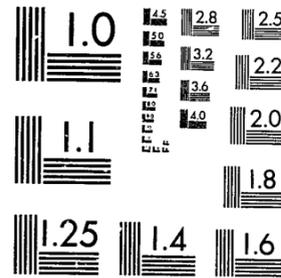


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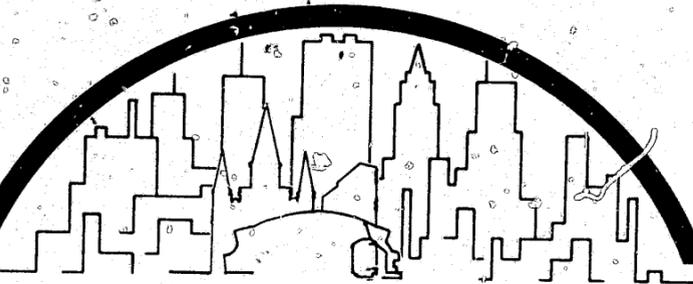
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City of New Orleans
The Mayor's Criminal
Justice Coordinating Council

THE JUVENILE TREATMENT PROGRAM:
A PROCESS EVALUATION

FRANK R. SERPAS, JR., Executive Director
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U.S. Department of Justice
National Institute of Justice

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THE JUVENILE TREATMENT
PROGRAM: A PROCESS
EVALUATION

Prepared by
The Mayor's Criminal Justice Coordinating Council

December, 1982

NCJRS

MAR 11 1983

ACQUISITIONS

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The Juvenile Treatment Program was funded
by the Law Enforcement Assistance Administration
through the LOUISIANA COMMISSION ON LAW ENFORCEMENT
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THE MAYOR'S CRIMINAL JUSTICE
COORDINATING COUNCIL
MAYOR ERNEST N. MORIAL,
Chairman
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Vice Chairman

MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

THE
JUVENILE TREATMENT PROGRAM:
A PROCESS EVALUATION

PROJECT: Juvenile Treatment Program

Project Number: 80-C9-7.1-0001

Subgrantee: City of New Orleans

Period of Grant Report: October 1, 1981 - September 30, 1982

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Prepared By: Albertean P. Selmore

Clerical Assistance: Evelyn Goldstein

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Authorized Official: Mayor Ernest N. Morial

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PREFACE

The development of the Juvenile Treatment Program represented a specific response by the Mayor's Criminal Justice Coordinating Council to often articulated needs of the Juvenile Justice System as expressed by judges, child care workers, and planners. Those requests included the delivery of services specifically geared to the serious juvenile offender and an increase in differential services available to youth. As originally conceived, this experimental program was designed primarily to serve youth reintegrating from the Louisiana Training Institute and as a resource to all probation and parole officers. The program was not designed to supplant the activities of existing agencies; rather, it was designed as a resource to purchase specialized services not currently budgeted or readily available within existing agency budgets and to provide limited manpower for intensive follow-up protocols. Ideally, the program was envisioned as a service purchaser with little direct client contact except for monitoring of service delivery.

The translation of this concept into an operational program became a difficult and frustrating process. The fragmentation of both responsibility and service delivery within the juvenile justice system required the cooperation and coordination of such agencies as the Mayor's Criminal Justice Coordinating Council, the Louisiana Commission on Law Enforcement, the state-wide Juvenile Justice and Delinquency Prevention Advisory Board, the Louisiana Department of Corrections, the Division of Youth Services, the New Orleans

City Welfare Department, the Youth Study Center Detention Facility, the Orleans Parish Juvenile Court Judges, and the Mayor of New Orleans. The lack of cooperation between and within agencies, the fear of territorial inclusion into the operations of another, the denial of the need for services, petty bureaucratic bickering, the desire to increase staff rather than purchase services, the general reluctance to work with the serious juvenile offender, the consideration of risks, and the placement of responsibility all contributed to the original program concept being modified beyond recognition. As is well documented in this evaluation, the slow start-up of the Program can be traced directly to inter-agency rivalry, an unreasonably lengthy negotiation process, referral process considerations, selection of targeted youth, and lengthy approval checkoffs by all agencies involved. Hindsight indicates that the CJCC upon determining that the process of approval and negotiation was radically changing the program should have removed the program from consideration and proceeded with another initiative that had a better possibility of success. The feeling, however, was that theoretically the outcome of the negotiation process would produce a strong program which might differ operationally from the original concept, but would retain its goal direction. Unfortunately, the negotiation process resulted in a metamorphosis to a program that was in essence a duplication of effort and not directly related to the serious juvenile offender.

The experience with this program is not unusual in many experimental programs and clearly illustrates the problem planners face

when attempting to translate vaguely articulated needs into comprehensive programmatic responses. Until and unless operating agencies become more concerned with the overall goals of the juvenile justice system rather than organizational survival or expansion and bureaucratic concerns of scope of responsibility, any coordinated efforts in the prevention of juvenile delinquency are doomed to failure. One significant step toward this would be a clearly articulated set of priorities, policies, and goals for the juvenile justice system and a strong commitment to work together. The fragmentation of services and responsibility are not conducive to comprehensive planning of operations and consolidation of services is not politically feasible. However, with proper administrative support and a common direction, a real coordination of efforts could result.

