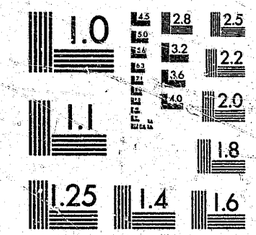


NATIONAL EVALUATION OF THE NEW PRIDE REPLICATION PROGRAM

FINAL REPORT

VOLUME I: ORGANIZATION, IMPLEMENTATION, AND RESULTS OF THE REPLICATION PROCESS

Susan E. Laurence, MPA
Research Associate

Barbara R. West, Ph.D
Principal Investigator

January 12, 1985

Prepared under Grant Number 82-JS-AX-0035 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Assistance, Research and Statistics, U.S. Department of Justice.

THE NATIONAL EVALUATION OF THE NEW PRIDE REPLICATION PROGRAM

CONTENTS OF THE FINAL REPORT

VOLUME I: ORGANIZATION, IMPLEMENTATION, AND RESULTS OF THE REPLICATION PROCESS

CHAPTER ONE: INTRODUCTION

THE PROJECT NEW PRIDE MODEL

PREFATORY NOTE:

THE FOLLOWING IS A SLIGHTLY ABRIDGED AND EDITED VERSION OF THE TRAINING MANUAL VOLUME 1 - PROJECT NEW PRIDE: MANAGEMENT AND OVERVIEW. THIS MATERIAL WAS COPYRIGHTED IN 1980 AND APPEARS HERE WITH THE PERMISSION OF NEW PRIDE, INC., DENVER, COLORADO, WHICH DEVELOPED THE MODEL AND THE TRAINING GUIDANCE FOR ITS REPLICATION.

HISTORICAL BACKGROUND

The initial support and design of Project New Pride was developed under the sponsorship of the Denver Mile High Chapter of the American Red Cross. The Mile High Chapter was one of a select number of National Red Cross divisions mandated to provide new forms of Red Cross services to inner-city residents. Essentially, Red Cross management viewed the organization's traditional services -- disaster aid, assistance to military families, blind and hospitalized persons, and water safety instruction -- as not reaching or particularly involving inner-city minority residents. Moreover, the social unrest that characterized many urban areas in the late 1960s convinced the Red Cross that its wealth of resources and volunteers could and should be effectively utilized to serve inner-city needs. A needs assessment, several experimental programs in a juvenile detention center, and continuous consultation with court officials and community leaders were the building blocks for Project New Pride.

The Denver Anti-Crime Council (DACC) then funded Project New Pride from July, 1973 to 1976 under the LEAA Impact Cities Program. In 1976, additional funds were received to further develop the Project New Pride concept and to increase the number of clients served. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) supported New Pride, Inc. in its provision of technical assistance to other agencies funded to replicate New Pride. Currently, the State of Colorado, the Mile High United Way, and private foundations enable Project New Pride, Inc. to serve 120 youth annually.

Apart from the addition of new staff, refinement of treatment strategies in keeping with emergent state-of-the-art techniques, and the diversification of funding, the organization of Project New Pride has remained essentially unchanged. The success and stability of Project New Pride are the results of a strategy of careful planning and development. Over time, the Project New Pride model (holistic, multi-disciplinary, integrated) continues to respond effectively to the needs of the individual and community.

In 1976, Project New Pride was awarded national exemplary status by the Law Enforcement Assistance Administration for its demonstrated effectiveness serving serious offenders. In 1979, the Office of Juvenile Justice and Delinquency Prevention/LEAA began a national initiative to encourage and support replication efforts based on the Project New Pride model. A competitive request for proposals to replicate project New Pride was sent to key actors in juvenile justice systems across the United States, and to private not-for-profit agencies interested in the program. From among the approximately 80 proposals submitted to OJJDP, 10 sites were selected in the following cities: Pensacola, Florida; Washington, D.C.; Camden, New Jersey; Providence, Rhode Island; Boston, Massachusetts; Chicago, Illinois; Kansas City, Kansas; and San Francisco, Fresno, and Los Angeles, California. New Pride, Inc. subsequently became the recipient of a contract to provide technical assistance to these national replication projects.

THE NEW PRIDE MODEL - PURPOSES, TARGET GROUP, OBJECTIVES, AND PROGRAM DESIGN

Project New Pride is a community-based, comprehensive program of integrated services for serious multiple delinquent offenders.

The Project's specific target group is adjudicated youth from 14 to 17 years of age residing in jurisdictions with high levels of serious juvenile crime. These are juveniles who are under court supervision for a serious offense, with records of at least two prior convictions for serious misdemeanors and/or felonies within the past 24 months, who would otherwise be confined in correctional institutions or placed on probation. These juvenile offenders are generally regarded among the "hard-core" intractable cases for whom incarceration is the only practical answer. The New Pride model is seen as demonstrating a more humane and practical way.

The model's major objectives are:

- Increased school achievement, remediation of learning disabilities, employment, and improved social functioning;
- Reduction in the incarceration of youth adjudicated for criminal offenses;
- Reduction in arrests; and
- Institutionalization of comprehensive and integrated community-based treatment services for serious juvenile offenders through redirection of state and local resources into more cost-effective community-based treatment services.

These objectives are accomplished through provision of a comprehensive, integrated, and individualized system of services. A central concept of the Project New Pride model is its holistic approach to working with delinquent youth. Crime and delinquency literature confirms the conclusion that delinquency is the manifestation of a complex interaction of variables, and that no single factor can be attributed as its cause. In order to impact upon these

problems, the needs of the "total" child must be addressed. Consideration must be given to the social and emotional needs of the youth in their relationships with all the main institutions impacting on his or her life – the family, peer group, school, work, and larger community. The acquisition of basic academic, work, and social skills are the vital steps toward establishing the basis of effective institutional relationships that work for the youth rather than discourage and alienate him or her further. Overall, the holistic approach necessitates that the interaction of all these variables be addressed in relation to the individual needs and abilities of each youngster and in a mutually supportive, integrated fashion.

Project New Pride's major program components are:

- **Intensive Supervision:** Project New Pride counselors are expected to have contact with clients on a daily basis. Caseloads do not exceed 20 clients and the entire family is to be considered part of the counselor's caseload. The Counselor/Case Manager is also responsible for coordinating the delivery of the Project's entire range of services to each of his or her clients.
- **Diagnostic Assessment:** Project New Pride uses an interdisciplinary diagnostic team to individually evaluate each client. Test results are combined with comprehensive needs assessments to determine the appropriate treatment strategies. Four levels of testing are utilized and are determined by the client's needs. The diagnostic batteries include basic academic and psychological screening; diagnosis of learning disabilities; precise specification of learning disabilities; and in-depth speech, language, and psychological assessment.
- **Alternative Education:** Remedial education is designed to decrease general educational lag. Special education to youth with learning disabilities focuses on therapies that remediate or compensate for specific learning disabilities manifested by Project clients. In addition, cultural education is designed to expose youth to the total community and is integrated into both aspects of the Alternative Education Component.
- **Employment** (Job Preparation and Placement): Introduces clients to the world of work through providing meaningful employment experience where they can earn income for

work actually performed. These placement options are used: direct placement, on-the-job training, and referral to publically funded programs. Additionally, pre-employment training and career counseling emphasize the development of good work habits and marketable skills.

- **Volunteer Support:** The extensive use of volunteers in all aspects of the program has enabled Project New Pride to provide individualized and special services, and facilitated the development of a wide base of community support.

- **Management Information System:** Provides a comprehensive and detailed inventory of information that is used to maintain quality control, and conduct intensive, on-going programmatic and individualized monitoring of service delivery and facilitates program modifications and long-range planning.

Critical to the success of Project New Pride is a precise synchronization of these main program elements. This is accomplished by emphasizing three primary integrating functions. They include:

- **Comprehensive Needs Assessment-Diagnostic Services:** As described above, Project New Pride incorporates a comprehensive body of information as its first step in individual program planning.

- **Staffing:** During a Placement Staffing, the Diagnostic Team and counselors collectively review all information gathered on the client's placement to the program's components; later a Program Staffing provides the opportunity for the sharing of all information generated during the intake phase with direct service workers in the program component in which the client is placed. Routine subsequent staffings assure that all the expertise of the Project is continuously brought to bear on planning and delivering services to the client.

- **Individualized Integrated Service Planning (IISP):** A single document which incorporates all of the Project's counseling, education, employment and referral goals, measurable objectives, and service prescriptions provides the basis for actually integrating service. Implementation of this plan is monitored closely by Case Managers through the Intensive Supervision Process and with key tracking capability provided by the Project New Pride MIS.

Project New Pride provides six months of intensive services to each client and six months of follow-up services. The Project operates on the basis of the premise that an individual must learn to confront his or her own problems successfully in the community where the "problems" are. Isolation of the individual from the community may solve one of the community's "problems" temporarily, but can accomplish virtually nothing to help the youngster. Thus, Project New Pride is oriented toward moving each client progressively back into the community "mainstream" with support and increased competencies.

Project New Pride embraces its title literally. Its efforts are aimed at creating a feeling of "new pride" within its clients, a pride long lost or never before discovered. Although viewed as a "last chance" by some, all aspects of Project New Pride are oriented to overcome the poor self-concept and defeatist attitude characterizing its clients at entry, by helping to instill a new sense of pride and self-worth based upon a better understanding of themselves and others, and the realities of the world and society in which they live.

The main philosophical orientation that guides Project New Pride's entire effort is the holistic concept that focuses on the youth as a total person. His or her problems, strengths, and the world around him or her must be dealt with simultaneously and in a coordinated fashion to make a difference.

Project New Pride has created a series of services that are individualized to meet the specific and unique needs and interests of every client. The focus is to integrate all of these services, providing comprehensive treatment of its clients. Staff believes that intensive individual services and attention are of paramount importance to maintain the client's involvement and interest. The Intensive Supervision process is the key. It implements procedures assuring routine contact with each client and a thorough management process which implements effective planning and delivery of services. As illustrated in Figure One, Intensive Supervision is the cornerstone upon which all the other program components are based.

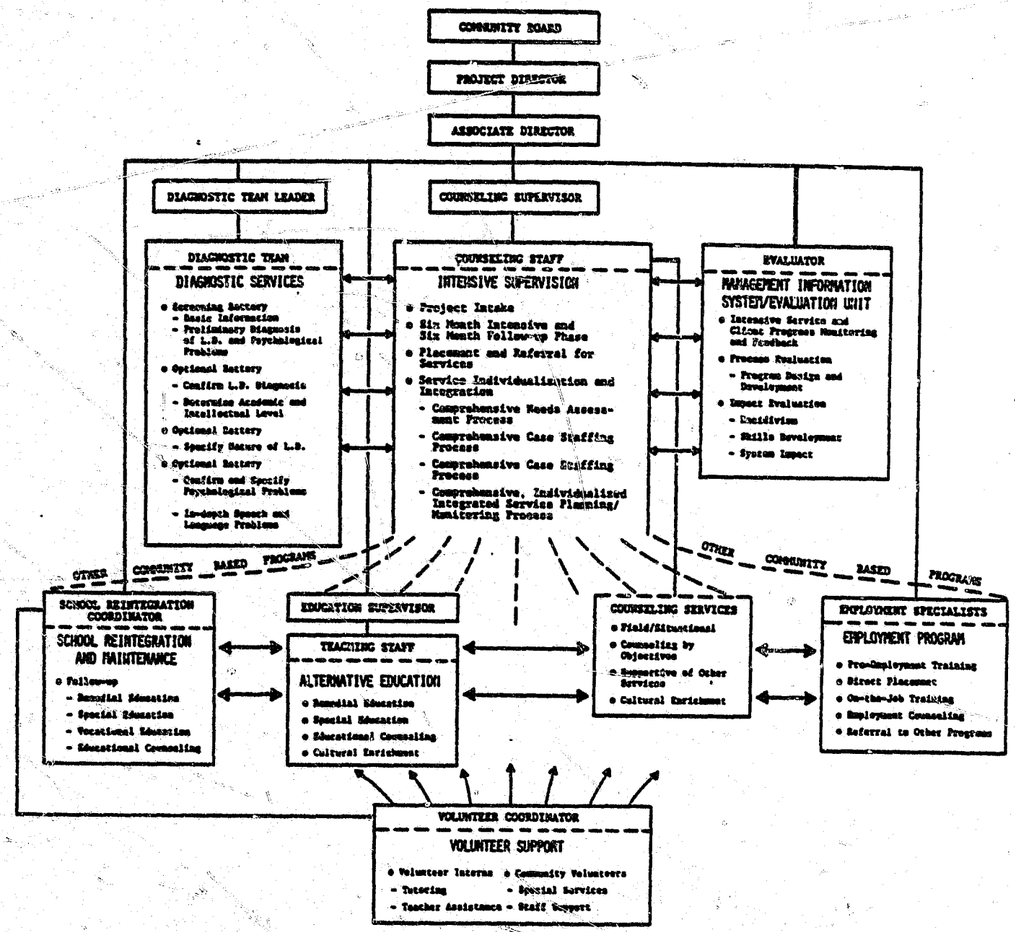
Intensive Supervision

The process of Intensive Supervision implemented by Project New Pride evolved in response to the multi-faceted needs exhibited by the project's clients. All clients receive "intensive supervision" in the form of close and routine contact which assures that all significant areas of need are identified and systematically addressed through a comprehensive individualized plan of services.

There are two main phases to the Intensive Supervision process: Client Intake, and the Counseling/Case Management Process. All referrals to Project New Pride who are accepted as clients after the eligibility screening are assigned an intake counselor who is responsible for conducting a needs assessment interview with the client and his or her family. This interview covers the following areas:

- Family Environment and Relations;
- School Status;
- Employment Situation and History;
- Peer Relationships;
- Court Status;
- Physical Health;
- Material Needs; and
- Attitudes Toward Authority.

The intake counselor is also responsible for gathering information from any community agencies, schools, or court with which the client has been involved. This information, along with recommendations for component placement and programming needs is presented at staffings with the Diagnostic Team and members of the Alternative Education and Counseling Components.



PROJECT NEW PRIDE

FIGURE ONE

Upon placement in one of Project New Pride's direct service components, the client is assigned a Counselor/Case Manager, thus marking the beginning of the Counseling/Case Management phase. The case manager is responsible for the coordination and integration of all project services throughout the client's one-year involvement with the project. The planning and monitoring of these services is performed utilizing the format of the Individualized Integrated Service Plan (IISP). It is the counselor/case manager's responsibility to prepare, revise, and update each client's IISP, under the supervision of the Counseling/Case Manager Supervisor, and with input and review from other project staff involved with the client.

In addition to these case management functions, the counselors also provide direct counseling services to all clients. These services include individual and family counseling, liaison with community agencies, resource brokerage, court relations, and support and advocacy in the community. The counselor/case manager's involvement continues throughout each client's intensive and follow-up phases, with the expectation that during follow-up the client will demonstrate increasing responsibility and independence in pursuit of his or her goals.

Diagnostic Services

Project New Pride's Diagnostic Services are provided by a multi-disciplinary team utilizing a level of testing approach. This approach not only serves to complete each client's diagnostic assessment expeditiously, but also makes efficient use of the diagnosticians' time, as clients proceed from a screening level of assessment to more in-depth test batteries only as needed.

The first three levels of testing present an integrated approach to assessing client functioning in the following areas: Acuity, Self-Esteem, Achievement, Learning Processing, and Self-Report Data. Level I, a screening battery, is administered to all Project New Pride clients. The results provide basic information on client functioning in these areas and lead to preliminary

diagnoses of learning disabilities. Level II testing is administered to confirm the tentative diagnosis of learning disabilities, and Level III specifies the nature of the learning disability.

Level IV, Projective Psychological and In-Depth Speech and Language contains optional batteries administered to clients who demonstrate possible emotional problems or language deficiencies.

The Diagnostic Team is an integral part of the entire Project New Pride process. Their assessments, which include observations of client functioning during testing as well as information from outside agencies who have had contact with the client, are combined with the intake counselor's recommendations and informal assessment results for those clients referred to the Alternative Education Component, to provide an integrated and detailed assessment of each client's needs. The Diagnostic Team routinely participates in formal staffing conferences held initially to assist in the preparation of integrated plans for services to be delivered to each client in Project New Pride, and periodically thereafter to monitor clients' progress and revise plans as needed. Each of the diagnosticians is also available to the staffs of the direct service components and the court to provide additional testing or consultation as needed.

Alternative Education

The Alternative Education component of Project New Pride provides three main services: remedial education, special education, and cultural education.

Remedial education is aimed at providing those clients of Project New Pride who have fallen far behind in the public schools, but demonstrate no specific learning problem, with an alternative educational experience tailored more to their individual learning styles and interests than the traditional classroom settings in which they have been chronically unable to perform.

Special education is provided to clients for whom specific learning disabilities are diagnosed. These services are particularly individualized and focus on development of more effective information processing skills.

Cultural education is provided through the use of community volunteers who bring to the alternative school setting a wide array of specialized capabilities. They organize special events, serve as instructors for special subjects, and assist the regular teaching staff to integrate special materials into the educational curriculum.

Volunteer interns are also used extensively in the Alternative School, providing one-on-one and small group tutoring.

Individualized educational services are the hallmark of this component's services. A teacher-to-student ratio of one to five is supplemented by use of the volunteer interns to maintain the capability for one-on-one education at all times.

School Reintegration

The School Reintegration and Maintenance Program is designed to facilitate and provide continuing support to the client as he or she leaves the Alternative Education Component of Project New Pride and reenters the public school mainstream. When a client is referred to the School Reintegration and Maintenance Program the Coordinator will work closely with the youth, his or her counselor, and school officials in selecting an appropriate placement and closely monitoring the student's progress.

The Coordinator will first identify the student's home school and review his or her school history. A staff meeting is held with the youth's counselor in order to prioritize the youth's needs and identify special program options which will be available. While the programs offered differ in each school, the main ones utilized are Alternative Education, Special Education, and Vocational Training.

The Coordinator will then notify the school of the student's planned reentry and recommend a program placement. Project New Pride provides all of the diagnostic and intake information it has collected on the client to the school during school staffing conferences held to select an appropriate program option.

It is the Coordinator's responsibility to maintain a working relationship with the schools in the community and to be aware of all special programs, as the appropriate placement is crucial for successful reentry of students.

Employment

The Employment Program is a supportive service of Project New Pride in which the clients are able to receive direct exposure to the job marketplace while earning money, exploring various vocational fields, and learning particular work and job maintenance skills. The three options within the program — On the Job Training (OJT), Direct Placement, and Referral to Outside Employment/Training Programs — are each carefully designed to make the job experience the best possible for the client and the employer.

If the program is appropriate, clients are referred by their counselor and assigned to a Job Placement Specialist. The Job Placement Specialist conducts an Assessment Interview with the client and reviews all information from the needs assessment to assist him or her in determining the employment option.

It is determined, based on interests, level of skill, maturity, etc., that some of the clients are ready for direct job placement. Others will benefit more from an OJT position where the individual may enter a new vocational area and advance at his or her own pace.

The first phase of the Direct Placement and OJT programs is Job Readiness Training, in which activities are designed to assist the client in bettering his or her skills in all areas necessary to obtain and maintain employment.

In order to assure optimum job retention and quality of experience, the client's needs and interests are matched to a particular job. Once a specific kind of job has been identified as appropriate, the Job Placement Specialist surveys the community for available jobs or for an opportunity to create a new job that meets the needs of the client. A Work Place Assessment is conducted at all placement possibilities. The characteristics of the actual placement can be a contributing factor to the client's success or failure there.

The Job Placement Specialist contacts prospective employers to make necessary arrangements prior to the client's interview. The Job Placement Specialist works with the employer and client to finalize all arrangements and insure that all questions have been answered before the client begins work. Job site monitoring visits are conducted at least once per week but may be increased depending upon the client's needs. The Job Placement Specialist works closely with employers to prevent or deal with any placement problems.

Outside Training Programs, an option seldom used, must meet the strict criteria established by Project New Pride in order for an eligible client to be referred. The Job Placement Specialist is responsible for determining if this option is appropriate and for closely monitoring any client who is referred into such a program.

The Project New Pride counselor is informed regularly of the client's successes or problems on the job. The counselor and Job Placement Specialist work as a team to do everything possible to ensure that the client has a positive experience on the job.

Volunteer Support

Volunteers are regarded as an integral part of Project New Pride. They provide needed services to Project clients and help the Project build a wide base of community support. There are two general types of volunteers in Project New Pride: Volunteer Interns and Community Volunteers. All volunteers are

regarded as extensions of the staff and are carefully recruited, screened, and trained for specific tasks. All volunteer assignments are designed to meet both the needs of the clients and expectations of the volunteers.

Local colleges and universities are the primary source of volunteer interns, who are recruited in correspondence to school semesters. Volunteer interns are used almost exclusively in the Alternative Education Component, assisting with classroom instruction either as small group facilitators or as individual tutors. They are responsible for and encouraged to participate in setting daily client objectives and to make contributions to the overall lesson plan. They are not given actual caseloads, but use their skills to implement individual teaching and counseling objectives and activities while being closely supervised by the teaching and counseling staffs. The interns receive academic credit for their volunteer services.

Voluntary organizations, civic or religious organizations, and businesses are the main sources of community volunteers, who are recruited in accordance with client needs. The major role of community volunteers is to enhance existing staff capabilities to provide a richer, more diversified array of services, such as recreational activities or arts and crafts. Supervision of community volunteers is performed on an individualized basis.

Management Information System

Project New Pride's Management Information System is designed to serve three purposes:

- to provide rapid turn-around of information on service delivery and client progress, enabling the Project's overall staff and case managers to take appropriate corrective actions when adequate services are not being delivered or an individual client is not achieving adequate progress in the program;

- to provide routine feedback to the Project's management on the effectiveness of specific service modalities and

program components relative to specified performance standards, enabling a continuous reexamination and "fine tuning" of the Project's design and operational procedures; and

- to establish a comprehensive data base, enabling thorough overall evaluation of the Project's effectiveness in terms of impact on clients and on the juvenile justice system.

In 1979 it was determined that automation of the system through remote terminals was necessary to continue its operation at the required high performance level. This strategy greatly increased the system's utility and decreased the clerical demand on direct service staff and supervisors created by manual operation of the MIS.

The first priority of the Management Information System is to provide rapid feedback relating to service delivery and individual client progress. The forms and procedures used to implement this feature of the system have been carefully designed to provide comprehensive information and still minimize paperwork. The three key forms are:

- The Needs Assessment Checklist;
- The Individualized, Integrated Service Plan; and
- The Service Delivery Record.

Only the last of these, the Service Delivery Record, exists solely for purposes of the MIS. Thus the MIS requires only one "extra" piece of paper to be generated per client per week.

Overall, the Management Information System is integral to the design and operation of Project New Pride. The Intensive Supervision Process is the Project's most critical element. It cannot be implemented effectively without the proper interface with the MIS through which service delivery and client progress monitoring is achieved.

Under a grant from the National Institute of Juvenile Justice and Delinquency Prevention, the Pacific Institute for Research and Evaluation was commissioned to deliver technical assistance to project sites replicating Project New Pride. Its plan for the provision of this assistance included translating the Project New Pride MIS model into operational systems compatible with each replication site's needs and capabilities.

Management of Project New Pride

Project New Pride's stability and success is the result of a strategy of careful planning and development. The project was implemented in 1973 and a critical aspect of its success has been the attention given to a number of management issues during that period.

Board Development

An Advisory Board performs several functions. It provides input to the program on community perceptions, needs, and concerns. It also assists in the review and evaluation of the program's effectiveness and facilitates the generation of community support. Project New Pride's Board consists of representatives from the academic community, the legal profession, community programs, community-based corrections, the business community, human service agencies, private citizens, public officials, and youth.

While their selection has been based in part on expertise, knowledge, and influence in the community, commitment to the program philosophy and intent has been a paramount consideration. It is essential that the Board's role and responsibility be clearly defined and that an agreement of trust be established.

Relationships with Juvenile Justice Agencies

Arrangements and relationships developed with local juvenile courts and probation departments have been integral to the Project's success. They control the referral of eligible clients. There are some common practices used which are as follows:

- Managers and staff need to meet frequently with court personnel during the program's design, implementation, and on-going phases;
- Objective input should be honestly requested and openly received; and
- Goals to achieve a supportive and mutually beneficial relationship should be established, followed, and monitored.

Management's and Staff's Complex Role

The Project Director serves a complex role in the management of a community-based program. Management is responsible for maintaining the integrity of the project design and relationships with various agencies of the juvenile justice system. Both tasks are equally demanding and require extensive feedback. Consequently, a Management Information System (MIS) is essential for effective project operation. Project management, therefore, must be skilled in the use of a sophisticated MIS, but also should be equally skilled in working with outside agencies that have a direct bearing on daily operations.

The target population served by Project New Pride demands that a highly skilled professional staff is employed. Additionally, the integrated service delivery system utilized by Project New Pride creates overlapping roles in many instances, and this in turn creates the need for a well-coordinated team approach. The need for clear lines of communication and the delegation of specific tasks cannot be overemphasized. To implement these lines of communication effectively, the Project Director must meet on a regular basis with supervisory staff, and the community board.

Project management must also be sensitive to environmental conditions and characteristics of the referral process. The community and the juvenile justice system play a critical role in project implementation. The success or failure of the program is determined by a number of outside events: community acceptance of the Project New Pride concept; fluctuations in the juvenile crime problem; existing resources which treat eligible juvenile offenders; juvenile justice system acceptance of the Project New Pride concept; the organizational ability of the juvenile justice system in making referrals; the number of eligible juvenile offenders; changes in legislation which impact client eligibility; and other factors. All of the factors listed above are external events which can have negative impact on project operation. Obviously, since Project New Pride serves adjudicated delinquents, it must maintain excellent working relationships with the juvenile court and all of its officers, and it is also critical that relationships with prosecutors are well established and project personnel are respected for their ability to work with the target population. The community at large must also be involved, utilized, and brought "on board" with the program to make it work most effectively.

The Project New Pride model is an original concept. It uses a complex and highly integrated service delivery system to meet individual needs. Its holistic approach requires the use of an experienced, professional staff whose expertise must be geared and coordinated to meet the individual needs of each client. This can be accomplished only through the extensive exchange of information between staff and between staff and management. However, the sheer magnitude of data collected on a single client further complicates this task. Therefore, it is essential that the MIS be used to effectively manage delivery of services to clients. This system provides critical information in an easily understandable format and is invaluable in the decision-making process.

Project management must also actively pursue resources to institutionalize the program after OJJDP's seed money is terminated. It is essential that this process be initiated from the very beginning of the project. Most courts are somewhat wary of federally funded efforts that raise expectations and disappear when funding terminates. These concerns can be alleviated if a solid plan for

institutionalization is developed. This is also an area in which the involvement of the Board can be invaluable. Management should define for the Board its role in developing the necessary resources. The Board, assisted by management, should then develop a long-range strategy to achieve this objective.

