easy atmosphere of unspoken control within the room.

Counseling is non-clinical, for while the Director is the only staff member who is qualified to provide professional counseling, she does not maintain any direct counselor/client supervision. Counseling is an interactive process during which the clients participate in rap sessions, providing peer feedback.

ALLAPATTAH CRIME PREVENTION PROGRAM

The Allapattah target area, once known to the earlier settlers as the Allapattah Prairie, is now a highly urbanized commercial and industrial area surrounding an enclave of residences. The area,which was once a pasture,now suffers from a lack of greenery and open space,and from such environmental deficiencies as water and noise pollution.

The entire Allapattah target area is more than four square miles in size and appears on the map (Map 2) almost as a triangle bounded by the Airport Expressway (State Road 112) on the north, the I-95 (North-South Expressway) on the east, and the Miami River.

In the C.D. household survey, 18.7% of the Allapattah homeowners reported incomes between $3,000 and $6,799, and 37.3% of the renters reported incomes below $4,899. The same ranges were reported by 19.8% and 47.1% respectively, for all the C.D. residents surveyed.

An earlier report (the 1970 census) showed 29% of all housing in the area to be overcrowded,and,at that time, 9% of all the housing stock was characterized as deficient.

The Problem

In November,1975, the Allapattah Crime Prevention Program was established to pre-vent the spread of delinquency in the area. The crime prevention program, known as the Maverick Club, is an outreach service primarily for youth aged 9 through 16 years who are thought by parents or others to be "potential delinquents."

Sam Patterson has been a full-time counselor for the Coconut Grove project for
15 months, and has had three years' experience in this type of work. Mr. Patterson's
major role is to assist the director in the day-to-day operation of the project,
supervise all on-site activities, and conduct client and parent interviews. Mr.
Patterson is usually the initial contact for all new clients.

Ms. Antoinnette Collier works part-time for the project and is classified as a
3/4 time employee. Ms. Collier has the responsibility of keeping in almost daily
contact with the parents of the project's clients in her capacity as outreach
worker. She is also responsible for coordinating all of the field trips, classes
and program activities. Ms. Collier has had six years' experience working as a
community service employee.
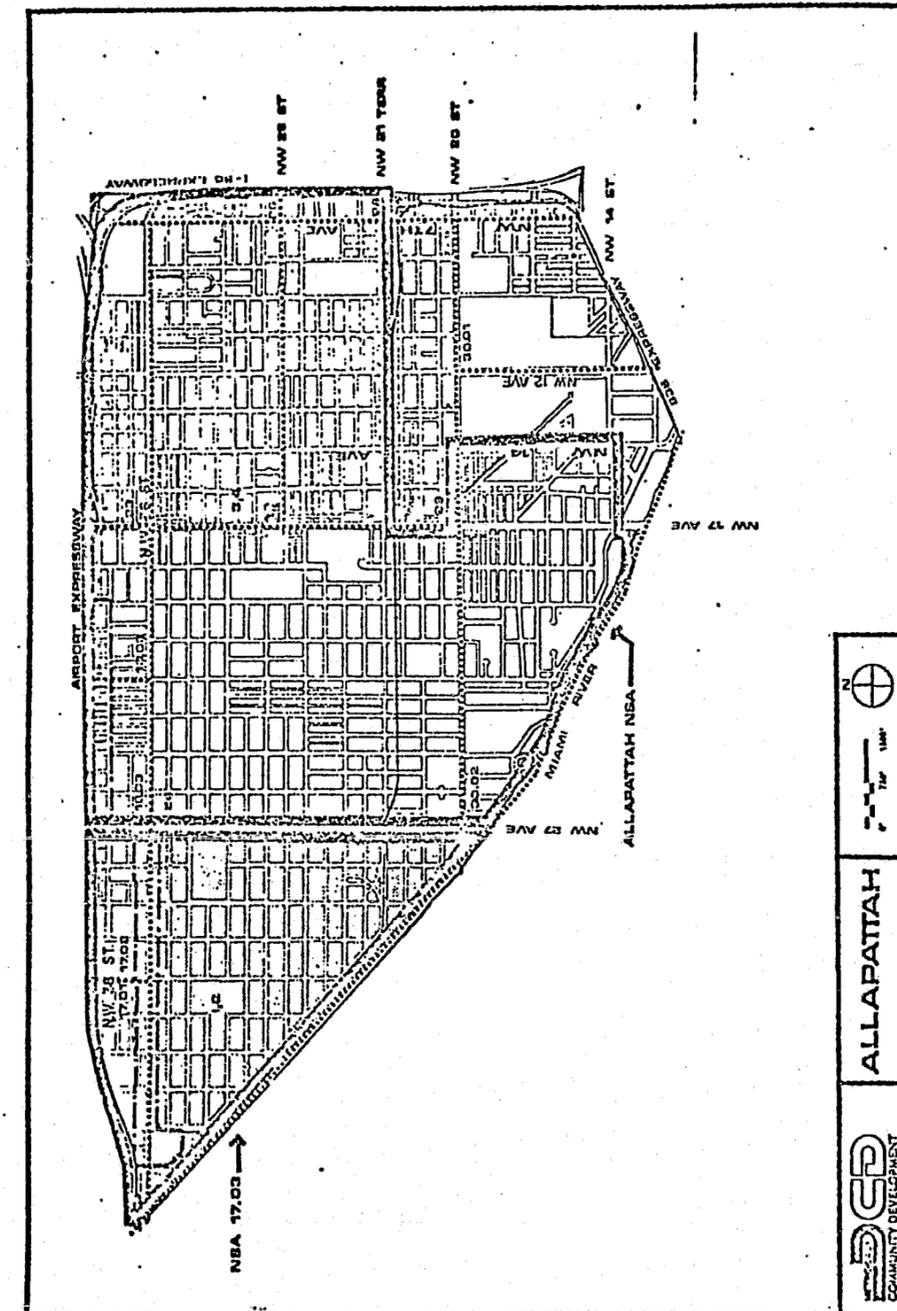
ALLAPATTAH

The Maverick Club was intended as an adjunct facility to the YMCA's Allapattah Branch Youth Program,and,as such, it is intended to function with limited human and physical resources, and to serve a restricted number of youth. The total C.D. budget for the program is approximately $10,000.

Program Description:

The Maverick Club is located in the YMCA's Allapattah Branch Office at 2320 N. W. 17th Avenue, Miami. The facility there comprises a small office complex and a playground area. Both the offices and the playground appear to be in high constant use with a variety of programs for children of all ages, including the crime prevention program. In fact, it seemed that the offices and play area are being used to maximum capacity or over-capacity.

The majority of clients are recruited by the outreach staff of the program and intakes or referrals are for the most part cyclical, corresponding to the beginning of school term. Additionally, some clients are referred by parents or community agencies,such as the school or the City of Miami's Diversionary Program.

The program is intended to provide services to 30 youth at any one time, having an average enrollment of 25 clients. The enrollees are involved in recreational activity at least five hours per week, and attend bi-monthly club meetings and monthly individual or group projects such as field trips, movies, and treats of one kind or another.

Services Description:

The purpose of the Maverick program is to provide area youngsters with activities which are intended to improve their behavior,thereby allowing them to function well among peers and amid other social settings. The activities of the club generally begin after school hours and range from basketball practice and games to van clean-up, visits to Omni, the Youth Fair, and other recreational sites around the community. In addition to the participation of clients in organized recreation, the development of appropriate social values and methods of inter-action are provided for through the personal attention of program staff members to individual clients, and in the setting of club or group meetings.

The Maverick Club has the ability to provide program clients with transportation to and from the meetings and activities by means of a YMCA van. Each day,the out-reach worker drives into the area and picks up the participants at their homes, and from there, oftentimes, they will continue on to a community park,such as Comstock or Morningside, where the activitiy for that day will take place.

Staff:

The three staff positions of the "Maverick Club" project are designated by the project contract as part-time employment. Mr. Tom Hansis, who has a Bachelor of Arts degree, has supervised the project for the past 36 months. At the time of the evaluation, Mr. James Robinson was the only Outreach Worker with the project and the second outreach position remained unfilled. Both Mr. Hansis and Mr. Robinson appeared to enjoy good rapport with the program clients, although they both seemed to be severely constrained by the program's limited budget.

PERRINE CRIME PREVENTION PROGRAM

The Perrine Community Development target area is bounded on the north by Richmond Drive(S. W. 168th Street), on the south by Eureka Drive (S. W. 184th Street), by U.S. 1 on the east and by S. W. 107th Avenue on the west (Map 3).

The target area is a partially developed residential neighborhood with industrial and commercial activity located between U.S. 1 and Homestead Avenue and extending along the east boundary. The portion of the area which is used for residential purposes (33%) is comprised of a mixture of medium density single family homes and duplexes. The amount of vacant land,however, is the dominant feature of land use in the area (35% of the entire target area).

Historically, housing and environmental deficiencies have been critical issues in the area. In 1974, the target area had the highest percentage of over-crowded housing (35%) and the third highest percentage of deficient dwellings (25%) in the County. Overcrowding was reduced somewhat in 1976, with the occupation of 158 units of public housing. In 1978, 80% of the area's 1,227 housing units needed some form of rehabilitation.

The target area has a predominatly Black population (86.5%) and over a third (37.2%) of the population are youths between the ages of 6 and 19 years of age. Among the target area's 16 to 19 year olds, 28% are in the labor force and of these, 85% are unemployed and looking for work.

Among homeowner households surveyed in 1978, 30.9% had incomes between $3,000 and $6,799, and among renter households, 59.6% reported incomes below $4,899. This compares with 19.8% and 47.1% respectively for all C.D. target area residents surveyed.

MAP 3.
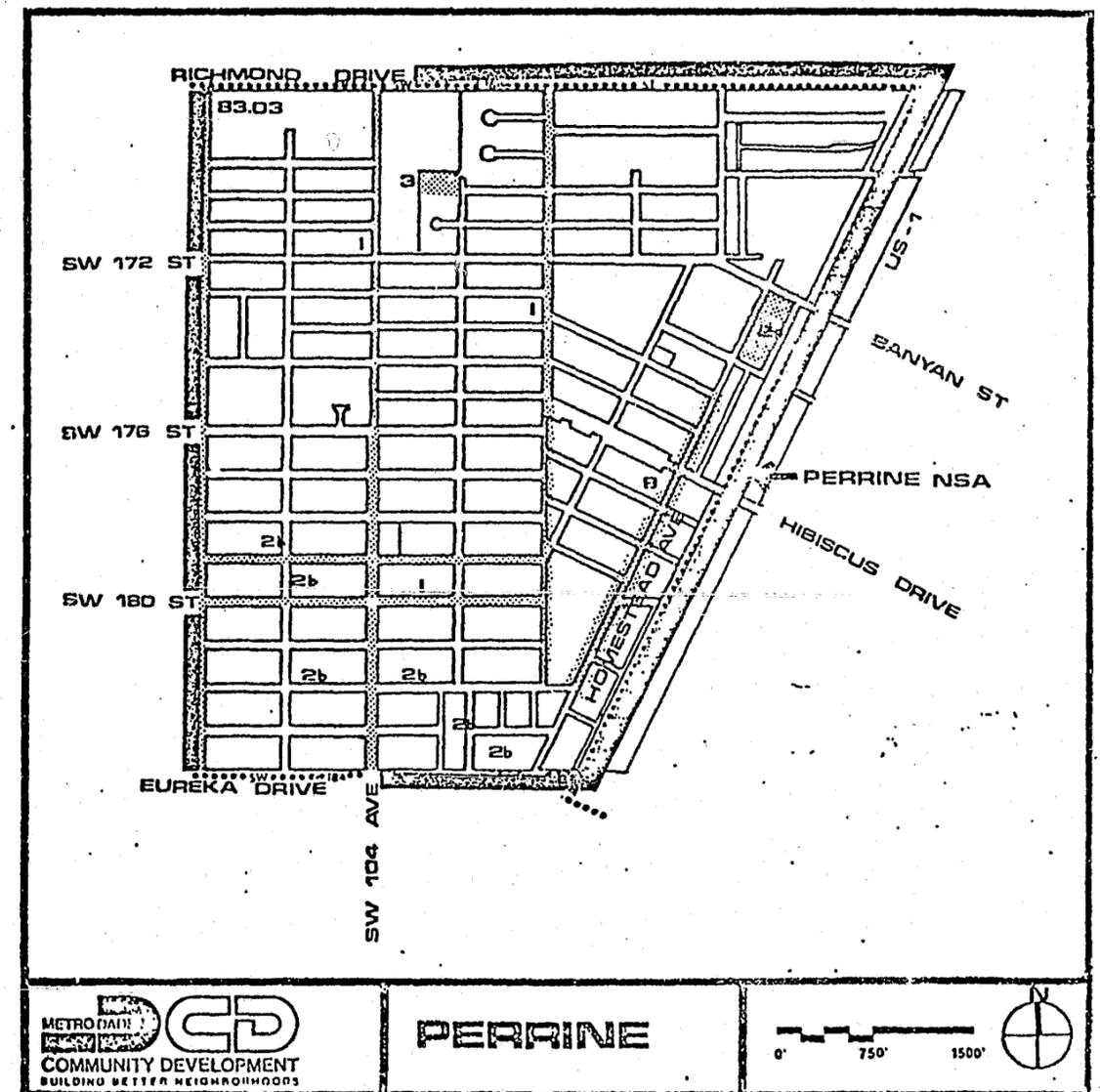
Problems Addressed by the Project:

As it is now constituted, the Perrine Crime Prevention Program seeks to "effect a ten percent reduction among adjudicated juveniles" from the Perrine target area. To accomplish this end, the program attempts to involve youth in community activities and to provide them with the opportunity to learn meaningful skills through direct job placement.

Program Description:

The Perrine Crime Prevention Program was initially operated by the Manpower Administration Agency (MAA) to provide area youth with crime prevention and employment experience services. At the end of the first year, the MAA planned to drop the program because it appeared to be providing work experience for young people while neglecting other aspects of crime prevention services. The Perrine Community Task Force secured the program's continuation under the sponsorship of the Perrine Optimist Club and through the assistance of the Miami-Dade Criminal Justice Council.

The program is located at 9955 W. Indigo Street, Perrine, and the facilities there appear adequate for the current operation of the program. These facilities consist of three office or program areas.

Services:

At the outset, it should be noted that clients participating in the Perrine Crime Program do so only after they have entered into an agreement with the program. The agreement stipulates that the clients will accept supervision from one of the program's counselors. Such an agreement calls for the clients to keep in contact

with the program staff in specifically prescribed manners and instances, to attend school regularly, and to participate in counseling and other activities of the program. If any program activity is missed by the client without an appropriate excuse and in violation of the program agreement, such an absence may result in the client's termination from the program. The importance of such an arrangement and the possibility of termination for its violation should not be minimized, especially because most,if not all,the clients in the program participate in the program's work experience component and are paid $2.60 an hour.

Work experience is a major element of the Perrine program. It provides work for the youth in public agencies, particularly public schools. The work experience is limited to twenty hours per week, per person, for sixteen weeks. The number of hours of the work per week can be adjusted somewhat to meet the special needs of individuals, such as permitting them to use public transportation to and from work. Because of such adjustments, the work experience can continue for some clients for as long as twenty-four weeks.

The counseling and supervision of clients by the program's counseling staff comprises a number of activities which include individual and group counseling, home visits, and supervisory checks at schools and activity or work sites. The frequency and intensity of these services are higher when a client initially enters the program.

Recreation and cultural activities are participated in both by "program youth", (those who, through agreement, participate in the program), and by other "additional youth" who participate in recreational and cultural activities only. These activities include softball, baseball, quiet games, field trips, movies, and like activities.

In the past, the Perrine Crime Prevention Program has facilitated the placement
and supervision of area youth for the Summer Jobs Program. This effort by the
program involved some 275 youth during the summer of 1978.

Staff:

There are seven staff currently attached to the Perrine Crime Prevention Program.
They are the Director, Mr. Ed Hanna; the program secretary, Ms. Deborah Thompson;
Mr. Johnny Fletcher, the Recreational Coordinator; and Ms. Patricia Ruffin, Ms.
Margaret Gulley, Mr. Dennis Moss, and Mr. Billy Smith, who are all serving as
counselors to the program participants.

Mr. Hanna, who has a Bachelor of Arts Degree in Criminal Justice, has directed
the program for the past 26 months, and appears to be a competitive, creative,
and disciplined manager.

The counselors all possess undergraduate degrees and generally exhibit a mutuality
of effort and a sharing of responsibility for all aspects of the program. The
duration of employment with the program for counselors, at the time of the evalua-
tion, ranged from 1 to 24 months.

Mr. Fletcher, who has been with the program 24 months, is responsible for the
recruitment, coaching, and supervision of the sports and recreational activities
of the program. The program organizes seasonal sports (baseball, softball, and
football) for the area's non-program youth.

The secretary, Ms. Thompson, is assisted in her duties by program participants
who are working at the program site as part of the work experience component.

OPA-LOCKA CRIME PREVENTION PROGRAM

The OLCPP is located in an area that is an irregularly shaped 2.5 square mile
section of the City of Opa-Locka. It is bounded on the north by the Golden Glades
Expressway, on the south by N. W. 135th Street, the east by N. W. 17th Avenue, and
the Douglas Road Extension on the west. (See Map 4). The area is characterized
by deteriorating, owner-occupied, single family homes. The population reflects a
growing number of Blacks in an already racially imbalanced community. A 1978
household survey indicates that the population is now 84.3% Black, which is a 20%
increase over the 1970 census level of 70% Black.

Opa-Locka has the highest proportion of homeowners among the five target areas
described in this evaluation (68.5%), and the second highest of all the C.D.
target areas. Compared to 19.8% of all C.D. target area homeowners, 18.2% of the
homeowners in Opa-Locka reported incomes between $3,000 and $6,799. 34.4% of the
target area renters reported incomes below $4,899. The 1978 survey also shows
that 27.9% of all of the target population in Opa-Locka is between the ages of
15-19. Interestingly, and perhaps significantly, 33% of the 16-19 year olds are
in the work force, but 41.1% of them are unemployed. In addition to the above
statistics, only 26.9% of the target area residents have acquired a high school
education, compared to an average of 19.8% for all CD target areas.