The evaluation of this project should be viewed as illustrative of many of the problems arising from the development of youth programs. The evaluators have made every effort to produce a document which would both assist a program in its internal operations and provide for the funding agency a description of internal efficiency. However, the evaluation can only be of marginal value if one does not appreciate that the program was not, in its final form, responsive to community needs and that the external environment of the program abrogated any efforts at internal efficiency and overall effectiveness. Without sound theoretical bases, consistency, and some assurance of longevity, the program cannot even be considered experimental nor an experimental evaluation design implemented.

No one agency or individual was responsible for the failure of this program to achieve its goals as originally conceived. Rather, it is a product of the complex juvenile justice system and the constraints of managing flexible, innovative programs within a context of bureaucratic rigidity.

Stuart P. Carroll, Deputy Director
Mayor's Criminal Justice Coordinating Council

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JUVENILE TREATMENT PROGRAM

I. INTRODUCTION

The Department of City Welfare of the City of New Orleans was awarded grant funds by the Law Enforcement Assistance Administration (LEAA) to operate the Juvenile Treatment Program (JTP) for the period January 1, 1981 through December 31, 1981. However, due to complications and delays, the program's operational period was changed by grant adjustment to encompass the period October 1, 1981 through September 30, 1982.

In brief, the purpose of the program was to reduce contacts with the Criminal Justice System, i.e., arrests or convictions annually among 50 adjudicated delinquent youth through diagnostic testing and evaluation, individual and family intervention, education, vocational training and employment. The JTP was to provide a network of social services, focusing on the needs of serious juvenile offenders in order to reduce involvement in juvenile crime. Through the delivery of differential services and by developing individualized comprehensive treatment approaches to each juvenile's problems and needs, the JTP was expected to reduce contacts with the Juvenile Justice System.

II. GOALS AND OBJECTIVES*

A. The Goal of the program is as follows:

To rehabilitate the serious juvenile offender through the delivery of differential services, thereby reducing involvement in the Criminal Justice System, i.e., no arrests and convictions among 50% of the adjudicated delinquent youth completing the program.

B. The Objectives of the program are as follows:

1. The youth, his family, and the team will develop individualized service plans. Service plans will be developed for a maximum of 10 juveniles per month (fifty per year), and will include the rationale, methods, and objectives of the treatment to be applied. Bi-monthly family therapy will be provided as specified in the individualized service plans.
2. Bi-monthly individual therapeutic intervention sessions for a maximum of 20 juveniles. Each session will last one-half hour at a minimum and be summarized in writing.
3. Weekly group therapy sessions stressing interpersonal relations and social skills will be conducted for a maximum of 10 juveniles requiring group therapy. If the need for individual therapy becomes evident, that service will be provided as slots become available.
4. Diagnostic testing and evaluation services will be provided for a maximum of 10 juveniles per month.
5. Youths that are employable will be provided vocational guidance. Weekly group sessions will be held focusing on skill development and career exploration, using the juveniles profile as a point of reference.
6. If funding is received to facilitate job placements, each juvenile will receive a minimum of 16 hours per week on-the-job training.
7. Youth requiring vocational training will be linked with the appropriate technical school and provided appropriate supportive service, e.g., tutorial and financial assistance.
8. Educational alternatives will be identified for those youth who cannot adjust to a traditional school setting.

* This Goal and these Objectives were developed through the individual in-put of a number of different youth serving agencies, and, for the most part, do not lend themselves to comprehensive and quantifiable evaluation.

III. METHODOLOGY

Data for the evaluation were gathered from Program records, New Orleans Police Department arrest records, and interviews with Program staff, as well as representatives of other agencies involved in the referral and selection processes. Program records provided information about the status of cases, processing dates, and screening decisions. Other Program records recorded dates, kind, and amount of counseling provided, together with other kinds of referrals made or services provided. The Individual Service Plans of each participant provided specific information as to what services were to be provided. The NOPD records provided access to the arrest histories of participants.

IV. PROGRAM START UP

A review of documentation between the involved agencies - Criminal Justice Coordinating Council (CJCC), Louisiana Commission on Law Enforcement (LCLE), Juvenile Court Judges, Division of Youth Services (DYS), the Mayor's Office, and the City Department of Welfare - indicates that total agreement did not exist initially for the establishment of the JTP.

At the January 14, 1981 meeting of the LCLE, a grant in the amount of \$85,687. (\$77,118 Federal Part "C" and \$8,569. local match) was approved for a Juvenile Treatment Program. One of the Special Conditions placed on the grant read as follows: "No drawdown of funds until letters of program support have been received from all of the Orleans Juvenile Court Judges."

On February 4, 1981, the general consensus among the Juvenile Court Judges was that the JTP was duplicative of existing efforts. Furthermore, the Judges stated that governmental resources already existed to fund the services envisioned by the program. For those reasons, the Juvenile Court Judges did not support the grant. On March 26, 1981, Mayor Ernest Morial wrote Juvenile Court Administrative Judge Salvatore Mulé stating that the letter reporting the consensus was unresponsive to the City's request for program support. The Mayor's position was:

1. The JTP was designed for youth on probation, parole and especially for youths recently released from Louisiana Training Institute;
2. The Juvenile Court Judges on many occasions had expressed concern for the lack of treatment services available.
3. The JTP would address this need, as well as serve as a resource for the State Probation and Parole Office.
4. The JTP was not a duplication of effort, but supplements currently inadequate services as Parole Officers do not provide the services to be offered by the JTP. They make referrals to other agencies for the services; and,

5. It was inconceivable that the Juvenile Court Judges would be opposed to the program. Failure to support it would cause delay in the release of grant funds for programs to serve youth in the New Orleans community.