Project New Pride's Success

In the final analysis, the basis of Project New Pride's success is directly attributable to the work of its highly professional staff. Job descriptions or procedural explanations are somewhat inadequate to describe how to work with the typical New Pride client. These youth have long histories of failures, opportunities denied, underachievement, disappointments, family problems, and difficulties with the juvenile justice system. Consequently, it is essential for the staff to be extremely committed to working with this target group.

New Pride's management recruits personnel who have the personal and social skills that are necessary to relate both to the clients served and to other professionals. Although the staff has the ability to relate to individual clients, they do not overly identify with the youth, and are quite capable of maintaining the required professional distance. This characteristic is essential because the staff has to face disappointments, for every client cannot succeed. Project New Pride has been fortunate to have an extremely conscientious, organized, and professional staff. The credit for New Pride's exemplary achievement belongs in large part to the staff for their efforts.

OVERVIEW OF THE NATIONAL EVALUATION

During 1979, NIJJDP supported a proposal competition to design an evaluation study of the New Pride Replication Program. The design, established by sociologists at PIRE and accepted by NIJJDP, took as its primary study objective the task of ascertaining the effectiveness of the New Pride Replication Program in reducing delinquency. In essence, four questions were posed:

1. To what extent and under what conditions of community support could New Pride be replicated,

2. What were the client and service issues which emerged during the replication program that could be used to refine the New Pride model,

3. What kinds of services were most effective for what types of youth, and under what conditions, and

4. Were the youth who were accorded program services less prone to persist in delinquent offense behavior than were members of comparable groups of youth subjected to the traditional procedures of secure detention and commitment to correctional institutions?

Additional questions to be addressed concerned program effects on: the academic achievement and employment experience of clients; the procedures and personnel of the juvenile justice system; leaders of other community agencies that impacted the lives of youth; and on the community's youth service network. The design also called for an examination of program implementation, with special attention to site-by-site variation in environments, facilities, staffing, political support, and programmatic emphases on various components of the New Pride model.

To answer the major question of program effect on the offense behavior of clients, the study design incorporated two principle elements. The first was the use of the strongest (i.e., the most conclusive) comparative design permitted by the structure of a model program designed to treat very chronic and serious offenders. (An experimental design with a randomly selected control group was not feasible given size limitations of the target population.) OJJDP had made

project agreement to provide data for a national evaluation an absolute requirement for funding eligibility.

The second principle element of the evaluation design was the development of a data base for analysis. This included information regarding socio-economic, demographic, attitudinal, educational, and family status characteristics of each program client; the source of referral to the program; all formal complaints together with the most serious offense in each criminal event; the entire prior record, including dispositions, of both status and delinquent offenses; and follow-up data on all petitions/indictments and adjudications/convictions subsequent to program admission.

In addition, qualitative data were to be obtained permitting the characterization of each project with reference to elements assumed to facilitate or impede implementation of the New Pride holistic service delivery system. This information was deemed essential in order to specify the conditions under which the program could be replicated, and the degree of success with which various program components of the model were implemented. Thus, the national evaluation effort was designed as a comparative study with a view to specifying the contextual problems that should be taken into account if New Pride was to be successfully launched and institutionalized with non-federal funds.

Information provided in the program guidelines was explicit in presenting the character and thrust of the evaluation study. Local research objectives included those related to client impact. The study was designed as a comparative examination of the conditions under which the New Pride Program fostered a reduction of the offense behavior and the incarceration of youth, and an increase in their academic achievement, employment experience, and other beneficial outcomes. This required the acquisition of uniform data elements to be obtained through a relatively standardized administration of instruments across the set of diverse project sites, each varying with respect to data availability and access. As the organization coordinating the evaluation study and conducting the comparative analysis, PIRE was responsible for obtaining

from local evaluators an extensive body of data in uniform format and for maintaining quality control of the data.

As a condition of its grant, each project agreed to hire evaluation staff as specified in the New Pride model, and to provide to PIRE the full complement of data as prescribed in the national evaluation design. This was clearly defined as an important task. Local evaluators were encouraged to use the data that they collected for PIRE in local reports, and to obtain whatever further data they wished for use in other studies of specific interest to them. In addition, they were expected to furnish information on case tracking and services that could serve the needs of program managers at their sites.

However, as a condition of their grants and continuation funding, local projects were obliged to accord highest priority to the data requirements of the national evaluation study. This meant, in effect, that the design of most local evaluation studies was not freely determined by them, but imposed. Often this made the generation of research findings much easier for them. As PIRE refined its own data analysis procedures, it passed them on to the projects as a matter of course in a simplified format. Special analysis programs were written for local evaluators that could be executed by a single command when the relevant data files were selected.

To meet the objectives of the national evaluation study, PIRE had to monitor continually and closely the data collection and computer entry work of the local research staff. The major axis of communication was, consequently, between the 10 local evaluators and the national team at PIRE. The line of control and authority, on the other hand, ran from the project directors to the local evaluators. As OJJDP began emphasizing the importance of New Pride research to the project directors, a situation was created that provided an unusually clear environment of support for evaluation.

A few problems in conducting the national evaluation study deserve mention. The challenge of the task in establishing a complex program like New Pride at multiple sites was initially little appreciated. Very little start-up time

was provided for in the planning. As a result, the programs were expected to become fully operational within a period of from three to five months into their first funding year. In that period, many of them had to locate new facilities and/or complete a competitive bidding process to renovate existing ones.

Failure to provide time to resolve start-up problems affected the evaluation study as well. Specifically, there was no opportunity prior to program initiation to field test the data collection instruments for their capacity to accommodate the enormous differences across sites in the character and quality of available data. The concern here was with both program service and client offense data. The difficulties were exacerbated in the beginning by the need to revise the national data collection forms and computer formats several times in order to accommodate extensive cross-site variation in the definition of offenses, agencies of referral, and in the content of official offense records. This became a serious problem in view of the need this imposed to modify data instruments simultaneously with the need to maintain data recording concurrently with program operations. Project directors were concerned because they did not have an adequately field-tested MIS in hand when they began serving the first clients.

A second special problem was intrinsic to the scope and complexity of the data required to examine the comparative effectiveness issue across the range of client characteristics and program components. In all, 22 data sets were necessary. In order to assure the uniformity of the information and to maintain quality control, these data had to be centrally processed. Arrangements were made with local evaluators to retain copies of their own site's data that they could analyze with assistance from PIRE, as necessary. However, it shortly became evident that the time required for constructing an analytically useful data system capable of handling the massive volume of data was seriously underestimated.

Because PIRE, OJJDP, and the replication projects were unfamiliar with the implementation and operation of network-based data systems, everyone initially believed that the system would emerge instantaneously, fully formed

and documented. While all bought into the concept and were excited to see what it could deliver, patience grew thin as the steps and realities involved in a more extended period of development became apparent.

Specifically, the steps involved in the initial establishment of the MIS for the Replication Program were as follows:

1. Feasibility study
2. Requirements analysis
3. Hardware and software selection
4. Preliminary MIS design
5. MIS pilot testing in multiple settings
6. Design review and revision
7. Design acceptance
8. Program coding
9. System testing
10. Documentation
11. System acceptance
12. Training of trainers
13. Local evaluator training
14. System operation and maintenance

Except for MIS development time and the required training in the use of the data system, it was not difficult to provide evaluators with the information they needed for purposes of monitoring their own progress in completing data collection and data correction tasks, performing special analyses of interest to them, and providing information on clients to management.

Accomplishments of the National Evaluation

In successfully undertaking the New Pride evaluation, major milestones were achieved by all participants. Starting early in the project, core staff designed, field tested, and refined a sophisticated Management Information System (MIS) in order to capture the data necessary for both project management and evaluation purposes. Next, a network of remote terminals was instituted in order to collect, store, and analyze data on clients, case flow, service delivery, etc. Then the PIRE researchers set up an on-line conference and trained local evaluators from 10 cities to use the system, adapting it to meet local needs as well as the national objectives. The system was effectively implemented to some degree in all projects. It was fully functioning at the seven sites which continued into their third year of operation. This level of success with such a highly complex technology transfer is unprecedented in evaluation history.

Explicit in the New Pride service delivery system was the assumption that various kinds of services would have different impacts according to the types of youth being served. For this reason, considerable data relative to the development of individualized treatment was generated and subsequently stored in the data system. As of January 1984, the computerized data base contained approximately three-and-one-half million separate pieces of information on 1,161 clients and 1,164 comparison subjects from the seven cities which provided comprehensive impact data. The system worked best as a tool for evaluation purposes, both on the local and the national level.

The National Evaluation of the New Pride Replication Program has been unique because of the comprehensiveness of its data base. In all possible ways of measuring success of a data collection effort for an impact study, this one excelled. The major reasons were that:

1. Detailed records were meticulously kept on clients' backgrounds, services, and outcomes.

2. These records were subsequently checked, coded, and entered into a carefully constructed computerized data system attached to one of the largest mainframe computers in the United States.

3. There the records were monitored, cleaned, and updated, and the files merged for analysis.

4. At the analysis stage, 166 new variables were created for specific kinds of analyses in addition to the 218 that were used from the raw data files. These new variables combined information from two or more files.

5. Follow-up of the official records of all project youth and comparison subjects involved uniquely thorough searches of both juvenile and adult court files. These searches were conducted every six months from the beginning of 1981 through 1984.

6. All clients whose records were analyzed for the final report had at least one year of follow-up after 12 months estimated in-program experience. Most had two to three years.

7. The comprehensiveness of the information collected was assisted and reinforced by a uniquely concerted effort towards that end on the part of both NIJJDP and OJJDP program monitors.

The following table demonstrates the comprehensiveness of the New Pride data base. It describes only the data files used in the analyses presented in the final report. There were many other files used for client tracking and mangement information that were not targeted for analysis. These include schedules of individual curricula, service provider and service capability files, client names and addresses, etc.

Evaluation Records

Data File	Total Records in File	Records Analyzed	Variables in File	Variables Analyzed
Client Demographics				
Cases referred:	1,699			
Cases opened:	1,355	1,167	41	18
Comparison subjects:	1,220	724		
Intake Survey	1,034	870	47	35
Client Characteristics	1,119	937	15	13
Test Scores	96,471	87,587	8	4
IISP Files	19,825	16,602	10	6
Objective Updates	16,083	12,578	8	6
Employment	1,105	967	29	27
School Status	2,119	1,786	28	25
Service Delivery	250,573	202,090	11	7
Juvenile History				
Client records:	13,302	12,283	17	8
Comparison subject records:	11,059	9,717		
Offenses				
Client records:	15,502	11,589	7	5
Comparison subject records:	12,900			
Exit Survey	559	503	64	60
Termination Form	1,142	1,035	19	4
Replication Totals	447,067	360,435	304	218

Each of the elements of the New Pride program was examined in relation to every other element according to the following model:

Client Characteristics → LD Diagnosis → Treatment Plan → Services → Secondary* Outcomes → Primary Outcome

As nearly all of the data files had to be merged to study the impact of the New Pride model on the recidivism of youth served, the work represented a challenge of organization, analysis, and presentation. Because of the comprehensiveness of the variables used in the generation of this model, we were able to intelligently answer all of the questions related to client impact.

* Secondary outcomes were defined as intervening variables between the clients and their program experience and the primary outcome of recidivism after New Pride. Secondary outcomes included program results such as employment experience and academic achievement.

THEORETICAL FRAMEWORK OF PROJECT NEW PRIDE

The theoretical idea of differential opportunity originated with Robert Merton (1938) who argued that the social structure itself determines that members of society have differential access to legitimate opportunities, depending upon their socio-economic status. In societies such as our own, there is a great cultural emphasis on monetary success for all and a social structure which unduly limits practical access to approved means for many. This similar cultural emphasis for the wealthy and the poor combined with differential access to opportunities sets up a tension toward innovative practices which depart from accepted social norms.

Ohlin and Cloward (1960), building upon Merton's theme, suggested that efforts to live up to these universal social expectations often entail profound frustration, especially under conditions that preclude the legitimate achievement of socially approved goals. Deviance, including law breaking, ordinarily represents a search for solutions to problems of adjustment. Alienation, which is the withdrawal of attributions of legitimacy from established social norms, is a necessary condition for deviant solutions to also be delinquent.

The particular form that social deviance may take is at least partially the result of the alternatives present in the environment. Whether or not there are legitimate, illegitimate, or no opportunities in a community determines the cultural manifestations of crime. Structured alternatives for delinquent solutions emerge depending on the relative accessibility of illegal means. In turn, this accessibility to illegal means is determined by the degree of integration of age levels of offenders and the degree of integration of conventional and criminal values in the social milieu. If no structured alternatives are present, the frustration is likely to produce aggression.

Because of a lack of legitimate opportunities, persons in the framework of lower socio-economic classes are unable, in terms of either achievement or the disciplining of behavior necessary for achievement, to acquire the symbols of success of the wider society. As a result, young persons are exposed to invidious

judgments of those who represent and exemplify the norms of middle-class culture. Such persons symbolize power and prestige and are usually found in middle-class oriented institutions such as schools.

One of the responses available to youngsters in this situation is to reject the imputation of inferiority and degradation by emphasizing those traits and activities which distinguish them from these carriers of middle-class values. The common response may inaugurate new norms of conduct. A hostile response by the youngster in a high-delinquency area to his devaluation arises because of the fact that the success value, common to the whole culture, has validity for him (Short and Strodtbeck, 1965). Seen in this light, vandalism, arson of schools, and other acts of defiance are dramatic denials of a system of values which the delinquent has internalized, but which for the sake of perserving a tolerable self-image he must reject. The mood of rebellion may be created not only by the negative judgments of the carriers of middle-class culture, but by the negative self judgment as well (Kobrin, 1966).

When a person is faced with a discrepancy between his aspirations and his achievements, failure may be attributed either to elements external to himself or to his own faults. If he attributes failure to the social order (injustice, inequality, "bad breaks"), his mode of adjustment to the condition of stress produced by this discrepancy is likely to be delinquent. If he attributes his failure to personal deficiencies, his mode of adjustment is likely to be solitary: drug addiction, mental illness, etc. Delinquents are persons who have been led to expect opportunities because of their potential ability to meet the formal established criteria of evaluation and to whom multiple social barriers to achievement are highly visible.

Earlier researchers did find a large discrepancy between aspiration and expectation among delinquent populations when compared to non-delinquent controls (Spergel, 1966). Merton suggested that this might be caused by parents' unrealistic success goals which they, having failed, hold out for their children. The high aspirations that have been internalized by these children cause correspondingly higher stress than that found in children who do not have

unrealistically high aspirations, even though both groups may be confronted by failure in the inadequate opportunity structures available to them. A major intention of the New Pride project is to reduce the discrepancy between aspiration and expectation by providing educational and work experiences in which the individual client's successful experiences are maximized.

Spergel (1966), among other researchers, found evidence in support of the theory of differential opportunities in field research. According to Fagan, et. al. (1981), "Empirical tests of strain theory are generally supportive, indicating that these hypotheses explain as much as 30% of delinquent behavior (Elliott and Voss, 1974; Brennan and Huizinga, 1975)." It is logical that if resources are in short supply, the individual would be driven by his aspirations – which, in so far as they reflect basic wants, are fairly inelastic – to accept substitutes. It is difficult to uncover, however, just how differential opportunity acts to produce crime or other symptoms of social disorganization. This factor is interwoven into the fabric of people's lives in a fundamental way, but a way in which it is difficult to isolate from other conditions, such as family disorganization, which may themselves be results of financial difficulties traceable to the social structure.

In the provision of a multiplicity of services including education and work experience, New Pride is designed to forge a path (bridge some of the distance) between clients and the legitimate opportunity structure. New Pride represents an attempt to bring client expectations in terms of career choices and future earning power more in line with their aspirations. If such services are successfully delivered, participation in the program should stimulate a better goal orientation, a greater sense of self-esteem, and a new belief in these young offenders that they can make a better life for themselves using legal means.[1]

---

[1] Educators have argued a similar rationale for the provision of special programs to underprivileged youth. "The importance of producing an environment which increases academic skills is that successful achievement of educational skills will serve to re-instate in the drop-out or potential drop-out a promise that he can be 'normal.' 'Normal' in this case means that he can be successful in an area where he has been previously unsuccessful. Furthermore, this success will provide him with a means to re-enter the mainstream of adolescent world – the school, and the choices of opportunities to follow (Staats and Staats, 1965:40)."

Delinquent youngsters are consistently characterized by low self-esteem. They are frequently suffering from social and psychological handicaps of considerable magnitude. While advanced technology has made younger workers relatively dispensable as a source of productive labor, it has also rendered the types of occupations in which these younger workers are qualified to perform (unskilled labor) relatively dispensable to society. Changes in the educational and occupational patterns have increased the demands on young people to conform, to attain more formal education over a much longer period of time than any era in the past. It has also proportionately heightened the frustrations of those who feel that they have failed. For this reason one of society's major problems is the question of how to keep the losers playing the game. For this, adequate rewards are needed. The reason for the emphasis on education and work as treatment components in the New Pride program is that achievement in both spheres has been seen as essential to status in mainstream society. The youngsters involved must be taught not only how to read, spell, etc., but more importantly, that they CAN.

To accomplish these aims, certain assumptions are relevant to the New Pride model:

- Most of the youngsters concerned are alienated from a student role and from school.
- Most are not alienated from the idea of education (Spergel, 1966; Short and Strodtbeck, 1976).
- Most are positively oriented towards work (ibid).
- The program must produce and maintain substantial education without going to school.
- The program must have an extraordinary capacity for individualization (the youngster's ability level must be determined beforehand and the materials provided at his level).
- Constant encouragement and successful work and educational experiences are necessary.

The theory of differential opportunity provides an explicit rationale on which the major program elements of Project New Pride can be understood to be based. Consider education. Specifically, improving academic skills (the immediate treatment objective) is viewed as a means for improving regular school performance, which is postulated to increase a youngster's chances in the system of existing opportunities in which he or she is now equipped to operate more successfully. In turn, this should reduce involvement in delinquent behavior, thereby lowering the subsequent risk of recidivism.

If the program does in fact achieve its initial objective of improving academic skills, in this sense it is successful. Assume, on the other hand, that improvement in academic skills is followed by a reduction in recidivism only for youths who improved substantially, to within two grades below their assigned grade level in school, but that it does not result in fewer additional offenses for youth whose skill levels represent a deficiency greater than two years. In this case, we have theory support, program support, and we know what to do.

If academic skill improvement is followed by a reduction in recidivism only for youths who do not return to public school, either the theory is wrong or the public school system does not represent a meaningful avenue to existing structures of legitimate opportunity. If work experience during the term of the project is followed by a reduction in recidivism, with those still employed at follow-up showing the greatest reduction, there is support for the theory in the area of work. That is, work can be seen as an effective means by which youth are linked to the existing legitimate opportunity structure.

If neither work experience nor academic improvement are associated with a reduction in recidivism, and if the programs are successful in providing both, we have a case of program success and theory failure. The most global preliminary findings related to theory validation show mixed results at the present time.

References

Brennan, T., and D. Huizinga
1975 "Theory Validation and Aggregate National Data," Integration Report of the Office of Youth Opportunity Research FY 1975, (Behavioral Research Institute, Boulder, Colorado).

Elliott, D.S., and H. Voss
1974 Delinquency and Dropout, (D.C. Health, Lexington, Massachusetts).

Fagan, J., S. Jones, E. Hartstone, C. Rudman, and R. Emerson
1981 "Background Paper for the Violent Juvenile Offender Research and Development Program," (URSA Institute, San Francisco, California).

Kobrin, Solomon
1966 "The Conflict of Values in Delinquency Areas," in Giallombardo, (ed.) Juvenile Delinquency: A Book of Readings, (John Wiley and Sons, New York, New York).

Merton, Robert K.
1938 "Social Structure and Anomie," (American Sociological Review, Vol. 3, October) pp. 672-682; reprinted in Giallombardo, (ed.) Juvenile Delinquency: A Book of Readings, First and Second Editions (John Wiley and Sons, New York, New York), 1966 and 1972.

1945 "Sociological Theory," (American Journal of Sociology, Vol. 50, May) pp. 462-69.

1947 "The Self-Fulfilling Prophecy," in Merton, Social Theory and Social Structure, (The Free Press of Glencoe, Illinois).

Ohlin, Lloyd and Richard Cloward
1960 Delinquency and Opportunity: A Theory of Delinquent Gangs, (The Free Press, Glencoe, Illinois).

1969 "The Evolution of Delinquent Subculture." in Cressey and Ward (eds.) Delinquency, Crime, and Social Process, (Harper and Row, New York, New York).

Short, James F. Jr., and Fred L. Strodtbeck
1965 Group Process and Gang Delinquency, (University of Chicago Press, Chicago, Illinois).

Spergel, Irving
1966 "An Exploratory Research in Delinquent Subcultures," in Giallombardo (ed.) Juvenile Delinquency: A Book of Readings, (John Wiley and Sons, New York, New York).

Staats, A., and C. Staats
1965 Complex Human Behavior (Holt, Rinehart, and Winston, Inc., New York, New York).

CHAPTER TWO: THE RESEARCH DESIGN AND ITS IMPLEMENTATION

EVALUATION GOALS AND OBJECTIVES

The national evaluation was designed to address both impact and process questions concerning the replication of Project New Pride. Accordingly, its primary goals and objectives were:

- To develop information regarding client and service issues which could be used to refine the New Pride model;
- To determine under what conditions the program may be implemented in different types of jurisdictions.
- To develop profiles of the types of youths served by the projects; and
- To document and assess the development, implementation, and results of the projects' management/self-evaluation components.

Explicit in the New Pride service delivery system is the assumption that various kinds of services have differential impact according to the types of youth being served and the individual needs they bring to the projects. For this reason, considerable data relative to the development of individual treatment was generated, stored, and analyzed by means of a computerized data system adapted by PIRE to accommodate information from different cities and multiple jurisdictions.

The aggregation of data related to types of youths within given projects was important to understanding many differences across the various replication populations. Using sophisticated data analysis techniques, several kinds of profiles of the serious juvenile offenders served by the replication projects were generated. These profiles, because of the comprehensiveness of the variables used in their generation (e.g., socio-economic, academic, behavioral, etc.) provided the input for an analysis of what works, for whom, and under what conditions. Several interesting and unique findings from this analysis provide invaluable additions to the growing body of scientific knowledge regarding juvenile offenders and their treatment.

Each replication's implementation of management-oriented, self-evaluation plans were documented. PIRE examined the information output from the MIS in relation to the services and procedures being pursued by the program. Given this output in combination with interviews and other documentation, the evaluators were able to determine the conditions under which the projects could implement effective self-study systems and how those systems were used.

Other objectives concerned the system impact of the projects on the juvenile justice system, other youth agencies, and key decision-makers within New Pride communities. To address them the national evaluation included an intensive juvenile justice system, youth agency, and key decision-maker study which focused on evaluating:

- the extent to which formal referral and communications linkages with the juvenile justice system were formed and used;
- the extent to which the structure and/or organization of parts of the juvenile justice system changed during the project's Federal funding period;
- the extent to which the impositional response of the juvenile justice system to serious juvenile offenders changed during the project's life;
- the extent to which projects were able to secure continuation funding from sources other than the Federal government; and
- the extent to which programs developed sound relationships with public school systems, other delinquency prevention efforts, and youth serving agencies in their communities.

Recognizing that the funds available for the national evaluation were insufficient to provide in-depth assessments at all replication sites, OJJDP selected a three-site set for intensive evaluation. Therefore, a separate system impact study was conducted on an intensive level at the Providence, Kansas City, and San Francisco sites and on a more summary level at the remaining sites. Its goals were:

- to determine the impact of the project on the organization, policies, and administration procedures of the juvenile justice system;
- to determine the impact of the project on other public and private youth serving agencies in the community; and
- to determine the impact of the project on the attitudes of key decision-makers towards the community treatment of serious offenders, and towards the New Pride program specifically.

Objectives of the Local Evaluation

Local evaluations, or self-studies, were important to the overall evaluation of the New Pride replication effort. Project level research staff collected all data on clients, case flow, and service delivery via a Management Information System (MIS) similar to that used by Denver New Pride, as part of a self-study approach to program management. It was carefully designed by PIRE to address the following site evaluation objectives:

- to develop information on the numbers and types of youths served by the project;
- to develop information on level and types of services provided;
- to determine the impact of the project on school achievement, remediation of learning disabilities, and employment of youths served by the project;
- to determine the impact of the project on rearrest rates of youths served by the project;
- to determine the impact of the project on the number of youths incarcerated; and
- to determine what types of services appear to be most effective for what kinds of youth.

RESEARCH DESIGN SUMMARY

The evaluation design was organized into the following sections:

Client Impact Evaluation. The first two objectives of the local evaluation – to develop information on the number and types of youths served and to develop the level and types of services provided – were addressed by means of a computerized Management Information System.

The remaining four objectives – concerning the impact of the project on school achievement, the remediation of learning disabilities, and employment; its impact on rates of recidivism, the number of youth incarcerated; and the relative effectiveness of alternative types of services – presented significant challenges to evaluation research.

Although all six objectives were assigned by the solicitation to the local evaluation components, PIRE assisted the local evaluators in addressing those objectives by developing a common research design, suggesting structured methods of data collection, and providing pretested forms and simplified analysis techniques. Furthermore, PIRE continuously integrated the results from individual projects, in order to study inter-project variations and provide a program-level perspective on the initiative.

Process Evaluation. In addition to conducting an impact evaluation, PIRE completed a comprehensive process evaluation, which involved the careful synthesis of documentation and interviews gathered over the course of four years. Whereas in the impact evaluation PIRE studied the influence of the New Pride project model on the pattern of outcomes (clients served, youth employed, and crime prevented) that occurred as a consequence of program implementation; in the process analysis, the way in which this pattern of outcomes became established was the central issue. Qualitative research was designed to answer the questions of how such outcomes occurred and what forces or combination of events produced them, by exploring how the programs actually

developed, operated, and attempted to become institutionalized beyond the period of Federal support. In the process evaluation, PIRE observed and reported the similarities and differences which existed in and between replication projects as they responded to different external and internal contingencies unique at each site.

System Impact Evaluation. This design addressed the impact of the replication projects on the local Juvenile Justice Systems (JJS), on private youth serving agencies, and on the attitudes of key decision-makers in Providence, Kansas City, and San Francisco. It called for longitudinal panel data to be collected at two points in time. The first series of interviews was conducted during the spring and summer of 1981 after the projects had been funded one year. The second wave was conducted a year later.

CLIENT IMPACT EVALUATION DESIGN

The evaluation examined all of the outcome variables from a dual, yet integrated and complementary, perspective. The first of these approaches examined the differential outcomes of sub-groups and sub-types of the experimental subjects only. This part of the evaluation was an internal analysis of the juveniles who received the services provided by the program. Its results are described in "The Impact of the New Pride Model on Client Outcomes." The second part of the analysis was external in nature and compared the experimental subjects with the members of the comparison groups on various outcome measures. These results are described in "The Comparative Analysis of Recidivism." While these two parts of the study were logically distinct, they were closely related and were designed to provide a complete assessment of program impact. In combination, this dual approach allowed an evaluation of the overall impact of the program as well as the differential impact of the project for youth receiving treatment.