Problems Addressed:

The OLCPP has been in existence since May, 1976, and has just entered its fourth
year of operation. The program is designed to address the myriad problems of
crime from a number of perspectives and approaches, while it also seeks to amelio-

MAP 4.
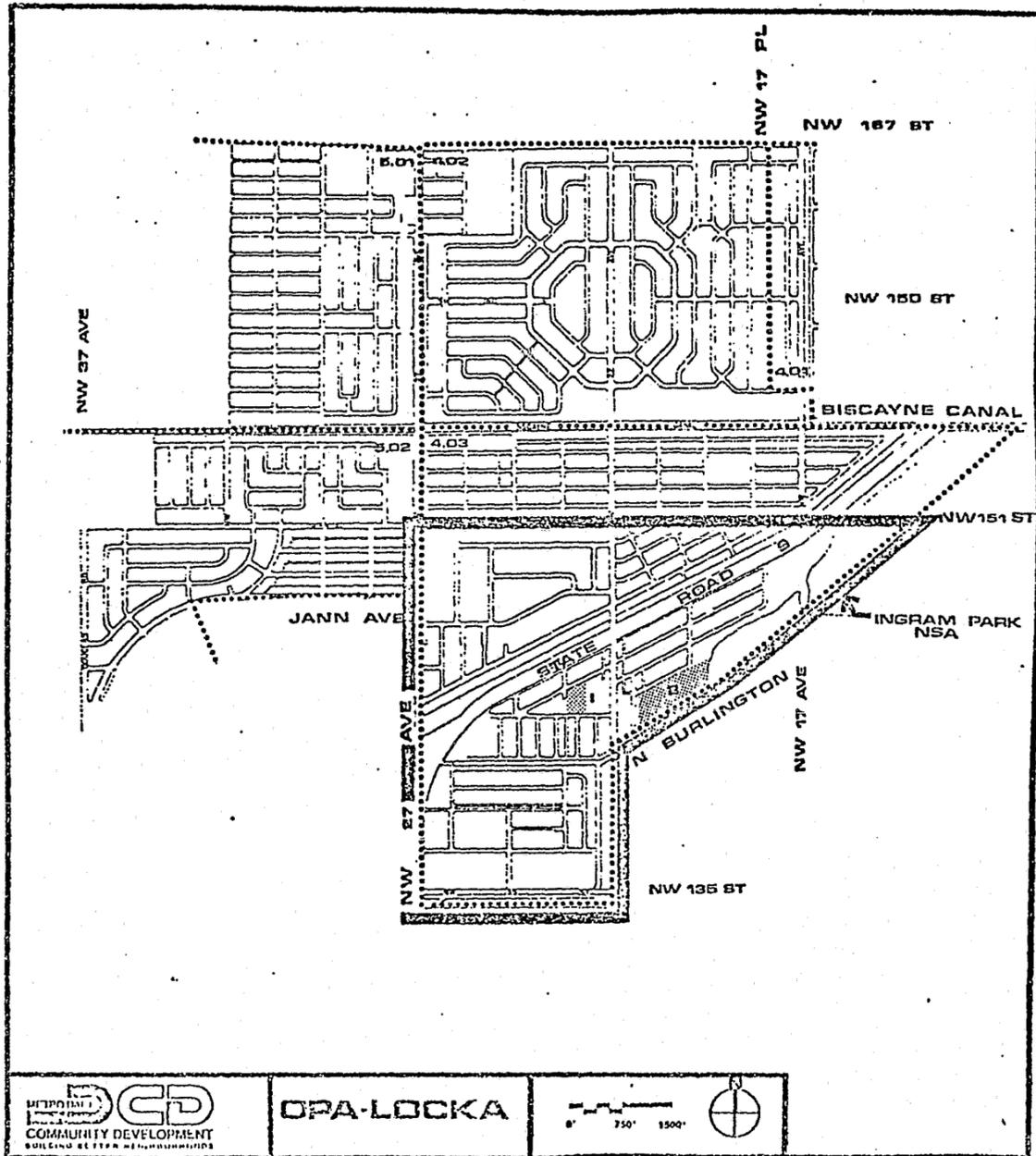
rate many of the depressed social conditions within the community. This is an ambitiously broad endeavor that espouses crime prevention and behaviorial (re) training as the core of the program's services. The project's objectives and services changed a number of times, but only moderately, in scope, over the first three years; however, significant changes were incorporated into the present contract. Even so, the basic tenets of the program have remained the same.

Biscayne College is the sponsoring agency, and unlike the sponsoring agencies of the other four programs, the College's involvement has been more circumscribed. Not only does the director of the program maintain an office at the College, but Biscayne has also held a contract with the project to evaluate the program yearly. Two reports have been completed, the last being a study of the recidivism rate following fiscal '78 . The College is also the host site for the certification courses that are offered by the project, and issues certificates to those who complete the series.

Goals:

The OLCPP is designed to offer something for everyone. The general goal of the project is to assist and support the target area residents in crime prevention strategies. The philosophical framework of the project's operation is to use 'social' and 'behavioral' sciences as tools in this endeavor.

It would be almost impossible to indicate the number of clients that are to be served by the project for each objective, but the total caseload planned for this fiscal year is 200.

The objectives have changed often, and for the present fiscal year, have been streamlined considerably. While the continuous deletion and addition of objectives may appear to indicate a pattern of programmatic uncertainty and instability, it was noted by the director that in some instances, the objectives were amended and adopted to correspond to the skills or expertise of staff.

Services:

The services specified in the current contract are essentially the same for the preceding fiscal years and include:

Opa Locka Services and Objectives Specified for the Year 1978-1979 and 1979-1980

1978 - 1979

1. Counseling

   Individual & Group
   - Parent Advisory &
     Family Network Process
   - Ex-Offender Volunteer
     Group

2. Recreation

   - Cultural Enrichment
   - Weekly Sports

3. School Programs

   - Remedial Tutoring
   - Drug Education
   - School Visits
   - School Committee

4. Employment

   - Job Referral

5. Community

   - Courses
   - Workshops
   - Newsletter

1979 - 1980

1. Counseling

   Individual & Group
   - Parent Advisory &
     Network Process
   - Home Visits

2. Recreation

   - Cultural Enrichment
   - Weekly Sports

3. School Program

   - Remedial Tutoring
   - Drug Education
   - Re-entry Counseling

4. Employment
   - Job Referral
   - Job Placement

5. Community

   - Courses
   - Workshops

The services are distributed among five components: (1) Drug Abuse, (2) Ex-Offenders, (3) School Intervention, (4) Crime Prevention Training, and (5) Tutoring and Recreation.

The service areas are more or less divided along the lines of staff assignment. For example, there are presently three persons who are identified as 'counselors', and they have been assigned to the first three components where their primary task is to 'counsel' and provide other social services to clients. The recreation/education specialist is so titled because of the component for which he was hired, and is not considered a counselor. Each of the staff maintains a caseload, and according to their own reports, there is seldom any transfer between them. This independence of files and caseloads would indicate that the needs of the clients are more or less distinct and separate, so that it is primarily the presenting problem which is treated by the project's components of services. The written objectives seem to indicate otherwise, that the clients are all eligible to receive a 'full range of social services', all presumably provided by their individually assigned worker.

Staff:

The most obvious characteristic of the Opa Locka Crime Prevention Program staff is its independence of functioning, primarily because of the off-site location of the director's office. The Director, Mr. Joseph A. Ingraham, holds a Master's Degree, has managed the project for the past 33 months. By contract, he is responsible for coordination, planning, reporting and liaison with other agencies. Mr. Cornelius Rolle, B.A., is coordinator for the development of staff training courses and community workshops, and for liaison with law enforcement agencies. Mr. Rolle resigned from the program in June, 1979.

In addition to general program management, the director and coordinator are ostensively engaged in establishing relations and communications with a variety of persons and agencies throughout the County.

Ms. Lois Lane, who has a graduate degree in guidance and counseling; Ms. Jeannie Beverly, who possesses a Bachelor of Science Degree, and Mr. Robert Walker are program counselors; Mr. John Gay, who also has a Bachelor of Arts Degree, is the program's Education-Recreational Specialist and provides program participants with recreational supervision and academic assistance. Ms. Lane has been employed by the program for 21 months and all other staff,with the exception of Mr. Ingraham, are employees for periods ranging from two to six months. Generally, the counseling and recreation staff of the Opa Locka Program relate functionally to the needs of their clients through problem designation or program components such as "drug abuse counseling", for example.

WYNWOOD CRIME PREVENTION PROGRAM

The primary target area served by this project is a community that is popularly referred to as 'Hispanic'. The Wynwood CD target area is bounded by I-95 on the north, Biscayne Bay on the east, I-95 on the west, N. W. 20th Street to the FEC Railway, FEC south to N. E. 15th Street to the Bay on the south. (See Map 5.) The area is characterized by a varied and mixed use of multi-family dwellings, commercial and manufacturing concerns.

The 'Hispanic' designation is demographically inaccurate,according to a 1978 household survey of the area. The survey results indicate that the ethnic composition is distributed as follows: 52.7% Black, 25.6% Hispanic, and 21.7% non-Latin White. Regardless of this profile, it is safe to say that most of the agencies and services within the target area pay particular attention to the needs of the (until recently) much ignored Hispanics in that area.

According to the same household survey, 32.5% of the Wynwood renters (who represent 84.6% of the surveyed households), reported earnings of less than $4,899 per year, compared to 47.1% of all renters surveyed throughout the CD target areas. Of the homeowners in the area, 15.3% reported incomes between $3,000 and $6,799, compared to 19.8% of all CD homeowners surveyed.

Problems Addressed:

Sponsored by Miami-Dade Community College, Downtown Community College Division, the Wynwood project was initially designed for 17-26 year olds who were encouraged to enroll in the College's outreach program. Classes were held at the project

MAP 5.
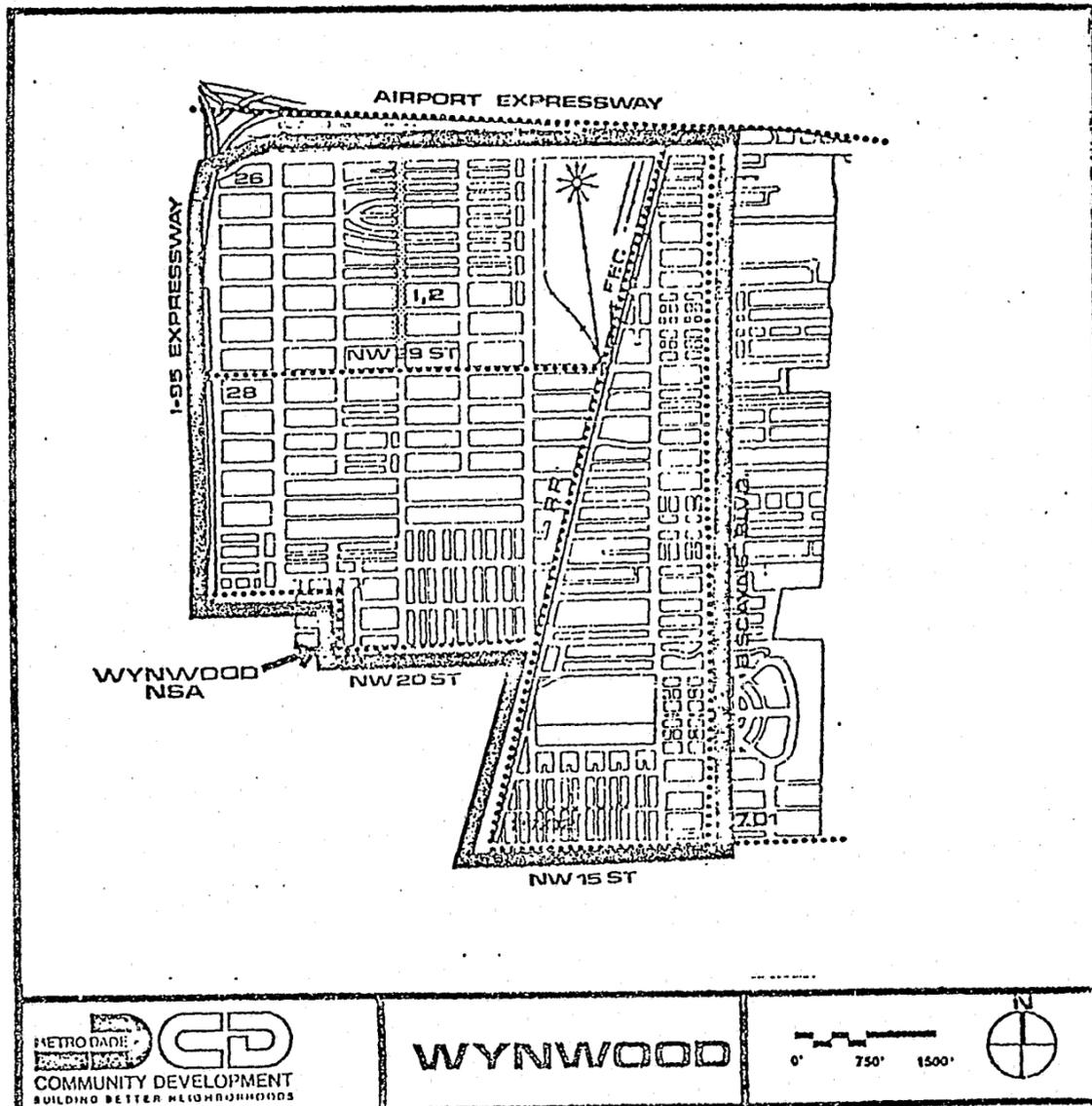
facility, and at R. E. Lee Jr. High School, which is located in the Wynwood Community. Stipends were awarded as an incentive, and a job referral component was also offered to enrollees. "Counseling", non-clinical and individual, has always been an important service of the project, but recreation was never well developed as a service until the present year.

The Wynwood program has undergone constant changes since its beginning in June, 1976, and effective May, 1979, the program's name was changed to the "Wynwood Youth Center". By the third year of operation, not only had the age range been lowered (to 8-21), but the emphasis had shifted from an education/employment-referral orientation, to one with increasing focus on recreation, community outreach and resources development, along with referrals.

Just within the past four months, the program has fostered a drop-in center atmosphere to accommodate the growing number of younger clients. Many of these changes can be attributed to the philosophy and persuasiveness of the new Director, Jose Molina, who has been with the agency just about one year to date.

Mr. Bennie Moore, liaison between the college and the project, indicated that while the College recognizes that there may be more need for recreational activities and a drop-in center in Wynwood than for educational activities, the changing nature of the project has caused the sponsoring agency's governing Board some misgiving. The Board has several reservations about continuing to support the project, and has encouraged Wynwood to secure another sponsor(s) for the coming fiscal year.

Stated Goals And Objectives of the Project:

The contract for the fifth CD fiscal year, 6/1/79-5/31/80, reflects programmatic objectives that evolved during the past year. The basic rationale has remained unchanged and the program continues to address the acute problems of youthful drop-outs/unemployables.

The most substantial changes in programmatic objectives for FY 1979-80 include
the following: the operation of a game room; the inclusion of a strong recrea-
tion component; the addition of a behavior change objective resulting from
counseling; a specific job placement objective; and a proposed restitution
service.

Services

The Wynwood project has what it describes as direct and indirect services. The
direct service includes counseling, recreation, cultural enrichment, volunteer re-
cruitment activities and information distribution. The indirect services are coor-
dinated by the project and include job placements, training and educational oppor-
tunities, and contractual/professional counseling.

Direct service counseling refers to the function that Jorge Bautista performs. Mr.
Bautista 'counsels' most of the clients who walk-in or are referred to the project
with an unspecified or ill-defined need. The counseling is non-clinical and indivi-
dualized. Records are scarce, and notes, where available, are scanty.

The recreation service, as noted elsewhere, has taken on several new dimensions,
and is becoming one of the most noteworthy components. Several organized baseball
and soccer teams have been formed, and the baseball teams have played (and won) a
series in Puerto Rico during the past fiscal year. In addition, regular karate
classes are held at the facility 2 nights a week. This component has been identi-
fied as central to the increase in parent and other resident involvement in the
agency. For the most part, participants in this service component belong in the
15 and under age group. The drop-in center is operational and some equipment
has been acquired. One room at the facility has been set aside for activities, and

this room also doubles for the karate class. The remaining components are either
too recently introduced or too loosely organized and scheduled to say any more
than that when in full operation, the offering of these services may enhance the
program's impact on clients and the Wynwood community.

Indirect Services

In the meantime, the indirect service of coordination consumes a substantial por-
tion of the staff's time and energy, and a large portion of the facility. For
instance, the GED classes of the educational component are held at the facility,
and the two classrooms used are occupied four hours each day (10 a.m. to 2 p.m.)
and then locked thereafter. These two rooms represent almost half of the available
space. As with the other components, there is inadequate documentation on the en-
rollees in the GED program, but it is a new service, and the project announced
that it is intending to improve it's records. The staff is also involved in ad-
ministering the rather large job training component. This service is managed by
the project through referral, placement/monitoring and sometimes client payments.

From the reading of the new CD contract (fifth year), the project has assumed yet
another role--that of community center. The Wynwood Youth Center is becoming a
central, and centralized, service facility, in that it is also playing host to
other human service activities; e.g., Alcoholics Anonymous and English language
classes. The program has also been included in the proposed State Attorney's
Restitution Program, for which a grant application has been submitted. If awarded,
the nature of the clientele will of necessity change (to include adjudicated youth).

Staffing

The staff has remained at the same level since the project's inception. The never-filled position of recreation specialist, which was described in each year's contract, has finally been deleted from the fifth year contract. The staff now consists of the Coordinator, Jose Molina, a Community Services Specialist, Jorge Bautista, and a Secretary, Rosa Benitiz. Other functions are provided through contracts with professionals from MDCC, the University of Miami, and volunteers (karate, recreation).

Ms. Benitiz and Mr. Bautista have been with the program three years. Ms. Benitiz plays a greater role than that of a secretary. She is responsible for all those files which are presently maintained at the project, and handles all of the client intake. Additionally, she coordinates the various program activities. Although Ms. Benitiz does not have any direct client responsibility, because of her familiarity with most of the clients, the evaluators found her to be most informed about the everyday mechanisms of the project and the placement of the various clients in the project's many components. Ms. Benitiz has one year of college education. Mr. Bautista's primary role was identified as administrative assistant to the director, and as 'in-house' counselor. As counselor, Mr. Bautista reports that he spends a large amount of time in the field, especially in the homes of the projects' clients. The project attempts to respond to the characteristics of the community, and according to Mr. Molina and Mr. Bautista, it is believed that many of the problems of Latin youth stem from the home environment, and that the way to help the youth is to identify the principal family problem. Mr. Bautista is also responsible for referrals and information distribution concerning other services available to the families of clients. Mr. Bautista has three years of college, and has an Associate of Arts Degree.