As a result of the Mayor's actions, a meeting was scheduled with the Director of the CJCC, the Juvenile Court Judges, and Mr. Michael Bagneris, the Mayor's representative, to discuss and resolve problems with the JTP. Meanwhile, on April 7, 1981, the Director of the Division of Youth Services informed the Director of the Department of City Welfare that that office could not provide the JTP with a letter of support for the following reasons:

1. In many instances the services provided are duplicative of the services provided by the DYS, with 22 Juvenile Probation agents responsible for providing individual and family counseling to youth on probation or after care. DYS staff also arranges for diagnostic evaluations when appropriate and facilitates placement of youth in proper residential settings when required. Comprehensive Service Plans are required for all DYS cases.
2. The cost of the JTP per client would be approximately 4 times the cost of providing similar services through the DYS.

However, the DYS Director agreed that innovative programs were needed in the New Orleans area and she offered the Department of City Welfare a member of her staff to work towards the development of a new or modified proposal to address unmet needs.

On May 6, 1981, the Juvenile Planning Specialist from the LCLE wrote the Director of the CJCC requesting that he and Mr. Bagneris attend the Governor's Juvenile Justice and Delinquency Prevention Advisory Board Meeting on May 27, 1981. Dr. Morris Jeff, Director of the City Department of Welfare, and Judge Salvatore Mulé, Juvenile Court Administrative Judge, were also requested to attend. LCLE was in need of an explanation as to the delay in implementing the JTP in New Orleans, as other areas in the State were requesting additional funds for juvenile programs. LCLE felt that if the CJCC and the City Department of Welfare

were unsuccessful in acquiring the support of the Juvenile Court Judges, it was likely that those funds would be allocated to other areas of the State. Shortly after the meeting on May 27, 1981, letters of support were received from the Juvenile Court Judges. However, due to delays, the program did not become operational until October 10, 1981.

V. PROGRAM DEVELOPMENT

The New Orleans Department of Welfare proposed to establish a Juvenile Treatment Program which would direct the juvenile through a network of social services designed to reduce contacts with the Criminal Justice System; i.e., arrests or convictions, through the application of an individualized comprehensive approach to problems and needs. This strategy was developed as a productive means of reducing crime and which addressed the emotional problems and learning disabilities of adjudicated delinquents.

Since the treatment strategy addresses the juvenile, the parents, and significant others, the approach was regarded as being systemic in nature. The program, as originally envisioned, was to provide a networking of diagnostic testing evaluation, individual and family therapeutic intervention, career development assistance, educational alternatives, job placement, vocational training, and other related services to participants as needed.

VI. PARTICIPANT DESCRIPTION

The Juvenile Treatment Program was to provide intensive specialized treatment to juvenile offenders. Only juveniles under the supervision of the Division of Youth Services adjudicated delinquent for the conviction of a felony were eligible for participation in the Program.

A. Age of Participants

Table 1 indicates the age of the participants at the time of admittance. That Table indicates that 35 (72.9%) of the participants were 16 years of age or younger at the time of admittance and were, therefore, within the legal definition of juvenile. The remaining 13 participants (27.1) were 17 years of age or older, but were under the jurisdiction of the Juvenile Court and, therefore, met program eligibility requirements.

TABLE 1
PARTICIPANTS AGE AT TIME OF ADMITTANCE

RACE	AGE INTERVALS					TOTAL
	10 & Under	11-12	13-14	15-16	17 & Over	
BLACK	1	1	13*	18	13	46
WHITE	0	0	1	1	0	2
TOTAL	1 (2.08%)	1 (2.08%)	14(29.16%)	19(39.58%)	13 (27.08%)	48

* Includes 1 female participant.

B. Current Offense of Participants

Table 2 lists the current offense (that offense which led to program participation) for all participants. Of those offenses, 13 (27.1%) were for theft, 10 (20.8%) were for simple burglary/burglary, and 5 (10.4%) for armed robbery. Therefore, it is indicated that over one-half of the offenders (58.3%) fell within those 4 offense categories. The remaining 41.9% of the participants had committed one of the other 13 felony offenses listed in Table 2.

Based on the offense committed, all participants had been convicted of a felony offense.

TABLE 2
CURRENT OFFENSE AT TIME OF ADMITTANCE

OFFENSE	# PARTICIPANTS	%
Theft	13	27.1
Simple Burglary	5	20.8
Burglary	5	
Armed Robbery	5	10.4
Aggravated Battery	4	8.3
Receiving Stolen Goods	2	4.2
Purse Snatching	2	4.2
Simple Assault	2	4.2
Shoplifting	2	4.2
Carrying Concealed Weapon	1	2.1
Residential Burglary	1	2.1
Obscene Telephone Call	1	2.1
Attempted Burglary	1	2.1
Breaking and Entering	1	2.1
Aggravated Assault	1	2.1
Attempted Theft	1	2.1
Hit and Run	1	2.1
TOTAL	48	100.2

C. Participant Admittance by Month

Table 3 provides a detailed monthly participant admittance rate.