The study was based on three groups of subjects - an experimental group, a qualitative comparison group, and a statistical comparison group. It is important to note that a complete data set was created only for members of the experimental group. Members of both comparison groups had a similar data set, with the exception of the information on diagnosis and treatment. For these groups the only information on treatment concerned the presence of alternative treatments and types of such treatment, if any. It is also important to note that the members of the experimental and comparison groups were treated identically in terms of the collection of data on the primary outcome variables. Both groups were followed for identical periods of time and information on the same recidivism measures were collected on them.

The data set for the comparison groups was considerably more limited. The major reason was that these groups could only be created retrospectively. Federal guidelines on client eligibility (three prior offenses adjudicated in juvenile court) and careful monitoring virtually assured that the projects could not select participants from lists of eligibles sent over by the court. All sites

had difficulty finding enough clients because so few individuals met the criteria. Therefore, the information described that was regularly gathered from interviews and testing could obviously not be collected for comparison subjects.

Client Characteristics. Since the most complete data set was collected for the experimental subjects, this discussion is confined to this group for the time being. Client characteristics were measured in two general areas – demographic characteristics and criminal histories. In the former, we were interested in the basic information relating to age, sex, ethnicity, educational level, family status, socio-economic status, and kindred variables. Comprehensive and comparable data was collected in this and other areas by means of identical format in forms and files across the replication.

The second component of the client characteristics relates to criminal histories. For each subject data was collected on all arrests that resulted in new petitions and/or indictments, updating all files every six months. Given this information, offenses were grouped into those that occurred before, during, and after the intervention of the program. Since we also had all available data on the number and types of offenses for which these young people were arrested and referred to court, this information allowed us to measure the seriousness of the offenses committed.

Diagnostic Categories. The second major block of information collected was that of diagnostic categories. At the onset of the program a diagnostician tested and interviewed each individual referred to the project. During this phase all clients were to be administered the Woodcock Reading Mastery Test, either the WISC-R or WAIS IQ Test, and the KeyMath Test. On the basis of this testing and an interview procedure, the areas of relative strengths and weaknesses for each person were defined and areas identified in which remediation was required. Over all 10 sites, about 25 percent of the New Pride clients in the replication program were diagnosed learning disabled.

Post-testing occurred after the intensive phase of the program (about six months long) on the Woodcock and the KeyMath Tests, which provided

measurable outcomes in the area of academic achievement. Results indicated that substantial gains were made by the New Pride clients.

Treatment Plans. The next block of information collected concerns the treatment program that was designed for each of the clients. Since the projects provided individualized treatment, the actual plan varied from person to person. A service plan developed at the end of the diagnostic period was collected for each of the participants and made a part of the data set used in the evaluation. In addition, any systematic changes made in the plan during the course of treatment was also recorded and added to the data set.

Services Delivered. Having collected information on the types of treatment plans that were recommended on the basis of the diagnostic phase of the program, the next major data cluster involves the actual treatment provided by the project. It should be clear that an underlying assumption to this part of the analysis was that there might be discrepancies between the plan that was recommended and the one that was implemented. This discrepancy could be in either of two directions – either the addition of treatment elements not recommended or in the deletion of treatment elements originally recommended. One of the reasons for collecting updated information on the recommended treatment plans was to separate planned from unanticipated changes.

To accomplish this part of the data collection, the actual services that the youth received were recorded for each subject on a daily basis covering the actual amount of time clients spent in various activities. Again, these included such things as attendance at the alternative school and the general subjects studied, employment counseling, family counseling, etc. (over 55 categories in all).

In addition to noting the presence of these elements in the actual service plan, their intensity was also of interest. Intensity was measured by such variables as service frequency and duration as well as the number of days in attendance and the distribution of those days across time.

Another dimension along which the clients varied was that of total exposure to the project. For a variety of reasons some clients completed the course while others dropped out at various times and for various reasons. The times and reasons for termination were recorded for all clients and this information built into the assessment of program impact.

Review of Elements in the Model. Thus far this report has described the kind of information that was collected on each of the experimental subjects. This is a good time to recapitulate. For the experimental group members detailed information was collected in each of four general areas of concern: client characteristics, diagnostic categories, recommended treatment plans, and actual treatment experience. Within each of these general areas many discrete variables were measured.

The client characteristics focused on comprehensive demographic characteristics and criminal histories, including the number and type of prior arrests and the seriousness of the offenses. Diagnostic categories included information on the results of the testing and the counselor interviews that were conducted. The recommended treatment plan contained information about the service plans that were recommended by the treatment staff as a result of their diagnostic work. It included information on the elements that were recommended for each client, as well as the recommended intensity of those elements. Finally, the actual treatment given to each client was also measured, using the service delivery records of the project staff. The clients' total exposure and continuity of exposure to the program was measured, along with the treatment components that were received.

The information collected in this part of the evaluation provided a rich background against which to assess and interpret the outcome measures. It also provided detailed information on what happened to these clients in the program, in terms of desired treatment plans and those that were actually implemented.

Outcome Measures

The outcome measures employed in the analysis were divided into two classes: primary measures of outcome and secondary or intermediate measures.

Since one of the main goals of the New Pride project was to reduce the amount of crime committed by the subjects of the project, we took the primary outcome measure to be that of recidivism. According to the conventional view, if the New Pride replication program was to be viewed as successful it should be able to demonstrate a reduction in the amount of crime committed by youths served by the projects. Although this seems like a simple enough goal, it is in reality an exceedingly exclusive one, both in terms of actual achievement and in terms of scientific measurement. Nevertheless, recidivism was taken to be a primary outcome measure.

The other outcome measures were viewed as being of a secondary nature and were seen as intervening variables. They were also analyzed as outcomes. Among the variables included in this class of events are the following: academic achievement (especially for the younger clients), net gains in educational test scores, learning disability remediation, and improved employment status (especially for the older clients).

These outcome measures can be viewed as intermediate in two senses. The first is quite simply that they are not direct measures of the primary goal of any delinquency treatment program, which is the reduction of delinquent behavior. The second is that these variables can be viewed as mechanisms through which the treatment offered by the program effects delinquent behavior. In other words, a reduction in delinquency may be related to improvement in educational attainment or learning disability remediation and it may be only through changes

in these intermediate variables that changes in delinquency can be observed. Because of this status, the intermediate outcome variables played a dual role in the impact evaluation. They were treated as true outcome measures and the impact of the program in bringing about changes in these variables was assessed in the same fashion as changes in delinquent behavior were assessed. For example, the data were examined to see if there was in fact improvement in academic achievement or employment status. By collecting and analyzing the information in this manner, the impact of the program in each of these areas could be evaluated.

In general, the assessment of the impact of the program on these intermediate variables was conducted at two levels. The first was a general or overall evaluation in which the variables were examined for net gains. The second was an internal analysis that linked the outcomes to the treatments imposed so as to test for treatment effects and non-treatment effects.

After the evaluation of the impact of the program on intermediate outcome variables, these variables then became a part of the overall evaluation model in order to assess the impact of the New Pride program on the primary outcome measure. In this case, the amount of change in these intermediate variables was used to interpret and explain observed differences in the rate of recidivism.

Recidivism

Given the central role that recidivism plays in evaluation, multiple measures of it were employed in the analysis. Among these measures were the following:

- The proportion of subjects petitioned to court on new charges and the proportion adjudicated or convicted;
- The frequency of new offenses as measured by the number of new charges per subject (all petitions and readjudications or convictions);

- The latency to the first offense;
- The proportion of youth recidivating over time;
- The seriousness of the offenses for which youth have again been charged and/or adjudicated; and
- The proportion of subjects incarcerated.

Proportion of Subjects Recidivating

In this analysis a simple head count is taken of subjects who did or did not recidivate after the New Pride program. Differences between groups are determined by finding what proportion of subjects recidivate at least once in each group. In principle a simple chi-square test can be used to test group differences. Differences between groups in the amount of time youth were followed up, and in the gender and ethnic compositions of the groups, however, require that a more complex analysis procedure be applied to the data. One approach to this situation is to use the data collected on the client characteristics of the subjects, to assess the degree of the selection biases that have occurred, and to adjust the data accordingly. Linear-logistic analysis was selected as the most appropriate technique in this respect, since it allowed us to compare the observed differences in the recidivism rates once the composition of the various groups were statistically adjusted for selection biases. Unlike most other available procedures, it also has the benefit of being designed to account for differences in dichotomous dependent measures.

Frequency of Recidivism

The number of times each subject recidivates is another kind of information. It is an indicator of the amount of crime that was committed by the members of each group. While this measure is easy to conceptualize, it is fraught with a number of difficulties that must be understood. First, significant covariates like follow-up time remain uncontrolled when one simply counts offenses. Second, the distributions of offenses are highly skewed since most

youth who do recidivate do so only once. Yet the amount of recidivism is an important measure of client impact and so it was examined despite these problems.

Latency to the First Offense

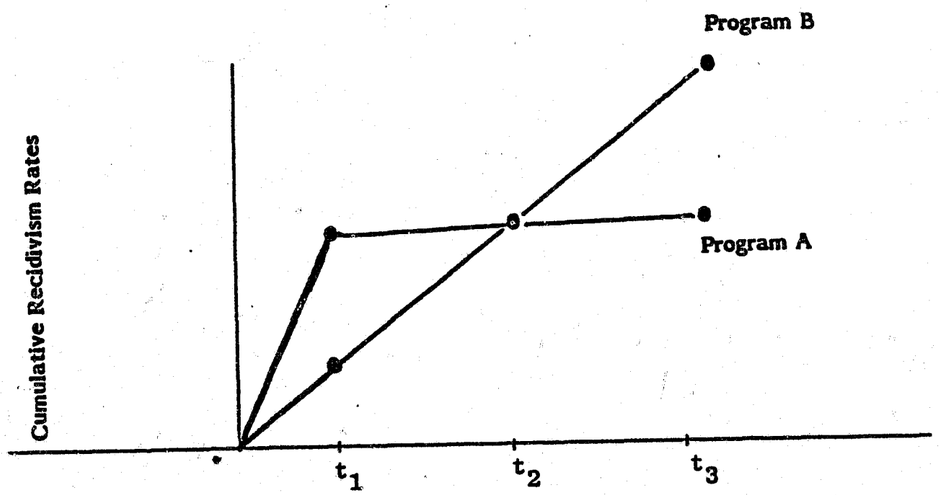
The third measure of recidivism that requires discussion refers to the distribution of new charges across time. It was imperative that this variable be measured as accurately as possible. Prior approaches, in which the proportion of failures as of some cutoff date are compared across groups, were not satisfactory. The basic problem with these approaches is that they rely on the single-point-in-time observation which can be considerably misleading. Therefore, some of the techniques used in this research focused on new offense distributions through time so as to improve the measurement of recidivism.

Here is an example of the inadequacy of past approaches. Suppose that after 12 months of follow-up the experimental and comparison subjects had identical proportions of clients who were rearrested. In a traditional approach the two groups would be considered equal. Yet it is possible that the rate of increase in the rearrest patterns of the comparison group was considerably steeper than the rate for the experimental group. It is also possible that the distribution across time for the experimental group suggests that their rearrest rate is approaching a saturation point, while the rate for the comparison group is continuing to rise. Either of these outcomes would suggest that the experimental subjects are more successful than the comparison subjects, even though the proportion failing at a single point in time is equal for the two groups.

Since the primary measure of recidivism employed in this study is the distribution of petitions and adjudications over time, it is important to specify in greater detail how this variable was measured and how it was integrated into the overall analysis. As we indicated earlier, the primary problem with earlier studies which used the proportion of subjects who recidivated as the measure of

outcome is that they typically compared the two groups at a single point in time. Yet this comparison can be considerably misleading.

The next figure shows the cumulative recidivism rates over time for two hypothetical groups, A and B. The initial rate is higher for Program A at time t_1, but the rate becomes steady as time continues. For program B at time t_1 it has a comparatively lower rate of recidivism, but it increases after t_1. The two programs have the same rate at t_2. However, program B has the higher rate at t_3. Thus, the evaluator may draw different conclusions at each different observation time. It is intuitively clear that a short time period is relatively insufficient for the detection of differences between populations. To use a very long period, on the other hand, may increase the cost of the study and diminish the utility of the results.



Comparison of Two Cumulative Recidivism Rates Over Time

Except for Maltz and McCleary (1977), previous researchers on the measure of recidivism have used a model which assumes that all offenders will eventually recidivate. This is in contradiction to the empirical finding of Glaser (1964, 1968). The well-established statistical analysis in life-testing for censored samples developed by Epstein (1953), Cohen (1954), and others has been applied to the system reliability. The split population approach developed by Maltz and McLeary (1977), in combination with censoring techniques, afforded a clearer analysis of recidivism.

Basic survival analysis involves measuring how long it took for the members of each group that did recidivate to do so. Since at any point in time data was captured on who did and did not reoffend, and since it was known how much time elapsed from the date of case action to the date of the first offense, the proportion of each sample that survived with no new offenses could be described over time. By plotting these points, estimates can be made of future recidivism beyond the time of follow-up.

Proportion of Youth Recidivating Over Time

Analysing the proportion of youth recidivating over time using a time series design incorporates many of the better features of the "time-to-recidivate" analysis described above. In addition, however, it allows all recidivism to be analyzed and not just the first reoffense in what may be a string of others. In the time-to-recidivate analysis, once an offense occurs, the subjects involved drop out of the analysis for all future time beyond their first recidivating event. Time series designs, on the other hand, assume that future events are possible and incorporate this possibility in the analysis procedures.

While much more sophisticated than simply counting crime, these designs still have a number of problems in that the same biases remain uncontrolled. Time series designs as well as survival functions allow projections to be made of future recidivism beyond the time of follow-up data collection. Group curves

can be compared to show the length of time it takes before one group starts improving faster than another.

Offense Seriousness

In addition to the number of officially recorded offenses, information was captured on their types and quality. Assume for the moment that the experimental and comparison subjects commit equal numbers of offenses during the follow-up. Assume further, however, that the offenses committed by the experimental subjects were all status offenses while those committed by the comparison group members were all serious violent offenses. Given this possibility it was necessary to measure the impact of the program in terms of the quality as well as the quantity of new offenses.

The use of mean or cluster scoring allowed an estimate of the seriousness of the offenses committed by the subjects of this research in a relatively simple fashion. A variant of the seriousness scoring system originally created by Sellin and Wolfgang (1964) was applied to juvenile justice history data. The index itself measures the amount of harm done in a criminal event as a function of modifiers such as the number of victims of minor or major injury, the number of victims of forced sex, the number of victims of intimidation, etc.

In cluster scoring, each crime type has a certain seriousness score and this score is applied to all offenses of that type. Mean seriousness scores are based on scores from previous research done on similar subjects. The most appropriate source of such information is the series of cohort studies conducted in Philadelphia by Wolfgang and his colleagues. These studies have generated a data base in which well over 40,000 juvenile offenses have been scored for their seriousness, each of which captures the variation in seriousness that surrounds specific offenses. Such scores were applied to the data collected in this project. The availability of seriousness scores for experimental and comparison subjects allowed measurement of the impact of the program in terms of the quality as well as the quantity of delinquency committed.

Incarcerations

A linear-logistic analysis was used to predict incarcerations occuring 12 months after case action date. The measures employed in this analysis were incarcerations before and during the first 12 months after case action date; whether or not a filed petition or sustained adjudication occurred after case action date; number of prior offenses (all offenses, filed petitions, and sustained adjudications); New Pride site; ethnic group; gender; age at entry; and time to follow-up. In addition, tests of the relationship of treatment and comparison group membership to subsequent incarceration were also made.

Review of Types of Variables

The previous discussion has presented a detailed description of the types of data collected for the impact assessment. These data fall into two logical categories: those which can be viewed as treatment variables, and those which can be viewed as outcome variables.

Among the former are client characteristics, diagnostic categories, proposed treatment plans, and actual treatment plans. By collecting this information we were able to determine the types of subjects served by the project, the types of problems they possessed as determined by the diagnoses, and the types of remedial services provided by the projects. Knowledge of this allowed us to assess the impact of the program for different types of clients and treatment strategies.

In addition to these background and treatment variables, the evaluation also collected information on a number of outcome measures. The primary outcome measure was that of recidivism and this was measured in terms of the proportion of failures, the distribution of these failures across time, the number of offenses committed, and the seriousness of those offenses. Finally, a number of secondary outcome variables were measured, including variables in the areas of education, employment, and learning disability remediation. In combination

these variables allowed the overall impact of the program to be assessed as well as the differential impact for different types of clients and different types of treatment services.

The Evaluation Design

The evaluation plan consisted of a series of integrated analytic steps examining the data across the experimental and comparison groups and within categories of the experimental group. The analysis began with relatively straightforward bivariate analyses and proceeded to more complex models that assessed the interaction of the different types of variables.

For purposes of this discussion, only the manner in which the primary outcome variable was assessed is described. However, the reader should bear in mind that the same research design was employed to assess the impact of the program on the secondary outcome variables. The specific techniques varied somewhat, but the logic of the design was the same for all the comparisons.

The simplest form of evaluation consisted of comparing the recidivism rates of the experimental subjects with the recidivism rates of the members of the comparison groups within jurisdictions. If the program is to be deemed successful at this level, we would expect that the rate would be lower for the experimental group.

Since random assignment was not possible in the New Pride projects, only a comparison group was available. This made the analytic task more complex, since it is not always easy to explain the sources of observed differences. One approach to this situation is to use the data collected on the client characteristics of the subjects, to assess the degree of the selection biases that have occurred, and to adjust the data accordingly. Linear-logistic analysis was selected as the most appropriate technique in this respect, since it allowed us to compare the observed differences in the recidivism rates once the composition of the various groups were statistically adjusted for selection biases. Unlike

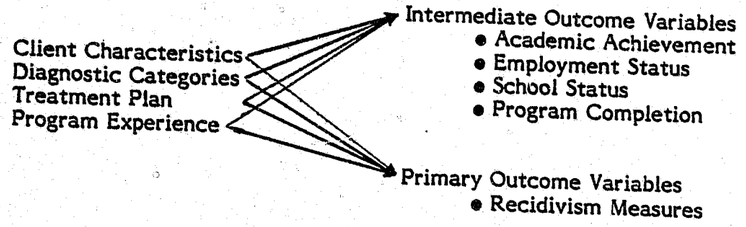
most other available procedures, it also has the benefit of being designed to account for differences in dichotomous dependent measures.

This approach was the simplest that could be accomplished, but the least informative. All it provided was a relatively rough, overall assessment of the New Pride program. While this is useful information, the generality of the approach detracts from its practical value. Previous literature suggested that the observed differences between the groups in general would not be substantial. This should not suggest that the program be seen as a failure; only that the areas of success and failure were likely to be specific rather than general. Because of this, the evaluation concentrated on a series of comparisons internal to the experimental group to allow assessment of the specific areas of success.

A Model for Initial Internal Comparison

The internal comparisons began on a relatively simple level by studying the separate impact of each of the background and treatment variables on recidivism. The following figure presents this model in an extremely simplified format. For the purposes of this discussion the following rather extreme constraints were placed on the data – that only one variable exists for each type of data and all variables are dichotomous. While these assumptions are extreme, given the number of subjects available for the analysis across all the sites, the model was extendable to a large number of variables that could be either polychotomous or continuous.

Initial Internal Comparisons



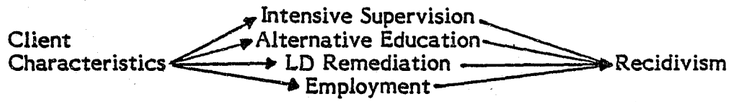
As this figure indicates, analysis began by determining the relationships between each of the variables and the various outcome measures. Client characteristics, diagnostic categories, proposed treatment plans, and actual treatment experience were related to both the intermediate and primary outcome variables. In addition, the intermediate outcome variables were related to the primary outcome variables.

While this is a very basic type of analysis, it played an important role in the overall evaluation design. This phase of the evaluation allowed the research to begin to focus on those areas of the program that seemed to be related to successful and unsuccessful outcomes. It also delimited those variables which were unrelated to outcome and consequently, not carried further in the analysis. On the other hand, it identified those variables which were strongly related to outcome and needed to be controlled in an assessment of treatment effects. Finally, information on how delinquency was distributed at this level provided useful theoretical information that set the necessary background against which to interpret the observed effects of treatment.

A Model for Second Level Internal Comparisons

The next stage of the evaluation is to move from a series of bivariate analyses to a multivariate model in which the interaction of these various types of variables is examined. The next figure presents one of these situations in abbreviated format. In this case we are interested in examining the interaction between client characteristics and each of the other variables in relation to outcome. Let us examine just one pathway in this figure: the link between the characteristic of age and the treatment plan in which employment experience was provided. It is possible that the age of the client would be related to recidivism but that there would be no apparent treatment effect for the employment experience.

Second Level Internal Comparisons



The point of this analysis is to examine the treatment effect for various youth at various ages to see if the employment experience has a specific rather than a general effect. For example, it might be quite helpful to the older clients who are seeking more permanent jobs, and relatively useless for the younger ones who are returning to school.

While this illustration is a relatively obvious one, and one that we would expect to observe, the analytic process of searching through the data to uncover interactions among the variables is not limited to uncovering obvious relationships. Its advantage is that it allows for the systematic discovery of interactions that are not at all obvious or expected. For example, there may be strong differential outcomes in the effect of employment experience for the male and female clients. It may not always be clear as to why these differential outcomes came about, but it is important to identify them so that the program can re-evaluate its treatment approach accordingly.

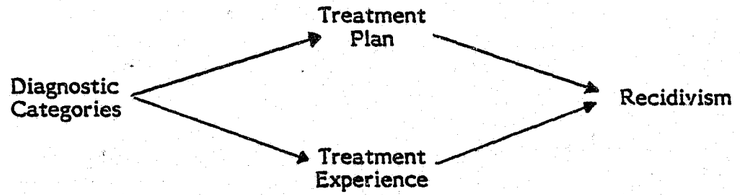
A variety of associations were analyzed using the approach outlined above. The ones discussed are only illustrations. In some respects the model presented in this figure is the prototype of the evaluation model being employed here. Overwhelming evidence that the New Pride program works for all of its clients was not an expected outcome. The weight of the evidence in the evaluation literature in delinquency suggests that general effects simply do not occur with any frequency. That literature does suggest, however, that specific effects do occur and that programs like the New Pride program may work for some types of people. An important aspect of the evaluation was to uncover and measure these specific effects.

A number of other logically equivalent models could be presented by replacing the variables relating to client characteristics by those that refer to diagnostic categories. But since these other models are logically equivalent to the one just presented, there is no need to discuss them in detail.

A Model for Analyzing Impact of Project Procedures

There are other models that were examined which are somewhat different and warrant some discussion here. One of them, presented in the next figure, is concerned with the concordance between the results of the diagnostic process and the treatment plans that are created and implemented. Since substantial resources were devoted to diagnostic services it was important to evaluate the role that these services played in the treatment plans proposed for the clients, and those that were actually implemented. In addition to measuring the concordance between the diagnostic results and the treatment plans, there was also interest in observing the effects, if any, between the amount of concordance with respect to these variables and the outcome measures.

The Impact of Project Procedures



There are several other models that are logically equivalent to the one presented. The most important of these concerns the examination of the concordance between the proposed and actual treatment plans. It is important to assess the role that concordance at this level plays in differential outcome, for this can be viewed as a measure between the theory and the reality of the program. One set of variables measures what should be done while the other

measures what is done. Successful outcomes may be linked to the concordance of these variables. On the other hand, unsuccessful outcomes may be linked to the lack of concordance since treatment elements that are not theoretically appropriate are being imposed on some clients.

A Model for External Comparison

The final model presented in this section is the most complex: it includes all the variable sets we have described. Based on the results of the previous analyses, a final set of variables was selected for an overall assessment of the differential impact of the New Pride program. In this case the task was to examine the relationships of all of the variables in producing differential outcomes. How did types of clients, diagnostic categories, and treatment plans interact to generate different outcomes? In this analysis a number of nested configurations of subjects were created and the outcome measures observed for the various groupings. Through this analysis those treatment strategies that were most successful for the various types of clients served by the New Pride program were delimited.

To summarize the section of the evaluation internal to the experimental group, systematic steps were followed from simpler to more complex models in an effort to identify the differential impact of the New Pride program. Beginning with bivariate relationships, the types of subjects and the types of treatments that were strongly related to reduced recidivism were identified. Based on this information, the analysis then turned to increasingly complex multi-variate models in which the interaction of all of these types of variables were considered.

To this point in the evaluation design, the internal and external phases of the study were treated separately. That is, PIRE separated the comparison between the experimental and comparison group subjects from comparisons of different subtypes of the experimental subjects. The last issue to discuss in this section is the linkage of these two evaluative strategies.

Since some of the background variables were available for both the experimental and comparison groups, the differential impact of the program was analyzed by making comparisons across groups but within subtypes. For example, when a characteristic was available for both groups such as gender, we compared the recidivism rates of male experimentals with that of male comparison group members. The same comparison was made for the females.

Recidivism Measures

This brings us to a discussion of the way in which the key variable of recidivism was defined. It was measured in terms of rearrests that resulted in new petitions in juvenile courts or indictments in adult courts, and new adjudications and/or convictions. Offenses were measured after clients were admitted to the program and after comparison subjects were assigned a similar case action date. Offenses were again measured 12 months later for both groups, when it was assumed that clients had the benefit of the treatment experience.

New Petitions. The first basic measure of recidivism consisted of rearrests that were referred by police to the courts for action and which resulted in new charges. There were two reasons why this measure was selected. The first was that the decision by the prosecutor to charge an individual with a new offense was likely to screen out the more trivial arrests and other arrests for which there was insufficient evidence to convict (or to find a "determination of guilt" in juvenile courts). This was considered a worthwhile screening of the population under study because multiple offenders are often watched more closely and arrested more often than others in their age group who do not have records. The second reason involved the difficulty of obtaining permission to access police files directly, particularly in those cities where there are multiple police and sheriff's departments. The concomitant strategic problems of accessing reports when they are located in many offices spread over wide geographic areas was a cost consideration.

Readjudication. When the study got underway, it was successfully argued that from a policy point of view the impact of the program on New Pride clients might be best assessed by using a "harder" measure of recidivism such as new adjudications or convictions in adult court. Several problems have arisen, however, in previous attempts to use measures of recidivism involving points of discretion deep within the juvenile justice process. In the California Community Treatment Project, which ran for over 13 years under several Federal contracts through NIMH, such problems eventually became well-documented. Evidence concerning the community treatment of youthful offenders who had been sent to the California Youth Authority, using the recidivism measures of parole violations and unfavorable discharges, initially showed spectacular results in favor of the community treatment cohorts. More in-depth analysis, however, using rearrests as the measure of recidivism, indicated that the overall differences between experimental and control groups were due to variations in official decision-making. What had been measured in the initial study resuits was a sort of Hawthorne effect of the program which produced changes in agent, as opposed to youth, behavior.