The director of the program, Jose Molina, has been with the agency for one year. Mr. Molina has a Masters of Urban Sociology, and has more than ten years' experience as a professional community organizer. It is fair to say that Mr. Molina is probably one of the most recognized and well known personalities in the Wynwood Community, where most of his community organization experience has taken place. He is partly responsible for the establishment of many of the service agencies located there. Mr. Molina, therefore, boasts of having access to just about all of the supportive services in the area that he could need. It has been the force of Mr. Molina's personality, his status in the community, and his personal philosophy that have moved the project in its present direction.

DADE MARINE INSTITUTE

This program is not a CD-funded program. It did present itself, however, as the best of several alternative "comparison" groups for this study, and is therefore described briefly here.

The Institute, located on the Rickenbacker Causeway in Miami, emphasizes vocational training, counseling, education and job placement. It is in a marine setting. Participants are youthful probationers referred to the program by the State Department of Health and Rehabilitative Services; they are chronic repeat offenders and are predominantly White. They attend the all-day program five days a week for approximately six months. Those familiar with the program characterize the participants as being at least more educationally oriented than participants in other programs, but there is no data to confirm this.

V. DATA PRESENTATION-DEMONSTRATION OF IMPACT

A. Measuring Delinquent Behavior

Studies have shown that the more serious and persistent youthful offenders are a minority, and that some criminal behavior is considered "normal".[1] Yet, the incidence of delinquency cannot be accurately estimated because most authorities are dependent on police contact reports for their accounting. These statistics are held suspect because they are felt to be more reflective of police activity than of actual juvenile behavior.

Delinquency self-reports have proven to be a valid and popular means to measure the extent of criminality or delinquency among juveniles. Bullington, et al, have found, through the use of self-reports, that almost 90% of young people commit offenses for which they could be adjudicated delinquent.[2] But youth obviously do not always get picked up for everything they do.

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[1]U.S. Department of Justice, Law Enforcement Assistance Administration, "Diversion of Youth from the Juvenile Justice System", April, 1976, pg. 17.

[2]Bullington, Bruce, et al, "A Critique of Diversionary Juvenile Justice", Crime and Delinquency (24), 1978, pg. 63.

We have found in this study that the behavior of the program clients (new intakes and current enrollees) typifies the behavior of juveniles that previous studies have reported. To measure this activity, clients who entered the programs in March and April, 1979 were administered questionnaires upon entry, and again approximately two months later. A sample of clients already in the programs for approximately two months ("current" clients) were also administered the questionnaire, but only once. Included in the questionnaires were a group of questions asking the clients to report the number of times in the previous two months that they had committed each of 11 different acts which could have resulted in their having an official contact with the juvenile justice system.

Self Report Data

The data from these self-reports generally conform to the findings of Bullington's study (see Table 7). Overall, 77.4% of the current and new intake clients reported at least one act of a delinquent nature in the two month period following entry into the program. All of the new entrants reported at least one act in the two months prior to entering the program. (The fact that the great majority of these acts related to truancy and disobeying parents, teachers, or school rules (see Table 8) is held in abeyance for the moment.) More importantly, only one of these 14 new entrants reported no such acts in the succeeding two months.

Table 7

"Current" Program Clients Reporting at Least One Act of Delinquent Nature in Previous Two Months

Program	No. of Clients in Sample	No. Reporting 1+ Acts	%
Coconut Grove	13	12	92.3
Allapattah	13	11	84.6
Perrine	20	13	65.0
Opa Locka	16	15	93.7
Wynwood	26	15	57.7
Total	88	66	75.0

TABLE 8

Total Reported Activity, by Type of Activity, Two Months Prior to Entry and Two Months Following Entry Into Program

Activity	No. of Instances Reported Prior to Entry	Following Entry	% of Combined Total
1. Truancy	33	32	37.2
2. Auto Theft	0	0	0
3. Robbery, Burglary	4	1	2.9
4. Assault (alone)	2	0	1.1
5. Assault (w/others)	2	6	4.6
6. Disobeyed Parents	13	10	13.1
7. Alcohol, Drugs	4	5	5.1
8. Carried Weapon	6	6	6.9
9. Vandalism	3	2	2.9
10. Disobeyed Teachers, School Officials	16	27	24.6
11. Runaway	2	1	1.7
TOTAL	85	90	100.0

The limited number of new entrants did not permit a similar breakdown by program. In aggregate, however, the new entrants into the Coconut Grove and Perrine programs reported committing about 25% fewer acts during their first two months in the programs than in the two months prior to entry, while new entrants at Opa Locka reported a 75% increase (see Table 9). No firm conclusions can be drawn from this small number of cases, but the potential value of self-report data can be seen.

Table 9

Total Reported Activity, Two Months Prior to Entry and Two Months Following Entry into Program, by Program

Program	No. of Instances Reported Prior to Entry	Following Entry
Grove	27	20
Perrine	30	22
Opa Locka	28	48
Total	85	90

Note: there were no new intakes at Allapattah, and complete pre/post data was not obtained at Wynwood.

The salient findings from the self-report data, then, are that:

- virtually all youth do in fact commit delinquent acts;

- most of the reported acts (75%) committed by our sample of current clients related to school or home. Among the 14 new entrants for whom we obtained pre/post reports, the number of acts relating to disobeying teachers or school rules increased after program entry;

- only one of the 14 new entrants reported a total cessation of delinquent activity after entry into their program; and,

- there were some indications of inter-program pre/post differences in the level of self-reported delinquent activity.

These findings, particularly those that show that virtually all youth commit delinquent acts, and continue to do so even while participating in "prevention" programs, indicate that we need to be more precise in what we mean when we use the word 'prevention'. It is clear, for instance, that no case can be made for prevention in the sense of keeping a youth who has not yet committed a delinquent act from ever doing so. Similarly, since there are so many vagaries and elements of pure chance associated with any given act's coming to the attention of the juvenile justice system and/or becoming recorded, it is of no particular value to speak of keeping a youth from ever having a recorded contact with the system. Realistically, and statistically, it seems more appropriate to speak of reducing the number of such incidences.

Official Delinquency Data: "461" Records

For the purposes of this study, the "461" records of the State juvenile justice system were surveyed. In order to obtain sufficient time-after-enrollment reports, only former clients of the programs who had left the programs in the last half of 1977 were identified, and the "461" files searched for any recorded contacts that program clients may have had with the juvenile justice system.

After eliminating clients who were either adults at the time they left the programs, or shortly thereafter, 109 names remained; 27 (31%) were found to have contacts recorded prior to their entry into the programs. Seven of the remaining 82 with no "prior" contacts had recorded contacts on file subsequent to their entry into the programs. It is tempting to attribute the lack of subsequent contact on the part of the remaining 75 as prevention "successes" of the programs; there is, however, insufficient comparative data to do so. Further study of this issue is warranted.

There has been much hullabaloo about recidivism (reduction) rates in the research litrature, and some of the programs have attempted to formally address this issue by establishing a reduction rate as an objective. Our main objective for analyzing the "461" data was to enable us to make some judgement about the effect of program participation on officially recorded delinquent behavior.

Table 10 illustrates the differences between clients of the five programs in this regard. Exhibit 2 in Appendix B, provides more detail.

Table 10

Former [1] Juvenile Clients of Programs with Recorded Contacts with Juvenile Justice System

Program	No. of Former Clients in Sample	No. With "461" Records	%
Coconut Grove	10	6	60.0
Allapattah	29	2	6.9
Perrine	28	8	28.6
Opa Locka	26	12	46.2
Wynwood	16	6	37.5
Total	109	34	31.2

1. Clients terminating from programs in last 6 months of 1977.
2. Excluding dependency entries.

In addition to the five programs under review, a sample of 20
youthful probationers assigned to a sixth program (DMI)* were also
followed in the same way. In all, these 54 clients had 406 contacts
recorded. The distribution of these contacts by age, for "hard"
(crimes against persons and property) and "soft" contacts and for
program and probationer clients were reviewed separately. Since
they followed the same pattern (see Chart 1), all 406 contacts were
pooled into one group to yield a distribution of contacts by age
(see Table 11). This Delinquency Index was then used subsequently
to adjust various figures to account for age variations.

Table 11

Distribution of Total Former Client Contacts with Juvenile Justice
System, By Age, Five Programs Plus Probationer Comparison Group

Age	No. of Contacts	% of Total	Cummulative Percent
9	1	0.2	0.2
10	1	0.2	0.5
11	10	2.5	3.0
12	11	2.7	5.7
13	29	7.1	12.8
14	53	13.1	25.9
15	95	23.4	49.3
16	109	26.9	76.1
17	72	17.7	93.8
18	25	6.2	100.0
total	406	100.0	---

Table 11 indicates that the number of contacts that a sample of
youth may have increases with age, up to age 16, and then declines.
Chart 2 shows the relative frequency distribution of client ages at
onset of delinquency, with program clients and the probationer
comparison group again shown separately.

Percent Distribution of all "461" Contacts by Age, for All
CD Program Participants and Probationer Comparison Group.

Program Aggregate - - - -
Probationers ————
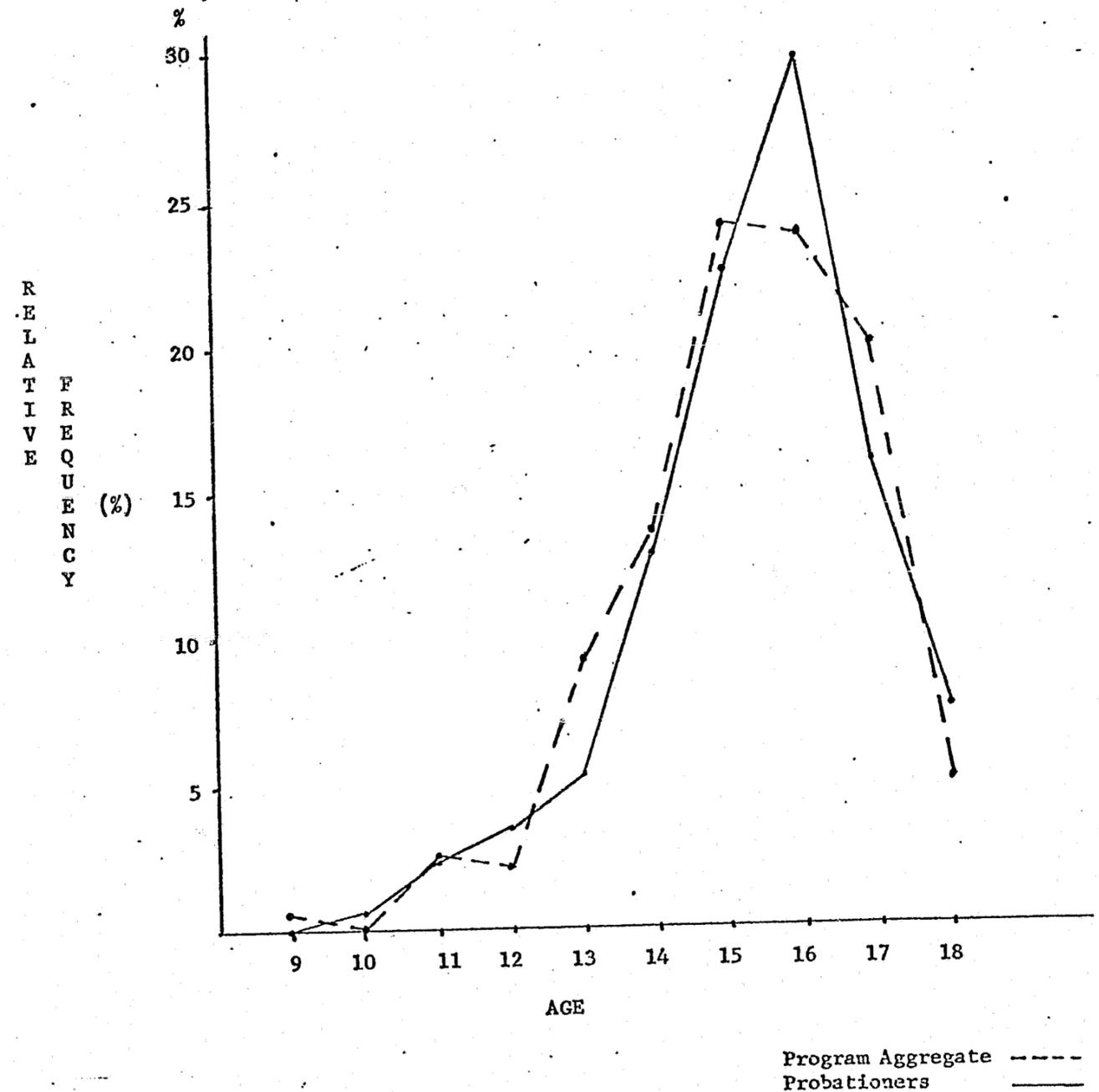
CHART 2

Age at Onset of Delinquency (First "461" Contact) of all CD Program Parti-
cipants and Probationer Comparison Group, by Age (Percent Distribution).

Program Aggregate — — —
Probationers   ———————
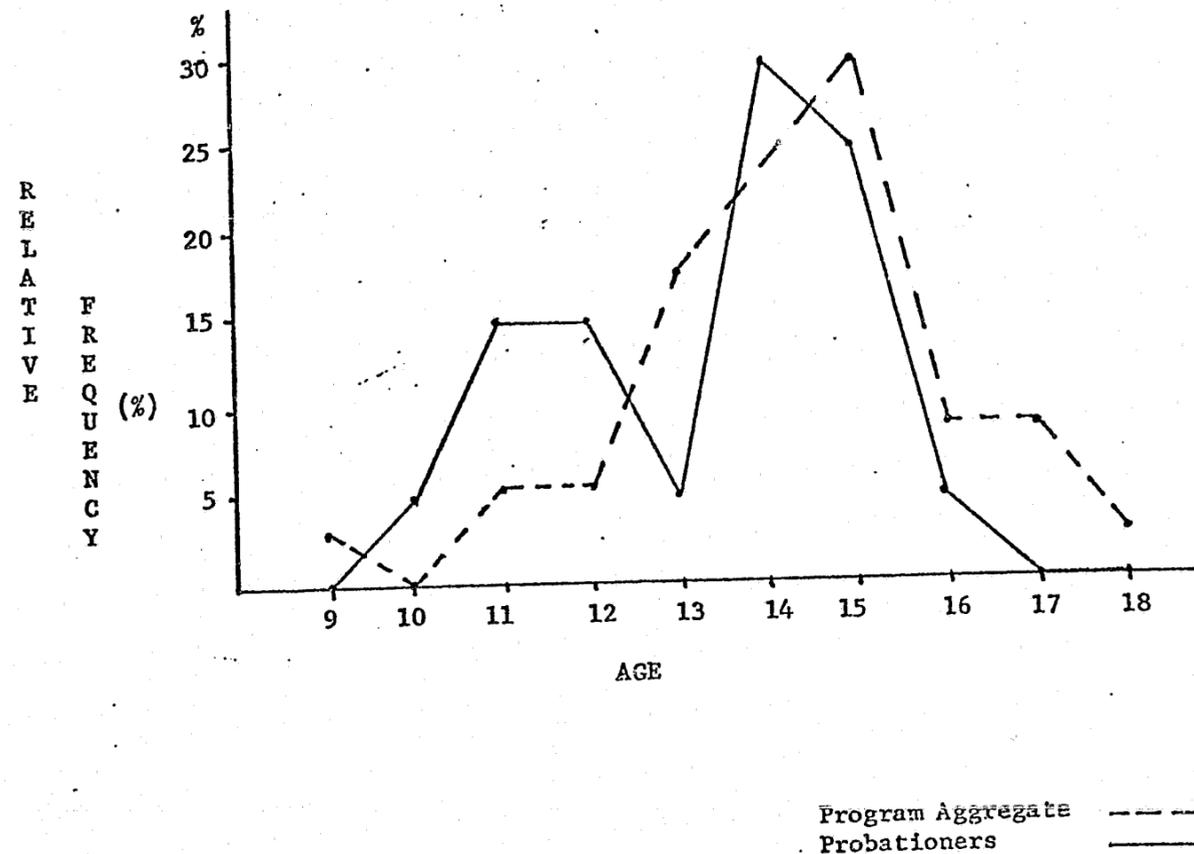
To adequately address the question as to whether there had been any reduction in client contacts with the juvenile justice sytsem, it was felt necessary to take into account the varying ages at which former clients were first recorded in the "461" files, at which they entered and left the programs, and at which their last act was posted. These ages are shown in Table 12.

Table 12

Average Age of Former Program Clients at First Contact with Juvenile Justice System, Program Participation, and Latest Contact with Juvenile Justice System, by Program.

Program	Average Age at First Contact	Average Age at Program Entry	Average Age at Program Exit	Average Age at Last Contact
Coconut Grove	15.00	16.2	16.37	16.9
Allapattah	12.42	14.13	14.38	15.03
Perrine	13.76	15.07	15.44	15.96
Opa Locka	13.73	14.97	15.24	16.6
Wynwood	15.22	15.00	15.22	15.73
Program Aggregate	14.15	15.16	15.44	16.23
Probation	13.16	15.73	16.02	16.8

For the purpose of this analysis, we derived figures showing the average contacts per client per year (cpcpy) before, during and after program participation by the former clients at Coconut Grove, Perrine, Opa Locka and the probationer comparison group. (See Table 13). The actual during and after figures were then adjusted on the basis of the ages of the clients and the postulated universe distribution of delinquent acts by age. The effect of the adjustment was to hold the ages "constant", to enable us to compare during and after figures with the before figures, taking into consideration or controlling for the known distribution of contacts by age.

Because our analysis was on all clients leaving the programs during the specified time period, any changes in actual cpcpy figures are therefore real. However, we also wished to analyze the adjusted figures, which were arrived at on a group, and not on an individual basis. We therefore adopted the statistic:

$$t = \frac{\overline{X}_b - \overline{X}_d \text{ (or a)}}{\frac{s}{\sqrt{N}}}$$

to ascertain significance of the results. Except where noted in Table 13, the age-adjusted figures are not statistically different from the corresponding before figures.