TABLE 3
MONTH OF ADMITTANCE TO PROGRAM
(Active Participants)

Month	# Admitted	%
October	0	-
November	0	-
December	3	6.3
January	0	-
February	1	2.1
March	12	25.0
April	21	43.8
May	3	6.3
June	8	16.7
July	0	-
August	0	-
September	0	-
October	0	-
TOTAL	48	100.2

This Table documents the slow start-up of program operations. During the first 5 months of operation, only 4 participants were accepted. Only after a series of meetings between CJCC, Department of Welfare, and DYS to expedite the rate of participant acceptance in February and March, 1982 were appreciable numbers of participants accepted. During March - June, 1982, 44 additional participants were accepted into the program.

Therefore, 48 participants were admitted during the evaluation period, with 8 additional referred who never became "active". This substantially met the program goal of servicing 50 participants annually. However, no new participants have been admitted since June 1982. As Table 3 had indicated, almost three-fourths of the participants were accepted during the months of March and April 1982, which further serves to underscore the lengthy start-up period of Program operations.

D. Ineligible Referrals

A total of 56 participants were referred to the JTP by the assigned DYS Probation Officer. Eight of these referrals were ineligible for program participation. Table 4 provides a breakdown of the reasons for program ineligibility.

TABLE 4
INELIGIBLE REFERRALS

Number of Participants	Reason Case Ineligible
1	Resides Outside Orleans Parish
2	Confined in LTI prior to referral from DYS
3	Place of residence is unknown
1	Confined in YSC prior to referral from DYS
1	Probation ended prior to becoming active in program.
8	TOTAL

E. Participants Terminated

During the period of evaluation, 13 participants were terminated. Of that number, only 2 participants can actually be said to have "successfully" terminated as a result of the expiration of the probationary period. Eight others were terminated because of confinement at LTI or Orleans Parish Prison, 2 of them moved out of Orleans Parish and a single participant was terminated for confinement at Milne Boys Home.

Table 5 provides a detailed listing of those terminated.

TABLE 5
PROGRAM TERMINATIONS

<u>NUMBER OF PARTICIPANTS</u>	<u>%</u>	<u>REASON FOR TERMINATION</u>
2	15.4	Probation Ended
2	15.4	Moved out of Orleans Parish
1	7.7	Confined at Milne Boys' Home
8	61.5	Confined at LTI or Orleans Parish Prison
13	100.0	

VII. GOAL AND OBJECTIVE ATTAINMENT

A. GOAL ATTAINMENT

The Goal of the program is as follows: To rehabilitate the serious juvenile offender through the delivery of differential services, thereby reducing involvement in the criminal justice system; i.e., no arrests and conviction among 50% of the adjudicated delinquent youth completing the program.

Both the adult and juvenile files of the N.O.P.D. were searched * to identify arrest history of participants. Of the 48 participants who were "active" in the JTP during the evaluation period, the arrest records for 9 of them could not be located. In addition, the juvenile arrest records of 3 participants who reached 17 years of age during Program participation could not be located, although the adult arrest records were available. Of the remaining 36 participants, juvenile arrest records could be located. Those juvenile arrest records and adult arrest records (used if the participant reached 17 years of age while in the program) revealed the following:*

1. Before-Program offenses totaled 193 plus 3 warrants plus 8 traffic violations and varied between 1-23;
2. During-Program offenses totaled 53 plus 1 warrant plus 14 traffic violations and varied between 1-12;
3. After-Program offenses totaled only a single warrant for those

* Juvenile arrest records were searched on 12/8/82 and adult records searched on 12/10/82.

- 10* participants terminating the Program on or before September 30.
4. There were 18 participants who reached the age of 17 on or before December 10, 1982 (the day adult records were searched). While the juvenile arrest records of 3 of them were not available, the data revealed that the remaining 15 participants were responsible for 85 pre-Program offenses and 4 pre-Program traffic offenses; 31 during-Program offenses and 3 during-Program traffic offenses; and, no after-Program offenses.

The above analysis shows that the 15 participants who reached 17 years of age comprised 42% of the 36 participants for whom arrest records were available and accounted for 44% (85) of the pre-Program offenses and 58% (31) of the during-Program offenses, not counting the warrants and traffic offenses. This would create the inference that the older participants were responsible for a somewhat larger proportion of offenses during program participation than those under 17 years of age. However, the sample size used in this analysis is small and the stated inference should not be used out of context.

It is not possible to measure the Goal in terms of Program effectiveness because only 2 participants "successfully" terminated the Program during the period being evaluated and because so little time has elapsed since those terminations. Such an analysis can be undertaken at a future date when significant numbers of participants have "successfully" terminated and and more lengthy time periods have passed since those terminations.

Additionally, it is questionable whether the JTP was, in fact, accepting the described target group of participants that the Program was designed for, i.e., adjudicated delinquent youth committing violent or serious offenses. While

* Arrest records could not be located for the other 3 terminations.

youth on probation and parole, as well as youth with learning disabilities, are also eligible for Program participation, it should be noted that 40 of the 48 "active" participants had never been to LTI and, in fact, only 4 of them were referred directly to the Program from LTI. A more detailed selection criteria designed to select "serious" adjudicated delinquents might resolve this question.

As already discussed, it is not possible to analyze at this point the effectiveness of the Program in preventing further criminal behavior because so little time has elapsed since the termination of participants and because so few participants have, in fact, terminated. Should the Program continue its operations, this Goal can be comprehensively analyzed at a later date.

B. OBJECTIVE ATTAINMENT

1. Objective 1 stated that the youth, the family and the JTP team will develop Individualized Service Plans. Service Plans will be developed for a maximum of 10 juveniles per month (fifty per year), and will include the rationale, methods and objectives of the treatment to be applied. Bi-monthly family therapy will be provided as specified in the Individualized Service Plans.