Lerman (1975) pointed out,

> "It is well known to serious scholars of criminal justice agencies that at each state of an official labeling process there exists an enormous amount of discretionary decision making that occurs as part of the day-to-day tasks of the norm enforcers... This kind of perspective means that any statistics based on official data are complex measures of both adult decisions and youth behavior. The further we proceed in the discretionary labeling process in order to obtain violational data, the greater is the likelihood we shall be measuring official behavior rather than youth behavior. The ideal solution, of course, is to obtain indications of 'pure' behavior that are not tainted by the decision to complain, the decision to record, the decision to arrest, the decision to revoke or suspend parole or probation. Unfortunately, social scientists have not produced an ideal solution that is applicable on a large scale and that accords with scientific standards of reliability and validity. Researchers must do the best they can under the circumstances (Lerman, 1975:59)."

Generally speaking, measures involving earlier decision points are superior to other types of recidivism measures. For this reason, arrests that resulted in new petitions or indictments were used. However, more legally consequential measures of recidivism, including new adjudications in juvenile court or convictions in adult court, were also used. Aside from their relevance in assessing system penetration, these variables are generally considered to be key elements in the social definition or labeling process for most offenders.

Incarceration. Evaluating the consequences of program participation on the incarceration rate of clients required comparing observations on a statistical comparison group which was matched to resemble experimental subjects in terms of two criterion variables: the number of prior adjudications and age at offense. Information on new adjudications or convictions and on the dispositions of such cases were routinely gathered by follow-up documentation. Decisions of the court were noted on forms covering each criminal event in the client or comparison group file that was updated every six months.

Comparison Groups

Composition. Two types of comparison groups were generated from the complete court file searches in each of seven cities. Both groups consist of adjudicated youth who meet the individual sites' criteria of eligibility for the program as it was operationalized for purposes of client intake. The first is comprised of the universe of all individuals who meet the eligibility criteria for the program and who have been screened by at least one knowledgeable person originally involved in the selection of clients. The official role of this person has varied from city to city, ranging from the supervisor of probation officers in San Francisco to the counseling supervisor or evaluator elsewhere. This group is called the "qualitative comparison group" because it was designed to control for the discretionary decision-making of projects and courts in the selection of possible candidates for the program.

The second group is a quantitatively derived set of comparison subjects called the "statistical comparison group." It is a subset of the universe of eligibles defined qualitatively. In order to define the matching procedures appropriate for this group, a number of substantial problems were defined, evaluated, and addressed by all core staff and the national advisory panel. These issues and their solutions are discussed in the following section.

Matching Strategy. Matching was done on a site-by-site basis because of wide variations in court procedures between the jurisdictions in which New Pride was replicated. For example, in Chicago, the average number of prior counts adjudicated for the treatment group was 3.7. In Pensacola and Providence, the average was 6.2. The only way these differences could be held constant was to control for them by matching comparison subjects from the same cities.

Because of the well-documented relationship between the number of prior offenses and subject age on the amount of crime committed and the likelihood of new charges, a matching procedure for the statistical comparison group was devised that would take them into account. Subjects had to be matched on age in order to insure comparability in the maturity of the groups. The number of adjudications in their criminal histories had to correspond so that we were examining the backgrounds of equally serious offenders. Therefore, for each selected comparison group subject, matching procedures established a hypothetical date of entry (or case action date) after an adjudicated offense corresponding, in terms of number of priors and age at offense, to a subject of the treatment group.

To assure similarity in the age at offense distributions between the treatment and comparison groups, subjects were matched proportionally within categories of numbers of priors. Hence, if five percent of the client group entered the program with only one adjudication, five percent of comparison group members were matched to them at their first adjudication. Likewise, if 10 percent of all clients entered with two adjudications, 10 percent of the comparison group were included to "start" with two adjudications, etc. Comparison subjects for each category were selected on the basis of similarity

to the client group in terms of age at their matched offense. This procedure allowed the comparison groups to be smaller while the offense distributions remained the same.

Finally, an adjustment was made to control for the "intake lags" which occurred in the treatment group. After the last prior adjudication occurred for a client, there was some period of time before he or she entered the program. For the treatment groups at each site this lag time was measured and the median lag time was assigned to comparison cases from the same site. The point in time of each comparison group subject's matched prior offense plus the intake lag assigned provided the hypothetical case action date for that person.

Information Collected. The following pieces of information were collected on all comparison subjects who met program eligibility by local definition, but had not been referred to the program:

- Name and court ID number (if available);
- Probation officer's name and telephone number;
- Birthdate;
- Sex;
- Ethnicity;
- Complete juvenile justice history forms filled out on all offenses for which the juvenile was adjudicated or for which a site-specific alternative type of determination of guilt was made; and
- A separate listing of dates on which other petitions were filed which did not result in an adjudication or other determination of guilt.

For the most part, this data was collected on eligible cases occurring within the same time frame in which the projects operated. One site with special problems, where all or nearly all eligible cases were referred, collected the information on similar cases processed by the same courts two years prior to the implementation of the project.

Follow-up Data Collection

Timing. All experimental and comparison subjects were followed up every six months through the winter of 1984. Additional records were entered for each individual charged with new offenses that got referred to either juvenile or adult courts for action. Regular updates included all offenses, their accompanying case action, and dispositions that were recorded by June 30 and December 30 of each year.

All youth were followed up through December 31, 1983 and many through the spring of 1984. The evaluation design, particularly the comparative analysis of the distribution of recidivism over time, required that three points of follow-up be available. This goal was met for all but a very few clients. From one to three years of follow-up time after 12 months of program participation was available for every youth. Clients entering the program in or after 1983 were not considered in the impact evaluation because they did not have sufficient follow-up time to be compared with the others.

Sources. Sources of follow-up information included the assigned juvenile probation officers, juvenile court records, and adult court records when indicated by virtue of subject age or waiver. Clerks of court, court administrators, and intake units for adult probation agencies were other sources.

Type. In all instances of recidivism for both client and comparison youths, a juvenile justice history form was filled out. Secondary outcome measures, such as diplomas or GEDs received and school attendance records subsequent to program participation, were usually followed up by school reintegration coordinators for the client group. Such follow-up provided before-and-after profiles as well as indicators of program achievement, the intermediate outcome variables.

THE MANAGEMENT INFORMATION SYSTEM

Figure 1 presents an overview of the management information and data processing system utilized in the evaluation of the New Pride Replication Projects. It provided the national evaluation team and individual projects with: 1) an effective and efficient case-tracking and general purpose records management system; 2) the computer facilities necessary to complete extensive research and evaluation studies; and 3) an interactive program monitoring capability. The national team provided specifications for hardware and software, and for the records required to meet national evaluation objectives and standards. However, we recognized that individual sites had particular, idiosyncratic information needs. We therefore initiated an MIS design that was a collaborative effort, allowing programwide and specific project information to be collected simultaneously. The software used allowed a great deal of flexibility in information management. Individual projects could, with sufficient training and practice, structure their own MIS, while at the same time providing essential information to the national evaluation effort.

Requirements

Historically, evaluations of projects have been plagued with problems in attempting to capture timely, uniform, and complete data sets. Because of the "batch" processing orientation of most systems, the computer analysis and feedback stages typically occur several weeks or months after data has been submitted by a project. A typical scenario would involve submission of data collection forms, keypunching of data, creation of the data base, pre-processing of data (i.e., cleaning and editing data), feedback to project of inaccurate and incomplete data, resubmission of data collection forms, and update of the new data base. All these steps are preliminary to the actual computer analysis which generates management reports and conducts statistical analyses. Such an approach to data base development has often meant considerable delay in the feedback of information useful for decision-making purposes.

The evaluation of the New Pride Replication Program required technologically sophisticated procedures for data collection and storage. Given

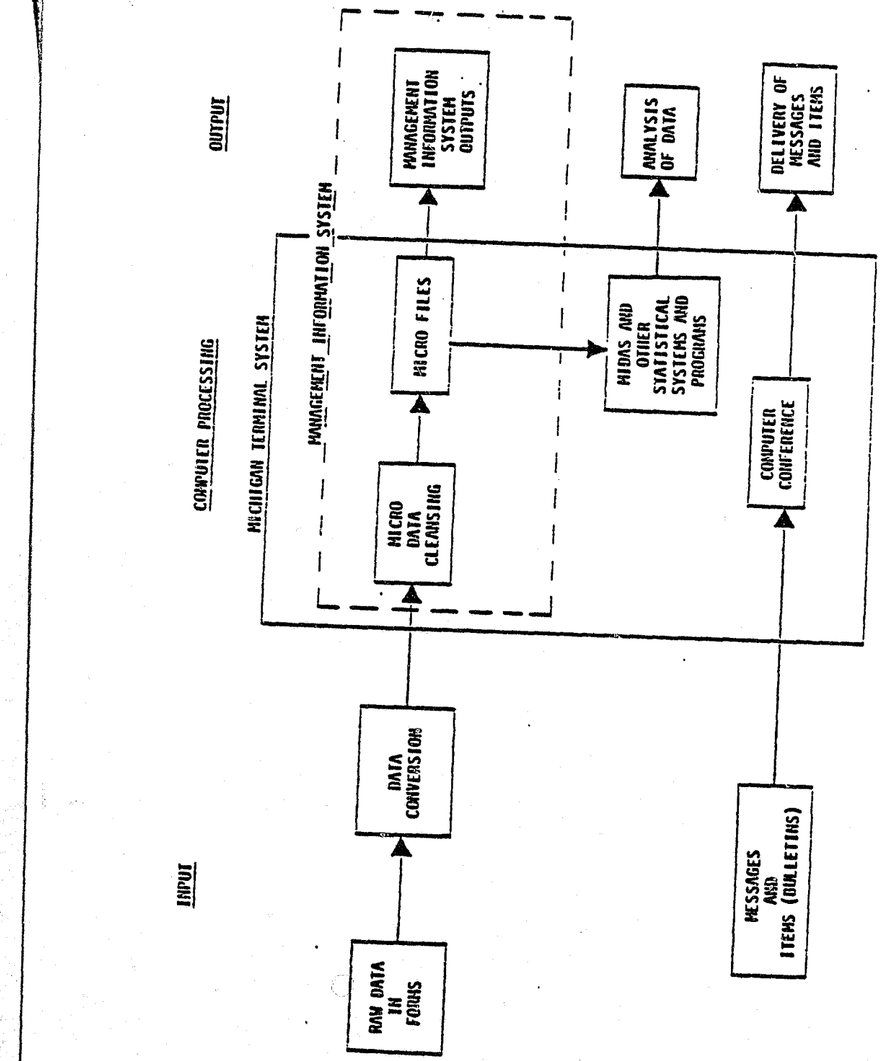


Figure 1: The Management Information and Data Processing System

the problems expected with existing information systems, it was necessary to institute one which could be responsive to the easy entry and storage of a series of data elements at several client processing points and which could provide management with up-to-date data on clients.

One of the first requirements for each site was a system for keeping track of client progress through different components of the project and of information on juvenile justice histories and new offenses. Many of the staff of these agencies previously had no regular use of a computer, and little experience with computer-based case management or statistical systems. Although several of the organizations had access to local computing facilities, most facilities did not maintain any software which was useful for either client tracking or case management.

The Data System

Effective management of project information was seen as essential to the success of this evaluation for two reasons. First, it was the mechanism by which critical project data were specified, collected, and retrieved to serve a variety of management and evaluation needs. Secondly, it was related to an additional goal of NIJJDP which was to make certain that the evaluation component was considered an essential part of the New Pride model, one which would continue beyond the period of Federal support. Therefore, Pacific Institute implemented a computer networking system that was designed to serve the management information and data processing needs of both the evaluation and of individual projects. The management information and data processing system adopted was optimally designed to serve three constituencies:

- It could serve each project as a case tracking, information retrieval, and records management system.
- It could serve the national evaluation team and local evaluators as a data collection/statistical analysis system, and
- It could serve the project monitor as an administrative and information gathering system.

The data system was linked to the Michigan Terminal System (MTS) through Wayne State University and provided fingertip access to most of the files in the University of Michigan library. Through a telephone hookup, the memory of the terminal was virtually unlimited, and an operator could obtain fast, complete, and accurate information without leaving the project office. Without the telephone connection, the recommended terminal (TI 765) had its own memory space of 20,000 characters. It was capable of sending messages to others, whether they were on the terminal or not at the time, making the process of information gathering on all topics quick, effective, and inexpensive. Because of this feature, it was able to serve as a vehicle for communication between participating projects and the national evaluation team, and between the projects themselves.

The key challenge for New Pride Evaluation was to design a system that was data intensive (i.e., provided for the collection of a series of data elements at several client processing points) and had currency (i.e., was able to reflect up-to-date information on clients). To accomplish these aims, data entry occurred at the project site itself by way of a "remote" terminal. This is a small typewriter-shaped piece of hardware to which a parent computer can be linked through any functioning telephone. The remote data entry approach provided both project staff and the evaluator with accurate, complete, and timely information. A major benefit was its location at the project site itself.

In addition to using remote data entry via teletype terminals, the MIS needed an interactive system (one which responded to the user in a conversational mode) that was cost-effective, had extensive software packages for statistical analysis, file maintenance and report generation, and was user-oriented (i.e., could be utilized by nonprogrammers). Through the use of the Michigan Terminal System (MTS), the local evaluators had access to extensive software for analysis and report generation purposes as well as security systems to ensure confidentiality of data sets. Components of the MTS system that were used in the evaluation are described below. A general overview of the Michigan Terminal System is appended to this report.

MICRO: THE DATA BASE MANAGEMENT SYSTEM

The MICRO data base management system was selected for use by each New Pride project as a records management and report-generating system. MICRO also served as a tool for abstracting evaluation data from operational data and transforming the end product to analytical form.

MICRO is an interactive relational data base management system originally developed for the U.S. Department of Labor. While a relational data base system is simple in operation, it can handle any type of data structure. Most record management systems are based on a single file – one record for each client – but some records management systems can handle hierarchical records, in which a client record may have repeating groups of subordinate records. For example, a subordinate record might be generated for each counseling intervention made on behalf of the client.

Hierarchical systems cannot handle more complex linkages. A client is one of several clients in a program. He or she is one of several students in one or more of several classes in a school. He or she is one of several members of a family which may include other clients or students with similar linkages. MICRO was able to handle and manipulate all of these and other linkages, and made it possible to retrieve data on students, families, schools, offenses, and interventions.

Retrievals were made on the basis of direct or indirect information. Direct retrievals were on the basis of characteristics of the item being retrieved. The request, "List the client identification numbers of boys between 15 and 17 years of age," is a direct retrieval since it is based on the characteristics of clients. The request, "List the client identification numbers of boys who have fathers or stepfathers living at home," is an indirect request. It implies a direct retrieval on fathers or stepfathers and indirect retrieval on boys, via sex of clients. Both kinds of requests can be made in MICRO using fewer words than are required here to describe them.

File Design: The design, testing, and redesign of data files was accomplished by the New Pride national evaluation staff at PIRE with input from users across the United States. A file was established for each type of information of interest to the program or to the evaluation. A file corresponds to a set of observations of a specific kind. The file called client demographics, "CL-DEMOG" for example, contained variables such as BIRTHDATE, SEX, ETHNICITY, CLIENT-ID, as well as referral and intake information. Other files included:

CLIENT-NAMES	
CLIENT-ADDR	(client addresses)
CLIENT-CHAR	(client characteristics)
INTAKE-SVY	(intake survey)
SCORES	(test results summaries)
NEEDS	(problem areas)
OBJECTIVES	(treatment objectives)
SERVICE-PLAN	(services planned)
NEED-OBJ	(link file of needs and objectives)
SERV-OBJ	(services planned and objectives)
SCHEDULE	(individual curriculum)
OBJ-UPDATE	(ongoing status of objectives)
EMPLOYMENT	(employment status)
SCHOOL-STAT	(school status)
JUV-HIST	(juvenile justice history)
OFFENSES	(multiple charges per criminal event)

SERVICE-DEL	(includes basic intake, casework, counseling, alternative education, and employment service delivery records)
SERVICE-PROV	(service providers)
SERVICE-CAP	(staff service capabilities)
EXIT-SVY	(user survey of client satisfaction with the program)
TERM-FORM	(termination form)

This set of twenty-two data files provided the structure for making retrievals on the basis of any combination of client, family, service, or outcome information. Files can be linked to other files using a simple one-line join command, "JOIN CL-DEMOG by CLID (client ID) WITH JUV-HIST BY CLID." At this point MICRO would create a temporary file which was a composite of the two, referred to as "it." If the analyst wished to link additional files for purposes of more elaborate kinds of analysis they typed, "JOIN IT BY CLID WITH IISP (or other identifier of the desired file)." Additional join commands were used to add any of the other desired client files in exactly the same way. Finally, naming the temporary composite file constructed by this procedure, e.g., "NAME IT A," turned it into a single file that could be set up for statistical analysis.

Moving into the recommended statistical package, MIDAS, was also quite simple. While still in MICRO, let us assume that file "A" needed to be written for analysis. Using a select command, fields having character strings (text, not numbers) could be deleted from the dataset that MIDAS would read. The statistical package was run only after the composite file was constructed and the datasets to be used in the analysis were pulled from the MICRO dictionaries into a format that MIDAS could understand. Since MICRO and MIDAS are compatible, many variables defined already in MICRO could produce a MIDAS system file of selected variables that could be analyzed statistically.

Files were designed, implemented, extensively field-tested in multiple cities, streamlined, and restructured by the research staff in consultation with

local evaluators, service providers, and OJJDP staff. Programs to generate management reports from these files, called macros, were also created and successfully utilized on a local level. Each local evaluation used its own copy of the files, and had full control of access to it. Others could have access to these local files only with the permission of their custodians.

In the New Pride initiative, each local evaluation used its own copy of the files and had full control of access to it. Others obtained access to these local files only with the permission of their custodians. Each local file contained a core of "national" variables which provided the data for the national evaluation. When desired, sets of "local" variables were added to the file definition. Many such modifications were accomplished. In return for providing a common set of data, each local project had access to a data management system which was tailored to its needs. The local evaluators had complete control over their copies of files, and were able to add variables to the data base as they wished. However, at least initially local evaluators did not have the detailed knowledge of MICRO's file definition system and required technical assistance. PIRE assured that seasoned TA providers who were familiar with the data system and its uses conducted training on the system. In addition, PIRE developed unique training materials for novice users.

Data Entry: MICRO includes a batch and interactive data entry system. Data could be entered from the terminal in response to prompts from MICRO. Alternatively, data could be entered into an off-line device or a computer file and fed to the MICRO data entry system. In either case, MICRO checked automatically for invalid and out-of-range data. This feature enhanced data quality overall.

Retrieval and Report Generation: The retrievals and reports from MICRO were made by local and national evaluators. MICRO included facilities for the generation of formatted reports from its data bases. Arbitrarily elaborate reports could be produced by using MICRO reports as input to a text-formatting system, which produced one or more pages of text for each line in a MICRO report. This system was used to produce such things as cover sheets or mailings of letters to parents or juvenile authorities.

The fact of principal concern for program managers was that their evaluation staff, with a limited amount of training and with no programming experience, could generate the reports they needed to monitor and manage their programs. The capability was flexible and inexpensive. As often happens in a management information system, the user discovered additional data, or data relationships, that he or she wanted to see on reports, once they began using them for decision making and problem solving. The simplicity and flexibility of MICRO permitted easy modification and reformatting of management information reports, thus creating an adaptive feedback system in which the reports became increasingly useful for the program managers and staff through successive iterations.

Generation of Statistical Files: MICRO is a data management and information retrieval system. While it can generate cross-tabulations and reports, it was not designed to produce such things as regressions and other analyses of variables. Statistical analyses of MICRO data bases were most often accomplished with the Michigan Interactive Data Analysis System (MIDAS).

MICRO was used to retrieve information on individuals while the purpose of MIDAS was to produce aggregate statistics on a set of data. Note that this division of labor neatly solved problems of data confidentiality. MICRO files were accessible only to authorized personnel. The national evaluation staff requested (and were granted) access to local files to help solve MICRO problems and to obtain data for the national research data files. The NAMES and ADDRESS files had special status, however, and could not be permitted to or accessed by anyone other than the local project personnel.

National statistical analysis files were constructed by the national evaluation staff. When local evaluators gave access to the MICRO files, and there were sufficient data stored, the national evaluation staff could generate the MIDAS versions of local files. Local evaluators were also given the option of generating their own MIDAS files. This process was not difficult, consisting almost solely of typing "WRITE FOR ANALYSIS ON CL.MIDAS ALL BUT (fields with character strings or text) IN CL-DEMOG". This MICRO command would

create a MIDAS file called "CL.MIDAS" which contained all of the numeric data in the "CL-DEMOG" file, excluding only the fields with text. The national staff then merged all the local files, added a variable indicating the project each observation came from, and analyzed the available data.

There were significant benefits to the cooperative analysis of a national statistical file or files. The data management could be carried out by a small technical staff for the benefit of all analysts. Since each analyst was working with the same file, there could be exact replications of analyses without the question arising of "Which version of whose file were you using?" Analysts were able to communicate their results to others for comment either privately via CONFER message or publicly via CONFER items.

CONFER: The Teleconferencing and Message System

The CONFER teleconferencing and message system provided the administrative and communications environment for the MIS. CONFER allowed groups of people with common interests to share information and to exchange messages. Among the many CONFERences presently operating on the MTS are discussions of word processing, data base management systems, and microcomputers. Other CONFERences are used as media for technical assistance to MTS users, and as tools for project management. A CONFERence founded and managed by Pacific Institute linked all the participants of the Project New Pride national evaluation (including the ten project sites, the national evaluation office and consultants, the technical assistance contractor, and the NIJJDP Project Officer).

The CONFERence consisted of a series of public "items" and private messages. An item is a short article of general interest to CONFERence members. Any member of the CONFERence may enter or read and comment on an item. Items were used to provide technical assistance and to make general announcements. Issues were usually discussed in a series of items entered by several participants. Figure 2 is an item from the New Pride CONFERence.

CONFER was an essential component of the management information system. The CONFERence was used to keep local evaluators informed of the progress of the evaluation and of each others' progress. Local evaluators were able to discuss issues, trade evaluation ideas, and ask and offer help. In addition, membership in the CONFERence provided continuing communication with other local evaluators and with the national evaluation staff that reinforced the local evaluators' feelings of belonging to a broader group, and improved their motivation to collect and enter data on their clients.

The CONFERence was also used as a medium for progress reporting. The experience of other projects using CONFER as a management tool showed that periodic progress reports filed as public items were important informational and motivational tools.

Example Conference Item

Item 125 17:44 Feb13/81 4 lines
Alice Magee
KID LUNCHES

We at Kansas New Pride would like to know what the other sites are doing about lunch for the kids. Do the kids bring their own lunches? Do you have lunches catered? Do you turn them loose? Thanks for your input.

5 Discussion votes
Don Davis:
HERE IN PENSACOLA, OUR KIDS STAY ONLY MORNING OR ONLY AFTERNOON. HOWEVER, WE GIVE THEM A CAKE EVERY MONTH TO COVER ALL THE BIRTHDAYS, AND A LOCAL BAKERY DONATES THE CAKE.
John Holton:
The majority of our clients qualify for the free lunch program. We let them eat lunch at a local high school.
Helena Long:
Here in Boston, we provide both breakfast and lunch for our kids.
Theresa Roth:
Our kids also qualify for a free lunch. We work with the schools and pick up lunches and bring them to our facility for lunch.
Dolores De Leon Dozier:
In Providence, the School Department provides and delivers hot lunches. Our Program Director says that may be so for every project, for more information, call (us)....

MIDAS: THE STATISTICAL SYSTEM

The Michigan Interactive Data Analysis System (MIDAS) is a fully interactive statistical analysis and data management system. While the Michigan Terminal System (MTS) supports SPSS, BMD, P-STAT, SAS, OSIRIS, and other statistical systems; the power, economy, and ease of use of MIDAS has made it by far the most generally used MTS statistical system. An interface between MIDAS and MICRO, the relational data base management system, produced a statistical system of unique power, able to handle files of almost any conceivable structure.

Although MIDAS can be used as a batch program, it was designed to be used from the terminal, and is thus more appropriate for use by those who are remote users of MTS. MIDAS provided a full range of parametric and nonparametric statistical procedures, as well as a powerful data transformation language. While we encouraged the use of MIDAS, evaluators and analysts used other statistical systems if they preferred.

It should be pointed out that if an evaluator had a strong preference for statistical systems other than MIDAS, the raw data stored in MICRO could be prepared for these other packages as simply as for MIDAS. Even when alternative packages such as SPSS were preferred, the user could take advantage of MIDAS' superior data handling capabilities to prepare and modify the data base before actually processing it on SPSS or some other system.

DATA PRIVACY AND SECURITY

Local program managers expressed legitimate concerns about the privacy and security of their data. Their concerns were heightened because their data was stored far from their program offices on a computer which was shared by a large clientele of other users. One of the main reasons for choosing the MTS was its high degree of data privacy and security.

Privacy is the ability to keep unauthorized persons from reading or modifying data. MTS has proved to be extremely strong in maintaining the

privacy of its users. An elaborate system of access control allows the owner of a data file to permit and deny others access to it.

A new file begins life with a permit status of UNLIMITED to its owner and NONE to others. Among the forms of access which may be extended are: READ, READ-WRITE, WRITE-EXTEND, FULL, and many others. (WRITE-EXTEND allows one to add to the end of a file, but not to read it or to modify what is already in the file.)

Access may be extended to everyone on MTS, to the members of an MTS project, or to individuals by user ID. It is even possible to allow access to a file only through a particular program. For example, the command PERMIT EVDATA RW XAB1, R ABC2&PKEY=STAT:MIDAS, NONE OTHERS allows user XAB1 to read, copy, and write into the file called EVDATA. User ABC2 cannot modify EVDATA, and cannot even read it unless he or she is using MIDAS. No one else using MTS (except the owner) may have any access whatever to EVDATA.

There have been many attempts at penetrating MTS by classes, research and development projects, and by unauthorized individuals. Each vulnerability of the system discovered in the course of a penetration attempt has been closed by the maintainers of the MTS. Although it is not possible to be completely certain, the current understanding is that no penetration attempt, including those by computer security experts, has ever resulted in unauthorized access to another user's files. Unauthorized access to other user's files has invariably come from the discovery of passwords which were left in public places or in files permitted to others.

Data security is the system's ability to preserve the files of its users. The MTS offered a high degree of data security. Since MTS users edit the original copies of files, loss of communication does not cause the loss of data files. (Systems such as TSO and WYLBUR use "editor copies" of files which are often lost if there is a system stoppage in the course of an editing session.)