Table 13

Actual and Age-Adjusted Average Number of "461" Contacts per Former Client per Year: Before, During and After Participation in Program, by Program

	Before Entering Program		During Program			After Leaving Program		
	No. of Contacts	Average Per Client Per Year	No. of Contacts	Avg./Client/Year Actual	Age Adjusted	No. of Contacts	Avg./Client/Yr Actual	Age Adjusted
Grove	22	3.13	6	5.0	4.56	8	2.61	2.56
Perrine	13	1.25	2	0.68	0.34 [1]	11	2.64	1.61
Opa Locka	39	2.62	14	4.32	1.74	56	3.43	1.64
DMI Total	140	2.76	7	1.25 [2]	0.72 [3]	62	3.69	2.10
DMI (Hard)	80	1.57				31	1.85	0.72 [4]

Grove - N=6
Perrine - N=8
Opa Locka - N=12
DMI Total - N=20
DMI (Hard) - N=20

1. t = 2.2, p is less than .07
2. t = 4.5, p is less than .01
3. t = 6.1, p is less than .001
4. t = 2.6, p is less than .02

Allapattah and Wynwood deleted - insufficient N

The above results apply to total contacts. A thorough inspection of the raw data, which isolated hard and soft contacts by clients, however, suggested the possibility that breaking total contacts out in that manner might yield different results, at least for the probationer comparison group. In that group of 20 clients, all of whom had had at least one hard contact "before", nine had had no such contact in the approximately year and a half after their departure from the program. Probationer hard contacts were therefore analyzed in the same manner as total contacts had been, and these figures also appear in Table 13. This decrease in age adjusted cpcpy was the only significant change in after-program behavior that we are willing to consider "significant"; none of the CD programs showed similar results.

The during figures are more decisive. For the probationer comparison group, there was a reduction in the actual cpcpy figure during program participation, dropping ever lower when age adjusted. Similar reductions, but not of the same magnitude, occurred with respect to the Perrine program. Using our criteria, we would only be about 93% confident that the age adjusted Perrine figure is significantly less than the before figure. Two considerations need to be kept in mind. Among the current Perrine clients sampled this year, only 65%, the lowest of all five programs, self-reported committing at least one delinquent act in the previous two months; and, the great majority of the acts reported were related to truancy or disobeying teachers or school rules. We are therefore apparently dealing with a less delinquently inclined group. On the other hand, the Perrine program is not dissimilar to the DMI program

with respect to level of supervision of the youth. All in all, we are inclined to isolate close supervision as a critical factor in reducing the incidence of delinquent acts during program participation.

B. Self-Concept, Aspirations, Attitudes

In addition to the administration of self-report questionnaires to current clients, new program entrants, and the probationer comparison group, all of the subjects were asked to respond to four attitudinal protocols pertaining to their perceptions of their counselors, their own level of social dysfunction, their attitude towards important life events, and towards the law. New entrants were retested 10-12 weeks after entering the program (N=14).

(1) Current Clients and probationers. In their degree of delinquency, and in their formal status with the juvenile justice system, the CD program clients were felt to be enough like each other, and different enough from the probationers, to invite a comparison of their responses to four attitude scales, in aggregate, with those of the probationers. Table 14 shows such a comparison. Statistically higher scores were found for the probationers on the Linn Scale of Social Dysfunction (Z=2.44, p<.01) and the Important Life Events Scale (Z=3.41, p<.01). These differences, we feel, reflect differences between these two groups, to begin with, and not differences in program effects. See also B(3) and B(4), below.

Table 14

Percent "Favorable" *Responses to Attitude Scales: Aggregate Current
Clients of Five Programs and Probation Comparison Group.

	(N = 34) Program Aggregate		(N = 20) Probation Group	
Counselor /Client Relationship (page 2, Q 1-16)	Favorable Not Sure Unfavorable	70% 13% 14%	Favorable Not Sure Unfavorable	76% 11% 13%
Linn Scale of Social Dysfunction (page 3-4, Q 1-26)	Favorable Not Sure Unfavorable	69% 7% 22%	Favorable Not Sure Unfavorable	75% [1] 8% 17%
Important Life Events (page 5, Q 1-10)	Favorable Not Sure Unfavorable	81% 7% 12%	Favorable Not Sure Unfavorable	91% [2] 2% 6%
Law Perception (page 8, Q 1-7)	Favorable Not Sure Unfavorable	55% 16% 28%	Favorable Not Sure Unfavorable	57% 14% 29%

1. $z = 2.44$, $p < .03$
2. $z = 3.41$, $p < .001$

*In aggregating responses, it was necessary to "reverse" some questions
which were worded in the negative. Instead of reporting percentages of
respondents agreeing or disagreeing with given statements, therefore,
we will be reporting percentages of "favorable" responses.

(2) New Program Entrants

Table 15 illustrates the percentage of "favorable" responses to
the four attitudinal scales at the time of entry into the programs
(pre) and 10-12 weeks later (post). The aggregate pre and post scores
for the Linn Scale of Social Dysfunction, and the Law Perception Scale
were quite stable. On the whole, it appears from this data that the
programs did not substantially impact upon the clients with respect to
effecting overall attitude change.

Table 15

Percent Favorable Responses to Attitude Scales: New Program Entrants,
at Time of Entry (pre) and 10-12 Weeks Following Entry into Program
(post).

Scale	Aggregate Pre-Test Response		Aggregate Post-Test Scale	Response
		*	Counselor/Client Relationship	favorable 84% not sure 7% unfavorable 9%
Linn Scale of Social Dysfunction	favorable not sure unfavorable	69% 9% 21%	Linn Scale of Social Dysfunction	favorable 70% not sure 7% unfavorable 22%
Important Events	favorable not sure unfavorable	82% 10% 8%	Linn Scale of Social Dysfunction	favorable 83% not sure 7% unfavorable 10%
Law Perceptions	favorable not sure unfavorable	62% 15% 22%	Law Perception	favorable 64% not sure 11% unfavorable 23%

*This scale not administered at time of entry.

(3) All Subjects

All of the youth to whom the attitudinal protocols were
administered (current clients, new entrants, and probationers) had
scores that showed moderate to moderately high levels of favorable
responses for the Counselor/Client Relationship scale, the Linn Scale
of Social Dysfunction, and the Important Life Events Attitude Scale.
Such findings of high favorable response are consistent with other
reported research (Coates, et al., 1978) that youth in jail had
high levels of aspirations and expectations, which may have

contributed to their delinquent, or acting out behavior, in the first place. The statistically higher scores of the probationer comparison group may attain more relevance in this context.

Indeed, the high levels of favorable responses overall, contrast to the relatively low favorable response rate to some individual scale items. These items, eleven in all, appear in Table 16.

Table 16

Individual Scale Items Receiving Narrow or less than Majority "Favorable" Responses.

	SCALE/ITEM	% Favorable Response
Couns. 4	We never seem to talk about anything we should be talking about.	43
5	I don't think my counselor knows what my problem is.	33
16	My counselor makes me work hard at knowing myself.	53
Linn 5	I wish I had more satisfying things to do in my spare time.	18
9	I find it hard to be interested in the things of the world, such as events in the newspaper.	36
17	I believe most people can't be trusted.	44
23	I get very upset and mixed-up when things go bad.	16
Life 10	It is important to me to show people how tough I am.	52
Law 2	Most things which might get people like me in trouble with the law, don't really hurt anyone.	33
3	To get what you want in this world, sometimes you have to do some things which are against the law.	49
6	People who break the law almost always get caught and go to jail.	51

The least favorable responses recorded for the eleven items were in relation to item #5 ("I wish I had more satisfying things to do in my spare time") and item #23 ("I get very upset and mixed-up when things go bad") of the Linn Scale of Social Dysfunction and warrant attention from program managers and planners.

In general, the respondents to the eleven items in Table 16 generally perceived their participation in counseling as not getting to the heart of the matter, but easygoing; they saw themselves as being dissatisfied, distrustful, upset, and unable to be interested in everyday things. It is not surprising then, that appearing tough was somewhat important to them, and/or that they viewed their illegal behavior as being not harmful, in a sense inevitable, and unlikely to incur punitive consequences from the criminal justice system.

(4) Program-by-Program-Analysis

A program by program analysis indicates several statistical differences in the percentage of "favorable" responses by current clients to the four attitudinal protocols. As illustrated in Table 17, the percentage of responses for the current Allapattah program clients was significantly less favorable (z=3.3, P < .01), and for the current Wynwood clients the percentage of responses was significantly more favorable (z=2.6, P < .01) on the Counselor/Client Relationship Scale, than those of the other programs.

For the Linn Scale of Social Dysfunction, the percentage of "favorable" responses was significantly lower for the current Opa Locka clients than for the other programs. For the Important Life Events Attitude Scale, the percentage of "favorable" responses was significantly lower for the current clients of the Perrine program. On the Law Perception Scale, the current clients at Allapattah and Perrine had significantly lower percentages of "favorable" responses. In all, these differences between the responses of current clients highlight some of the between-program variation among clients.

Table 17

Percent "Favorable" Response of Current Program Clients to Attitude Scales, by Program.

Program	Counselor	Linn	Life Events	Law
Coconut Grove	73	68	81	60
Allapattah	62 1	70	82	34 5
Perrine	73	74	75 4	41 6
Opa Locka	69	64 3	85	64
Wynwood	80 2	73	83	71

1 z = 3.3, p<.01
2 z = 2.6, p<.01
3 z = 2.8, p<.01

4. z = 2.2, p<.03
5. z = 4.06, p<.001
6. z = 3.5, p< .01

(5) Item Analysis

The basic stability that was exhibited by the aggregate scores for new program entrants (Table 15) was also evidenced when the responses to the attitude protocols were analyzed item-by-item. There were, however, several exceptions, notably items #2 and #10 on the Linn Scale and item #10 on the Life Events Scale. As indicated in Table 18, shifts took place in the responses to these items between the pre-test and the post-test.

Table 18

Individual Scale Items Showing Shift in Number of Favorable/unfavorable Responses Between Pre-test and Post-test.

LINN: #2

I have enough work activities, jobs, or chores to do during the day.

RESPONSES BEFORE

RESPONSE AFTER		Yes	Not Sure, No	Total
	Yes	5	6	11*
	Not Sure, No	1	2	3
	TOTAL	6*	8	14

*z = 2.11, p<.04

LINN # 10
I Worry About Money

RESPONSES BEFORE

RESPONSE AFTER		Yes, Not Sure	No	Total
	Yes, Not Sure	5	0	5
	No	5	3	8*
	TOTAL	10	3*	13

*z = 2.7, p<.01

(using "t" table with 9df, p<.03)

LIFE #10

It is important to me to show people how tough I am

RESPONSES BEFORE

RESPONSE AFTER		Yes, Not Sure	No	Total
	Yes, Not Sure	2	0	2
	No	4	8	12*
	TOTAL	6	8*	14

*z = 2.3, p<.03

A significant number of persons changed from "no" or "not sure" to "yes" for the statement: "I have enough work activities, jobs, or chores to do during the day" (z= 2.11, p< .04); and also from "yes" to "no" for the statements: "I worry about money" (z= 2.7, p< .01), and "It is important to me to show people how tough I am", (z= 2.3, p< .03). Thus, some impacts of the programs are that following some 10-12 weeks of program participation, some individuals reported themselves as being busier, less worried about money, and feeling it less important to show people how tough they are. This last could be of considerable potential import, but is confused in this study by the facts that although the new entrants shifted to a position as strong as that of the probationer group (86% vs. 89% favorable), current enrollees were only as favorable on this item, after an equivalent length of time in the programs, as the new enrolles had been at the time they entered the programs. In the other two cases, the new enrollees' post responses were comparable to the current clients' responses after the latter had been in the programs the same length of time.

When all individual protocol items are analyzed across the five programs, 11 scale items show a wide range of percent "favorable" responses among the programs. (See Table 1 in Appendix A.) When these 11 items were intercorrelated, two interesting, if not quite explainable, results were found. In one case, item #6 of the Counselor/Client Relationship Scale ("My counselor seems to like me, no matter what I say or do"), item #4 from the Linn Scale ("I have lots of things to do in my spare time"), and item #15 of the same scale ("I don't do too well unless I have someone around to back me up") were found to be intercorrelated.

However, when partial correlations were computed, only item #6 of the Counselor/Client Relationship Scale and item #15 of the Linn Scale of Social Dysfunction were significantly correlated (r= .944). Thus, programs in which a high percentage of current clients reported that their counselor "likes me no matter what I say or do", have a correspondingly high percentage of clients denying that they "don't do too well unless I have someone around to back me up". It is quite conceivable that program clients who believe themselves to be confident and competent tend to perceive themselves as being viewed affirmatively by their counselors, although counselors would no doubt be quick to point out that the reverse may also be true. Given the short duration of the programs and the nature of the counseling contacts, the former view seems to us to be slightly more plausible.

The second result found from the correlation of the eleven items was a negative correlation (r= -.859), in that a high percentage of favorable responses to item #4 of the Linn Scale ("I have lots of things to do in my spare time") was associated with a low percentage of persons agreeing with item #6 of the Law Perception Scale ("People who break the law almost always get caught and go to jail"). This negative correlation may mean that those clients who are "busy" in their free time disdain the capability of the system of justice to apprehend people like themselves who break the law. Needless to say, this conjecture cannot be supported from either the data itself or from the literature, although the findings related to high levels of self-concept (see 3. All Subjects, above) may again be relevant here.

(6) Program/Client Contacts

The frequency and intensity of the services provided to new program entrants are displayed in Table 2 of Appendix A. This data indicates the length and types of contacts which the new entrants had with the programs over their average 10-12 weeks of program participation, and is based on client contact logs which the programs maintained during the period of the evaluation.

The data on contact type and duration is self-explanatory for the three programs reporting. It is interesting to note, though, that 64% of the services reported by the Perrine program were for 30 minutes or less; Opa Locka, on the other hand, reported 59% of their contacts with clients lasting from 30 minutes to over an hour. The majority of contacts with new program entrants reported by the Coconut Grove program lasted from 15 minutes to an hour.

(7) Staff Questionnaire Results

All of the program staffs, with the exception of Allapattah, were administered a 20-item frustration scale and an eight item client relationship survey. The questions and responses were grouped in the following categories: 1) client relationships; 2) staff qualifications/training; 3) workload, clerical support, scope of duties; 4) salary, promotional opportunities, performance evaluation; 5) general satisfaction; and 6) influence of the funding agency on daily operation (see Table 3 Appendix A for details).

The following is a listing of the percentages of responses falling into categories. labeled positive, undecided or neutral, and negative:

Table 19

STAFF QUESTIONNAIRE RESULTS

Coconut Grove	Positive	Neutral	Negative
category 1:	80.7%	19.3%	
category 2:	83.3%	16.7%	
category 3:	33.3%	41.6%	25.1%
category 4:	33.3%	33.3%	33.3%
category 5:	23.0%	54.0%	23.0%
category 6:	33.3%	-	66.7%

Perrine	Positive	Neutral	Negative
category 1:	81.1%	11.3%	7.6%
category 2:	85.7%	4.3%	-
category 3:	64.2%	17.9%	17.9%
category 4:	65.4%	21.8%	12.8%
category 5:	85.1%	14.9%	-
category 6:	16.7%	83.3%	-

Opa Locka	Positive	Neutral	Negative
category 1:	77.5%	12.2%	10.3%
category 2:	92.8%	7.2%	-
category 3:	81.4%	18.6%	-
category 4:	75.0%	14.2%	10.8%
category 5:	88.4%	11.6%	-
category 6:	57.1%	42.9%	-

Wynwood	Positive	Neutral	Negative
category 1:	81.4%	-	18.5%
category 2:	83.3%	-	16.7%
category 3:	53.8%	-	46.2%
category 4:	79.1%	12.5%	8.4%
category 5:	75.0%	16.6%	8.4%
category 6:	66.7%	-	33.3%

In general, the staffs at the programs appeared to be satisfied with their working conditions, the nature of their work, and they especially enjoyed working with their youthful clients. The responses of the Coconut Grove staff, however, were exceptions in response to items referring to salary and working conditions. There was a high percentage of neutral or undecided responses, to the first, and more negative responses to the perceived influence of the funding agency on program operations.

The staff at the Perrine program (except for the Director) seemed
to be unconcerned with the influence of the funding agency on daily
operations, and generally satisfied, except for some grievances about
the salaries and promotional opportunities at the program.

Overall, Opa Locka staff members were generally more satisfied
than at any other program, and the influence of the funding agency had
little self-reported impact on them.

At Wynwood, the staff was also small (like Coconut Grove's), but
the concerns were different. The staff was decided in their negative
response to workload, clerical support, and scope of activities.

(8) Open-ended Questionnaires - Clients, Support Agencies

In addition to the above data, clients were also interviewed to
determine their satisfaction with the programs. Overall, the data we
obtained was either too incomplete or too global to make an objective
report. The responses were tallied, however, and summaries appear in
Table 4 of Appendix A. Where the information supports any indirect
impact of the program on the clients, it is cited in the Evaluation
Chapter.

Representatives of agencies which supported the programs in
various capacities (e.g., schools, drug counseling programs, etc.)
were also interviewed to gain their assessment of the effectiveness of
the programs. Again, the responses did not lend themselves to a
comprehensive reporting format, but are also cited when they lend
support to other findings on the individual programs. Table 5 of
Appendix A reports the responses of these agency representatives.

VI. EVALUATION

(1) <u>Impacts on prevention and reduction of delinquency</u>

Considering both the relevant literature and the stated objectives of the programs, the primary impacts of the prevention/diversion programs might be thought to include three major areas, namely, change in the <u>self-perception</u> and behavior of clients following treatment; <u>reduction</u> of the number of <u>overall contacts</u> with the criminal justice system; and <u>prevention</u> of con-tact with the system among those youth who had not had contact with the system before they entered the program.

Change in self-concept: the analysis of pre-and post-test scores showed no significant aggregate change in the three principal scales relating to the clients' social dysfunction, their attitude towards the law, and their perception of major life events.