A Service Plan was developed for each of the 48 participants accepted during the period of evaluation. This indicates that 96% of the first part of the Objective was met. However, these Service Plans were not developed at a maximum of 10 per month. During December, 1981, January, 1982, and July, 1982, only 3 Service Plans

were developed. In addition, 4 were developed in March, 1982, 12 developed in April, 1982, 15 developed in May, 1982, and 14 developed in June, 1982. Of course, this rate of plan development relates to client intake each month.

Relative to the second part of Objective 1, the Individual Service Plans indicated that 31 participants were required to receive bi-monthly family therapy. Of those, 7 participants (22.6%) received between 0-50% of the requisite bi-monthly sessions, 17 participants (54.8%) received between 51-100% of the mandated sessions, and 6 participants (19.3%) received more than 100% of the required sessions. (One participant received no counseling).

TABLE 6

FAMILY COUNSELING

Percent of Bi-monthly Family Counseling Participant Received	No. of Participants Required to Receive Bi-monthly Family Counseling	%	No. of Participants to Receive Family Counseling (As Needed)	%
0	1	3.3	1	5.9
1-25	3	22.6	4	35.3
26-50	4		2	
51-75	10	54.8	-	11.8
76-100	7		2	
over 100	6	19.3	8*	47.1
TOTALS	31	100.0	17	100.1

*Includes one participant whose plan did not provide for family counseling.

An additional 16 participants whose Individual Service Plans provided for family counseling (as needed) received various amounts of

counseling. In fact, almost 50% of this group received more than 100% of family counseling on a bi-monthly basis, even though it was mandated only "as needed". One participant received more than 100% even though his service plan was silent in regard to bi-monthly family counseling.

Overall, 667 hours of family counseling was documented, an average of 13.9 hours per participant. As all 48 participants averaged 160 days (22.9 weeks) in the program, sufficient bi-monthly family counseling (in hours) was provided to meet the Objective. However, as Table 6 indicates, on an individual participant basis, the Objective was not met.

2. Objective 2 stated that bi-monthly individual therapeutic intervention sessions would be given to a maximum of 20 juveniles. Each session would last one-half hour at a maximum and be summarized in writing.

No individual sessions were provided in October-November 1981, as records indicate no participants had yet been accepted. In addition, only 13 participants received bi-monthly services between December 1981 - April, 1982. However, more than 20 participants received bi-monthly sessions each month between May, 1982 through September, 1982. At the end of the evaluation period on October 10, 1982, 11 participants had received bi-monthly individual counseling during October 1982. The latter part of Objective 2 was attained in that all of the sessions lasted at least one-half hour and all sessions were summarized in writing.

TABLE 7
INDIVIDUAL COUNSELING BY MONTH

Month	No. Participants Receiving Bi-Monthly or More Individual Counseling Sessions
October	0
November	0
December	1
January	2
February	3
March	3
April	4
May	29
June	29
July	26
August	28
September	33
October	11

While 20 or more participants received bi-monthly individual counseling sessions during only 5 months of the evaluation period, a total of 631.5 hours were documented, an average of 13.2 hours per participant. Again, as average participant time in program was 22.9 weeks, sufficient individual counseling (in hours) was delivered to provide bi-monthly individual counseling for all participants. However, because counseling was delivered in varying amounts to participants (See Table 7) and because of slow start-up, the Objective was not met prior to May, 1982. From that point on, the requirements of the Objective were exceeded.

Some further analysis was done based on the individual counseling as required by the Individual Service Plans. This Objective was difficult to analyze as written because none of those plans called for bi-monthly individual counseling sessions, but rather for weekly sessions or counseling on an "as-needed" basis.

As Table 8 indicates, 34 participants were mandated to receive this counseling weekly, 14 of them were to receive it on an "as needed" basis, and 2 participants were not required to receive it at all. An analysis of that Table shows that 52.8% (18) of those required to receive the service weekly received no more than 50% of the amount mandated based on length of time in program. Of the 14 participants required to receive the service "as needed" or not at all, 57.1% (8) of them received between 76-100% of the service. The percentages of service received were, thus, greater for the "as needed" or not required participants than for those mandated to receive the service on a weekly basis.

TABLE 8

INDIVIDUAL COUNSELING				
Percent of Weekly Individual Counseling Participant Received	No. of Participants Required to Receive Weekly Individual Counseling	%	No. of Participants to Receive Weekly Individual Counseling (As Needed)	%
0	1	2.9%	1	7.1%
1-25%	9	26.4%	1	7.1%
26-50%	8	23.5%	1	7.1%
51-75%	10	29.4%	2*	21.4%
76-100%	5	14.7%	7*	57.1%
Over 100%	1	2.9%	0	-
TOTAL	34		14	

* One participant not required to receive the service at all.

3. Objective 3 stated that weekly group therapy sessions stressing interpersonal relations and social skills will be conducted for a maximum of 10 juveniles requiring group therapy. If the need for individual

therapy becomes evident, that service will be provided as slots become available.

The attainment of Objective 3 cannot be easily measured as stated because program records indicate that none of the Individual Service Plans required weekly group therapy sessions. Group therapy sessions, when specified in the service plans, was on an "as needed" basis. As Table 9 indicates, a total of 17 (35.4%) participants had Service Plans specifying group counseling (as needed). In addition, 14 (29.1%) participants who were not required to receive group counseling did, in fact, receive some. The remaining 17 participants (35.4%) were not required to have group counseling and did not receive any.