MTS has both system and user facilities for the backing-up of data files. Users may archive files to and restore files from their own tapes at any time. Each night, all files which have been modified during the day are archived to tape by the Computing Services Center. Every Saturday night, the entire contents of the file system are archived to tape. Users may request any of the archived versions of any of their files to be restored to the disk. Thus, any file which has remained on the MTS overnight has proof against loss or inadvertent destruction.

Data Quality Control

- Keying Errors. The major source of errors were usually keying errors as the data were entered. The most effective way to correct keying errors was to verify the data by re-keying and comparing the two data entry batches. The MTS has excellent facilities for performing such comparisons and for correcting keying errors. However, no computing system has facilities for convincing data managers to re-key and verify each new batch of data. Only the local project manager could prescribe and enforce such a level of data verification.

In practice this was not often done. What actually happened was that the national evaluators provided continuing feedback to projects on items of information that were keyed inappropriately. The client ID, the file name, and the field were specified and the local evaluator asked to change the entry so that it was accurate. No one ever refused to respond appropriately to these requests. These error files were used by both national and local evaluators to monitor the records management efficiency of each participating site and the quality of the data.

- Syntactic Errors. The MICRO data entry system automatically checked for such syntactic errors as alphabetic characters in numeric data fields and nonexistent categories. Since syntactic violations had to be corrected prior to the data batch's entry into the MICRO system, they were rekeyed before acceptance into the file.

- Timeliness. It was important that data was submitted in timely fashion, and that failures to maintain and submit evaluation data were identified. The number of records entered into the system in each data file were counted and submitted to NIJJDP and to project evaluators. Periodically, reports of the minimum, maximum, and average number of records in each file were submitted to each project manager, along with a count of the number of records in the same files from their own site. This facilitated the identification of problems in information collection and data entry while encouraging prioritized activity to solve them.

TRAINING AND TECHNICAL ASSISTANCE

The evaluation of the New Pride Replication Program needed to be built upon a working partnership developed between the national evaluation team and local projects, a partnership from which both parties would benefit. While local projects developed their capability to manage information effectively, the national evaluation benefited from local project input and from the vested interest the projects developed in assuring data quality. The mechanism through which this partnership was fostered and nourished was the training and technical assistance provided by the evaluation staff.

Needs Assessment

Despite their diversity, the New Pride projects had some common needs, including technical assistance, case management, project reporting, and the provision of evaluation data.

Initially, local evaluators required a substantial amount of technical assistance to become familiar with the system and its capabilities, to learn how to enter data, obtain assistance over the conference, and acquire useful documentation. They further needed help in setting up a workable and timely system of paper flow for data collection, and in establishing the experimental procedures for their own evaluations. PIRE developed original materials for novice users, based on its experience with this need. As the New Pride sites gained experience on the system they became valuable technical assistance resources for each other.

The purpose of training and technical assistance activities of the national team was to assist project staff to understand the objectives of the evaluation and MIS, to adapt the MIS to provide local information for self-studies, to develop appropriate data collection/analysis forms and procedures, and develop necessary and useful reports. At the same time, the national team was provided with additional perspectives to guide the overall evaluation design. An

important result of training and technical assistance was capacity building at the project level in operating the computer system, managing program information, accountability, and client tracking.

In line with these purposes, a number of specific objectives for the training/technical assistance effort were specified. All of them were met:

- Provide project staff with an understanding of the overall purpose and scope of the national evaluation and the management information system;
- Assist project staff in developing a set of project-specific management information objectives, in interfacing these with the objectives of the national evaluation, and in adapting the MIS to meet these objectives;
- Provide local evaluators with an understanding of the operations and procedures of the MIS, and provide "hands on" experience in using the system;
- Assist project staff in understanding data collection procedures and forms;
- Provide project staff with an understanding of impact evaluation design and implementation;
- Provide project staff with an understanding of process evaluation design and implementation;
- Assist project staff in translating management information objectives into useful reports; provide "hands on" assistance in developing specific analysis objectives and procedures;
- Provide local evaluators with an understanding of computer-assisted data analysis options, and provide "hands on" assistance in developing specific analysis objectives and procedures;
- Provide project staff an opportunity to share approaches, progress, successes, and problems with and receive feedback from other projects;
- Provide specific information and recommendations to the national evaluation team to guide the design and process of the evaluation.

Technical Assistance Products

National Evaluation Training Manual

Everyone needed a clear understanding of the research design to be implemented and the goals and objectives for the national and local evaluations. In January of 1980, before the local projects were funded, PIRE issued to each site a research design manual providing the following information:

- Overview of the New Pride Evaluation
- The Process Evaluation Design
- The Impact Evaluation Design
- The Intensive Site Evaluation Design
- Roles and Responsibilities of National and Local Evaluators
- Roles and Responsibilities of Project Directors in the Evaluation
- Confidentiality and Protection of Privacy
- The Data System

Data Manual

Another key product of the training/technical assistance effort was a project training and data manual that was provided to all participating sites for ongoing reference. The manual, designed for self-study, provided information useful to project staff at all levels, and was organized functionally so that a given staff person could quickly find and extract what (and only what) he or she needed to know to expand his/her knowledge or perform a given task. For example, a project director who wanted to find out what data were required by the MIS, and why they were collected, could refer to the MIS overview section on MIS data needs. A local evaluator who needed to find out the procedures and commands for providing an update on offenses committed by project youth could

refer to the data entry section on submission requirements and specific entry procedures for this type of data.

A failing of many manuals seeking to describe information systems is that they appear to be written for data processors rather than system users. In highly technical language, they provide a great deal of information on systems configurations and capabilities, and seem to ignore the fact that what project people want most to know is what the system can do for them and what they have to do to make it produce. We therefore rewrote system documentation in simple English rather than in computer-technical jargon, with the needs of local staff firmly in mind.

In the spring of 1984, a new streamlined version of the MIS, data files, and documentation was developed. A comprehensive User's manual was produced with sections designed to serve different needs. Each section could be bound separately. MIS purpose, forms, and instructions were described for Project Directors and staff (See example from Appendix II.) Instructions about the data system, data entry, and report generation were rewritten from the original versions to serve as training materials for local evaluators. Data element dictionaries were included that document all of the data files for ongoing reference by evaluators. Therefore, the revised data manual was actually comprised of three separate manuals:

- An MIS Manual
- A Training Manual
- A Users Manual

Early in the New Pride Replication Program, essential elements of the data manual were developed, pilot tested in several jurisdictions, revised several times, and provided to projects within ten months of action project funding. The document was not "fixed in stone" at that time, however. Its functional organization allowed it to evolve throughout the life of the program, based on individual project's needs and local staff requests. Essential data collected for

research purposes remained unchanged, however. Several minor modifications were made as projects gained experience with system use. All modifications were approved by NIJJDP and resulted from discussions with local evaluators and project directors.

As the MIS became operational the system itself was used as an extension of the training manual. The format of the programs on the system could be (but did not have to be) interactive, or self-instructional. The process of creating a file automatically provided instructions to the evaluator for entering data into the file.

As an example, consider the case of a project evaluator who wished to enter the required information on a new case. He or she simply typed, "Enter in Refer" on the terminal. The terminal would respond with the name of the first data item, in this case, ID number. The evaluator then entered the number and the terminal would prompt for the next data item, the individual's name. This process continued until all the items in the record were entered. The system automatically provided a quality-control of the input by rejecting errors that did not conform with the standard descriptors set up for the variable. As evaluators gained experience, they entered information into their memory terminals off-line, but in the correct order. Then they dialed Telenet, secured a main frame connection, and "burst" the data on several clients at one time into the file.

Training/TA Design and Delivery

The design of the training and technical assistance provided by the evaluation staff had to be rigorous enough to accommodate the transfer of a great deal of relatively technical information and at the same time be flexible enough to accommodate a wide variety of project capabilities and needs. Project directors and evaluators from different jurisdictions brought to training sessions a wide range of background and experience in evaluation. Few had any experience with the use of client and service information for management purposes. Moreover, none had any experience using remote terminals. In this

environment the national trainers, as they instructed projects on how to use the MIS, had to continually adapt both the information they presented and the level of sophistication at which they presented it.

The data manual provided a complete description of the MIS and of the procedures necessary to implement it. Training sessions concentrated on providing assistance focused on specific components of the system, including the development of data collection—analysis procedures and forms, as well as MIS operation and reports. Initial PIRE staff orientations and training sessions helped clarify and standardize the training format and process. The full range of training/TA objectives were eventually met through a mixture of operations-focused training events involving local evaluation staff and some project directors, individual site visits focusing on the concerns of specific sites, and continuing consulting via the national teleconference. A brief description of each type of event comprising the overall effort is provided below.

Orientation and Training of Trainers Session. The consultants initially made available for T/TA activities represented a highly professional and knowledgeable pair of individuals from Multiple Technical Services Associates, Inc. Their level and range of expertise enhanced the likelihood of successful adoption and implementation of the MIS in each unique jurisdiction. The national evaluation staff at PIRE participated in orientation and training sessions conducted by MTSA that developed their proficiency in the new computerized MIS system. These sessions also enhanced generic training and group facilitation skills, allowed for the sharing of special proficiencies, and produced a standardized format for the upcoming training of local evaluators. These sessions took place during the first two months of action project funding.

Training Events. Two training events for local evaluators were conducted during the first project year, one on the West Coast and one on the East Coast. These week-long sessions provided intensive instruction in such areas as data collection procedures and form design, as well as in the operation of the computer system. They also provided opportunities for small group planning and problem solving. Project directors were invited to attend as well, in order to

enhance their understanding of the system. It was hoped that their participation would lead to the generation of increasingly useful information for management purposes.

During the second project year additional regional training events were held to give local evaluators more expertise in the generation of reports to project management. Presentations on the MIS and the evaluation were made every quarter to project staff attending the Directors' meetings, which were held in different New Pride cities. Monthly reports on client intake were sent to the projects, as well as copies of data monitoring and national evaluation reports. When local evaluators were present at the Project Directors' meetings, ad hoc sessions of training and individualized technical assistance were organized for them. In short, PIRE used every available means to enhance project evaluation understanding and capability.

On-Site Training/Technical Assistance. The purpose of on-site T/TA activities was to provide individualized assistance tailored to the specific needs and understanding of local project staff. Each site was assigned to a national evaluation staff person who provided ongoing contact and liaison. Early in the replication program, this staff person visited the project to establish a collegial dialogue on local training needs, evaluation design issues, and skill levels. Such information was the vehicle through which training needs were assessed, jointly agreed upon, and met throughout the life of the project. Based on this dialogue, the staff person either provided or arranged for individualized technical assistance designed to maximize the potential for use of the data system at the project level. On-site TA often involved upgrading skills and resolving implementation difficulties. It was supplemented by ongoing telephone/CONFER contact.

To ensure continuity of communication should the primary contact be temporarily unavailable, a backup person was also assigned to each project . As local evaluators became more familiar with the various sources of assistance, they were encouraged to contact appropriate consultants directly, via the computing center at Wayne State University.

When particularly competent and/or qualified local evaluators emerged with perspectives that were helpful to other projects, they were invited to act as co-trainers and assistance providers with the national research staff. Inviting such contributions from local evaluators further reinforced the partnership that developed between the national evaluation and local projects.

Off-Site Technical Assistance. Because of the unique qualities of the Michigan Terminal System and its teleconferencing capabilities, many problems were described and resolved via the system itself. When requests for assistance were communicated via the conference, an immediate record of the request and response was made. This information was then readily retrievable by others throughout the system for addressing similar problems. In effect, a compendium of problem-solving strategies and techniques was created for the ongoing reference by problem area. A subject-categorized index of such records was maintained on the computer system by the national evaluators.

PROCESS EVALUATION DESIGN

In addition to conducting a large and carefully designed impact evaluation, PIRE completed a full-scale process evaluation of the replication projects. Whereas in impact evaluation one studies the influence of an intervention on the pattern of outcomes (clients served, educational achievement, crime prevented) that occurs as a consequence of program implementation, in process analysis one examines the way in which this pattern of outcomes becomes established. Process evaluation is designed to answer questions about how such outcomes occurred, and what forces or combination of events produced them.

In the impact research design, the experimental group undergoing treatment is compared with a carefully matched comparison group which does not. During the course of the process evaluation we observed the differences which appeared in and between the selected New Pride projects given different external and internal contingencies and constraints unique at each site. For both types of research effort, PIRE's design was of the classical longitudinal variety. But the qualitative approach to understanding has a different purpose: to answer questions concerning how the program developed and how it actually operated in different phases of its growth continuance.

Little is known about agency evolution as a social process and researchers, while able to define global categories of experience, are often unable to anticipate the dynamics of project impelemntation in advance of an inquiry. Therefore, in order to understand the nature and historical development of the replication projects, the Pacific Institute executed qualitative field studies designed to explore the organizational, situational, and personal contingencies which set the stage for decision-making in the projects. In order to comprehend these processes, PIRE asked project staff members to define their situations, their understanding of program goals, and their own challenges. In this way we studied directly the natural social world of the projects as seen by the actors in them, where-in living experiences were accepted in their actual and unique form.

Techniques of Data Collection

PIRE's process methodology encompassed a variety of techniques with well-established usefulness in evaluation research, including:

- In-depth, open-ended interviews with staff, administrators, and service recipients, by which the opinion or judgment of the people involved in a program is treated systematically as a valuable source of information regarding the program. Working relationships, client flow, and program-justice system processes are just a few of the salient aspects that are investigated through interviews.

- Participant observation, which permits events to be recorded as they occur. This involves observation of program staff and services recipients in their natural social setting while the program is in operation.

- Examination of archival records such as staffing plans, work plans, quarterly reports, advisory board meeting notes, newspaper clippings, and correspondence with the national evaluators.

- Regular ongoing cummunication with program analysts and project directors by telephone and teleconference in which questions are clarified and anecdotal data are reported which can provide a more complete picture of the project.

Soon after start-up the local evaluators began submitting a weekly diary or log to their assigned PIRE site evaluator. Later on, because of the magnitude of the work load at the projects, this diary became a monthly responsibility. The chronicles contain information on program activities, staff inter-relations, staff/client interactions, and general project concerns. They include accounts of shows, field trips in which clients are involved, and staff and board meetings notes. The monitoring of diary and other reports provided a continuous flow of impressionistic data on the management decision-making of the projects, the use of information, and on program implementation.

Site Visits

Each project was visited by its primary site evaluator at the approximate rate of one trip per year. Addiitonal visits were made to three intensive sites and to troubled sites early in the replication's history. The number of visits was altered in some instances to accommodate changes in OJJDP plans and to handle crises that arose, e.g., the need to hire new local analysts or to work out the MTS interface problem from terminals that required floppy disks. PIRE used these field trips to assess the accuracy and quality of the local data collection effort as well as to continue observation of the ongoing project activities, conduct interviews, and evaluate each component.

Categories of Information

Categories of information important to process evaluation involve an assessment of what kinds of information are relevant at what points in time. Derived categories then lend themselves to operationalization vis-a-vis one or more of the techniques of data collection noted previously. Appropriate instruments such as structured or unstructured interview guides were developed to meet data needs. Then decisions were made as to who should be interviewed, which operations should be observed, and what archives should be investigated.

Generally, the following categories developed by Dr. Edwin Lemert of the University of California for the New Pride Replication Evaluation were used for data collection and as analytic categories.

1. Internal Social Interaction: This takes place within the project, between administrators and staff, within the staff, and between staff, clients, and parents. It also includes interactions with the parent agency.

2. Important Actors: These should be identified, meaning persons with power to influence decisions and action, e.g., board members, administrators, consultants, or persons with informal influence.

Techniques of Data Collection

PIRE's process methodology encompassed a variety of techniques with well-established usefulness in evaluation research, including:

- In-depth, open-ended interviews with staff, administrators, and service recipients, by which the opinion or judgment of the people involved in a program is treated systematically as a valuable source of information regarding the program. Working relationships, client flow, and program-justice system processes are just a few of the salient aspects that are investigated through interviews.

- Participant observation, which permits events to be recorded as they occur. This involves observation of program staff and services recipients in their natural social setting while the program is in operation.

- Examination of archival records such as staffing plans, work plans, quarterly reports, advisory board meeting notes, newspaper clippings, and correspondence with the national evaluators.

- Regular ongoing cummunication with program analysts and project directors by telephone and teleconference in which questions are clarified and anecdotal data are reported which can provide a more complete picture of the project.

Soon after start-up the local evaluators began submitting a weekly diary or log to their assigned PIRE site evaluator. Later on, because of the magnitude of the work load at the projects, this diary became a monthly responsibility. The chronicles contain information on program activities, staff inter-relations, staff/client interactions, and general project concerns. They include accounts of shows, field trips in which clients are involved, and staff and board meetings notes. The monitoring of diary and other reports provided a continuous flow of impressionistic data on the management decision-making of the projects, the use of information, and on program implementation.

Site Visits

Each project was visited by its primary site evaluator at the approximate rate of one trip per year. Addiitonal visits were made to three intensive sites and to troubled sites early in the replication's history. The number of visits was altered in some instances to accommodate changes in OJJDP plans and to handle crises that arose, e.g., the need to hire new local analysts or to work out the MTS interface problem from terminals that required floppy disks. PIRE used these field trips to assess the accuracy and quality of the local data collection effort as well as to continue observation of the ongoing project activities, conduct interviews, and evaluate each component.

Categories of Information

Categories of information important to process evaluation involve an assessment of what kinds of information are relevant at what points in time. Derived categories then lend themselves to operationalization vis-a-vis one or more of the techniques of data collection noted previously. Appropriate instruments such as structured or unstructured interview guides were developed to meet data needs. Then decisions were made as to who should be interviewed, which operations should be observed, and what archives should be investigated.

Generally, the following categories developed by Dr. Edwin Lemert of the University of California for the New Pride Replication Evaluation were used for data collection and as analytic categories.

1. Internal Social Interaction: This takes place within the project, between administrators and staff, within the staff, and between staff, clients, and parents. It also includes interactions with the parent agency.

2. Important Actors: These should be identified, meaning persons with power to influence decisions and action, e.g., board members, administrators, consultants, or persons with informal influence.

3. Kinds of Internal Interactions: To observe, describe, and record: staff meetings, board meetings, conferences, testing sessions, classes, program activities with clients.

4. Characterizing the Interaction: These may be such captions as difference and divergence of views, conflict, resolution of differences by compromises and accommodations, e.g., in regard to policy development. Emotional Tenor of the project in general, e.g., "Up this week," "down the next."

5. External Interaction: This refers to that between the project and other agencies, such as the courts, subcontractors, cooperating agencies, the Washington Office, Denver, and the National Evaluators.

6. Important External Actors: Juvenile court judges, police, probation officers, public school officials, employers, mental health and social service officials and workers.

7. Kinds of External Interaction: To observe, describe and record: formal and informal procedures, communication, creation of reciprocal understanding and new procedures, effects of "conferencing" by computer.

8. Resources Availability and Use: In general the evaluator tries to show how interaction and resources are linked together to facilitate or limit choices and actions. The resources include physical facilities, informal space use, the neighborhood and its ecology, use of paid staff, contractors, volunteers including interns, learning disability equipment, the computer terminal, use of free services, and budget surpluses and deficits.

9. Changes: This category of data includes observations on significant changes in the organization and procedures within the project and between it and other agencies. These changes can be thought of as stages in project growth or evolution of the project.

10. Specific Changes to Observe: Staff turnover, resignations, "burnouts," disillusionment, policy shifts, financial crises, new accounting procedures, changes in counselor-client relationships, "hard lines," "soft lines," factionalism.

11. Conjectures, Impressions, and Inferences: These may be included as part of the process data, hopefully based on particular events or actions.

Project Evaluation Context and Analysis

Researchers from the National Evaluation of the New Pride Replication Program observed the processes of project implementation over the course of four years. During this time, the conditions for observation were optimal. Site evaluators who were responsible for the collection and analysis of process data at the beginning of the research worked on the study until its conclusion, which is an unusual condition in applied research settings. Each New Pride project began with approximately the same dollar amount of Federal commitment, and there were adequate resources to cover the costs of implementation. All began at the same time.

The analysis of evolving pictures provided by the communications of the local evaluators and the clinical evaluation methods used by both the local and national researchers allowed for the assessment of each individual project as it passed through distinct phases of development. It provided information for the classification of these phases and other important features of the projects by inductive typology construction. The analysis uncovered many other "grounded" characteristics of the projects, permitting the evolution of natural patterns to be depicted.

Process evalaution data provided much of the information regarding client and service issues that was used to refine the New Pride guidelines as the Replication Program continued. It also contributed importantly to the development of recommendations for the refinement of the New Pride model itself.

INTENSIVE SYSTEM IMPACT EVALUATION DESIGN

Juvenile Justice System Impact

In order to determine the impact of New Pride projects on the organization, policies, and administrative procedures of juvenile justice systems in those three sites selected for intensive study, the research design called for panel data to be collected at two points in time. One series of interviews was conducted in the spring and summer of 1981, which was a year after projects were funded and from six to nine months after they began taking clients. The second wave occurred a year after the first. Interviews were obtained at two points in time in order to acquire a longitudinal perspective.

Because their number was small enough to permit this, all juvenile probation officers were contacted, using a complete list of agents whose case loads were assigned from within the jurisdiction of targeted New Pride cities. Juvenile probation officers were questioned in depth about their knowledge and impressions of the projects and the impact of the project on the juvenile justice system, and about the extent to which they personally made referrals.

The total population of targeted New Pride city judges and juvenile court referees were interviewed comprehensively on system impact issues using different interview schedules. Interview guides were designed and pretested before being used in the field. All interviews were conducted by especially trained outside evaluators on location.

Case studies were undertaken of the juvenile justice systems at intensive sites based on additional in-depth interview data from key informants who had worked in these systems a long time. This allowed an examination of patterned variation in juvenile court procedures. This examination provided a background for study results. For example, significant variations involved the nature of the public defender system and the nature of participation by the prosecutor in

juvenile court proceedings. Whether the prosecutor provided the initial screening of cases, passed to petition, or had no involvement at intake except to prepare petitions differed from site to site.

Three intensive sites were recommended by PIRE based on the following criteria:

- Cooperativeness of the site
- Catalog of public and private youth serving agencies
- Geographical distribution of sites
- Cooperativeness of the juvenile justice system locally
- Availability of probation office name list of officers
- Focus of New Pride project
- Seriousness of crimes committed by clients
- Distribution of clients by ethnicity
- Emphasis on different components of New Pride project
- Parent program agencies (facilitating or hindering)
- Distribution of clients by sex
- Degree of planning completed toward institutionalization
- Type and structure of juvenile court system
- Ethnicity within target community
- Economic variation within communities
- Variation in the intake process
- Variations in the structure of the probation office and its relationship to courts
- Using volunteers vs not using volunteers

The three sites selected by OJJPD were Providence, Kansas City, and San Francisco. It was determined that cooperation was adequate to support the inquiry at these locations, particularly because no additional demands were to be made on local evaluators. Special intensive site evaluators were hired and trained on location to administer more of the interviews. All interviews with juvenile court judges were conducted by the Director of the Intensive Site Study.

Youth Agency Study

While the original design called for youth serving agencies to be randomly selected from catalogs of such agencies found locally, this methodology was changed to include the selection of only those agencies whose missions were broadly related to the prevention or treatment of delinquency. This procedure assured a survey of more relevant agencies such as YMCA's group homes, boys' clubs, and county camps, but excluded organizations such as the children's symphony and children's hospitals. It limited the inquiry to those agencies that would be likely to form a meaningful social service network to the New Pride project.

Telephone interviews were conducted with agency heads and/or knowledgeable staff. Panel data were not obtained in this instance. Rather, for each time of inquiry, new respondents could be interviewed. This was due to the good possibility of respondent attrition between survey points.

Key Decision-Maker Study

Additional interviews were conducted using the reputational method. Key decision-makers in each community were identified and followed up with interviews in two waves, 1981 and 1982. Interviewees at intensive sites included such people as community leaders and media and public agency representatives.

The three sites selected by OJJPD were Providence, Kansas City, and San Francisco. It was determined that cooperation was adequate to support the inquiry at these locations, particularly because no additional demands were to be made on local evaluators. Special intensive site evaluators were hired and trained on location to administer most of the interviews. All interviews with juvenile court judges were conducted by the Director of the Intensive Site Study.

Youth Agency Study

While the original design called for youth serving agencies to be randomly selected from catalogs of such agencies found locally, this methodology was changed to include the selection of only those agencies whose missions were broadly related to the prevention or treatment of delinquency. This procedure assured a survey of more relevant agencies such as YMCA's group homes, boys' clubs, and county camps, but excluded organizations such as the children's symphony and children's hospitals. It limited the inquiry to those agencies that would be likely to form a meaningful social service network to the New Pride project.

Telephone interviews were conducted with agency heads and/or knowledgeable staff. Panel data were not obtained in this instance. Rather, for each time of inquiry, new respondents could be interviewed. This was due to the good possibility of respondent attrition between survey points.

Key Decision-Maker Study

Additional interviews were conducted using the reputational method. Key decision-makers in each community were identified and followed up with interviews in two waves, 1981 and 1982. Interviewees at intensive sites included such people as community leaders and media and public agency representatives.

APPENDIX A

OVERVIEW OF THE MICHIGAN TERMINAL SYSTEM

The Michigan Terminal System is a terminal-oriented time-sharing system that offers both batch (card reading) and interactive (remote terminal entry) facilities. Development of MTS began at the University of Michigan in 1966 and has continued up to the present. MTS is presently the production operating system at eight universities and research centers in North and South America and in England. MTS is designed to run on IBM/370 compatible hardware with virtual memory, and in most cases is a full replacement for the IBM-supplied operating systems.

All tape, card, and print files produced by the Michigan Terminal System are in standard IBM or ANSE formats. Asynchronous communication is via the ASCII protocol; synchronous communication is via IBM's 2780, 3777, or 3780 binary synchronous protocols.

The Michigan Terminal System has a number of distinct advantages over IBM-supplied systems, advantages which have led to its adoption by the Pacific Institute of Research and Evaluation and a number of PIRE's clients. The advantages of the Michigan Terminal System over other computing systems are its:

- Totally integrated interactive and batch system
- Virtual memory
- A simple but powerful command language for batch and interactive use
- Powerful direct access file system
- High degree of file security and protection from loss
- Large library of well-documented public programs
- Low costs of training and operation

The Pacific Institute for Research and Evaluation, the New Pride Replication sites, and Denver New Pride all use the MTS installation at Wayne State University of Detroit. Wayne (WU) runs MTS on an Amdahl 470/V6-II computer, with 8 million bytes of main storage, 1.2 billion bytes of on-line storage, and 24 tape drives which operate at densities of up to 6250 BPI. Wayne State also operates a second Amdahl 470/V6-II which runs several of the IBM operating systems, including Multiple Virtual Storage (MVS). The two computers can communicate with each other over a high-speed channel, allowing data on one system to be input to a program on the other system.