Reduction: the analysis of official juvenile justice records indicated no reduction either for program clients or for the comparison group of probationers following participation in their respective treatments. Among the probationers however, there was, we have concluded, a real reduction in the number of "hard" incidences recorded after treatment. Likewise, the probationers and the clients in the Perrine program showed a reduced contact-per-client-per-year rate, when adjusted for age, <u>during</u> their participation in the programs. In the case of Perrine though, the reduction only <u>approached</u> statistical significance for this measure. It should be noted, too, that the Perrine group <u>started</u> with a low number of contacts.

Prevention: examination of self-report data showed that there was in fact little prevention of initial delinquency to be done. Keeping a youth from ever having contact with the justice system is partly a matter of chance, but there was insufficient comparative.data to come to firm conclusions about this kind of prevention, in any case.

We conclude that the programs could not have prevented initial delinquency, and did not reduce delinquency among their clients, overall. The data generally supports the available literature, namely, that the traditional treatment approaches do not work with inner-city, working class, minority males, who comprise the majority of the clients in these CD-funded programs.

In fact, when compared to the probationers, the program clients, although they had a more favorable attitude towards the law and a shorter career of delinquency, had a greater proportion of "hard" offenses and offenses against property in particular. Interestingly, the distribution of contacts with the justice system by age, was virtually the same for hard and soft offenses for both groups.

The evidence of impact <u>during</u> treatment for the comparison group of probationers is not surprising. The probationers were participants in the Dade Marine Institute program, which as an alternative to regular school, is a highly structured, day-long treatment.

The Perrine program, even though its impact was not quite as significant as that of the Dade Marine Institute, and its operation is by no means as intense, did appear to have a greater degree of control and supervision over clients than other programs. We believe that the concept of closer supervision as well as a redirection of effort to a younger age group should be considered by all the pro-grams, in the hope of attaining a greater impact in the reduction and prevention of delinquency.

(2) Impacts that were demonstrated or observed

A. Supervision: The principal activity engaged in by all the prevention programs was the supervision of participants by staff members. Supervision, called by various names throughout the programs, basically entails some form of guidance, behavioral suggestion, or facilitation and support toward the attainment of particular goals. The intermediate or long-term effects of such supervision is neither assumed nor described, but change in some clients was reported both by staff and individuals from other agencies within the communities. A comparison of the effects of supervision by program is difficult because of the treatment differences between the CD programs themselves, and between the CD programs and the probation program. Nonetheless, the fact that the probationers and the Perrine clients, who were under stricter supervision than the clients of the other programs, had a greater reduction in incidences of delinquency during treatment, suggests the potential impact of supervision.

Thus, in the Maverick Club, where the contact with the clients was almost daily, the level of supervision appeared to be high. At the Coconut Grove Program, the level of supervision appeared informal but good, and seemed to be enhanced by the small size of the community, the use of the facility by the youth, and the interaction of the agency with the schools of the area. At Opa Locka, the supervision seemed to have a limited to moderate impact, primarily because of the infrequency and passivity of the program approach, with the possible exception of school interventions. Perrine exhibited a good level of supervision in that it was comprehensive (it included all clients), and although brief in nature, it was frequent. Supervision at the Wynwood Program was limited and was impeded because of a small staff and the demands of other program elements.

B. Benevolent Treatment: The possibility of the program clients being subjected to negative labeling because of the association of the programs with the criminal justice system is recognized in this report. Nevertheless, the alienation and depersonalization sometimes associated with the treatment of juveniles by the criminal justice system were not observed in these programs. The majority of clients (69%) felt favorable towards their counselors and most (77%) thought that if they ever got into real trouble, the program could help them. The benefits that are normally expected from positive human relations can therefore be reasonably ascribed to these programs.

C. Recreation: Coconut Grove, Perrine, and Wynwood provide drop-in recreation facilities for clients under the supervision of staff. All of the programs offer organized sports and coaching. Coconut Grove affords youth "a place to go". Perrine and Wynwood provide for the training of young people in athletic skills as well as opportunities for competition and team participation. When asked, 19% of all current clients indicated that the reason they joined the programs was to participate in recreation.

The literature is replete with anecdotal accounts of the effectiveness of recreation in relation to delinquency reduction. Tranditionally, recreation has been part of the scheme of youth development and its benefits are assumed and acknowledged for these programs. In Allapattah, recreation is the principal program activity; at Opa Locka, the degree of activity was limited by staff turnover. Coconut Grove had an obviously high degree of informal activity in this area; Perrine managed a strong recreation component which was highly visible and Wynwood also had what seemed to be a significant recreation effort.

D. Camaraderie: The program at Allapattah functions as a club, Coconut Grove carries on an active drop-in center, Wynwood and Perrine conduct some drop-in activities and all of the programs provide recreational sports. In effect, all of the programs provide juveniles with companions of similar age and interests, in an atmosphere that is supervised by caring adults.

Overall, 12% of all current clients questioned indicated that they came to the programs because of friends and of the 33% of the clients who were receiving stipends, 82% said that they would come to the programs even if they were not receiving money. In summary, camaraderie was seen to exist in all of the programs.

E. Cultural Activities: Occasionally, all of the programs sponsor, coordinate, provide transportation for, and chaperone program clients for such activities as going to the movies, and trips to places of special interest. These activities provide youth with the opportunity to visit and enjoy attractions and experiences which they may otherwise not have the chance to enjoy.

F. Employment and Stipends: Perrine, Wynwood, and Coconut Grove provide participants with stipends. At Perrine and Wynwood, the stipends are for work which for the most part is at schools or community agencies. At Coconut Grove, as noted above, adjudicated clients receive stipends for their participation in the program. In some instances, where the work is meaningful, it can serve to enhance the competence of the participants. In all instances, stipends provide these youth with money for their per-

sonal needs and those of their families.

G. Valuing-active roles: When any of the prevention programs provide youngsters with opportunities for active participation in work, recreation, or, in the case of Coconut Grove, in the Youth Advisory Group, they can be said to afford the juveniles with roles which, theoretically at least, are in keeping with positive adolescent development. Such a perspective is in contrast to the perception of clients as people to be treated by some service or other.

Generally, there was a moderate to good facilitation of such roles by all the programs; Allapattah, through its club work processes, Perrine by its work and recreation efforts, Coconut Grove by its advisory group, Opa Locka with its recreation, and Wynwood, with its work, recreation, and GED programs.

H. Voluntary membership: Voluntary membership in any rehabilitative or preventive process is a prerequisite for the attainment of any hoped-for outcome involving personal adjustment. Of the current clients of these programs who were surveyed, 47% indicated that they had entered the programs because of friends, for work, or because they wanted to take part in recreation; 30% of the sample stated that they came to the program because they were referred by the courts, schools, or by their parents. Clients who are referred but who do not wish to participate in these programs are reportedly not accepted, or are terminated from the programs after a time if they do not comply with program rules. All in all, it is our opinion that the voluntary participation of youth in these programs was high and therefore contributed positively to attainment of

program objectives overall.

I. Education: Three of the five programs, Perrine, Opa Locka, and Wynwood have education programs for participants. These include tutoring, truancy control, presentations on crime prevention by Opa Locka, and preparation for GED certification by the Wynwood Program.

The overall impact of these education efforts are not easily measured, but their impact is reflected in such items as attendance records, levels of participation, and the ongoing operation of these services.

Individually, Wynwood has graduated more than 10 participants with GED certificates; Perrine, as mentioned previously, maintains youth in school through its work/school program; and Opa Locka provides ongoing school counseling and presentations for adults at Biscayne College.

In spite of these impacts, it appears that the programs have set an ambitious, perhaps impossible task for themselves given their limited resources. Despite their compassionate and benign approach to youthful offenders and juveniles who are criminally mischievous, it is misleading to call such efforts delinquency prevention programs.

Indeed, the presently existing state of the art cannot definitively assure the success of any prevention efforts. However, some observations were developed during the course of these evaluations which suggest why no impact or reduction of recidivism was found, and why, in retrospect, none might have been expected. These observations, which are listed and explained more fully below, do not apply to all of the programs uniformly, but are thought to contribute overall to the unsuccessful reduction of recidivism and warrant earnest consideration.

(3) Variables limiting program impact

A. Lack of sound theoretical base.

As noted elsewhere in this report, there is little consensus, even among experts, on what, if anything, constitutes an appropriate theoretical base for delinquency prevention programs. By theoretical base, we mean the reasoning or rationale based on knowledge, according to which the programs perform in a specific manner to achieve their objectives. However, even with an appropriate rationale, the effectiveness of programs can be hampered either because of program insufficiencies such as the limitations of staff expertise, or because the characteristics of the clients themselves hinder treatment outcomes.

Thus, because of the complex nature of delinquency, the variety of approaches employed by these programs is understandable, but nonetheless inhibiting to overall effectiveness, given the real limitations of resources from which all of the programs suffer. The influence of any single function which these programs perform is constrained by the sheer variety of other activities which the programs attempt to incorporate into their activities, presumably with the belief that "more is better". The number and variety of functions they try to perform simply overwhelm the staff and fiscal resources available to them. Thus, in Wynwood for example, some clients who are "walk-ins" with difficult employment or adjustment problems receive little follow-up because of the demands on the small staff of three to perform other activities.

Also, in their 1977-78 assessment, CJC raised a concern about the program emphasis at Opa Locka, where a disproportionate number of professional services were provided to groups and/or agencies rather than to clients.

Secondly, some programs assign their clients to "components" or service elements which are designated for the treatment of specific client symptoms, such as "drug abuse", for example. Such a method of assignment or treatment, according to the literature and established practice, is an unnecessary and an inappropriate emphasis on the problems of the clients rather than a treatment of them as individuals.

Lastly, it was found that some of the programs under evaluation formally advertised strategies of treatment or sophistication of services which can neither be supported by service outcomes to date, or by the experience or qualification of the staff. In our view, such a situation, which promises a range of therapies and counseling, raises unrealistic expectations among clients and their families. and places an undue burden on staff members to provide services which they cannot reasonably be expected to provide, given their limited experience and the absence of qualified professional supervision at all of the programs.

B. Age of Youth

The influence of age and the normal maturation process on the reduction of delinquency is tenuous, but several outcomes of the

analysis suggest implications for treatment that cannot lightly be dismissed. Although the age of delinquency onset varies with the population of the different programs, from twelve years and three months to fifteen years on the average, there is, generally speaking, an average of a little over a year after onset before delinquents enter treatment(in all the programs), and again another year before the rate of delinquency drops for whatever reason. Participants usually remain in the programs for three to three and one-half months on the average, during which time delinquency ceases, for all practical purposes, at least in the Perrine program and for the comparison group of probationers. The corollary is drawn that on the whole, the juveniles enter treatment too late, and that they stay too short a time.

C. Length of contact with the programs

The average number of all contacts for the programs evaluated ranged from one contact every three weeks in Coconut Grove; three contacts every four weeks in Opa Locka; to five contacts every three weeks at Perrine. Of all the contacts of all programs, 55% were for less than thirty minutes and included such services as individual counseling, worksite supervision, telephone calls, and cultural activities. It is unrealistic to expect that the short duration, intensity, and inconsistency of the services offered by the programs could significantly reduce levels of delinquency for these youth, in view of an array of influences, such as peer pressure, family difficulties, truancy, and poor role models, to mention just a few, that bear on the youth outside of the programs.

D. Staff size, qualifications, and supervision

Size: The size or ratio of staff to clients for all of the programs, excluding the recreational elements, ranged from 1:18 to 1:24, according to the monthly program tracking sheets and program reports. When compared to the suggested client staff ratio of 1:26 - 1:30 recommended by the Florida Department of Health and Rehabilitative Services, Youth Services Program, the client/staff ratio of the programs was appropriate and in some instances, more than adequate. It seems probable that the advantage of low staff/client ratios was offset by improper task assignments to staff.

Qualifications: Few, if any, of the staff of these programs have been trained to provide clinical counseling to clients. Subsequently, the minimal amount of time spent by staff with the clients and the infrequency of the clients' participation in the counseling process must be regarded as substantial impediments to the establishment of therapeutic relationships and any positive outcome or change that might be hoped for.

Furthermore, of a sample of all current clients, 50% reported that they had no personal problems for which they were coming to the programs for help. Of the 26% of this sample who reported having personal difficulties, those problems were primarily attitudinal. In sum, the majority of the clients did not view themselves as being in the programs for counseling, and the programs staff were qualified at best to provide only minimal

assistance in cases of substantial need.

Supervision: Finally, the complex individual and societal impairments that are thought to be related to delinquency highlight the lack of any experienced supervisory personnel in any of these programs. Without such supervisory support, it is unfair to expect the staffs of these programs to meaningfully assist clients in the adoption of non-delinquent behavior and socially acceptable attitudes through treatment which consist of minimal levels of client management and facilitation.

E. Other Issues

Client Related

"Widening the nets": There is an obvious need in all of the target areas for youngsters to have an opportunity for recreation, supervision, employment, and, in some instances, counseling. These needs are met by a variety of services of varying intensities by the programs. The fact that the youth are in need of such opportunities is of course no indication that they are now, or ever have been criminal, or that they may be at some future date. In fact, these youth are typically not officially delinquent.

Consequently, youth who participate in these programs are tangentially included in the criminal justice system even though their behavior may have little or no relationship to crime and its management. In effect, through these programs, deserving youth are recruited for work experience,

recreation, tutoring, and so on, and are unwittingly, or un-
willingly, involved in the criminal justice system in a
manner which may be "incompatible with concepts of due pro-
cess and fundamental fairness" (Bullington et al., 1978).
The programs, in effect, widen the reach of the system.

Stipends: A number of clients (16%) participated in the programs
because it provided them with the opportunity to earn sti-
pends. In some instances, especially in Coconut Grove, the
work which the clients performed was both menial and minimal,
and could not be construed as having much meaning other than
being a source of income. This is of course not the case in
all instances, and the use of stipends serves as a practical
incentive for youth to join the programs and to maintain
membership therein.

In relation to the issue of stipends, two further observations
are appropriate. Firstly, at the time of the evaluation of
the Wynwood program, all of the youth engaged in work experi-
ence there were females; and, secondly, at the Coconut Grove
program, only adjudicated youth were eligible to earn stipends.
This, in effect, serves to reward and promote delinquency.

Lack of sense of belongingness (two programs): Internalizing by
clients of the programs' anti-delinquency philosophy is faci-
litated to a degree by the sense of belongingness which the
programs can be said to afford youth through their identifi-
cation with the staff, the services, and the facilities.

The phenomenon of belongingness is characterized and parti-
cularized by the differences between programs. For example,
Allapattah's records indicate that the program operates as
a "club", and so the clients might be said to have a good
sense of belongingness or connectedness to that particular
program operation. At Coconut Grove, the feeling of belong-
ingness was noticeably aided by three factors; namely, the
physical location of the agency within the community, the
drop-in ambiance of the program, and the interaction of the
staff with the participants.

At the Perrine program, the sense of belongingness among
clients was evidenced from the client's positive perception
of the program, some drop-in activity, and the interaction
of the staff with the youth.

At Wynwood, many of the activities of the program are located
outside of and away from the program site and a sense of be-
longingness was not among the program's striking features.

Opa Locka, likewise, appeared to afford a limited sense of
belongingness, as exhibited by the small number of clients
that frequented the facility. Major factors restricting such
a sense of belongingness among Opa Locka clients may well be
attributable to the unattractive environment and location of
the program, as well as the marked inadequacy of office space,
which made privacy for either clients or staff all but impos-
sible.
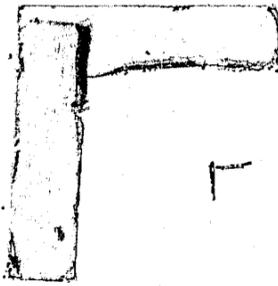
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1 OF 2

Parental involvement: Juveniles are dependent upon their parents
both legally and practically, and so they cannot be expected
to achieve personal change without parental involvement or
support. In this vein, many professional therapists warn of
the futility of treating youth alone, without involving parents
and other family members. Opa Locka has reported some ongoing
parental involvement, but, for the most part, the programs,
even though they have attempted to involve parents through home
visits, conferences, and group participation, have had only
limited success and perceive parental involvement as being
difficult to achieve.

Thus, without the development of some radical outreach strategy
to engage the parents of these clients, we believe that this
nemesis will continue to hamper and limit the success of these
programs.

F. Administration Related:

Program Directors: With respect to the directors of these five pro-
grams, it is fair to credit them with positively influencing
the programs through their efforts in the areas of staff
motivation, counsel, and direction. In addition to being
engaged in the ongoing management of the programs, the directors
must of necessity become involved in such other tasks as seek-
ing additional funds, broadening their community bases, and
establishing liaison with other agencies in the area. It is
our opinion that the over-involvement in these matters, which

are not directly connected to prevention efforts in themselves,
has resulted in a diminished ability to manage, and a lack of
familiarity with the program, conditions which were evident at
the Wynwood and Opa Locka programs.

Sponsoring Agencies: The sponsoring agencies include public and pri-
vate educational institutions (Florida International University,
Miami-Dade Junior College, and Biscayne College); a community
youth agency (The Allapattah branch of the YMCA); and a community
service agency (The Perrine Optimist Club). The overall influence
of the agencies on the prevention programs has varied over time,
and presently is minimal, consisting of grant preparation assis-
tance, or, in some instances, providing the programs with regular
payroll processing or other administrative assistance . In view
of the known difficulties inherent in delinquency prevention
strategies, however, the sponsoring agencies do not provide the
programs with enough frequent, formal, objective assessments of
their efforts. In our opinion, such input by the sponsoring
agencies would have greatly enhanced the work of the programs.

(4) Strengths of the Programs

Despite the various shortcomings, all of the programs meet some of the con-
ditions essential for youth development. For instance, it is important
that youth have something to contribute to the community, and in the case
of the Perrine program, work placement sites have been scattered throughout
the 'larger' South Dade community. Wynwood also has made a special effort
to place their work-stipend clients in community agencies, and both programs
employ clients to work in the program facility itself.

A second important element is to immediately place youth in active roles.
Coconut Grove does this best through the structure and operation of the
Advisory Council. Members of this Council are elected on rotation, and
this selection process is a highly spirited event. The Advisory Council's
decision-making role provides a unique opportunity to the program clients.
One of the most active roles that youth can assume is that of worker, yet
only Perrine and Wynwood, to date, offer job placements to their clients.
A third element is that the program should be located within a legitimate
institution. All of the programs are community-based services, located
in facilities that are near the 'center' of the CD target areas, and
easily accessible. The Allapattah program is the only one located within
an institutional setting, the YMCA.