Table 9 provides more detailed information on the number of sessions delivered to participants based on length of time in program. In addition, the "as needed" and the delivered but not required participants are separated. Finally, 17 of the 48 participants do not appear in the Table, as group therapy was neither required by the Service Plan nor was any delivered to those participants. Little analysis can be made of these data, except to note that 6 participants whom Individual Service Plans required group counseling (as needed) received no group counseling. Overall, 122.5 hours of group counseling was delivered during the evaluation period, an average of 2.6 hours per participant. With participation in the program averaging 22.9 weeks, it appears that group counseling activity is minimal. That average might be misleading in that the analysis does not indicate the size of the groups.

TABLE 9
GROUP COUNSELING

# Counseling Sessions	Required, As Needed				Not Required			
	0 to 10 wks.	11 to 20 wks.	21 to 32 wks.	Over 40 wks.	0 to 10 wks.	11 to 20 wks.	21 to 32 wks.	Over 40 wks.
0	1	2	3	-	-	-	-	-
1	-	2	3	-	1	1	1	-
2	-	-	-	-	-	-	2	-
3	-	1	-	-	-	1	1	-
4	-	-	2	-	-	-	2	-
5	-	-	-	-	-	-	1	1
6	-	-	2	-	-	-	3	-
7	-	-	1	-	-	-	-	-
Total*	1	5	11	0	1	2	10	1

*17 of the 48 were not required to have and did not receive group counseling.

4. Objective 4 stated that diagnostic testing and evaluation services will be provided for a maximum of 10 juveniles per month.

Diagnostic testing and evaluation services consisting primarily of psychological testing and vocational testing was only administered to participants in the months of June, September and October, 1982. A total of 20 psychological tests were administered (11 in June, 8 in September, and 1 in October). A total of 17 vocational tests were administered (14 in June and 3 in September). Thus, this objective was largely unmet.

The psychological tests administered included: Weschler Intelligence Scale for Children (Revised); Bender Visual Motor Gestalt Test; Wide Range Achievement Test; Informal Reading Inventory; Projective Drawings and Storytelling; Rorschach; and, Psychological Interview. The vocational evaluations indicated general aptitude or skills in five broad areas. The level of aptitude are those found or related

to unskilled, semi-skilled or skilled areas of work and it was not to be considered as an indication of aptitudes or skills needed for specific jobs or training programs. The 5 areas of skills were related to general job or work families as listed in the Dictionary of Occupational Titles.

5. Objective 5 stated that youths who are employable will be provided vocational guidance. Weekly group sessions will be held, focusing on skill development and career exploration, using the juvenile's profile as a point of reference.

The first part of the Objective relative to providing vocational guidance to employable youths will be primarily measured by the number of participants who received job referrals and placements. Individual Service Plans for 13 participants required vocational training referrals. Program records indicate that 12 of those required referrals were made and that 4 of 6 participants received job referrals as required in the Individual Service Plan.

The second part of the Objective regarding the JTP providing weekly group sessions focusing on skill development and career exploration using the juvenile's profile as a point of reference cannot be accurately assessed. Group sessions were not summarized in writing; therefore, the subject matter discussed in group meetings is not documented. However, records do indicate that group counseling sessions were not held weekly from October, 1981 - April, 1982, with only 3 sessions held during that period. For the months of May, 1982 - August, 1982, weekly group sessions were held. However, during September 1982, the sessions decreased to one per month. (See Objective 3 discussion.)

6. Objective 6 stated that if funding is received to facilitate job placements, each juvenile will receive a minimum of 16 hours per week of on-the-job training.

Upon the development and final approval of the JTP grant, job placement was contingent upon direct referrals through CETA. Since funding was not received due to the lack of Federal funding during the JTP operations, there was no funding available to accomplish this Objective. However, the JTP did make job placements for 17 participants. Summer job placements were made for 6 participants and included: carpenter; tennis instructor; lifeguard; amusement park rides operator; and, playground assistant (2). Eleven job placements were made for year-round employment and included: service station attendant; brick layer; janitorial/maintenance worker (3); restaurant workers (2); gardener; store clerk; caterer services; and, sanitation department worker.

7. Objective 7 stated that youth requiring vocational training will be linked with the appropriate technical school and provided appropriate supportive service; e.g., tutorial and financial assistance.

Of the 48 participants, 13 were required by the Individual Service Plans to receive vocational training referrals. Twelve of the 13 did receive the vocational training referral as mandated.

8. Objective 8 stated that educational alternatives will be identified for those youths who cannot adjust to a traditional school setting.

Records indicate that 7 participants were required by the Individualized Service Plans to have educational alternatives referrals. Six of the 7 participants received such a referral.

VIII. ADDITIONAL INFORMATION

A. TIME IN PROGRAM

The number of days in the program for all 48 participants totaled 7,697. Thus, the average number of days per participant was 160.35. The total number of days in the program for the 13 participants terminated before October 11, 1982 was 1,319 days, averaging 101.46 days per participant. The total number of days in the program for the 35 participants that were still active on October 10, 1982 was 6,378 days, an average of 182.22 days per participant. The time in program varied between 15 days and 10 months.