The MTS Operating System

Integration of interactive and batch systems: The MTS batch and interactive languages are identical, with the system treating a batch session as a special kind of terminal job. Thus, there is only one command language, and it is possible to run any job either from a terminal or from the batch queue. As a result, any program may be run interactively by entering its commands at the terminal.

Unlike many other computing systems, MTS does not restrict interactive users to a subset of the available facilities. The terminal user has access to all facilities of the system. While it often may be desirable to run small jobs from the terminal and large jobs from the batch queue, the choice is entirely up to the user, who may run arbitrarily large jobs interactively. The only difference between batch and interactive costs is the addition of a $1.54/hour terminal connection charge for interactive use.

Virtual machine and memory: MTS has been a virtual memory operating system since 1968. A user may have up to 1 million bytes of virtual memory on demand, with no requirement for special parameters or priorities. MTS is also a virtual operating system. In a virtual machine, several copies of the operating

system may be running at the same time. This allows systems programmers to develop new features on their copy of the operating system, without disturbing other users, and without having to bar others from the machine. Thus, MTS is regularly available seven days and nights a week. The hardware and software are sufficiently reliable as to allow the machine to be left to run unattended on holidays. (The machine is sometimes unavailable between 5 a.m. and 7 a.m.)

The MTS Command Language

The MTS command language is both simple and powerful. In most cases, operations which would normally take an elaborate IBM Job Control Language (JCL) procedure can be accomplished in a single line of command language. Indeed, the command language is so simple that at MTS installations, there is no effort identified as "JCL consulting" since command language errors are responsible for only a small fraction of unsuccessful runs.

For example, the MTS command

```
#($)RUN XYZ 5=FYLE 7+OTHERFILE 8+-TEMPFILE
```

runs a program in a file called XYZ which will handle data in two permanent files called FYLE and OTHERFILE and a temporary file called -TEMPFILE. If the program, XYZ, were using the FORTRAN convention of writing its print file on unit 6, then this "$RUN" command would suffice for printing the output on a terminal (if interactive) or on the line printer (if in batch).

Another, more familiar, example is


```
#($)RUN *SPSS
RUN NAME
EXAMPLE OF RUNNING SPSS
GET FILELLI13
.
.
.
FINISH
```

It should be stressed that these examples, although resembling the invocation of an IBM Job Control Language Procedure, are not procedures which refer to a prepared set of more complex commands. They are full statements of everything required to run the programs and specify all necessary file creation and assignment information.

The File System

The MTS file system, like the command language, is simple but powerful. All MTS files are direct access disk files, and may be created, destroyed, and accessed either from the MTS command language or from programs. The basic unit of a file is a numbered line; MTS allows the reading and the writing of arbitrary collections of lines from a single file or a group of files. Some examples will illustrate these capabilities.

A file called ABC is created by the command:

```
#($)CREATE ABC
```

A FORTRAN program called XYZ can be made to read the data in ABC by the command:

```
#($)RUN XYZ 5=ABC
```

Output from the program, on unit 6, will default to printing on the printer or the terminal. ("Default" means that the procedure happens automatically unless the user specifies another option.) The same program could be run using the data from ABC followed by the data from a file called DEF by using the command:

#($)RUN XYZ 5=ABC+DEF

A subset of ABC consisting only of lines with numbers between 1 and 36 can be fed to the program by the command:

#($)RUN XYZ 5+ABC(1,36)

Program Library

Since the Michigan Terminal System is similar to the IBM operating systems in its internal environments, most IBM/360 or 370 programs will run under MTS without extensive modifications. As a result, the MTS Program Library is extraordinarily large, encompassing much of the 360/370 literature as well as many programs which use special facilities found only in MTS.

At present, the library of public programs supported by the Wayne and Michigan computing centers have more than 400 programs, including 40 compilers, 20 subroutine libraries, four text processors, a complete graphics system, a sort utility, a character handling utility, a file editor, and an interactive debugging system.

MTS also supports five major statistical systems, three information retrieval systems, three economic time-series analysers, a numerical analysis library, a library of U.S. state and county maps, and an on-line conferencing system.

Statistical Systems

The Michigan Terminal System supports SPSS, as well as the interactive SCSS and P-STAT 78. It also supports OSIRIS III and OSIRIS IV, as well as a complete BMDP library.

OSIRIS IV is unique in being able to handle complex structured data files. The system can be used to maintain and analyze tree-, lattice-, and panel-structured files. Unique to MTS is the Michigan Interactive Data Analysis System (MIDAS), which includes not only the usual statistical routines, but is also a powerful time-series processor. An interface between MIDAS and MICRO, a relational data base management system, produces a statistical system of unique power, able to handle files of almost any conceivable structure. The full library of Guttman-Lingoes multidimensional scaling programs is supported, as is Young's TORSCA 9, Carroll and Chang's INDSCAL, and Kruskal's MDSCAL. (SAS is available on the MVS machine. SAS jobs may be prepared as MTS files and dispatched to the MVS job queue.)

Graphic Display Systems: MTS has its own integrated graphics library, and supports the industry-standard DISSPLA and its interactive front-end, TELL-A-GRAF. Both DISSPLA and MIDAS have large coordinate file libraries for the generation of map displays of many types. The Harvard Graphics Laboratory software, including SYMAP and SYMVU, have been replaced by ASPEX and ODYSSEY.

Text Formatters: MTS supports IBM's TEXT/360, the University of British Columbia's FORMAT, the University of Michigan's TEXTEDIT, and the University of Alberta's new TEXTFORM.

Modeling Systems: MTS supports IBM's Continuous Systems Modeling Program (CSMP) and its General Purpose Simulation System (GPSS), as well as Simscript2.

Econometric Systems: The Time Series Processor (TSP), the National Bureau of Economic Research's TROLL, (including the TROLL library of economic time series), and SHAZAM are all supported.

On-Line Conference System: MTS is unique in supporting the CONFER on-line conferencing and message system. CONFER provides the on-line environment for the data center's communication and management. CONFER provides for public and private messages, an on-line directory, and an indexing system for messages.

Information Retrieval Systems: MTS supports the Stanford Public Information Retrieval System (SPIRES); MICRO, a relational data base system; and TAXIR, a hierarchical data base management system. ADABAS and Mark IV are available on Wayne State's MVS system and may be used by jobs dispatched from MTS.

The list given here constitutes only a part of the documented software available on MTS.

APPENDIX B

HOW THE MIS WORKS

The New Pride Management Information System (MIS) consists of thirteen forms and eighteen computer datasets and their corresponding dictionaries. The forms were designed to collect all the client data necessary for a thorough self-evaluation of New Pride. After they are collected, the data are entered by the evaluator into the appropriate dataset or computer file. Each dataset or file has its corresponding dictionary, which provides a "vocabulary" to use in reading the data by linking the numbers and codes with their descriptions.

Data Collection Flow

Together the MIS forms create an interlocking data collection system. Each step of the system has been built upon the previous step. The flow begins with the client's background and diagnostic information. This information is used to plan objectives. Services are planned and delivered to achieve objectives. Progress toward meeting objectives is reported regularly through computer-generated update forms. The scheduling of each step of the evaluation process for each client is maintained in a computer file that produces a weekly schedule for staff.

The following is an outline of the basic types of data collected:

1. **Background and Diagnostic Information**

During the intake phase, information is gathered on each client's court status, juvenile justice history, family, school, and employment status. Subjective background and attitudinal data are collected from the client him/herself. A battery of diagnostic tests is administered which measures academic achievement, intellectual ability, and physical and emotional well-being.

2. **Objectives**

The background and diagnostic data present a full picture of the needs a

client has. Objectives are then designed to meet these needs. For a truly individualized program to be planned, these objectives need to be concise and measurable, rather than general.

3. **Services**

   a. Planned. For each objective set, one or more services are planned. "Services" is a word with many meanings. In some areas it may be at a generic level (e.g., health services, which would include an examination, surgery, x-ray, etc.). In other areas it may be defined less abstractly at the level of methods or specific activity type (e.g., vocational training). Each project is at liberty to develop its own codes for these specific services if they so desire.

   b. Delivered. Once a service is planned, it is most often delivered through a series of contacts between the client and staff member, or contacts "on behalf" of a client (i.e., to arrange for services, to follow up on referrals, advocacy, etc.). These service delivery contacts are reported on a Service Delivery form or, for students at the Alternative School, on the School Attendance Sheet. These forms are submitted weekly to the data coder for entry into the computer.

4. **Progress Reporting**

On a monthly basis the evaluator generates a computer printout of the objectives for each client and the progress to date toward meeting the objectives. This printout is to be forwarded to the client's case manager who arranges for a staffing on the client. A product of the staffing is a current update for each objective. This information is recorded on the printout, which is then returned to the evaluator who enters the new data into the computer.

As most New Pride programs accept clients on an ongoing basis, rather than in cohorts at set times, individual clients need their objectives updated at different times throughout the month. The staffing schedule, maintained by the evaluator, provides a timetable for each client's progress reporting so that

DEFINING PROJECT SUCCESS

Success can be an elusive quality to define. It may be judged in terms of the attainment of a specific goal and/or evaluated in relation to the quality of certain activities or processes. For the New Pride Replication projects, four different measures of success will be examined. They are success in 1) becoming institutionalized; 2) reducing recidivism and incarceration of youth; 3) increasing clients' school achievement, remediating their learning disabilities, and finding employment for them; and 4) implementing the New Pride model. The first three of these measures are primarily goal-oriented, and the fourth is both goal-oriented and quality-related, although the boundaries of these two categories are somewhat indistinct.

Institutionalization

At first glance, looking at project success in terms of institutionalization, that is, continued existence on local funding, seems clearcut. Projects are either still functioning now that Federal funding has been withdrawn, or they are not. Yet when we look more closely at this measure, it becomes more complex. None of the three projects still in operation is functioning at the level established by the New Pride model. In fact, all are operating on significantly reduced budgets, so that the level of their services is much lower than before and some services can no longer be provided at all. At this point, the issue of successful institutionalization hinges on answering the question of what level and type of services constitute a New Pride program.

While the Replication Initiative explicitly listed institutionalization as one of the results sought from the replication effort, longevity is certainly not the only valid measure of a program's success. The New Pride projects were organisms, in the sense that Webster's defines an organism as "a complex structure of interdependent and subordinate elements whose relations and properties are largely determined by their function in the whole." The success of any organism is not restricted to how long that organism lives, but is determined

to a large extent by the quality of its life. Some of our other success measures, therefore, may prove to be more illuminating.

Reduction of Recidivism and Incarceration

The New Pride model was based on the following assumption: if a project serving multiple juvenile offenders provides comprehensive, integrated and planned services that succeed in increasing their academic achievements, remediating their learning disabilities, and providing employment experiences for them, then the recidivism and incarceration rates of these juveniles will be reduced. Thus, the reduction of these rates was a major goal and measure of success in the New Pride Replication Program. Yet it is only a success measure for the theory on which the Initiative was based. If New Pride projects achieved all the these program outcomes and still did not succeed in reducing recidivism or incarceration rates, what has occurred is a failure of the theory, not the programs. Thus, while the reduction of recidivism and incarceration is an Initiative goal, it is not a measure of project success.

Program Outcomes

As discussed above, New Pride projects had three programmatic goals relating to education, learning disability remediation, and employment. These measures were listed in the guidelines as goals, yet the degree of program impact expected in any of these three areas was not specified. For example, while projects were to improve clients' academic achievement, the amount of improvement expected was not specified. Thus, the degree of a project's success or lack of success in any one area is a comparative, though powerful, measure of project success.

Another issue became increasingly important over the course of the Replication Initiative: how successfully projects kept youth in the program for an entire year of treatment. It was clear that if clients left the program early,

before the services planned for them could be offered, it was unlikely that the programmatic goals would be achieved. Initially clients' successful terminations were measured by their reasons for termination, with those who completed the program being considered successes. In time it became clear, however, that some clients could be considered successful terminations who may not have participated in New Pride for an entire year. For example, a youth may have been in New Pride for 10 or 11 months, secured a job and/or gone back to public school, have committed no reoffenses, and have been officially terminated from probation. This client could be considered to have terminated successfully from the program. Thus, a client who terminated successfully is one who received the full benefits of the New Pride program as defined by his or her caseworker.

The seven New Pride sites which remained in operation longer than two years are ranked on program outcome measures as well as successful terminations, and these comparative rankings are presented in Table 1. The data on which these measures are based are indicated in the footnotes to this table.

For a number of reasons, we cannot measure the variable of success in remediating learning disabilities. Each site identified youth as learning disabled according to different criteria and these criteria even varied within projects over time. Therefore, quite different types of youth were labeled learning disabled. Even if we were to assume that youth identified as learning disabled actually were learning disabled, there is no way to measure the remediation of learning disabilities that is commonly accepted among professionals working in that field. Again assuming that youth identified learning disabled actually have some type of learning disability, we might examine how many of them actually received services aimed at remediating their learning disabilities. Yet this is impossible to unravel for two reasons. First, educational services provided in the classroom setting were not differentiated as to type of instruction, that is, regular or learning disability remediation. Incomplete data collection at some sites also prevents us from measuring services accurately. Those learning disability remediation services which were individually recorded do not reflect the actual effort some projects made to help youth who were considered learning disabled. For example, Pensacola provided many learning disability remediation

Table 1

Rank Order of Sites on Program Outcome Measures
(A Rank of 1 Represents the Most Successful Site on Any Measure)

Site	Improvement[1]	Attendance[2]	School Success[3]	Employment[4]	Successful Terminations[5]
Camden	1	3	7	6	6
Chicago	3	–	3	7	7
Fresno	2	1	6	2	4
Kansas City	5	–	3	4	3
Pensacola	7	–	3	5	2
Providence	6	4	1	1	1
San Francisco	4	1	2	3	5

1 Academic Improvement is based on increases in grade equivalents between pre and post-testing on KeyMath and Woodcock tests.

2 Attendance ranking is based on the proportion of days present and unexcused absences of the total number of days enrolled. These data are available for only four sites.

3 School Success is derived from positive and negative reasons for changing school programs and the proportion of youth to be dropped out of school during the program.

4 Employment ranking is based on the proportion of clients who were employed during New Pride.

5 Successful terminations are based on a composite ranking on three measures: the proportion of clients who terminated successfully, the proportion who completed the program, and the average time clients spent in New Pride.

services but documented only a small proportion of them. On the other hand, Chicago diagnosed 12 clients as learning disabled yet provided learning disability remediation to 70 youth.

When examining Table 1 it is important to realize that two measures – attendance and school success – are strongly affected by the completeness of the data at any site. The data required to rank order sites on the measure of school attendance is only available for four of the seven sites and nothing can be said about this measure for the other three. On the measure of school success, sites which entered more complete data might have ranked lower than those sites with incomplete data. Sites where data were scrupulously collected, for example, where youth were carefully tracked so as to determine whether they dropped out of school when they ended a particular school program, may appear to have fewer school successes than sites where a similar or higher proportion of youth dropped out, but this information was not gathered.

Implementation of the New Pride Model

Another critical indicator of project success, in addition to the measure of program outcomes, is the degree to which projects actually implemented the New Pride model. Before one can determine the level of success of a project, one must first ascertain whether the project actually implemented all of the major components and provided all of the services it was supposed to deliver. Process data on program implementation at each site is detailed in the ten case studies of replication which are included in a supplement to this report. In addition, Table 2 ranks the sites on how thoroughly they provided a range of services to their clients. As the table indicates, this ranking is a composite ranking of the proportion of clients provided each type of service.

Beyond the issue of whether projects implemented all the service interventions of the New Pride model, the quality of implementation becomes paramount: Were the services planned, individualized, and integrated? These

Table 2

Rank Order of Sites on Program Implementation Measures
(A Rank of 1 Represents the Most Successful Site on Any Measure)

Site	Range of Services Delivered[1]	Diagnostic Testing[2]	Objectives Set[3]	Services Planned[4]	Planned Services Actually Delivered[5]	Objectives Updated[6]
Camden	6	6	6	5	4	7
Chicago	5	7	7	6	6	6
Fresno	1	3	1	1	1	1
Kansas City	7	4	4	4	7	3
Pensacola	4	2	3	3	5	2
Providence	2	5	2	2	3	5
San Francisco	3	1	5	7	2	4

1 Sites were ranked on the proportion of clients provided each type of Service (intake activities, casework activities, counseling, education, learning disabilities, employment, and "other") and this measure represents a composite ranking of those.

2 Sites were ranked on the proportion of clients administered each required diagnostic test (IQ, WRAT, KeyMath, and Woodcock), and this measure represents a composite ranking of those.

3 This measure is based upon the proportion of clients for whom objectives were set.

4 This measure is based upon the proportion of clients for whom services were planned.

5 Sites were ranked according to the proportion of planned services of each service type which were actually delivered, and this measure is a composite ranking of those.

6 This measure is based upon the proportion of clients with objectives updated at any time during treatment.

factors constitute the core of the New Pride model, and the degree to which a project reflected them is a vital measure of its success.

These three aspects of the treatment strategy overlap and are interdependent. The first stage in planning a client's treatment involves a thorough needs assessment and diagnostic process. When the client's needs are identified, staff members from the various components convene to set specific, measurable objectives designed to meet the client's needs, and plan services to achieve the objectives. Working as a team, the staff develops an Individualized Integrated Service Plan (IISP), a detailed design for treatment which includes needs, objectives, and planned services. As long as the client remains in the program, this team must meet regularly to assess his or her progress and to revise the plan when appropriate. Staff teamwork ensures that the treatment remains integrated. Carrying out this carefully constructed and continually modified plan ensures that the services a client receives are truly individualized.

Thus, to replicate the planned, individualized, and integrated treatment model of New Pride, the following elements are necessary:

- A complete diagnostic assessment of each client;
- An IISP for each client, updated throughout the treatment process;
- Frequent and regular meetings of staff from all service components involved in the treatment process; and
- Actual provision of the planned services.

MIS data provide information on all of these program implementation elements except for the frequency of staff meetings (see Table 2). Service staff usually met to set objectives and plan services, and each time objectives were updated, so that sites which rank well on these measures usually had a high level of staff teamwork. Some sites which made little use of the IISP, however, still had frequent staff meetings, although these were usually informal. There are some process data in the site case studies which document the frequency of such

interaction, its quality, and the degree to which the holistic service delivery concept was actually implemented.

The reasons the New Pride model worked for youth seems to have had far more to do with the quality of the relationships which administrators and staff were able to create and maintain with clients than with any other factors. Whatever impeded or stood in the way of establishing such relationships undermined the overall effectiveness and impact of project efforts.

In some situations a particular component or set of components was implemented in an especially effective way. When this was the case, the program could be said to have had a salutary effect on the clients served. To the extent that the energies of the clients were positively directed or redirected through any or all of the program components, the program could be said to have had a discernable favorable impact on its clients.

THE INTENSIVE SUPERVISION COMPONENT

The Intensive Supervision Component was the core element in the holistic treatment program, and was to provide services to every youth admitted into New Pride. Its function was to coordinate and integrate all the services provided to youth by the program. Through maintaining a close relationship with the client and overseeing his or her treatment plan, the staff of this component was responsible for assuring that the client's needs were met.

Model Component Design

This component was to be staffed by a Counseling Supervisor and approximately three counselors. The actual number of counselors could vary according to the number of clients in the program. Each counselor was to have a maximum caseload of ten youth in the intensive phase and ten in the follow-up phase.

The counselor's role, in turn, had two major phases: intake and the counseling/case management process. The Counselor Supervisor was to initiate the intake phase by assigning a counselor to gather intake information on a youth and direct the youth through the diagnostic process. After the client was assigned to one or more program components, the counselor was to act as his or her case manager and provide ongoing counseling. Throughout both of these phases, the counselor was responsible for responding to any urgent needs that the client might have, such as medical, dental, transportation, or housing.

Intake

After being assigned to assess a particular client for intake into the program, the counselor was to arrange an interview with the client and his or her family. This was usually held in the client's home. The counselor gathered information on the youth's family and social life, physical well-being, and school,

work, and court histories. The counselor also collected information directly from the school, court, and any other community agencies with which the client had been involved.

Diagnostic screening was then scheduled, and the counselor was responsible for seeing that the youth completed the diagnostic process. During this period, the counselor was to hold mini-staffings about the youth with the staff of the other program components, so as to share information and insights about the client. A formal placement staffing was then held, during which the client was assigned to one or more program components. The entire assessment and diagnostic process, from the time of referral to the formal placement staffing, was to be completed within two weeks.

The final part of the intake process was the preparation of the client's Individualized Integrated Service Plan, the IISP. The counselor was to schedule meetings with the staff of the program components to which the client had been assigned. Based on all the information which had been gathered up to this point, the counselor completed a needs assessment, and using that as a guide, wrote measurable treatment objectives for the client. These were compiled into an IISP (an Individualized Integrated Service Plan), which was to be formalized within two weeks after the program staffings. The entire intake process was to be finished within four weeks.

Counseling and Case Management

After intake was completed, the same or another counselor was assigned to be the client's case manager. This was a multi-faceted role, encompassing many areas of responsibility for both the individual client and the whole group.

The counselor/case manager had the following responsibilities to the client. He or she was to coordinate all the services provided by New Pride staff, to conduct at least one planned individual counseling session a week, and provide crisis counseling whenever it was needed. If the client needed services that

could not be provided by New Pride, the counselor was to broker these services with outside agencies. In addition, the counselor was to maintain a relationship with the client's Probation Officer, to attend all court hearings, to submit written reports on the client's progress to the court, and act as an advocate on the client's behalf with the juvenile justice system.

Casenotes were to be kept for every contact a counselor had with a client. The counselor was to schedule and attend regular staffings with other staff members involved in the youth's treatment. Using information gathered in these staffings, he or she was to update the IISP.

When the time came for a client to move into the follow-up phase of treatment, the counselor was to prepare a follow-up IISP. During this six month phase, the counselor was to maintain a reduced level of involvement with the youth, making personal contact at least monthly and more often if necessary.

Some of the counselor's responsibilities extended beyond the individual to the group. Most counselors were to conduct group counseling sessions, either on a regular basis or when a special situation arose that needed to be dealt with by the group. Each counselor was to plan and supervise recreational activities at a level recommended by the model of once a month.

Implementation

Amazingly, at most of the New Pride projects, the counseling staffs were able to carry out their complex set of tasks very effectively. The counselors provided intake, case management, and counseling services to almost every client admitted into a Replication project. The Intensive Supervision Component was implemented at all ten sites, and at most of them quite well.

The tasks for which counselors were responsible fell into three categories: direct services, liaison, and record-keeping. In general, the counselors were best equipped to provide direct services. A number of the counselors had "street

worker" backgrounds. Many had training in counseling and felt comfortable in the role of case manager. They often developed close relationships with the clients and became familiar with all the aspects of their lives. Many would pull them out of bed when they failed to show up at school, see them through interpersonal crises, or be there to lend support when they had to appear before the judge. Most counselors saw this role, as the youth's guide and mentor, as their most important task.

Performing liaison functions with other New Pride staff, outside agencies, and the court usually meshed well with the direct service aspect of the counselor's role, as these functions were clearly related to the needs of the client. There were, however, time pressures. A counselor might suddenly be needed at the project to handle a crisis situation at the same time a meeting was scheduled with a Probation Officer. In fact, the court liaison duties tended to increase over time for many counselors, and this will be discussed in greater detail below. In general, however, the counselors performed their liaison tasks quite well.

Responsibilities to record information were the greatest source of conflict for the counseling staff. It was not easy to see how these tasks actually helped clients, and many counselors resented the time they took away from their other duties. As early as the intake process, counselors felt that the data they were required to gather interfered with the rapport they were trying to build with a client. Later record-keeping tasks proved even more agonizing. Few counselors had any idea of how to write measurable objectives, and even after attending special training sessions for this, many still had difficulty in preparing IISPs. Recording each contact with a client, when most of these were informal and spontaneous, was especially difficult. Unless recorded promptly, they were easily forgotten, and other duties that seemed more important often took precedence. Counselors resisted spending their limited time and energy on these tasks.

Difficulties with the Component

As was the case with the other components, the Intensive Supervision Component had frequent staff turnover and forced staff cuts due to diminishing project budgets. Consequently, some counselors had to take caseloads larger than the prescribed twenty as well as taking on additional responsibilities. At some sites, counselors had to plan and supervise all recreational activities, supervise work crews, or find jobs for their clients. Their court responsibilities increased as well, and counselors were responsible for getting referrals at a number of sites. This proved especially strenuous, for it required them to spend a great deal of time at court and in meetings with Probation Officers. Burnout was a common problem among counselors at most of the New Pride projects.

Sites dealt with these pressures in different ways. Some simply reduced their services, offering few recreational activities and a minimum of follow-up contact. Some increased their use of volunteers to provide needed supervision. Other sites assigned specific responsibilities to particular counselors in addition to their casework activities; one would be assigned to the court, one to run group counseling sessions, and one to monitor classroom attendance.

Three sites created a separate court liaison position. This person took over the responsibility for getting referrals as well as handling the court-related affairs of clients. This division of labor, although it diverged from the model, proved to be very successful and measurably improved the projects' relations with the courts.

Achievements

As well as binding the various treatment facets of New Pride into an integrated whole, the Intensive Supervision Component brought its own special contributions to the program. At many sites, counselors held group sessions for all clients on a regular weekly basis. At these sessions, both youth and staff had a chance to deal with important issues that affected the functioning of the

project. They discussed interpersonal conflicts, behavioral rules and sanctions, and they planned trips and special events. The weekly group session became an important part of New Pride for all the participants.

A number of projects, realizing that they could not effectively treat the child without also treating the family, placed a far greater emphasis on family involvement than had been in the model. At one site counselors would refer a troubled family to an outside therapist and act as co-therapist in the sessions. Another site formed a Family Intervention Unit. At still another project counselors would make a monthly home visit to meet with the family. This involvement with the family usually facilitated the client's improvement.

At most sites, the Intensive Supervision Component was the glue that held the project together. The counselors worked as a team with the teachers, employment staff, diagnosticians, and other service providers. In their multi-faceted role, they provided stability to the clients and other staff members. One Project Director called this "the most important component."

The clients concurred. They rated counseling as the service that helped them the most; over 94 percent of the clients who filled out exit surveys said that counseling had either given "some help" or had "helped a lot." An overwhelming majority expressed satisfaction with the amount of time they spent with their counselor, the counselor's efforts to follow through on plans, and the amount of trust they had in their counselor. In many instances, clients maintained contact with their counselor long after they left New Pride. This is certainly a testimony to the impact these counselors had made on their lives.

THE DIAGNOSTIC COMPONENT

The diagnostic component authorized for implementation in the New Pride Replication Program was designed as a four-level testing battery to gather diagnostic information on all clients so that they could receive services designed to meet their individual needs. In addition, the tests were to identify those clients with learning disabilities (LD) and to delineate the degree and type of such disabilities so that their particular deficits could be remediated. The diagnostic component was considered essential to the New Pride model because of the relatively well-established assumption that there is a link between LD and juvenile delinquency mediated through school failure. It is hypothesized that if the learning disabilities are "remediated," recidivism will be reduced.