The mix of 'good' and 'bad' youth is a fourth element that is desirable
in the programs. All of the programs contain a mix, but data on terminated
clients indicated that the mix varied from as low as 7% at Allapattah, to
60% at Coconut Grove.

All of the programs can be broadly described as diversionary in the sense
that they enroll walk-in and other voluntary clients. The last element is mixed
at Opa Locka and Coconut Grove. Some clients at these two programs are re-
ferred by the courts as part of a sentence (disposition). Coconut Grove,
especially, accepts many of its clients from the courts, even though at least
half of all of the program's participants are there voluntarily.

Individual strengths vary as much as the range in ages of (8-32) across the
five programs. The Coconut Grove program has a fully operational drop-in center
that was planned, designed and, for the most part, renovated by the program
clients. The ce ter is small, but it is clearly a place for youth.. The

staff is indigenous to the Coconut Grove community, and they are quite
intimate with the characteristics of the community and their clients,
many of whose problems are reportedly the result of living in a small,
inbred community. The program's services have remained even and con-
sistent since its inception, and staff tenure has been rather long.
These two factors have added to the development of good staff/client
relationships at this program, shown by 73% "favorable" responses by
current clients on the counselor scale.

The Allapattah program has the advantage of being located at the 'Y'
facility, thereby blending into the general youth development program
atmosphere. The small enrollment and "club" attributes work well for
the younger aged client, and the primary worker has shown a keen interest
and affection for the clients. Additionally, the program has remained
consistent in scope and operation since its beginnings.

At Perrine, the strongest features are the strictly scheduled supervision,
with frequent client contact, and placement at work sites. The program
has achieved a broad community recognition through its community service
component, and it has remained consistent in its range of services.

The program at Opa Locka attempted to interest residents in becoming more
actively involved in crime prevention, through extension courses at
Biscayne College under the sponsorship of the program. The client/staff
relationships were reported by clients to be good, and the program is
presently locating at a facility that could accommodate a drop-in center.
The Wynwood Youth Center, a name change since the first of the year, has
been rather successful in increasing parent and other resident involvement

in supporting intramural activities, and their effort to promote GED
enrollments is noteworthy. The agency is located at the edge of the
Wynwood area, but it is well connected to the network of service agencies
that serve the area.

VII. IMPLICATIONS AND APPLICATIONS

The combination of those impacts that have been noted in this evaluation
and the inability to demonstrate impact in other areas presents what we
feel are quite clear implications for the future direction of the CD-funded
programs. We have concluded, for instance, that the programs provided:
1) adult models; 2) a place for youth to go, planned activities, many
organized sports, and other culturally enriching opportunities; 3) in many
instances, an opportunity to develop job skills, and a chance to earn money;
and, 4) a stimulus for enhancing the community network in each area rela-
ting to general youth development.

On the other hand, we have also concluded that: 1) there has been little
demonstrated reduction in juvenile delinquency by the five programs [1];
2) that the programs tend to pull into the juvenile justice system some
youth who have little need for intervention; and, 3) that the imprecise
issue of prevention is perhaps moot, given youth self-report data. In any
case, it is dependent on certain events not taking place over a period of
time, and therefore difficult to demonstrate or negate with existing data.

Indeed, a review of the literature on the subject would lead one to not
expect much impact from such programs on the delinquency of youth who
had already begun to have a number of contacts with the juvenile justice
system. There are various reasons why one would not expect much impact,
not the least of which are the characteristics and nature of community-
based programs or services. For one thing, since all C.D. programs are
accompanied by a network of resident advisory groups, general community

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1. However, the number of contacts recorded for the Perrine clients
   during enrollment was less than the "before" number, and compa-
   ratively fewer than for any of the other programs.

attitudes and prevailing conventional wisdoms, which often do not reach to the heart of the matter, are inescapable.[2] These CD-funded programs have also repeated some of the same errors of the larger juvenile justice system, and as a result, general youth development activities are inadequately addressed. Paramount among these errors has been the inconsistent treatment of youth which has been counterproductive, especially since youth expect to be rewarded as well as punished for their behavior. In fact, one of the strongest criticisms encountered in the literature was that efforts to reduce and/or prevent juvenile delinquency placed a <u>negative</u> reference on youth behavior, rather than on efforts to promote <u>positive growth and development</u> of youth.[3]

A third major shortcoming to all the programs encompasses such staff limitations as inadequate size, inexpert skills, and/or improper assignments.

Furthermore, the length of time that most of the program staffs spend with any one client has not been formally specified, so that the intensity and frequency of contacts also tend to be inconsistent.

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[2]The prime example is the Coconut Grove program, which was created as a result of perceived high crime rates in the area by the area residents.

[3]U.S. Department of Justice, LEAA, "Diversion of Youth from the Juvenile Justice System, April, 1976, page 6.

In summary, we feel that the strongest implication stemming from this study is that rather than addressing the problem of delinquency, per se, these programs should be addressing the developmental needs of the youth. The emphasis should be on the youth themselves, beginning perhaps as early as the third or fourth grade, rather than on the fact that they may have committed a delinquent act or acts.

As constituted, these programs cannot be expected to effectively address the reduction of delinquency among youth who have already come to the attention of the juvenile justice system a number of times. To do so would require that they have considerably more resources than they now have, and that they be a much more substantial element in the everyday lives of the youth. It may also be that they should <u>not</u> be located in the neighborhoods from which most of their clients are drawn. In any case, as much as such programs may be needed in the juvenile justice system, the long-term goal should be to work to reduce the need for them through more broadly based prevention efforts.

It is a legitimate concern, and probably the greatest strength of these CD-funded programs, to provide youth development activities which offer adult models and roles, and thus perhaps indirectly reduce or prevent delinquency in the long run. We have borrowed from the literature in suggesting that such a youth development program would offer experiences that: 1) are client-centered; 2) offer valuing-active roles; 3) assist youth in achieving a sense of competence and usefulness; 4) permit voluntary membership; and, 5) foster a sense of belongingness.

I. YOUTH DEVELOPMENT MODEL

The following model of youth development incorporates most of the strengths of the five programs, and includes highlights from the delinquency literature. The model is also supported by the data collected and analyzed for this report.

A. Adult Supervision

All else considered, adult supervision, both in the sense of monitoring, and, more importantly for the purpose of fostering close relationships between staff and clients, should be the primary element of these programs. Adult supervision has been repeatedly indicated as a contributor to behavioral and attitudinal change in youth. The most supportive evidence for this element is the remarkable reduction in offenses committed by the probationers while they were enrolled in the DMI program. The rate of "461" entries recorded went down from an average of 2.76 per client per year (pcpy) before enrollment, to 0.72 pcpy (age adjusted) during enrollment.[4] It is also noteworthy that the Perrine clients, who were also closely supervised, went down from an average rate of 1.25 pcpy contacts before enrollment, to and adjusted rate of 0.37 pcpy contacts (actual was 0.68) during enrollment.

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4. See chapter 4 for a fuller discussion of client contact data.

The implication for constant contact is clear, but the positive results are short-lived; the effect is produced only while clients (CD and DMI) are enrolled in the programs. After release, the recorded delinquent contacts jumped dramatically, actually increasing in Perrine (from 1.25 pcpy contacts before to 1.6 pcpy contacts after), and approached the same level at DMI (from 2.76 pcpy before to 2.1 pcpy after). However, the "hard" crime contacts recorded for the DMI clients did drop off (from 1.57 pcpy to an adjusted 0.72 pcpy contacts), a difference which is statistically significant at the 99% confidence level.

1. Many of the clients enrolled in the programs (including DMI) are at the age when the proportion of delinquency acts is expected to be high (see Table 11). According to the Delinquency Index, the programs have generally been accepting clients who are already in a very active delinquency period, and many are not expected to cease in their delinquency for a full year after release from the programs. Both the CD and DMI programs have been at fault by recruiting clients "too late", and keeping them for too short time periods (average 90 days) to impact on their delinquent behavior. We can expect that if the programs enroll clients before the onset of the "active" period of delinquency (average age of 14-15), and maintain their enrollment through the period of expected increase in delinquency (ages 15-16), the number of delinquent acts will

drop off considerably. Additionally, the short period of enrollment cannot sustain the benefit from the establishment of a good relationship with an adult model, so essential to general youth development.

2. One of the most positively reported experiences by the program clients was their relationships with the staff workers at all of the programs. Some clients attributed changes in their attitude/behavior to their relationship with their "counselors". To insure a uniformity of treatment, we recommend that the ratio of staff to client not exceed 1:26, which is a rule of thumb for caseload size. We also recommend that each client have the opportunity to be exposed to the same general type of treatment from staff by selecting staff with comparable backgrounds, interests, and/or experiences.

3. The adult role can also be ascribed to graduates of the programs, much like the role that a few of the Coconut Grove graduates have informally assumed. These young adults are an invaluable resource, and they should be recruited with the intention of being developed as paid staff. The importance of peer interaction is already recognized by many of the programs, as evidenced in the group rap sessions. The opportunity to legitimately exploit this resource is available to all of the programs now.

4. Day-to-Day supervision appears to have resulted in a dramatic behavior change with the DMI clients, and no doubt the same type of change would occur in program clients who were equally as delinquent. It is further anticipated, for those clients who are not "set" on a course of delinquency, that frequent and prolonged contact with an adult model at the programs would result in "prevention" and, perhaps, more importantly, that more positive attitudes about future patterns of behavior would also be nurtured.

The conditions under which contact is made will, of course, vary from program to program: telephone, home visits, office visits, school attendance checks, work site supervision, etc., have all been included in the scheme of the five programs. But the intensity of the contacts has been so uneven that the effect, we feel, has been minimal in most instances.

It is our recommendation that, in addition to all other scheduled activities, recreation, field trips, etc., that a minimum of two contacts per week be made with each client (not including telephone contacts). These contacts are to be of a one-to-one nature with the assigned worker.

B. Sense of Usefulness and Competence

The second major element in a general youth development program would include the cultivation of a sense of "usefulness and competence". There are many schemes for insuring this feeling, (for example the Boy's Clubs, the Junior Achievement, DMI, etc.), but the nature of the CD target area clients must be more carefully considered, and the socio-economic status of these urban (inner city), minority (Black and Hispanic), males (76%), demands more than just the provision of the "spirit" of usefulness and competence.

Coates advocates for the "promotion of opportunities which provide youth with experiences which are believed to be integral to normal human development: acceptable vocational and social roles."[5]

One of the most acclaimed methods to insure this role is work activity; that is, work for pay. While job development consumes a large part of staff and budgetary resources, this component can be used as a lure to increase participation into the program, even if the offer is for a limited time only.

[5]Coates, Robert, "Community Based Corrections: Concept, Impact Dangers", Juvenile Correctional Reform in Massachussetts, 1976, pg. 25.

The job development component should also comprise life skills workshops, e.g., how to's on filing applications, interviewing techniques, dressing for the job, working habits (punctuality, working with a supervisor, etc.)

1. Placement of youth on "real" jobs within their community would also serve to align community resources with the programs, assuring a network of legitimate institutions in support of youth development. This type of support scheme would bring the programs more closely into the broader notion of community-based strategies for youth development.

2. The Dade County Public School system has a work-study program structure that is available to all of the high schools. The Perrine Program has a well established relationship with the local schools that serve the community, and there is agreement to place their shared clients on jobs. This agreement works to the advantage of both of these agencies, and is also beneficial to all of the clients. It is our recommendation that all of the programs which plan a job development component contact the local schools in order to develop possible agreements for work placements.

3. Stipends: To give, or not to give

First, stipends must only be awarded for meaningful work performed, and not just as a reward for participation in the programs.

a. If a program offers stipends, then all clients, (over the age
of 14) must be eligible upon acceptance, with no exceptions.
Budgetary constraints will naturally limit the number of eligible
clients, but program budgets should be designed to allow the maximum
number of stipend clients for a minimum period of time. This scheme
is not intended to be the primary source of employment/income for
clients, but to support the development of legitimate social roles
and adult behavior. The offer of a stipend will also serve as an
incentive for the younger (under 14) client to enroll and stay in
the program for a long period of time (until at least age 14 when a
work permit can be obtained). Stipends must not be dismissed as a
viable scheme to capture the younger client at a vulnerable age,
i.e., before the peak age established for delinquency acts. It is
our recommendation, however, that they be withheld until the clients
have been in the program for a specified period of time.

b. If stipends are not offered as part of the programs'
services, then the task of attracting and keeping clients becomes
more difficult, requiring more creativity.

The creation of a youth center becomes more essential in this
case. A place for youth, of their own design and decoration, is the
drawing factor at the Coconut Grove program, and by its existence
and operation offers almost the full range of the fundamental
elements for a youth development effort.

It is our recommendation that the programs organize a membership
plan; this would especially apply to those programs which cannot
offer stipends. Membership in the center will reinforce a sense of
belongingness. The Youth Advisory Council at the Coconut Grove
program is another feature that may be considered by the other
programs which devise a membership structure. The decision-making
capacity of the Council provides an additional source for "valuing-
active roles".

C. Client Recruitment

Almost 90% of youth self-report that they commit offenses for
which they can be arrested. The program clients were no exception,
and on the Questionnaire, 75% reported committing such behavior
within two months just prior to the interview. Since all juveniles
are "at risk" of being pulled into the juvenile justice system as
dependent, delinquent, or status offender, it is not important for
the programs to label youth as delinquent or not delinquent. A mix
of "good" and "bad" youth, regardless of the referral source(s) is
guaranteed because of youths' natural propensity to commit deliquent
offenses. But in the interest of serving the needs of the
respective communities at large, and the needs of the larger
juvenile justice system, it is our recommendation that the programs
"recruit" clients from the courts, as well as from other sources.

The recruits must be voluntary participants, however, and the terms of their participation must not differ from any other client. The screening of these court recruited clients must, therefore, be done by the courts, and all punitive conditions should be lifted before enrollment in the programs.

It is our recommendation that the programs not rely on one source for referrals, but reach out to the schools, churches, parent/residential organizations,etc., for participants, thus, insuring a mix that is reflective of the composition of the wider community. It is our recommendation that enrollments, or memberships in the program be "renewable" after fulfillment of contracts on an annual basis.

D. Recreational Activities

There is no indication that recreational activities themselves contribute to youth development, but serve rather as auxillary activities to the drop-in center milieu. If staff resources permit the organization of team sports, the time and energy spent on such activities is certainly worthwhile, however.

E. Counseling

Many of the programs are located in communities that lack adequate resources and services that would provide support for clients who are not in need of rehabilitative treatment, and as Coates suggests, the programs should expand their capacity to "be more effectively linked to (appropriate) community resources and opportunities".[6] There is evidence that the Wynwood program has managed, somewhat sucessfully, to do just that through the extensive network of service agencies in the community to which their clients are referred, and the professional services it purchases for their clients.

Clinical counseling is a case in point, for while none of the programs maintain a professional capacity to deliver this service effectively, undoubtedly there are youth who need intensive threapeutic counseling. It is our recommendation that the programs pool their resources (budgets) to develop a paid position to support the services of a trained clinician who would not only accommodate the needs of youth, but would also act as a resource for all program staff who have client assignments.

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[6]Ibid, p. 24.

II. SPECIFIC RECOMMENDATIONS

While the general youth development model can be applied in whole or in part by any of the programs, there are some specific and individual changes that each of the programs can benefit from, if adopted.

A. Administrative Considerations

First, the goals and objectives of all the programs should be re-written to take into consideration the limited resources available. Most of the programs overreach by trying to do too many things to reduce deliquency or recividism rates by some percent, and it has been demonstrated that none of the programs have any measurable success in this area.

The management of the programs has been left pretty much to the discretion of the individual directors. In the case of Coconut Grove and Opa Locka, the directors share staff positions at their respective sponsoring institutions, in addition to their duties at the programs. This time taken away from the programs should be reduced as much as possible. In Coconut Grove, the absence of the director has contributed to staff discontent, and in the Opa Locka program, it has served little purpose except to confuse the role of the sponsoring agency in the day-to-day operation of the program.

The directors at Perrine and Wynwood spend a fair amount of time "lobbying" for the promotion of their programs' interest. It is our recommendation that the directors' activities be more closely

monitored to insure that their efforts, in fact, result in services which benefit the clients.

All programs have good client/staff ratios, and at Coconut Grove, Allapattah and Wynwood, the staffs have the capacity to serve a larger client roster. However, staff assignments have been too narrowly focused at the Opa Locka, Coconut Grove, and Wynwood programs, and it is our recommendation that all staff members share in the provision of direct client supervision. Staff with specialized skills, interests, and/or experiences should be encouraged to provide activities/services in these areas.

B. Documentation

All of the programs have at least one form which is used to collect information about their clients, but we found all such forms to be generally incomplete. In addition, most of the programs maintain separate internal documents that serve their particular needs; e.g., "461" records, diagnostic tests results, school attendance records, etc. There is, however, no one document that is transferable between all programs. It is our recommendation that the programs consider using a document similiar to Exhibit 1 (see Appendix B) as an intake sheet. This form includes all of the basic demographic and referral disposition information required for use by any interested party (the monitoring unit, evaluators, funding agency planners, etc.).

III. OTHER COMMUNITY RELATIONSHIPS

After completing a six year study of the Massachusetts' attempt at
total deinstitutionalization, Coates, et al, conclude that
(programs) "must be in a position to affect both the deviant and the
legitimate networks of which youth are a part: day-to-day work with
families, developing a plausible work opportunity, negotiating with
school authorities, and volunteer/church groups."[7] It is our
recommendation that program directors and other appropriate staff
could well spend some of their time in trying to foster or otherwise
develop community youth development efforts in general. All of the
programs have professed difficulty in working with parents, parent
involvement being something that was never fully considered in the
planning of these programs. Still, with the adjustment of operating
hours, and a concentrated effort at outreach, the levels of
participation and interest of parents should increase, especially if
they were offered a decision-making opportunity through planning the
activities of their offspring.

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[7]Coates, Robert, et al, Diversity in a Youth Correctional System:
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APPENDIX A.