B. PROCESSING TIMES

Other time periods recorded include: the number of days between the date that the participant is accepted to the date the participant becomes "active"; the number of days between the participant's becoming "active" and the initial home visit made by JTP Caseworkers; the number of days between the initial home visit and the JTP Case Review; the number of days between the participant's becoming "active" and the JTP Case Review; the number of days between the JTP Case Review and the initial contract meeting.

In order to understand these time frames, the following definition of terms is provided:

Date Accepted: The date that the JTP Coordinator meets with the DYS assigned Probation Officer to review the cases that the DYS Officer has referred. At that time, a juvenile is considered as acceptable if he/she

appears to be an eligible candidate.

Date Active: The date that the JTP Coordinator and staff receive all of the information from all required sources; e.g., DYS, Courts, parents, school board, etc. to verify that the juvenile previously accepted can become an active case.

Date of Initial Home Visit: The date that the JTP caseworker first meets the parents in the juvenile's home.

JTP Case Review Date: The date that the DYS Probation Officer and the JTP Coordinator and JTP caseworkers meet to discuss the Individual Service Plan for the juvenile.

Initial Contract Meeting Date: The date that the assigned JTP caseworker meets with the participant and his family to discuss the Service Plan requirements and obtains the parent's and juvenile's agreement to conform to this plan and the JTP rules. All contracts are signed and dated.

An analysis of these time periods is included as Table 10 and indicates that the total number of days between the date that the participant was accepted to the date that the participant became "active" for all 48 participants was 1,211 days, an average of 25.2 days per participant. This indicates an average period of 3.6 weeks between these two activities and all other processing that must occur for full program participation is delayed for that period of time.

TABLE 10
PROCESSING TIMES

	DATE ACCEPTED TO ACTIVE DATE	ACTIVE DATE TO INITIAL HOME VISIT	INITIAL HOME TO JTP TEAM CASE REVIEW	ACTIVE DATE TO JTP TEAM CASE REVIEW	JTP TEAM CASE REVIEW TO INITIAL CONTRACT MEETING	DATE ACCEPTED TO DATE OF INITIAL CONTRACT MEETING
TOTAL DAYS	1,211	416	421	849	278	2,326
AVERAGE DAYS	25.2	8.7	8.8	17.6	5.8	48.5
AVERAGE WEEKS	3.6	1.2	1.3	2.5	.8	6.9

The number of days between the date that a participant becomes "active" and the initial home visit totaled 416 days, averaging 8.7 days per participant (1.2 weeks). The number of days between the date that a participant received the initial home visit and the JTP team review totaled 421 days, an average of 8.8 days per participant (1.3 weeks). The number of days between the date that a participant became "active" and the date of the JTP Team Case Review totaled 849 days, an average of 17.6 days per participant (2.5 weeks per participant). The number of days between the JTP Team Review and the initial Contract Meeting totaled 278 days, an average of 5.8 days per participant (.8 weeks).

In analyzing these time frames, it would appear that the average of 3.6 weeks between the date accepted and the date of becoming "active" is excessive. As this step involves the collection of various kinds of information and records, perhaps better linkages with the sources of this data (courts, school board, etc.) could be merged so that this process step can be accomplished more rapidly. In addition, the average of 2.5 weeks between the "active" date and the JTP Team Case Review appears excessive. Since the only activity to occur between those points is the initial home visit, perhaps that process time can be expedited as well.

Since the program was to facilitate the re-intergration of participants into free society, the onset of service delivery should commence at the earliest possible time. This analysis indicates that an average of 6.9 weeks elapses between date accepted and the date of initial contract meeting. During that interval only minimal services are provided to participants and consist, primarily, of contacts with school, Juvenile Court, DYS, etc. Thus, this period should be minimized so that full services can be readily provided.

C. TELEPHONE CALLS

JTP Caseworkers had contacts with participants other than through individual, family, and group counseling. Telephone calls were made to participants, to participants' parents, to participants' school, and to the DYS.

A total of 611 calls were made to participants, an average of 12.7 calls; a total of 890 calls were made to the participants' parents, an average of 18.5 calls; a total of 237 calls were made to the participants' school, an average of 4.9 calls; and, a total of 48 calls were made to the DYS regarding the participants, an average of 1 call per participant.

D. VISITS

The JTP caseworker made visits to the participants' homes, schools, and various agencies which included: hospitals; mental health centers; vocational training schools; places of employment; public service agencies; the New Orleans Police Department; Youth Study Center; and, Juvenile Court.

A total of 538 home visits were made, an average of 11.2

visits; a total of 190 school visits were made, an average of 4.0 visits; and, a total of 218 agency visits were made, an average of 4.5 visits for each of the 48 active participants.

IX. COST ANALYSIS

As Table 11 indicates, Program costs as of September 30, 1982, (including obligated costs) totaled \$67,302. This averages \$1,402 per active participant without regard to time in program.