This component, however, was perhaps the most difficult part of the New Pride model for new sites to implement. It is complex, highly technical, and very controversial. All of the replication projects succeeded in implementing it to some degree, but only one site has diagnostic data which demonstrate that a significant proportion of clients received all the required tests (Pensacola).

Lack of Familiarity

One of the main reasons the diagnostic component was not fully implemented at most of the replication sites was that most project directors had no background in dealing with the diagnostic process and little familiarity with its use. Among the ten parent agencies which were selected to implement New Pride programs, only two had previously used diagnostics as a part of their service program and at one of these, a new project director was hired who had had no experience with diagnostics.

Perhaps partially because of this lack of familiarity, a number of the project directors were skeptical that the identification of learning disabilities and their remediation would have any more impact on client recidivism than any of the other services. Some administrators remained skeptical. After two years

of managing a replication site, one project director said, "We haven't seen LD as being as major an issue (as the model assumes it to be). LD isn't as crucial an issue in a kid's involvement with the (juvenile justice) system." In taped interviews, other project directors declared their skepticism.

Lack of Data

At the onset, little evidence existed to substantiate the value of the diagnostic component as a part of the New Pride model. This fact alone engendered a certain amount of resistance from project directors. Research results on New Pride were made available from three sources. In all of these studies, diagnostic data were too incomplete to allow conclusions to be drawn. Thus, this component was included in the New Pride replication model without having been fully evaluated.

The LD Label

Some project directors had other concerns with diagnostics. There was some feeling that diagnosing a youth as LD would have a negative labeling effect on that child. For this reason, one site refused to identify any clients as learning disabled. In a different city, all of the clients were labeled "behavior-disordered" so that they would quality for free public services such as bus fare, health care, and free lunches. The LD label was not seen as important to the operations of the program.

Diagnostician Shortage

Another serious obstacle to implementing the diagnostic component was the difficulty programs had in hiring and keeping qualified diagnosticians. States require diagnosticians to have various kinds of credentials, and some sites found it difficult to find appropriate applicants for that position. Trained

diagnosticians can often expect high salaries, far higher than other service staff and even close to the salary levels of the project directors. The demand for their services is such that they can usually expect some job security and regular salary increases. Unfortunately, the New Pride programs were unable to provide these because of their shrinking Federal funding bases and erratic funding from other sources. As a result, every New Pride site which continued past its second year experienced a turnover in this position. At one site there were five diagnosticians within two-and-one-half years.

As diagnosticians were expensive, hard to find, and difficult to keep, and the diagnostic results were of limited value to the programs, most sites modified the model requirement that they keep a full-time diagnostician on salary. Each replication site had a full-time diagnostician at some time, but when there was a budgetary crisis or a turnover in that position, different approaches were tried. At some sites, diagnosticians were assigned other job responsibilities in addition to diagnostics. A more common response was to retain diagnosticians on part-time salaries or use their services on a consulting basis. For periods of time, one site used a student intern to test clients and another had a teacher doing all the testing. One site actually had their evaluator determining which clients were LD by applying parts of the model's algorithm for determining LD to the test score data in the computer. These kinds of modifications of the model were the rule, rather than the exception. By 1983, only one of the four remaining New Pride replication sites had a diagnostician on salary.

Test Completion

Many sites questioned the programmatic value of diagnostics. One assumption of the replication model was that all youths would be tested and would then be placed in an appropriate classroom on the basis of their test results. The Denver model included an LD remediation setting that was separate from the alternative school. In fact, in all but two replication projects all students, both LD and non-LD, were placed in the same classroom. Most programs had individualized learning programs for each client within the

classroom. As one project director said when asked if LD identified clients were treated differently from other clients, "As far as individualizing the school packets (between LD and non-LD), we don't. We individualize for everybody. But we recognize the deficiency in the kid." Since a separate classroom situation was the exception rather than the rule, there was no pressing need to complete all the testing before placing students.

Use of Test Results

Even after testing was done, the results were not always used. Many New Pride staff members found the test results to be of limited value. In response to questions asked of all sites about diagnostics by Denver's technical assistance team, there were repeated comments that particular tests or whole levels of the battery were neither useful nor relevant to the program. At one site, the educational coordinator admitted, when asked if he used test results, "I really don't. I, at the bottom line, only need to know the operational GRE grade level and where this kid is at in reading."

Because so much of the testing produced results which no one used, project administrators were reluctant to put money and time into diagnostics. They were required, however, by the specifications of the model to do so. As one director reported: "(We) need to know why data is being accumulated and who will be using it." He added, "(We) need more clarification as to why testing should be given consideration above program needs."

Retesting

Often staff retested youth after their diagnostic work-up, using tests directly relevant to the particular services they would provide. At one project a teacher explained that the diagnostic tests were helpful, but said, "Once we got the results and the kid in body, I would retest all the kids." At the same site a counselor reported, "Those diagnostic tests were more help to the teachers as

opposed to the counselors, because they could let you know the youth's academic ability. We wanted to know more about the personality and things like that. So we would do tests in addition to those tests."

Diagnostic Battery

The difficulty of implementing this component was compounded by problems inherent in the diagnostic battery itself. Although this component was presented to projects as a part of the replication and its design was to be strictly followed, some administrators doubted that all of the tests had been used in the original Denver New Pride project. They certainly had not been used in the format designed for the replication program, the final version of which was the product of negotiations between Denver New Pride, the director of the Research and Development Project of the Association for Children with Learning Disabilities, and the local sites (each responding to different state laws).

The level system in its original form was seen as inconsistent. All clients had to receive Level I testing, but only those suspected of having learning disabilities, psychological problems, or other handicaps were to receive further testing. A major criterion in identifying LD was that "the client demonstrates a significant discrepancy between intellectual functioning and academic achievement." Yet the intelligence test was a part of Level II, so a discrepancy could not definitely be determined unless clients were tested beyond Level I.

At every replication site, complaints were aired about the diagnostic battery. These were directed against the specific tests which had been mandated and the levels at which they were to be administered. Issues were raised about tests not measuring what they were intended to measure, not being normed for the age group of the New Pride clients, and being redundant. Some sites had particular problems with measuring IQs or with other selected measures.

As a result of all the complaints and confusion, OJJDP encouraged the formation of a National Committee on Diagnostics, formed of the diagnosticians from the replication projects. In addition, Dorothy Crawford of the Association for Children with Learning Disabilities was contracted by OJJDP to review the diagnostic package and to provide technical assistance in revising it. All the diagnosticians were invited to attend a Quarterly Project Directors' Meeting and discuss the diagnostic issue. After this meeting, Ms. Crawford and Ms. Carol Heschmeyer of Denver's technical assistance team made site visits to all replication projects to gather further input about how the battery was being used and what changes needed to be made. After these site visits, a revised package was produced and presented to the replication projects for their adoption. This revision changed the level at which some tests would be administered, deleted some tests, and clarified the definition of LD and timelines for pre- and post-testing.

Even after this concentrated focus on diagnostics and the careful revision of the testing battery, there was still confusion, dissension, and radical differences in how the battery was used. Denver's technical assistance team gathered information about the diagnostic component from the seven remaining replication sites and published a report in June, 1982. They found among the sites an "...apparent selective elimination of complete or partial levels of testing for a significant number of clients." Many clients, a majority at some sites, were not given all the required tests. The MIS data fully confirm this finding (see Chapter 6, Tables 34a and 34b).

Several unresolved issues remained even after the battery was revised. Many sites were unsure as to which tests were mandatory and which were optional. For some tests, scoring was a problem. On the Woodcock, one of the two tests which was to be given on both a pre and a post-test basis, two different scoring scales were used and there were additional variations in scoring test results at the high end of the scales.

There were additional problems in that the battery was not really designed to be compatible with local school district or state testing requirements for the

clients. Having to satisfy two separate sets of required tests often meant that youths were subjected to taking inordinate numbers of tests, many of which gave redundant information.

Technical Assistance

Project directors and diagnosticians were unsure to whom to address their questions about the battery. They addressed many of their questions to the evaluators who, having no expertise in the area, referred them back to the Denver New Pride technical assistance team.

This general confusion was exacerbated by the high turnover of diagnosticians. Apparently, new diagnosticians seldom were trained in the particulars of the battery by their predecessors, so they would have to solve the same problems all over again on their own. Their solutions often diverged radically from the model. (Original project technical assistance materials had been lost, misplaced, or removed from the premises.)

Evaluation Data from the Replication Projects

Unfortunately, because of the difficulties outlined above that replication sites experienced with the diagnostic battery, evaluation data on this component, particularly on those youths who are designated LD, is very sketchy. Twenty-four percent of all clients from ten sites were identified as LD. Of the LD group, at most only 24.7 percent were given a complete level II, which is the testing level designed to confirm a suspected diagnosis of LD. (10.5 percent of all clients were given a full level II). At seven of the ten sites, no clients were given a complete level II. The one test that was required on both a pre and post-test basis for all LD clients was administered as a pre-test to 21.9 percent and as a post-test to 7.4 percent of the LD youth. Consequently, the diagnostic data on LD identified clients is too incomplete to be used as a basis for strong evaluation results.

The issue of the reliability of the diagnostic data presents a serious problem. Early in the replication, Dorothy Crawford included this warning in her "Report on the Diagnostic Packet":

> "There is nothing to substantiate any attempts that perhaps have been made to establish reliability procedures for seeing if different diagnosticians are rating kids in a similar fashion. Interjudge reliability becomes crucial in as much as this is a replication project which is being conducted in several sites simultaneously. So, not only is there a possibility for error to occur within a particular site if there is more than one diagnostician at the site, but there is certainly much room for error in reliability across the sites. In other words, it does not appear that there has been any kind of independent validity and reliability check on the procedures that are being used in this project. These errors are crucial and could, in fact, invalidate the entire LD component of PNPR."

No steps were taken subsequently to check the reliability of diagnostic testing. Indeed, with the revisions of the testing battery and the continual turnover of diagnosticians, the standardization of testing broke down even further. In some cases, new diagnosticians had no access to replication documents explaining the battery and in many instances, tests were administered by people untrained in diagnostics. As noted above, some sites used altogether different scoring scales for tests than those which were recommended for the replication.

At present, we have no clear idea on what basis sites have identified clients as LD. Quite different definitions of LD have been used among the sites and even within individual sites at different times. In addition, there are so few test scores for these youths that we cannot check this designation from the diagnostic data by using an algorithm.

Hence, it is impossible to determine if youths identified as LD are the same kinds of youth with similar types of learning problems. Without valid test scores consistently and reliably administered, the National Evaluation can say very little about the extent of LD remediation that was accomplished and its impact on recidivism.

Project Impact

When polled in the Spring of 1982 about this component, only one project said, "We like it the way it is." This was the only site where the project director had had experience with diagnostics prior to replicating New Pride. In an interview with the National Evaluation, one project director commented, "I don't think the insights provided by testing have given enough results to justify the resources required. The results of testing don't seem much more insightful than the perceptions gained from intake interviews." Another said, "The diagnostic unit was too expensive and overblown. In this day and age, people are not impressed with this component. If a kid has real problems, he should be sent to (a) medical center." This director went on to add, "There was far too much diagnostics. One hundred percent of 10 percent of the data would have been better."

Of all the components of the New Pride replication model, diagnostics was the most controversial and was considered by many to be the weakest. It was a new service type for most projects to provide. It was expensive, time-consuming, complicated, and the results were apparently of limited programmatic benefit. The data gathered from diagnostic testing were incomplete and their reliability questionable, especially regarding learning disabilities.

ALTERNATIVE EDUCATION COMPONENT

In the New Pride Replication model, the alternative education component was designed to provide regular and remedial instruction in a classroom setting, and for those clients diagnosed as learning disabled, special education remediation planned to meet their individual needs. Cultural education was to be offered to all students and was to be provided primarily by volunteer staff. The Alternative School, as this component was called, was to be staffed by two classroom teachers, one speech and language teacher, and one learning disabilities (LD) teacher. Instruction in both the regular/remedial and the special education classes was to be individualized. While the staff to student ratio was to be one to five, the use of student intern volunteers was to provide a one to one ratio. The Diagnostic Team Leader was to supervise this component as well as the diagnostic component.

The Replication model assumed that most New Pride clients would attend the Alternative School. It was expected that a few clients who did not have poor grades or behavioral problems in their public schools would remain in those schools. Also, clients sixteen and older who did not want to attend school could pursue vocational, rather than educational, goals. The rest of the clients, presumably a majority, would participate in the New Pride school.

According to Replication guidelines, youth were to be accepted into New Pride in cohorts rather than on a continuous basis. This system was considered to be especially important to the school, for it was feared that classes would be disrupted if students continually came and left throughout the semester. Half-day classes were to be held five days a week for a total of 15 hours of instruction. It was expected that arrangements would be made with local school districts to award students transferable credits for their work.

Implementation

Among the Replication sites, the Alternative Education Component was one of the best organized and most cohesive components. At a number of sites it was the strongest program component. Only one project was unable to fully implement the Alternative School, and this site had difficulty with all the other components as well.

At a few sites, some staff members and even administrators held "anti-school" attitudes. Where this was the case, the Alternative School had difficulty getting the resources and support it needed and deserved. This created some hardships for these schools and their staffs, but did not have serious consequences. Dedicated staff members managed to provide quality services despite opposition.

Variations from the Model

None of the ten Replication sites followed exactly the model's staffing plan. Over time, the Alternative Schools experienced a variety of different staffing patterns. Most projects created an educational supervisor position with responsibility solely for this component. Continual staff turnover at almost every site, combined with fluctuating numbers of students in the school, meant that class sizes changed frequently. At brief periods, a school might have operated with only one credentialed classroom teacher; at other times, it might have had five teachers, some of them qualified "special education" teachers.

Seldom at any project were there enough volunteers to reach the desired one to one student/teacher ratio. Qualified volunteers who were able to work effectively with these difficult youth were hard to find. Staff time and energy were required to train and supervise the volunteers, and the teaching staff was quite often too busy with their other tasks to be able to cope with this added burden. It was not uncommon for volunteers, after being trained, to leave suddenly to take another job or for some other reason. This was an added

disincentive for teachers to put time into volunteer staff. Thus, while most projects did use intern volunteers in the classrooms, they did not use as many as were called for by the model. As a result of the limited number of intern volunteers, as well as the high turnover of teachers, instruction provided in the Alternative School often could not be as individualized as desired.

There were other variations from the model in this component. At many sites, classes were replaced by field trips on Friday, so the school week was only 12 hours rather than 15. Pressures to get enough clients made most sites accept referrals on a continuous basis, so the schools often had to deal with students coming and going in mid-semester.

Different projects had quite different proportions of their clientele attending the Alternative School. At three sites, over 90 percent of the clients were assigned to this component. At one site, the proportion was a third and at another it was close to half, for staff at these sites made every effort to keep students who were able in public school. At another site, all clients under sixteen and a half years of age attended the project's school, while there was only limited instruction, primarily GED-oriented, for the older clients.

Two projects mixed New Pride clients with non-New Pride clients in the classroom. This latter group fell under the definition of being either "socially maladjusted" or "emotionally disordered," yet their offense histories did not meet the New Pride eligibility criteria.

At Denver New Pride all the youth who were diagnosed LD received remediation at a facility specifically designed for that purpose, separate from the Alternative School. The Replication model did not call for two facilities, but did specify that LD students should receive individualized remedial services from special education teachers, in classrooms apart from the other students. This actually occurred at only a few sites and at these for only part of the school day. At most projects the LD and non-LD students were combined in the same classroom. Within that setting many of the LD students did receive special

instruction and attention. In general, few projects were really convinced that it was useful to maintain a sharp distinction between the LD and non-LD clients.

State Education Requirements

In their different jurisdictions the New Pride projects were faced with state education requirements they had to meet. Everywhere younger clients were required to attend an approved school.

At two of the sites, the Alternative School had to become fully accredited by the state in order to meet state requirements. It was an incredible challenge for these agencies to satisfy all the requirements for state accreditation at a time when they were putting together the complex New Pride program; it was a major accomplishment when they succeeded. Subsequently, these two projects could not only credit students' work, but they could graduate students. Early in 1983, the first New Pride Alternative School student was graduated from Central City Private High School in Camden.

The other sites did not have to go through the formal accreditation process. They made arrangements with their local school districts whereby certified teachers at the Alternative Schools could conduct classes and the districts would award credits for the students' work. At one site, a local public high school treated the project school as an extension of itself, and the students were officially enrolled in the public school while they attended the New Pride Alternative School.

The issue of tuition monies for students was a tricky one for most of the projects. Schools nationwide are provided money on a per-student basis, and most schools are desperate to get as much of these monies as possible. On the other hand, many of the New Pride clients were so difficult to deal with and such disruptive influences that the schools were happy to turn over their education to someone else. Naturally, if the replications accepted the responsibility for providing educational services to these youth, they felt they should be entitled to

their allocated tuitions. Almost no school district would agree to hand over any tuition money. Rather, in most districts, they substituted in-kind services in lieu of funds in the form of teachers. Most sites received from one to three teachers from their local school districts.

Another practice in all states is that special laws and accompanying funds are targeted for the education of special groups of children. There are variations, however, in the definitions of these special groups. States often require special treatment for youth who qualify as "socially maladjusted," "behavior disordered," "educably mentally handicapped," or "learning disabled." Consequently, sites often had to deal with multiple eligibility criteria in addition to the basic New Pride criteria.

Several sites maintained that since they provided educational services to serious juvenile offenders, many of whom might otherwise be incarcerated, they should be eligible to receive education monies from their State Departments of Corrections. Two projects lobbied repeatedly at the state level to push through legislation which would have made this possible. Neither was successful.

Across New Pride jurisdictions, the Alternative Schools were fighting difficult battles to get the funding required to institutionalize this component. The traditional institutions which received state education monies were not about to let any of these monies go. At one site where the school had been fully accredited, it was able to become self-supporting by receiving tuition monies for instructing "socially maladjusted" children. Other sites were not able to find education funds to support their Alternative Schools. They continued to receive teachers from the local districts, but not tuition monies.

Obstacles for the Alternative School

All the New Pride Alternative Schools had to deal with three major obstacles: high staff turnover, discipline problems, and a high rate of absenteeism. The staff turnover, as was discussed above, continued to be a

problem from the projects' beginnings. Losing one or more teachers disrupted classes and forced class sizes to rise, reducing the amount of individual attention any one student could receive.

Maintaining discipline in classrooms of multiple juvenile offenders was a constant challenge, especially since many clients had dropped out of school prior to entering New Pride. Sites developed their own systems of discipline, usually some type of behavioral modification, which were devised on a step or level basis. As teachers and students got used to these systems, many of them became quite effective. The start of each new semester was often a difficult adjustment period, and then the chaos would level off to a point where learning could take place.

Absenteeism was an even harder problem for the sites than discipline problems. When the projects were fully staffed, counselors would often go to clients' homes to bring them to school when they didn't show up on their own. As budgets tightened, staff no longer had the time to do this. At one site which had trouble implementing the model from the start, the proportion of students who were absent sometimes exceeded 50 percent. This became a catalyzing factor in rupturing the local judges' support of the project, which subsequently led to the project's closure.

Being non-residential placements for very serious offenders, the New Pride projects faced a real challenge to find positive ways of getting clients to participate without driving them away with measures that were too coercive. Over time the staff gained experience in dealing with these youth and in providing instruction that was interesting and valuable. They learned new ways to keep the youth involved. As a result, absentee rates improved as the projects became established.

GED Preparation

Across the replication sites, teachers added a new type of instruction which was not emphasized in the original model – GED preparation. Seeing that many if not most clients lacked both the interest and the credits to be able to graduate from high school, teachers realized that the most practical goal for most of these youth to work toward was a GED certification. Almost every site held special classes or tutorial sessions oriented toward preparing students to take the GED test. In most states, youth cannot take the GED exam until they are eighteen. While some youth did pass this exam while they were still in the program, many more went on to pass it after leaving New Pride.

Achievements

Overall, the Alternative Education Component was the best implemented and frequently the most effective one. Many success stories were reported. One of the best of these components operated in the Anacostia area of Washington, D.C., within a project that was considered to be deficient in most other respects. The Alternative School in Boston, another site where many of the other components were weak, was also strong. At both of these projects the educational component was, as one observer put it, "the backbone" of the project.

Teachers spent more time interacting with clients than any other staff members. It was usual for the teachers to counsel students in the normal course of the school day. When polled at the time of terminating from New Pride, 88.3 percent of all clients said either that the teachers had helped them or helped them a lot.

THE EMPLOYMENT COMPONENT

The provision of education and work experience in delinquency treatment projects is presumed to enable youngsters to forge paths of constructive attitudes and actions between where they are and where they need to be to take advantage of society's legitimate opportunities. Career awareness, job-seeking skills, and employment experience are all supposed to stimulate a better goal orientation, a greater sense of self-esteem, and a new belief in young offenders that they can make better lives for themselves.

While advanced technology has made younger workers relatively dispensable as a source of productive labor, it has also rendered the types of occupations for which younger workers are qualified (unskilled labor) relatively dispensable to society. Changes in the educational and occupational patterns have increased the demands on young people to conform, to attain more formal education over a much longer period of time than any era in the past. It has proportionately heightened the frustrations of those who feel that they have failed or have lacked the opportunities to succeed.

Young people referred to New Pride often suffered from social and psychological handicaps of considerable magnitude. They frequently brought to the projects an ingrained sense of fatalism, as well as unrealistic expectations with regard to employment and its demands for responsibility and performance. They had previously experienced no skills training, no job awareness, and no motivation other than an initial burst of enthusiasm at the idea of getting a job.

The Model for the Employment Component

In the Replication model, sites were to have one employment counselor for every 20 clients. One of these staff members was to function as the Employment Supervisor, being accountable to the Project Director or Assistant Director and supervising the other staff. Thus, there was to be a distinct employment staff with well-defined functions at each site.

The tasks of the employment component included the following:

Conduct an assessment interview: After clients were referred to the employment component by their counselor, one of the employment counselors was to interview the youth to determine his or her employment needs, desires, and experience.

Provide job readiness training: This training was to be directed toward preparing the youth for the world of work. It was to cover such topics as transportation and map reading, job interview skills, and preparing and submitting job applications.

Identify an appropriate type of job: After exploring a client's career interests, positions were identified which were relevant to his or her long-range vocational goals. One of three placement options could be chosen: on-the-job training, direct placement, or referral to an outside employment program. If the first option was chosen, New Pride or some other funding source such as CETA was to pay the youth's salary. If the second was selected, the employer was usually expected to pay the salary. If the client was referred to another program, the employment counselor would not be directly involved with finding a job or the job referral/negotiation process. He or she would, however, monitor the client's progress on the job.

Job development: Once an appropriate type of job was selected, the employment counselor began the process of searching for such a job. The model did not encourage the development of a job bank, but recommended that each job be developed individually for each client. Potential jobs were assessed as to how supportive the work environment would be, the level of supervision that would be provided, and how long the job could be expected to last, given acceptable performance by the client.

Interface in the referral process: Although the employment counselor did not arrange for the client to be hired, he or she did assist in the negotiation process between the employer and youth.

Follow-up and monitor the job situation: Once the youth had been placed, the employment counselor was to visit the job site weekly to monitor job attendance and performance.

Throughout this process, the employment counselor was to work closely with the youth's caseworker/counselor, so as to stay informed of the youth's general activities and progress in other areas. Through this teamwork, employment activities were to remain integrated with the other New Pride services.

Most of the Replication projects, even after they had been operating for some time, found it very difficult to locate appropriate jobs for clients. Two sites had experimented quite successfully with creating their own jobs for youth by starting businesses. Hoping that this approach would strengthen sites' employment components, OJJDP made it a part of the New Pride model and encouraged all sites to pursue it. This added the following tasks to those listed above:

- Research and develop new product lines
- Find the capital for these businesses
- Start new business ventures in which clients could become meaningfully involved
- Supervise the operations of an ongoing business

Implementation Across the Sites

As with the other components, sites varied widely in how they implemented the employment component. At Los Angeles, the component never got off the ground, although a few youth were placed in jobs. At San Francisco, employment services were to be provided on a subcontractual basis by another agency. This arrangement lasted one year and then the project assumed responsibility for providing these services. An excellent employment supervisor was hired in the final project year and effective services were provided.

Two projects were able to provide only job training and career awareness services to the majority of the clients. In Chicago the original plan was to subcontract employment services, but this did not work out. In Georgetown, the project ended up trying to subcontract the component. Both the Chicago and Georgetown sites experienced problems with job development and placement, due partially to tight local restrictions on the employment of younger and non-union workers in many jobs. Another cause of difficulty was that at both sites, the Project Directors were unfamiliar with this service and provided minimal support and resources to the employment component. As a result, few Chicago or Georgetown clients were placed in jobs.

Three sites – Camden, Fresno, and Boston – did not create a separate employment component and only intermittently employed one or two staff members whose sole responsibility was to provide employment services. In these projects, counselors assumed many of the employment tasks. Each of these sites had a different experience with this type of structure.

At Boston, some employment services were provided and some youth placed, but many were not. The staff of the other components did not have the administrative guidance or the time to provide a full range of employment services.

At Fresno this arrangement worked much better and a high proportion of clients received vocational training and were placed in jobs. This success was due to good linkages with the community and good administrative direction. They were able to use local employment agencies and tap into local and state funds especially designated for youth employment.

The Camden site provided excellent services to its clients. Prior to being awarded the New Pride grant, this agency had been a part of the county CETA. The provision of employment services was such an integral part of the agency's purpose that all the staff retained some involvement in this area. The orientation of Camden New Pride was somewhat different than that of the model as well. Youth were expected to take far more responsibility for securing their own employmnt.

The remaining three sites, Kansas City, Pensacola, and Providence, followed the New Pride model and implemented highly successful employment components. The first two of these sites and Camden were also able to start businesses which employed a number of clients. In Kansas City, state and local funding sources were used to excellent advantage both in starting businesses and in subsidizing youth employment.

Difficulties Encountered

The development of jobs for New Pride youth was the most arduous and time consuming task for the employment component. To be able to locate suitable job openings, sites either had to have a sheltered workshop or business enterprise within the agency available to clients, or have developed linkages with local businesses and agencies throughout the community. The only New Pride projects successful in finding job placements for their clients were those that provided such services in the past or that were able to hire staff who already had developed expertise in the area. At many of the sites, projects were trying to provide employment services that other agencies in their communities might have been better equipped to provide.

The creation and management of new business ventures by projects was a very demanding enterprise, for it required someone with a good deal of business experience or understanding, who was willing to take risks and invest a great deal of time and energy in such special projects. Few staff in the New Pride projects had the requisite backgrounds or could spare the time from the multitude of their other tasks to make new business ventures successful.