Table 1

INDIVIDUAL SCALE ITEMS RECEIVING WIDELY VARYING PERCENTAGE "FAVORABLE"
RESPONSES, PROGRAM BY PROGRAM

SCALE/ITEM	PROB.	C.GR.	ALLA.	PERR.	O.L.	WYN.
Counselor						
#4. We never seem to talk about anything we should be talking about	44	62	23	43	31	48
#5. My counselor seems to like me no matter what I say or do	78	69	46	95	62	71
#15. My counselor always seems to come up with something that works for me	67	85	77	52	69	90
Linn						
#4. I have lots of things to do in my spare time	89	77	54	90	44	77
#6. I take part in such things as clubs or group meetings	44	77	85	90	31	58
#10. I worry about money	100	69	46	55	38	85
#13. I get angry with people easily	44	23	46	65	62	80
#15. I don't do too well unless I have someone around to back me up	67	54	31	85	56	68
#16. I feel worried, tense, or uneasy	100	38	31	60	56	72
Life						
#10. It is important to me to show people how tough I am	89	38	46	30	62	73
Law						
#6. People who break the law almost always get caught and go to jail	22	69	85	45	81	58

Table 2

NEW ENTRANTS" CONTACTS WITH PROGRAMS, BY TYPE AND DURATION

PROGRAM	HOME	OFFICE	CULTURAL	INDIV. COUNS.	'GROUP' COUNS.	SUPERV., ADV.GROUP WORK SITE	TELEPH.	TOTAL	
COCONUT GROVE	1	3	9	7	7	5	0	32	
PERRINE	4	56	6	48	8	55	2	179	
OPA LOCKA	6	28	2	44	5	5	19	109	
	11	87	17	99	20	65	21	320	N= 14
%	3.4	27.2	5.3	30.9	6.2	20.3	6.6		

COCONUT GROVE	HOME	OFFICE	CULTURAL	INDIV. COUNS.	'GROUP' COUNS.	SUPERV., ADV.GROUP WORK SITE	TELEPH.	TOTAL	%
15 min.	1		1	6				8	25.0
15-20 min.			3	1	4	3		11	34.4
½-1 hour		3	3		3	2		11	34.4
1 hour +			2					2	6.2
%	3.1	9.4	28.1	21.9	21.9	15.6	-		

PERRINE	HOME	OFFICE	CULTURAL	INDIV. COUNS.	'GROUP' COUNS.	SUPERV., ADV.GROUP WORK SITE	TELEPH.	TOTAL	%
15 min.		12		9		39	2	62	34.6
15-20 min.		20		25		5		54	30.2
½-1 hour		2		11		4		17	9.5
1 hour +	4	22	6	3	8	7		46	25.7
%	2.2	31.3	3.4	26.8	4.5	30.7	1.1		

OPA LOCKA	HOME	OFFICE	CULTURAL	INDIV. COUNS.	'GROUP' COUNS.	SUPERV., ADV.GROUP WORK SITE	TELEPH.	TOTAL	%
15 min.	2	5				1	17	25	22.9
15-20 min.	2	10				1	2	20	18.3
½-1 hour	2	7		32	4			45	41.3
1 hour ½		6	2	7	1	3		19	17.4
%	5.5	25.7	1.8	31.2	4.6	4.6	17.4		

Table 3

STAFF QUESTIONNAIRE CATEGORIES

Category 1: Client Relationship

- getting stuck with all the bad clients
- feeling that working with juveniles and their problems is depressing
- most of the clients I get are so mixed up that I find it difficult to under-
  stand how they see things
- the only way to get anywhere with my clients is to tell them exactly what to do
- most of my clients are just bad kids, and there's not much you can do with them
- its better just to do your job and try to keep detached from your clients
- all my clients really need is someone who will talk to them without criticizing
- basically, I like my clients no matter what they say or do
- I find the time I spend with my clients rewarding

Category 2: Skills, Training and Qualifications

- feeling that you need more training to do your job properly
- feeling that you are not fully qualified to handle your job because you need
  more experience in working with juveniles

Category 3: Workload/Scope of Duties and Clerical Support

- feeling that you have too heavy a workload, one that can't be finished in
  a normal day
- being unclear on just what the scope and responsibilities of your job in
  the program are
- thinking that the meetings and paperwork required by the program take up too
  much of your time
- not having sufficient clerical assistance

Category 4: Promotional Opportunity, Salary, and Performance Evaluation

- feeling that you have too little authority to carry out the responsibilities
  assigned to you
- feeling that you are not paid an adequate salary for the work you do
- not knowing what opportunities for promotions or advancement exist for you
  in the program
- not having enough opportunity to do the things you feel you are best
  able to do
- not being able to try out your own ideas on the job
- not knowing what those who judge your work in the program think of your
  work or how they evaluate your performance
- believing that others in the program get more credit, even though they make
  less of a contribution than you do
- feeling that those above you in the program don't pay enough attention to
  your opinions about your work in the program

Category 5: General Satisfaction

- believing that high staff turnover adversely affects the operation of the
  program
- not knowing what the people you normally work with in the program think of
  you
- feeling that you have to do things for the program that are against your
  better judgment
- if I could move to a different job, I would

Category 6: Influence of the Funding Agency

- thinking that the funding agency(s) have too much influence on the opera-
  tion of the program

Table 4

OPEN-ENDED QUESTIONNAIRE-CURRENT CLIENTS(AGGREGATE) N=87

3. What do you think this program is supposed to do?

Response	Frequency	%
help stop crime/ keep off street	25	28.7
learn sports	7	8.0
get job	10	11.5
in-school help	9	10.3
general help	17	19.5
don't know	8	9.2
no response	11	12.6

5. Can you tell me the reason(s) you came here?

Response	Frequency	%
financial	15	17.2
recreation	15	17.2
guardian/school	19	21.8
wanted to come	17	19.5
courts	8	9.2
don't know	1	1.1
no response	6	6.9

6. Did you have any personal problems that the program here helped you with?

Response	Frequency	%
no	47	54.0
yes	8	9.2
attitude about crime	3	3.4
attitude about school	7	8:0
interpersonal changes	5	5.7
referred to counseling	2	2.3
job	2	2.3
no response	13	15.0

11. If you ever got into real trouble, do you think this program could do you any good?

Response	Frequency	%
no	8	9.2
yes	44	51.0
counselor	16	18.4
don't know	10	11.5
no response	9	10.3

Table 5

INDIVIDUAL RESPONSES OF SPONSORING AGENCIES AND COMMUNITY ORGANIZATIONS

Coconut Grove

Questions	Responses	N
1. What kind of problems in the community is the program addressing?	• other community agencies were not interested in these kids	1
	• apathy among youth and family disintegration	1
	• a need for after school activities as well as a need for the kids to learn to survive	1
2. Is there much of a problem of juvenile crime in the area?	• yes	1
	• for such a small area thre is a high proportion of crime	1
	• yes, according to the CD Task Force	1
3. Is the program relevant to the problem it addresses?	• there are so few other resources in the area you have to have it	1
	• no reply	2
4. Are you able to see changes in behavior or attitudes as a result of the youngsters participation in the program?	• with some more than others, it depends upon the willingness of the clients	1
	• no reply	2
5. Does the program serve those clients that need it most?	• the program does receive a number of referrals from HRS	1
	• no reply or did not know	2
6. How much of the community's youth problem is being met by the program?	• there are still a large number not being served	1
	• some	1
	• did not know	1
7. What is the strength of the program?	• the program is a good meeting place for the kids	1
	• the staff is in contact with the school and can often anticipate trouble	1
	• the staff ahve a deep sense of personal relationship with the clients	1

8. What is the weakness of the program?
- the program needs a lot of variety to keep the kids interested   1
- few funds   1
- a lack of funding   1

Allapattah

Questions	Responses	N
1. What kind of problems in the community is the program addressing?	• few after school activities • non-constructive peer and role models; truancy • a need for low cost counseling	1 1 1
2. Is there much of a problem of juvenile crime in the area?	• chronic truancy and damage to property • "not as much as three blocks north of the expressway." • yes-- runaways	1 1 1
3. Is the program relevant to the problem it addresses?	• "on paper yes, but I have no idea what happens to the kids after I refer them to the program." • it is more than babysitting, it (the program) exposes the kids to new new ideas. • the program is relevant to the very young.	1 1 1
4. Are you able to see changes in behavior or attitudes as a result of the youngsters participation in the program?	• parents and people in school should • no reply	1 2
5. Does the program serve those clients that need it most?	• no, it is prevented by the NSA boundaries from helping the kids who get into serious trouble • no, they are missing half the kids • the need is much greater than the present group being served	1 1 1
6. How much of the community's youth problem is being met by the program?	• a portion of the need • can't say • no reply	1 1 1
7. What is the strength of the program?	• recruitment and transportation • the dedication of the workers • the fact that the parents know where the kids are after school	1 1 1
8. What is the weakness of the program?	• generally there is poor follow-up • there is a need to expand the program more into the schools • to be more cost effective, it should be larger	1 1 1

Perrine

Questions	Responses	N
1. What kind of problems in the community is the program addressing?	• apathy and economic difficulties	1
	• unemploument and non-constructive leisure time activities	1
	• truancy	1
	• vagrancy, burglary, and keeping the kids off the street	1
	• one parent families and multiple family problems	1
2. Is there much of a problem of juvenile crime in the area?	• the program only treats about 10% of the need	1
	• higher here than in the county as a whole	1
	• as bad as other communities	1
	• most of the kids they work with have problems	1
	• no reply	1
3. Is the program relevant to the problem it addresses?	• yes the staff are selected on the basis of experience	1
	• no, because the program cannot keep the kids in the work program for the duration of the school term	1
	• the program needs to be expanded to the Richmond Heights and Homestaed areas	1
	• it provides jobs, counseling, and social activity	1
	• no reply	1
4. Are you able to see changes in behavior or attitudes as a result of the younsters participation in the program?	• yes, pride, the environment of the program revails	1
	• yes, with employment and school responsibility	1
	• maybe with a few, the counselors do make an extra effort	1
	• as effective as can be without additional funding	2
5. Does the program serve those clients that need it most?	• yes, because most of the young people are referred here	1
	• yes, judging from the people served here	1
	• yes	3
6. How much of the community's youth problem is being met by the program?	• it is unique, a combination of employment and school follow-up	1
	• no one is going to reach them all	1
	• "I can't say , but they make a concerted effort."	1
	• there is no other agency in the community	1
	• the program is not equipped to take MR or ED clients	1
7. What is the strength of the program?	• the staff are indigenous to, or living near the area	1
	• the program's approach, few program's tie in school and employment	1
	• the program's constant follow-up and contact with the schools	1
	• concerned counselors who follow-up	1
	• the fact that they expose students to work	1
8. What is the weakness of the program?	• a need for more leisure activities	1
	• a longer cycle of employment	1
	• a need to expand the program to Homestead and Florida City	1
	• poor transportation	1
	• more counselors are needed to keep a good client worker ratio	1 1

Opa Locka

Questions	Responses	N
1. What kind of problems in the community is the program addressing?	• personal identity of the youth • school attendance and achievement • negative behavior • to prevent crime	1 1 1 1
2. Is there much of a problem of juvenile crime in the area?	• no more than anywhere else • yes • yes, and a lot of it goes unreported	1 2 1
3. Is the program relevant to the problem it addresses?	• very definitely so • it provides for contact between the parents and the home environment • it gets the family involved and acts as a support system • if it was not effective we would not carry it	1 1 1 1
4. Are you able to see changes in behavior or attitudes as a result of the younsters participation in the program?	• some change in behavior and school attendance • sometimes, but not outstanding • there is an impact on the youngster and the youngester's family • did not know of any	1 1 1 1
5. Does the program serve those clients that need it most?	• the need is such that there is a need for a greater number of counselors • the need of the clients are immediate • the easy cases stay in school and do not need the program • clients are referred to the program	1 1 1 1
6. How much of the community's youth problem is being met by the program?	• a minimal amount but it is effective • about half • less than half, about 45% • did not know	1 1 1
7. What is the strength of the program?	• the counseling service and the fact that the kids know the program • the availability of contact with the program on a twenty-four hour basis • the training of the staff, and the management of the program by MBO structures • no reply	1 1 1 1
8. What is the weakness of the program?	• the title of the program is "stigmatizing" • there should be more family involvement by bringing the parents together • trained people as staff • a larger staff	1 1 1 1

Wynwood

Questions	Responses	N
1. What kind of problems in the community is the program addressing?	• lack of english	1
	• if the clients are not bi-lingual they cannot get the GED	1
	• truancy and an inability to read english	1
	• supervision after school	1
	• a lack of organization within the community	1
2. Is there much of a problem of juvenile crime in the area?	• yes, there are reports of a number of gangs in the area	1
	• yes, but no worse than the Grove	1
	• the problem of crime in the Wynwood area is the most severe in the county and is also the least addressed here	1
	• the area school has no recreational facility so the kids just hang out	1
3. Is the program relevant to the problem it addresses?	• they do their share	2
	• the program pushes the GED program	1
	• as appropriate as any other agency here	1
	• yes, the GED is essential	1
4. Are you able to see changes in behavior or attitudes as a result of the youngsters participation in the program?	• yes, increased self-esteem when the clients graduate	1
	• some change	2
	• no	1
5. Does the program serve those clients that need it most?	• yes, within the contract	1
	• yes	3
	• didn't know	1
6. How much of the community's youth problem is being met by the program?	• it is a step forward	1
	• as much as they can	1
	• does not know	1
	• no reply	2
7. What is the strength of the program?	• the director's rapport with the community	1
	• the credibility of the director	1
	• leadership of the director	1
	• it is a first response	1
	• no reply	1
8. What is the weakness of the program?	• more activities for the kids	1
	• they are trying to do too much	1
	• they have no transportation	1
	• they need more trained counselors	1
	• they need more staff, space, and money	1

APPENDIX B

EXHIBIT 1

CD/DMCJC IMPACT EVALUATION

WEEKLY ACTIVITY LOG   Program Name: _____

Client Names	Date of Contact	Type of Contact	Length of Contact			
			Less than 15 minutes	Up to 30 minutes	Half hour to one hour	More than one hour

---

EXHIBIT   2: Detailed Data from "461" Files

DISTRIBUTION OF CONTACTS BY PROGRAM

Program	No. of Cases	No. of Contacts	$\bar{x}$	Property	Personal	Drug Related	Other
Coconut Grove	6	41	6.8	16	11	4	10
Allapattah	*	13	*	7	4	0	2
Perrine	8	26	3.25	13	6	1	6
Opa Locka	12	109	9.08	54	21	6	28
Wynwood	6	9	1.5	5	0	0	4
Program Aggregate							
Probation	20	209	10.5	91	25	15	78

* = not reported for reasons of confidentiality.

SEVERITY OF CONTACTS BY PROGRAM

Program	Hard Contacts	Most Frequent Types	Soft Contacts	Most Frequent Types	Total
Coconut Grove	27	SAR	9	Drug Related	36
Allapattah	11	Burglary	2	Traffic Violation	13
Perrine	18	Battery	8	Truancy	26
Opa Locka	72	SAR Theft Burglary	37	Traffic Violation	109
Wynwood	5	Burglary	4	Traffic Violation	9
Program Aggregate					
Probation	116	Burglary	93	Runaway	209

APPENDIX C.

Evaluation Protocols

INSTRUCTIONS FOR PROGRAM STAFF

EVALUATION OF JUVENILE DELINQUENCY PROGRAMS

1. The questionnaire must be read aloud to each client, who will follow along with another copy of the questions. Please allow time for the client the answer each question before proceeding on to the next. We anticipate that all the items will require at least 30 minutes to complete. The test required 7-15 minutes for 10-12 grade students who read on or above grade level.

2. Read or relate conversationally the following instructions as the reason for requiring the client to fill out the evaluation questionnaire:
   "This is a short questionnaire that we need you to answer. It is very important, because our program has been selected to be part of a scientific evaluation and we need to ask you for this information. The information will not be placed in your file nor your record, but will be seen only by the evaluators. Please answer all questions as truthfully as possible."

3. Do not tell the client that a post-test will be scheduled later.

4. Where appropriate the client should be assured that the information obtained from the questionnaire will not be used in treatment.

5. The cover page of the evaluation questionnaire has some samples of questions and answers. Be sure that the client understands what is being asked of him/her before proceeding.

6. The Weekly Activity Log should be kept by all treatment staff for all new Intakes from this date on. It is simple to maintain, but important to us, because it will indicate what it is you do, from your perspective. We will use this Log to describe the variety and intensity of your program. The Log must be kept for each new client for 60 days after intake.

7. All completed questionnaires and log sheets must be returned to us at DHR, Room 1505, 140 West Flagler Street, Miami, 33130

Thank you for your cooperation.

Please read over the following questions and the answers carefully. These samples are just a guide to help you understand how to answer the other questions in this questionnaire.

	Definitely Yes	Pretty Much Yes	Uncertain	Pretty Much No	Definitely No
1. It always snows in Miami	5	4	3	2	(1)

Some of the other questions would have different choices. For instance:

	Definitely Agree	Pretty Much Agree	Doesn't Matter	Pretty Much Disagree	Definitely Disagree
2. It is important to have some clothes to wear	(5)	4	3	2	1

Another form of choices will be:

	Extremely Serious	Very Serious	Somewhat Serious	Not Very Serious	Not at all Serious
3. Killing a lot of people	(5)	4	3	2	1

For each statement below, please circle the number that best describes the way you feel about your counselor.

	Definitely Yes	Pretty Much Yes	Not Sure	Pretty Much No	Definitely No
1. My counselor understands exactly how I see things.	1	2	3	4	5
2. I feel I can trust my counselor to be honest with me.	1	2	3	4	5
3. My counselor lets me know what he (she) wants me to do, but usually lets me decide for myself.	1	2	3	4	5
4. We never seem to talk about anything we should be talking about.	1	2	3	4	5
5. I don't think my counselor knows what my problem is.	1	2	3	4	5
6. My counselor seems to like me no matter what I say or do.	1	2	3	4	5
7. My counselor accepts me the way I am, even though he (she) wants me to be better.	1	2	3	4	5
8. My counselor tries to run my life.	1	2	3	4	5
9. If I could work with a different counselor, I would.	1	2	3	4	5
10. I like to come and talk with my counselor.	1	2	3	4	5
11. My counselor really tries to understand me.	1	2	3	4	5
12. I can learn a lot about myself from talking to my counselor.	1	2	3	4	5
13. My counselor doesn't seem like a real person.	1	2	3	4	5
14. My counselor doesn't seem to be interested in people.	1	2	3	4	5
15. My counselor always seems to come up with something that works for me.	1	2	3	4	5
16. My counselor usually makes me work hard at knowing myself.	1	2	3	4	5

Please read the following statements carefully. Think about how you feel today, and circle one of the numbers below the answers to each statement which best describes how you feel. There are no right and wrong answers.