TABLE 11
BDDGET SUMMARY

BUDGET CATEGORY	AMOUNT BUDGETED	EXPENDITURES at 9/30/82	OBLIGATIONS at 9/30/82	TOTAL PROJECT COSTS	UNENCUMBERED BALANCE
Personnel	\$59,161.00	\$46,044.00	\$ 1,040.00	\$47,084.00	\$12,077.00
Fringe Benefits	5,911.00	5,758.00	134.00	5,892.00	19.00
Travel	1,632.00	1,027.00	269.00	1,296.00	336.00
Equipment	1,550.00	560.00	-0-	560.00	990.00
Supplies	1,548.00	544.00	920.00	1,464.00	84.00
Contractual Services	3,037.00	2,573.00	-0-	2,573.00	464.00
Other Direct Costs	8,953.00	-0-	5,414.00	5,414.00	3,539.00
Indirect Costs	3,895.00	-0-	3,019.00	3,019.00	876.00
TOTAL PROJECT	<u>\$85,687.00</u>	<u>\$56,506.00</u>	<u>\$10,796.00</u> (Note 1)	<u>\$67,302.00</u> (Note 2)	<u>\$18,385.00</u>
Federal Funds(90%)	<u>\$77,118.00</u>				<u>\$16,547.00</u> (Note 3)

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Note 1: Project has until December 30, 1982 to expend obligations.

Note 2: Amounts based on unaudited report prepared by City of New Orleans, Department of Finance

Note 3: Federal balance to be returned to Louisiana Commission on Law Enforcement

X. SUMMARY AND RECOMMENDATIONS

A. SUMMARY

While the Program did accept 48 of the requisite 50 participants during the evaluation period, it is questionable whether the Program actually accomplished its major Goal of expeditiously rehabilitating the serious juvenile offender through the delivery of differential services. As analysis of time periods indicates that the average number of days between the date that the participant was accepted and the date of becoming "active" was 25.2 days per participant. This indicates an average period of 3.6 weeks between these two points and all of the processing that must occur after becoming an "active" case are delayed for that period of time. In addition, the average of 2.5 weeks between the "active" date and the JTP Team Case Review for all participants seems excessive. Since the only activity to occur between these two points is the initial home visit, this process time should be expedited. Finally, an average of 6.9 weeks elapses between the date accepted and the date of initial contract meeting. During that time, only minimal services are provided to participants. This lengthy period of time which precedes full Program participation seems inconsistent with a primary Goal of expeditiously rehabilitating the serious juvenile offender.

In addition, with the exception of counseling, the delivery of differential services appear minimal and no documented networking of services to facilitate the rehabilitation of serious juvenile offenders was developed. Furthermore, it is not certain whether serious juvenile offenders as envisioned by the Programs's developers make up a substantial portion of Program participants. Of the 48 accepted, only 4 of them were referred directly from LTI and 83.3% (40) had never at any time been incar-

cerated there. Therefore, a more detailed participant criteria should have been developed in order to insure the selection of the proper participants to be served by this Program.

B. RECOMMENDATIONS

In view of the evaluation of this Program and taken as a whole, the overriding recommendation made is that the Juvenile Treatment Program, as currently operated, be terminated. The Program is almost unrecognizable from the one originally conceptualized and the documented services have provided little or none of the purchase of services networking that was envisioned. It is not possible to conclude that the Program provides any unique services to a defined target participant group that are not otherwise available from existing sources. This Program was an experimental project and cannot be recommended for continued operations.

However, some specific recommendations can be made to improve the internal operations of the Program should it continue to operate in its existing form.

1. The JTP processing time periods, which include number of days between the date of acceptance and the date participants become "active", between date participants become "active" and the initial home visit, between the initial home visit and the team case review should be reduced. It is particularly necessary that all efforts possible be made to minimize the time between the acceptance of a participant and participant becoming "active". Since this is

requisite to participation in the Program, all other processing is delayed. Thus, the JTP should establish more effective linkages with all sources that provide in-put into these processing periods: i.e., DYS, Juvenile Court, Orleans Parish School Board, NOPD. Etc.

In addition, the average of 6.9 weeks between date of acceptance and date of initial contract meeting should be reduced. This would appear to be an unacceptably long period of time before full Program participation can be implemented.

2. The JTP should develop and implement a consistent policy for handling and screening participant admittance. As no participants have been admitted since June 1982, this indicates the need for a screening and acceptance policy so that effective on-going Program operations can occur. This will also require establishing better linkages and contacts with those other agencies participating in the referral and selection processes.
3. The JTP should adhere more closely to the Individual Service Plans developed for participants. Program records indicate that in a number of cases participants mandated to receive a type of service did not receive the extent of those required services so stated, while other participants not required to receive a particular service did, in fact, receive that service in some degree.

These inconsistencies indicate the need for greater planning in the development of the Individual Service Plans so that the needs of each participant are clearly identified and delineated and feasible means of meeting those identified needs are provided. Delivering excess services to some participants is commendable, but services rendered should be tied to those needs identified and man-

dated by comprehensive Individual Service Plans which accurately identify participant deficiencies. This lack of adherence to identified service needs was particularly evident in the case of counseling services, where the specific amounts provided to participants in many cases did not correspond to the frequency mandated in the Individual Service Plans. Tying service delivery to correctly identified needs should result in more effective Program operations.

4. A more detailed participant criteria should be developed so that selection of the serious juvenile offender is facilitated and assured. Otherwise, the Program will have difficulty in establishing the fact that the services provided are not duplicative of those already provided by existing agencies. In addition, the absence of a detailed selection criteria does not provide the Program with a specific identifiable target group to serve.
5. A networking of services with all available resource agencies should be developed and maintained so that all available resources can be utilized in meeting the identified individual needs of all participants. As originally envisioned, this Program was to be as a service provider for needed services not already available or provided and was to accomplish this through the establishment of a major networking of existing resources. During this evaluation period, little of this networking has been evidenced or documented.

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