	Definitely Yes	Pretty Much Yes	Uncertain	Pretty Much No	Definitely No
1. My parents usually know where I am.	5	4	3	2	1
2. I have enough work activities, jobs, or chores to do during the day.	5	4	3	2	1
3. I feel good about the the things I do.	5	4	3	2	1
4. I have lots of things to do in my spare time.	5	4	3	2	1
5. I wish I had more satisfying things to do in my spare time.	5	4	3	2	1
6. I take part in such things as clubs or group meetings.	5	4	3	2	1
7. I have lots of friends.	5	4	3	2	1
8. I would like to have more friends than I do now.	5	4	3	2	1
9. I find it hard to be interested in the things of the world, such as events in the newspaper.	5	4	3	2	1
10. I worry about money	5	4	3	2	1
11. I worry about my physical health.	5	4	3	2	1
12. I tell my feelings easily to others.	5	4	3	2	1

	Definitely Yes	Pretty Much Yes	Uncertain	Pretty Much No	Definitely No
13. I get angry with people easily.	5	4	3	2	1
14. I make people do what I want them to do.	5	4	3	2	1
15. I don't do too well unless I have someone around to back me up.	5	4	3	2	1
16. I feel worried, tense, or uneasy.	5	4	3	2	1
17. I believe most people can't be trusted.	5	4	3	2	1
18. I have someone in my life whom I feel close to.	5	4	3	2	1
19. I feel worthless.	5	4	3	2	1
20. There is a God that tells us what's right and wrong	5	4	3	2	1
21. I make plans for the future.	5	4	3	2	1
22. My life has meaning.	5	4	3	2	1
23. I get very upset and mixed-up when things go bad.	5	4	3	2	1
24. I am a happy person.	5	4	3	2	1
25. I am someone who will get into trouble and probably spend some time in jail.	5	4	3	2	1
26. I am someone who will do okay in life in things like school, jobs, having a family, and so on.	5	4	3	2	1

Please circle the number below that describes your opinion on each of the following statements.

	Definitely Agree	Pretty Much Agree	Doesn't Matter	Pretty Much Disagree	Definitely Disagree
1. It is important to me that I finish school.	5	4	3	2	1
2. It is important to me that I get a good job some day.	5	4	3	2	1
3. It is important to me to be like my parents want me to be.	5	4	3	2	1
4. It is important to me to have a lot of money to spend.	5	4	3	2	1
5. It is important to me that my parents like my friends.	5	4	3	2	1
6. It is important to me not to have trouble with the police.	5	4	3	2	1
7. It is important to me that I get along with the people around me.	5	4	3	2	1
8. If my friends really wanted me to do something that my parents would not approve of, I would probably do it.	5	4	3	2	1
9. Is there someone you can think of who you would like to be like? WHO........ _____					
10. It is important to me to show people how tough I am	5	4	3	2	1

Please circle the number that best describes your activities during the past two months.

1. How many times in the past two months have you skipped school or classes, or left school early without permission.   0 1 2 3 4 5 or more times

2. How many times in the last two months have you taken a car or motor vehicle without the owner's permission   0 1 2 3 4 5 or more times

3. How many times in the last two months have you stolen something from a house or store   0 1 2 3 4 5 or more times

4. How many times in the last two months did you by yourself, physically attack another person   0 1 2 3 4 5 or more times

5. How many times in the last two months were you part of a group that physically attacked another person.   0 1 2 3 4 5 or more times

6. How many times during the past two months have you refused to obey your parents or guardians about something they thought was important   0 1 2 3 4 5 or more times

7. How many times in the last two months have you used alcohol, pills, or other drugs to get high.   0 1 2 3 4 5 or more times

8. How many times in the last two months have you carried a weapon such as a gun, knife other weapon.   0 1 2 3 4 5 or more times

9. How many times in the last two months have you destroyed, damaged, or marked up property other than that of your own family   0 1 2 3 4 5 or more times

10. How many times during the last two months have you refused to obey teachers or school officials about school rules   0 1 2 3 4 5 or more times

11. How many times in the last two months have you run away from home   0 1 2 3 4 5 or more times

---

Each of the following statements describe something a person might do. Please circle the number below that shows how serious you think each of these is. There is no right or wrong answer.

	Extremely Seriously	Very Serious	Somewhat Serious	Not very Serious	Not at all Serious
1. Skipping school or classes, or leaving school early without an excuse	5	4	3	2	1
2. Taking a car or motor vehicle without permission.	5	4	3	2	1
3. Stealing something from a house or store.	5	4	3	2	1
4. Beating up or hurting someone on purpose.	5	4	3	2	1
5. Being part of a group that physically attacks another person.	5	4	3	2	1
6. Refusing to obey parents or guardians about something they consider important.	5	4	3	2	1
7. Using alcohol, pills or other drugs to get high.	5	4	3	2	1
8. Carrying a weapon such as a gun, knife, or other weapon	5	4	3	2	1
9. Destroying, damaging or marking up property - other than that of your own family.	5	4	3	2	1
10. Refusing to obey teachers or school officials about school rules.	5	4	3	2	1
11. Running away from home.	5	4	3	2	1

ase circle the number below that describes your opinion on each of the
lowing statements.

	Definitely Agree	Pretty Much Agree	Uncertain	Pretty Much Disagree	Definitely Disagree
Laws should always be obeyed	5	4	3	2	1
Most things which might get people like me in trouble with the law, don't really hurt anyone	5	4	3	2	1
To get what you want in this world, sometimes you have to do some things which are against the law.	5	4	3	2	1
It is alright to get around the law if you can get away with it.	5	4	3	2	1
Most laws are made just for the the good of a few and I don't feel they apply to me	5	4	3	2	1
People who break the law almost always get caught and go to jail	5	4	3	2	1
Police sometimes try to help you out, instead of just trying to catch you	5	4	3	2	1

To the best of your knowledge, how many times have you been

a) warned and released by the police	0	1	2	3	4	5 or more
b) arrested by the police	0	1	2	3	4	5 or more

How many times in the last two months have you been

a) warned and released by the police	0	1	2	3	4	5 or more
b) arrested by the police	0	1	2	3	4	5 or more

Each of the following statements describe something a person might do. Please circle the number below that shows how serious you think each of these is. There is no right or wrong answer.

	Extremely Seriously	Very Serious	Somewhat Serious	Not very Serious	Not at all Serious
1. Skipping school or classes, or leaving school early without an excuse	5	4	3	2	1
2. Taking a car or motor vehicle without permission.	5	4	3	2	1
3. Stealing something from a house or store.	5	4	3	2	1
4. Beating up or hurting someone on purpose.	5	4	3	2	1
5. Being part of a group that physically attacks another person.	5	4	3	2	1
6. Refusing to obey parents or guardians about something they consider important.	5	4	3	2	1
7. Using alcohol, pills or other drugs to get high.	5	4	3	2	1
8. Carrying a weapon such as a gun, knife, or other weapon	5	4	3	2	1
9. Destroying, damaging or marking up property - other than that of your own family.	5	4	3	2	1
10. Refusing to obey teachers or school officials about school rules.	5	4	3	2	1
11. Running away from home.	5	4	3	2	1

Client Interview - Open Ended.

1 What do you think about this program?

_____

_____

2. What do you like most about it?

_____

_____

3 What do you think this program is supposed to do?

_____

_____

4. Is that what you expected when you first come here, or did you expect something different in your case?

_____

_____

5. Can you tell me the reason(s) you came here? (Is that the real reason?)

_____

(Did you want to come? _____ (Why/Whynot?)_____

_____

6. Did you have any personal problems that the program here helped you with?

_____

_____

7. How did the program help you?

_____

_____

8. Did you have any problems that you hoped or wished the program would help you with, but which it didn't?

_____

_____

9. How do you think the program might have been able to help you?

_____

_____

10. Do you think about things any differently now compared to how you thought about them before you got into the program? _____

_____

10a Was it something about the program that made you see things differently? _____

_____

11. If you ever got into <u>real</u> trouble do you think this program could do you any good? _____

_____

12. All in all how do you feel about being in this program? _____

_____

13. Do you get a check or payment of any kind for coming to the program? (If "yes", would you come if you did not receive any payment? _____

_____

Program:_____   Client:_____

METROPOLITAN DADE COUNTY · FLORIDA

**140 W. FLAGLER STREET
ROOM 1503
MIAMI, FLORIDA 33130
TEL: 579—5416**

**DEPARTMENT OF HUMAN RESOURCES
OFFICE OF DIRECTOR**

All CD Juvenile Delinquency Prevention/Diversion staff are requested to complete the attached questionnaire as part of the Impact Evaluation of these programs.

The accuracy and usefulness of this survey is dependent upon your co-operation. We rely on your responses to give us an accurate picture of the strong points of these programs, as well as their potential problem areas.

In this questionnaire we are not interested in reporting the responses of any particular individual and we therefore request that you do <u>not</u> put your name anywhere on these materials. Information will be reported only by program.

Your assistance is appreciated.

IMPACT EVALUATION STAFF QUESTIONNAIRE

1. Program Name:_____

2. Respondent's Age:_____years

4. Respondents Sex: Female:____ Male:____

5. What is your relationship to the program? Are you:

           ___ full-time paid employee
           ___ part-time paid employee
           ___ paid by another agency but assigned to
                  the program
           ___ an unpaid volunteer
           ___ other (specify_____)

6. Please give a brief description of your major role or job in the program:_____

_____

_____

7. How many years experience do you have in your current type of work? _____years.

8. How long have you been with the program? _____months.

9. Please circle the highest level of education you have completed:

Elementary School	High School	Undergrad. College	Graduate School
1 2 3 4 5 6 7 8	1 2 3 4	1 2 3 4 5	1 2 3 4 5 6 7+

10. Please identify any formal academic degrees which you may have:_____

_____

11. In addition to on-the-job or in-service training, have you received any specialized

training for what you are currently doing with the program? No ____ Yes ____. If

"Yes" please identify the ____ _____

Below is a list of items that sometimes trouble people in their work. Using the code letters provided, indicate how frequently you feel troubled by each item in your work.

A	B	C	D	E
Never	Rarely	Sometimes	Rather Often	Constantly

1. _____ Feeling that you have too little authority to carry out the responsibilities assigned to you in the program.

2. _____ Being unclear on just what the scope and responsibilities of your job in the program are.

3. _____ Feeling that you have too heavy a workload, one that you can't finish in a normal day.

4. _____ Feeling that you are not paid an adequate salary for the work you do.

5. _____ Not knowing what opportunities for promotion or advancement exist for you in the program.

6. _____ Feeling that you need more training to do your job properly.

7. _____ Thinking that the meetings and paperwork required by the program take up too much of your time.

8. _____ Getting stuck with all the bad clients.

9. _____ Feeling that you are not fully qualified to handle your job because you need more experience in working with juveniles.

10. _____ Not having enough opportunity to do the things you feel you are best able to do.

11. _____ Not having sufficient clerical assistance.

12. _____ Not being able to try out your own ideas on the job.

13. _____ Feeling that working with juveniles and their problems is depressing.

14. _____ Not knowing what those who judge your work in the program think of your work or how they evaluate your performance.

15. _____ Believing that high staff turnover adversely affects the operation of the program.

16. _____ Feeling that you have to do things for the program that are against your better judgement.

17. _____ Thinking that the funding agency(s) have too much influence on the operation of the program.

18. _____ Believing that others in the program get more credit, even though they make less of a contribution than you do.

IMPACT EVALUATION STAFF QUESTIONNAIRE

1. Program Name:_____

2. Respondent's Age:_____years

4. Respondents Sex: Female:____   Male:_____

5. What is your relationship to the program? Are you:

____ full-time paid employee
____ part-time paid employee
____ paid by another agency but assigned to
     the program
____ an unpaid volunteer
____ other (specify_____)

6. Please give a brief description of your major role or job in the program:_____

_____

_____

7. How many years experience do you have in your current type of work?   _____years.

8. How long have you been with the program?   _____months.

9. Please circle the highest level of education you have completed:

Elementary School	High School	Undergrad. College	Graduate School
1 2 3 4 5 6 7 8	1 2 3 4	1 2 3 4 5	1 2 3 4 5 6 7+

10. Please identify any formal academic degrees which you may have:_____

_____

11. In addition to on-the-job or in-service training, have you received any specialized

training for what you are currently doing with the program? No ____ Yes ____. If

"Yes" please identify the training:_____

Below is a list of items that sometimes trouble people in their work. Using the code letters
provided, indicate how frequently you feel troubled by each item in your work.

A	B	C	D	E
Never	Rarely	Sometimes	Rather Often	Constantly

1. _____ Feeling that you have too little authority to carry out the responsibilities
assigned to you in the program.

2. _____ Being unclear on just what the scope and responsibilities of your job in the
program are.

3. _____ Feeling that you have too heavy a workload, one that you can't finish in a
normal day.

4. _____ Feeling that you are not paid an adequate salary for the work you do.

5. _____ Not knowing what opportunities for promotion or advancement exist for you in
the program.

6. _____ Feeling that you need more training to do your job properly.

7. _____ Thinking that the meetings and paperwork required by the program take up too
much of your time.

8. _____ Getting stuck with all the bad clients.

9. _____ Feeling that you are not fully qualified to handle your job because you need
more experience in working with juveniles.

10. _____ Not having enough opportunity to do the things you feel you are best able to do.

11. _____ Not having sufficient clerical assistance.

12. _____ Not being able to try out your own ideas on the job.

13. _____ Feeling that working with juveniles and their problems is depressing.

14. _____ Not knowing what those who judge your work in the program think of your work
or how they evaluate your performance.

15. _____ Believing that high staff turnover adversely affects the operation of the
program.

16. _____ Feeling that you have to do things for the program that are against your
better judgement.

17. _____ Thinking that the funding agency(s) have too much influence on the operation
of the program.

18. _____ Believing that others in the program get more credit, even though they make
less of a contribution than you do.

A	B	C	D	E
Never	Rarely	Sometimes	Rather Often	Constantly

19. _____ Not knowing what the people you normally work with in the program think of you.

20. _____ Feeling that those above you in the program don't pay enough attention to your own opinions about your work in the program.

Using the code letters provided, indicate how you feel about your relationship with your clients.

A	B	C	D	E
Definitely Yes	Pretty Much Yes	Not Sure	Pretty Much No	Definitely No

1. _____ Most of the clients I get are so mixed up that I find it difficult to understand how they see things.

2. _____ The only way to get anywhere with my clients is to tell them exactly what to do.

3. _____ Most of my clients are just bad kids, and there's not much you can do with them.

4. _____ All my clients really need is someone who will talk to them without criticizing them.

5. _____ It's better just to do your job and try to keep detached from your clients.

6. _____ Basically, I like my clients no matter what they say or do.

7. _____ I find the time I spend with my clients rewarding.

8. _____ If I could move to a different job, I would.

Staff Questionnaire - Open Ended Interview

1. How would you describe the purpose of your program? (i.e., what is it that you are trying to do for youth?).

_____

_____

_____

2. What is it that you do that helps achieve that purpose?

_____

_____

_____

3. What do you see as the source(s) of the problems your clients have?

_____

_____

_____

4. Can you see changes or growth taking place in your clients from the time they enter the program, to the time they leave?

_____

_____

5. What kinds of changes?

_____

_____

_____

6. How do you think these changes can be demonstrated to someone outside the program?

_____

_____

_____

7. How do you effectively handle difficult clients?

_____

_____

_____

7a. Do you pretty much take the same approach with all of your clients? _____

_____

8. How are clients assigned to you? (arbitrarily, by problem, don't know).

_____

_____

9. Are assignments changed frequently? If "yes", for what reasons?

_____

_____

10. Do you think the program could be changed in any way to get better results? If "yes", in what way?

_____

_____

*** 11. How would you describe the overall management approach of this program? ("tightly directed", "somewhat controlled", or "loosely directed").

_____

_____

12. How often do you come into contact with persons from:
   a. the police department

   b. schools

   c. religious organizations

   d. community organizations

   e. local public agencies

   f. parent(s)

13. Which of these organizations do you see as really doing something for the type of client you ordinarily see?

_____

_____

*** For staff only

14. What is it about them, or what they do that seems to be effective?

_____

_____

** 15. How would you describe your relationship with your supervisor in terms of:
   a. frequency

   b. content

   c. flexibility

   d. partnership

16. In general, how would you describe the conditions here? Are you generally satisfied?

_____

_____

For program directors only.

17. How would you describe your management style in this program? ("tightly controlled" "somewhat controlled", or "loosely controlled").

_____

_____

18. How would you describe your relationship with your staff in terms of:
   a. frequency

   b. content

   c. flexibility

   d. partnership

Program: _____

Agency Representative Questionnaire

Name of Agency_____

Type of Agency._____

How familiar are you with the _____program(frequency of contact, ect.)

What kind(s) of relationships, if any, do you have with that program?

What problems do you see existing in the community that this program is trying to address?

Is there much of a problem with juvenile crime in the community?

Do you think that there is such a thing as a "bad" kid, or do you think that most "delinquents" naturally grow out of that kind of behavior on their own?

What do you think is the best thing that can be done for

    a. "pre"-delinquents

    b. actual delinquents

Do you think that what the____ program is doing is appropriate for dealing with the kinds of problems that they are trying to deal with? Is it relevant?

Are you able to see any changes in the behavior or attitudes of the participants in the ____program as a result of their participation in the program?

    (if yes) What is it about the program, or what is it that it does that produces this result?

   (if no) Can a program like this be expected to show results, or is ... ?

Relating to what the agency actually does, do you think that the qualifications of the staff measure up to providing these kinds of services effectively?

Does the program serve those clients who need the service the most, or who would benefit most from the service?

Does the program duplicate the work of other agencies?

In summation, how much of the community's needs in relation to youth problems or juvenile crime do you think is being met by the ____program?

What would you say are its greatest strengths and weaknesses?

END