Achievements

The New Pride employment components, with its many different mandated tasks, was very difficult for projects to implement even at their relatively high initial funding level. Yet most sites were able to provide a range of employment

services, including the placement of clients in jobs. Considering the seven sites which continued past their second year, 62 percent of all clients admitted prior to January 1, 1983 were employed during their stay at New Pride, usually in a supported work situation (New Pride or CETA wage source – 60 percent). Private employers were responsible for providing and paying for an additional third of all jobs. Employment experience was most likely to be arranged after clients had spent a period of time in the program and had completed a course in job seeking skills, or adjusted sufficiently well to other components of the program. Of those clients who had completed at least three months of services, 64 percent received employment experience, an excellent record for such hard-to-place adolescents. (These figures represent all clients, including full-time students.)

Amazingly, the projects in Kansas City and Pensacola were able to implement all aspects of the employment component, including the creation of new businesses in which to employ youth. Camden implemented all but one aspect, that of finding actual jobs for clients. As previously indicated, in Camden the clients were expected to find their own jobs and many of them did. All three of these projects implemented exceptional employment components.

THE PROGRAM EVALUATION COMPONENT

At the local project level, the most important goals of the evaluation component were to increase the availability of information to managers and funding sources, to provide more timely information for decision-making, and to provide an increased level of on-site understanding about information and its uses. The parent New Pride project in Denver had, since its establishment in 1972, recognized the importance of project information on clients. Because of this, the model program always had a full-time evaluator on staff.

Effective management of project information was the purpose for which essential project data were specified, collected, and retrieved to serve a variety of management needs. Since evaluation data were seen to be of equal value to managers and evaluators in judging a program's performance, PIRE instituted a computer networking system designed to serve both the management information and data processing needs of the evaluation and of the individual projects. This decision was based also on the experience of the model program in Denver, which moved to a similar computerized version of its own information system as the Replication Program started up.

The computerized data system (the MIS) was in place in the New Pride Replication Program for four years. It was the system used for the national evaluation as well for several local self-studies. The staffing pattern for the evaluation component was supposed to be the same as that of the Denver model, including both a full-time researcher and a full-time data coder. While PIRE was responsible for collecting the data for an evaluation of the replication of New Pride, it was simultaneously responsible for rendering MIS training and technical assistance to on-site evaluators.

Results of MIS Implementation

The information system was highly successful as an evaluation tool and was in continuous use by all ten projects until their Federal support ended. Two

evaluators from sites which closed earlier in the initiative continued to update client and comparison group follow-up data from remote terminals to which they had access. By the time the replication program ended, CONFER:PRIDE had been the longest running conference at Wayne State University, whose large computer system the projects had used on a time-share basis.

Acceptance and Participation: All ten sites made at least nominal use of the computing system for checking on messages. When the system was first established, people's participation was bimodal, either quite active or almost completely nominal. None of the local projects had had any experience with other computing installations. One of the projects had to provide parallel data to local "management information system," but the system was almost entirely manual. Another local project tried to implement its own case management system on the Apple II microcomputer, but lacked the necessary funding and computing skills. A third project ran its own local system on a TRS-80 Model 2, using software recommended by people in an on-line conference on microcomputers. One instance of computer murder was documented early in the initiative. In this case, a frustrated counseling supervisor pulled the "ears," or modem, off of a TI 765.

Technical assistance via on-line conference and electronic message was almost entirely restricted to evaluation matters. Technical assistance on operational issues of the New Pride program was almost entirely through other channels, even though the technical assistance contractor was also a user of the computing system. One possible reason for the failure to use the message system as a technical assistance medium is that the project directors and their assistants did not have experience with terminals, did not know how to use the message system, and did not want to use their evaluators as communication mediators for operational matters.

Power Versus Complexity: The New Pride computing environment was both powerful and complex. The operating system command language was clean and straightforward. However, the design, implementation, and management of an on-line conference system and a relational data base with 23 different files at 12 locations is a complex task, even in the friendliest of environments.

The on-line conference system was easy for the beginner to use, but had many features which required some study, trial, and effort. While it was easy to keep up with current items and bulletins, it was more difficult to learn to search the conference index for the location of earlier information. Many evaluators required repeated help in finding documentation whose location they had forgotten, especially within the first two years.

Similarly, the relational data base system was relatively clean in design, but capable of doing many things. PIRE provided a library of macro-commands for reporting, but the evaluator had to have some conceptual grasp of the nature of the system in order to use it effectively. (All but two of them did.)

The Local Evaluator's Role: The institution of the shared computing environment generally improved the lot of the local evaluator. Evaluators were provided with a reference group to whom they could relate on a daily basis. The group provided social support, technical assistance, and an occasional sympathetic audience. An urgent problem was usually solved within a few days of the time it was discovered, and the solution was immediately available to all.

The responsiveness of the system really served in some instances to increase the evaluator's worth to the project. The dual use of the information system as a case management tool as well as an evaluation tool gave the evaluator status as the custodian of a valued resource. The communications system and the data system thus played complimentary roles in enhancing the local evaluator's status, value, and morale.

Constraints

The New Pride experiment had some constraints which arose from its being a standardized evaluation of a set of geographically scattered, diverse organizations. These constraints included distance, diversity, lack of development time, lack of computing and data experience, limitations on training, and the turnover of evaluators.

Distance: The replications sites were deliberately spread around the continental United States. Scientific rigor required that the program be tried in a diverse set of environments; political equity demanded that the potential benefits of the program be broadly available.

This geographic dispersion meant that there could be relatively few meetings of staff members from widely separated programs. Funds were available for quarterly meetings of project directors, as well as for technical assistance and evaluation visits. Some sites were sufficiently close together to allow members of several projects to meet with a trainer or evaluator. But over all, geographic separation imposed certain limitations.

Diversity: The replication sites had different clientele and legal environments. One of the most important pieces of information was the crimes the clients have been convicted of committing. Since the projects were established in ten different cities, ten separate criminal and juvenile codes had to be merged into a comparable coding structure in order to allow comparisons to be made across programs. The diversity of the programs and their environments made it necessary to spend much effort in developing common vocabularies which could then be translated into common data elements. Project managers wanted services coded into finer categories than had been planned for in the project evaluation data system. Several project sites had names for services which diverged from the usual terminology, and required parallel codes bearing their local names.

To cope with the diversity of the projects, time was spent on reconciling people to the limitations of the data system, while simultaneous efforts were made to maximize the data system's capacity to accept diverse data elements which could later be normalized to a more restricted scheme. This task was long, as in any traditional applications development process where an organization develops a system for the user. It usually ranges from months to years. In the New Pride Replication Program, it took about eight months to complete the process.

Lack of Development Time: Because PIRE, OJJDP, and the replication projects were unfamiliar with the implementation and operation of network-based data systems, everyone initially believed that the system would emerge overnight somehow fully formed. While all bought into the concept and were excited to see what it could deliver, patience grew thin as the steps and realities involved in a more extended period of development became apparent.

The establishment of any computer-based administrative system requires knowledge, diligence, and patience. The process required trained specialists to analyze, interpret, and implement the sites' requirements. Initially some of the necessary expertise was provided by a sub-contractor. But it rapidly became apparent that all the know-how had to be available on the national evaluation staff if PIRE was to remain responsive to the projects' needs for technical assistance and training.

Establishment of anything as new and multifarious as a cooperative, network-based data system requires constant professional attention over the initial period of the system's implementation and operation. Such systems function optimally with quantitatively trained program analysts on site responsible for the collection and entry of data and the generation of reports. Few evaluators initially had such previous training.

Inexperience: The national evaluation staff and the on-site evaluators were all aware that a computer system of some sort would be needed to evaluate the performance of the ten replications. PIRE'S winning evaluation proposal assumed a more conventional approach in which on-site evaluators would provide central staff with hard-copy data to be keyed into machine-readable data files. Few of the central or on-site evaluators brought to the effort much computing experience, and none were professional computerniks. The adoption of a single shared computing system was exciting and meant that a single computing curriculum could be adopted, but it also left the national evaluation staff with the responsibility for all computer training of on-site evaluators. In the usual evaluation effort, sites would have been responsible for the selection of their own computing systems and for the training of their staffs.

Limitations on Training: The training problem was complicated by budgetary constraints, which allowed only two four-day training sessions for on-site evaluators, one on each coast. After the original training in operation of the message system and the data base management system, all further training was via telephone and electronic message. In May of 1981, additional training events on both the east and the west coasts were convened to cover topics such as data analysis and reporting. All told, twenty-five local evaluation staff were trained through a combination of on and off-site technical assistance and regionalized training events. While turnover occurred among local evaluation staff, all sites but Los Angeles, San Francisco, and Pensacola retained at least one person who had attended all the training sessions.

Competing Requirements: In theory, the project evaluator was supposed to be responsible only to the national evaluation staff. Since the evaluator was an employee of the local New Pride program, the theory was not entirely consonant with reality. The on-site evaluators' access to a computing system made them the projects' data managers for clinical and administrative information as well as for evaluation data. Evaluators were under pressure from project directors to produce clinical records, operational information, and in some instances proposals, a situation which created greater cooperation by project directors, but which also strained the evaluators' capacity.

Role Strain: All on-site evaluators, whether employees of a local organization or a national evaluator, were subject to considerable role conflict. As evaluators, they had a duty to produce an accurate record of the program's performance. As colleagues of the local staff, they often felt an obligation to make the program look as good as possible. In the New Pride Replication, an on-site evaluator normally communicated with a member of the national staff once or twice a week, and with an evaluator at another site perhaps four to six times a year. As a result, the local staff were initially a more salient reference group for the evaluator than the group of national or other on-site evaluators who were geographically distant. This changed as time went on, familiarity grew, and the evaluators became united by virtue of the similarity of their problems and tasks. Nevertheless their first commitment remained to their own projects.

Local Evaluation Accomplishments

There were three important audiences in the Replication Program who were recipients of project information. These included the national evaluation team, the Federal monitors at OJJDP, and the project managers. Project managers had the following data-related needs:

1. Case history and tracking information;
2. Documentation concerning the project's success in treating clients by providing the means to assess project impact and recidivism rates as well as school achievement, remediation of learning disabilities, and employment;
3. Information on the types and amount of services the staff, volunteers, and referral agencies provided;
4. Information for funding sources, including information to document 'fee-for-service' funding; and
5. Documentation of program capability to potential funding sources.

Three out of four of the Replication projects that were continued for a fourth and final year of Federal support maintained excellent evaluation components (Camden, Providence, and Fresno New Pride). Their effective use of data collected for evaluation purposes doubtlessly helped in the institutionalization of parts or all of these projects.

The New Pride model to be replicated featured a strong computerized management information system and an evaluation component staffed by a full-time evaluator and a full-time data coder. While only Providence maintained such an intensive staffing pattern in this component for the duration of Federal funding, Camden did so up until the final year. In Fresno, the evaluator was not only extraordinarily capable and productive, but also remained in her position for all four years. Though working without the assistance of a data coder, she was highly instrumental in getting the Fresno project financially supported by city, county, state, and private institutions.

At the Fresno site, and to a more limited extent elsewhere, the computerized MIS was used to its fullest extent as a management tool. In Fresno all records were computerized and analyzed for management as well as for local evaluation purposes, including individualized service plans, treatment objectives and their regular updates, and the myriad of services delivered. School and employment progress reports were submitted on a regular basis. Periodically, the evaluator would produce comprehensive research reports on client impact, including recidivism.

The stories of success surrounding the MIS and its effective utilization by the three sites that continued beyond the period of Federal support, argue strongly for its usefulness to projects in their quest for survival.

Local Evaluation Concerns

An essential purpose of the MIS was to provide case tracking information and records analysis on individual youth for the continuously proactive, rational design and redesign of client plans. This purpose of the MIS had been a major intent of the evaluation component as it was used in Denver and provided for the replication projects. In order to do it, accurate records had to be maintained on client progress. While the information available was copious and of high quality and special software programs were available to facilitate report generation, this purpose proved the least likely to be achieved by the projects.

One reason for this was that local projects were obliged to accord highest priority to the data requirements of the national evaluation study as a condition of their grants and continuation funding. This fostered an emphasis on data collection and entry, rather than reporting. As the study proceeded, local evaluators had to ward off feelings that they were functioning not as essential program staff, but only as data collectors. Since they were burdened with the task of providing the voluminous data required for the national evaluation study, some of them attended only to those features of program operations that were relevant to their data collection tasks.

Sometimes their relations with others on the projects were troubled by the demands imposed on program staffs to complete the required data forms accurately and promptly. They had to really work at becoming valuable to project managers by producing reports for board members, for possible funding agencies, for OJJDP, and for case-management. These were challenging and sometimes frustrating tasks.

The idea of the proactive planning of individualized treatment that could be rationally changed on the basis of measurable client progress towards the goals of treatment was a good one. However, it was a mode of thinking that was quite foreign to the experience of many project directors. Much work in the field of corrections, especially that concerned with juveniles, involves reacting to challenges that arise suddenly, or to "possible trouble." Using an MIS effectively reverses this reactive orientation. It requires organization, structure in the flow of information, and procedures which insure that regular client staffings take place.

Thus, another reason for lack of MIS utilization was the unfamiliarity on the part of project staff and directors with using case tracking information as a management tool. Unless the local evaluators took the initiative in providing such information unasked, as happened in Fresno and to a lesser extent elsewhere, there was no apparent reason to provide it. Consequently, no management habit was formed by relying on it for decision-making, and the process was never effectively implemented.

The local evaluator from the Chicago site suggested that an early emphasis by the funding agency on having sites document the quality of services might have assisted managements' utilization of the MIS. But because of the issues surrounding eligibility and the challenge projects faced in finding referrals with three prior adjudications, the early emphasis was, rather, on what clients brought to the program. What projects brought to the clients did not receive informational emphasis until much later. This evaluator proposed that starting the projects off with the service plan (IISP) as the only required documentation might have assisted the process of rethinking that was clearly necessary for staff

to use information effectively as a tool of case management. Because the system was complex, it needed an early and sustained emphasis:

> "The MIS is a system that implies everything done for a client is related.. .For quality of program, we theorized that services are linked to needs. Kids have needs that should be addressed. Any real evaluation assumes your initial objectives developed for that kid may not hit that need. They may have to be revised. As kids go through the New Pride process, needs and objectives should constantly be evaluated. Brilliant staff could do it." (Interview, October 15, 1982).

In conclusion, more emphasis, better technical assistance, and a faster implementation of the computer system for the MIS might have helped the sites to utilize it more fully. As this final report is being written, there are no local evaluators left on any site in the New Pride Replication Program. The goal of institutionalizing evaluation expertise at the local level was not achieved, even though those sites that were able to institutionalize the project did so using evaluation information.

SCHOOL REINTEGRATION AND VOLUNTEER COMPONENTS

All New Pride Replication Projects were to have both a School Reintegration Component and a Volunteer Component. They will be discussed together for they were small relative to the projects' other major components and were to be staffed by one person who was responsible for implementing both. The School Reintegration and Volunteer Coordinator was to work in conjunction with staff of all the other components, particularly that of alternative education, and was to be supervised directly by the Project Director or Assistant Director.

The Model for School Reintegration

In the Replication model this component actually had two titles, School Reintegration and School Maintenance, which reflected its two major functions. To carry out the first function, the Coordinator was to reintegrate New Pride students into the public school system after their intensive phase in the project. The second function required the Coordinator to monitor the students' progress in school and provide ongoing support so as to prevent or ameliorate any problems which might arise.

Re-entry into School

Not all clients were expected to return to public school. Some were able to remain in their former school situations while participating in New Pride. Some who were over sixteen, could choose to explore a career path rather than return to school. A few of these older youth, however, could be placed into GED or vocational programs by the Coordinator.

The remainder of the clients were to be placed into an appropriate school program. To accomplish this, the Coordinator had to have a thorough understanding of State and local educational regulations. This person needed to

be familiar with the full range of program options that were available locally and the eligibility requirements for the different programs. Most importantly, the Coordinator had to develop referral links with the schools; he or she needed to know who to contact to make any particular placement.

School Maintenance

Once a student was placed in a school program, the Coordinator was to monitor that student's progress in order to optimize his or her chances of success. Most New Pride clients had long histories of failure in school and had come to the project with school records reflecting poor grades, frequent absences, and misbehavior. It was the Coordinator's responsibility to maintain contact with school administrators and teachers so as to monitor the student's grades, attendance, and behavior. If problems arose in any of these areas, the Coordinator was to mobilize support for the student from both school and project staff. Additional supervision, tutoring, or counseling might be needed. This involvement on the part of the Coordinator was to continue for at least one semester, and sometimes longer. The goal was to help the client remain in school even after the follow-up phase ended and he or she was no longer involved in New Pride.

The Model for Volunteer Support

The Replication model encouraged the use of volunteers for two reasons: to improve the level and range of services which the project could provide and to establish supportive linkages with the community. The Coordinator was responsible for recruiting the volunteers and for ensuring that they were screened, trained, and supervised in their tasks. In addition, the Coordinator was to see that volunteers received formal recognition for their contributions. This usually occurred at a luncheon or dinner held in their honor.

Projects were to use two types of volunteers, student interns and community members. The interns were to be recruited from local colleges and universities and used in the Alternative School as teachers' aides. It was through the use of these interns that classrooms were to reach the desired one to one ratio between teachers and students. Volunteers from the community were to be recruited from local organizations such as the Red Cross or Junior League, or from private businesses or business organizations. These volunteers could be used in any of the project's components, wherever their skills or expertise were appropriate. They often helped to supervise the recreational activities.

In 1983, OJJDP suggested that those projects still in operation use Foster Grandparents as volunteers. This opened up a new resource for the remaining sites.

The School Reintegration and Volunteer Coordinator

This position was not maintained at any of the ten replication sites throughout the project's duration. At eight sites, budget cuts and other pressing tasks forced project administrators to split the responsibilities originally assigned to this position among other staff members. One site never hired a Coordinator and never implemented these components. Another site subcontracted with a local agency to perform these functions.

When the Coordinator's responsibilities were assigned to other components, the task of school reintegration usually fell to the staff of the Alternative School, primarily the teachers. For a few projects, this arrangement worked well. At other projects, teachers found it difficult, if not impossible. Their classroom obligations left them with too little time to do the liaison work required to place students in appropriate programs or to monitor their work.

At two sites, the duties of school reintegration and court liaison were combined. This combination was understandable in that both functions required the development and maintenance of linkages with outside agencies. The reality

of the situation was that the court liaison duties eclipsed those of school reintegration, for without sufficient referrals and an acceptable relationship with the court, the project would die.

The supervision of the volunteer component was reassigned in a number of ways. At one site it was taken over by a Resource Specialist, whose other tasks were to do public relations and work towards institutionalization. At another site, volunteers became the responsibility of the job developer. One Project Director assumed this task, but spent little time or energy at it. Most often, all the project staff took a role in recruiting, training, and supervising volunteers. Where this was the case, the effectiveness of the volunteers reflected the level of organization and capability of the staff. Where the project was well managed and the staff were experienced and dedicated, volunteers made useful contributions. Where the opposite was true, the use of volunteers was minimal.

Implementation of the School Reintegration Component

As noted above, after the start-up period most sites assigned the task of school reintegration to the teachers, and two sites combined it with a court liaison position. Unfortunately for most projects, this weakened the focus of school reintegration. Mainstreaming clients back into public school and keeping them there became a priority second to staff members' other duties.

Other difficulties surfaced. Many clients, even those under sixteen, didn't want to return to school. For most of them, their experiences in public school had been negative. They usually preferred to work or prepare to take the GED.

A number of projects discovered that the schools were not eager to have many of the clients back. Some schools refused to readmit clients, or in other cases, administrators and teachers were unwilling to devote the attention to these troubled youth that they needed.

For all of these reasons, only a small proportion of clients were successfully reintegrated back into school after their New Pride experience. The actual number of clients who were reintegrated fell far short of the number that sites had projected.

Some sites, realizing that many obstacles lay in the path of clients' re-entry into school, kept a number of clients in the Alternative School for two semesters, until the end of their follow-up phase. They reported that this proved to be very successful. Having a longer period in the project's idividualized and tolerant environment gave these youth more time to build both skills and self-esteem, so they were better prepared to meet the challenges that awaited them after they left New Pride.

Implementation of the Volunteer Component

All sites used volunteers to some extent. The number of volunteers available to sites varied greatly over time. A project might have had from one to fifteen people who regularly volunteered their time, and a large group of people who were willing to come on a one-time basis to share a special talent or take youth on an excursion. The process of recruiting, training, and supervising volunteers was often stressful for the staff, yet the majority of the sites were appreciative of the services provided by volunteers.

The most frequently used volunteers were student interns who worked in the Alternative School. They were assigned to the project by their college or university and received school credits for the time they spent in the classroom. Occasionally teachers complained that some of the interns were unmotivated or had difficulties dealing with the clients. In general, however, the interns proved to be helpful. Their presence allowed for students to receive more individualized instruction than would otherwise have been possible.

The New Pride projects had a harder time recruiting volunteers from the community. Many people were unwilling to work with serious juvenile offenders.

Of those who were willing to donate time, very few were male. Since the volunteers were not paid for their services, they were sometimes undependable, which created a burden on the regular staff.

Most projects, however, were able to find good community volunteers who brought with them a wide variety of expertise. Doctors, psychologists, teachers, and lawyers offered their services voluntarily to the clients. Classes were presented in health, cooking, karate, and street law. Volunteers conducted arts and crafts projects, took youth on field trips, supervised recreational activities and work crews. These volunteers exposed clients to a wealth of new information and experiences.

The use of volunteers did cause some unavoidable problems for the New Pride staff and these were exacerbated by the fact that most sites did not have one person who was responsible for the component. Staff members, many of them already overburdened, had to spend time training and supervising volunteers. Often they felt that this time, which might have been spent with clients, was wasted. Many volunteers came to the project for only a short time and then left abruptly. The cause was usually burnout, lack of interest, or a new job elsewhere. A number of staff felt that the volunteers did not spend enough time with clients to really help them. One site recommended to OJJDP that, because of these difficulties, "the volunteer component should be deleted."

Most sites disagreed. The use of volunteers built ties between the project and the community and made services available to clients that the regular staff could not have provided. One project reported that it would not have been able to start its recreational program without volunteer help. Those sites that recruited Foster Grandparents as volunteers were all pleased with the results. One administrator commented that these senior citizens had a "civilizing" influence on the clients. Overall, the difficulties inherent in using volunteers were outweighted by the benefits gained by their participation.

THE IMPACT OF JURISDICTIONAL DIFFERENCES

Substantial jurisdictional differences in Juvenile Court procedures were found throughout the New Pride Replication Program. These had a bearing on whether or not youth were jailed before program entry (ranging from an average of 90 percent in Fresno to 9 percent in Camden) and their length of detention (ranging from an average of 53 days in Providence to 12 days in Pensacola); and on whether or not restitution was ordered as an additional sanction (ranging from 51 percent of the clients in Pensacola to 7.4 percent in Camden). In one site stayed detention time was given along with New Pride as a special condition of probation. This could be invoked if youth became disruptive on the project, or otherwise needed discipline.

Rates of incarceration, the number of prior offenses, and recidivism rates were all powerfully site-related. For instance, the recidivism rate in Providence is from two to five times higher than anywhere else, for both the treatment and the comparison groups. A New Pride eligible sixteen year old in Providence with an average follow-up period of 134 weeks (two years and seven months) has a very high probability of receiving a new petition (94 percent), whereas the chances of a new petition for the same youth in Kansas City is only 51 percent. In Camden and San Francisco, it is 71 percent; in Chicago, it is 61 percent. Providence also leads the way in the number of offenses charged and adjudicated true both before and after case action date, as well as in the percentage of youth incarcerated.

This record can be traced to the procedures of the Providence Juvenile Court. If the local police decide to file a complaint, the Family Court Intake Unit follows a set of explicit guidelines based on age and the seriousness of the alleged offense. The intake unit does not screen cases for petition. No screening of evidence takes place and there is no involvement of a district attorney. This means that the decision to file a petition is based solely on age and number of priors and has little to do with the quality of the state's case. Given youth of the age and chronicity of offense history that might qualify them

for New Pride, discretion in the system occurs only with the police decision to file a complaint and the judge's decision at adjudication.

Jurisdictional differences such as these were so powerful that throughout this evaluation, they always had to be taken into account. Much as there is a tendency to make the simplifying assumption that a particular program implemented at one site is implemented in the same way as any other, there is a tendency to assume that the jurisdictions in which the programs are placed are equally similar. Nothing could be further from the truth. Both programs and their environments vary, and both need to be measured in the context of each other. An example of the importance of this observation is presented here.

For those who believe prior numbers of offenses predict subsequent recidivism, there is a significant positive correlation between number of priors and recidivism. Unfortunately, above the variance accounted for by differences in New Pride sites on recidivism, number of priors does not significantly predict recidivism. As previously discussed, Providence has a large number of priors and the highest proportion recidivating. Kansas City has the second lowest number of priors and the lowest proportion recidivating. However, the above analysis demonstrated that this relationship may be fully explained by jurisdictional differences in both variables. The appearance of prediction is the result of aggregating the data without regard to these jurisdictional differences.

The explanation of the source of such differences resides in recognizing that different sites file petitions on subjects at different rates depending on the standardized procedures of local court jurisdictions. Corroborative evidence was provided by the National Center for State Courts in their two-year study of 150 juvenile courts in 39 states. NCSC found that "the type of court affects the outcome of cases and that the intake structure is the critical variable (SNI 178:15)."

It is clear that youth with sometimes lengthy detention periods prior to New Pride are being treated differently than other clients. Others with restitution orders have responsibilities in addition to program participation. Still

others, who are locked up for several days because of disruptive behavior during the program, are receiving treatment that is not a part of the New Pride model. The question is, how do these experiences relate to program outcomes and to rates of recidivism? The data show that the variables in question have no significant effects on the dependent measures in this study. But jurisdictional differences in juvenile court procedures clearly affected the wards of the court, increasing or decreasing their chances of official processing, detention, incarceration, and waiver to adult court.

Impact on the Projects

Procedural Variation

Jurisdictional differences impacted the projects in various ways, but for the most part projects were able to establish and to operate their programs effectively by working out solutions to the problems caused by these differences. A case in point is Pensacola. Here, a very high percentage of youth who qualified for the program were waived to adult court. In fact, Pensacola had the highest number of waivers of any city in Florida, including Miami. This was due to a policy of the district attorney responsible for juvenile matters, who maintained a "get tough" stance on crime, even though he personally liked the New Pride program. The Pensacola project was able to work around this unique situation because of a provision in the law which allowed juvenile sanctions to be imposed for the waiver offense. Getting referrals who had been waived involved a great deal more work on the part of the project staff because they had to maintain effective liaison and and commmunication with two court systems. But they did so successfully by putting more resources and staff time into the effort.

Turnover of Officials

Projects were able to deal effectively with personnel changes in the court systems when key supporters left. This was usually accomplished by increasing

public relations efforts and communication with their replacements so that individuals in important positions always knew about the program. Almost invariably, they became active supporters as well. Many were invited to Project Directors' meetings to share information about New Pride and to learn more about its national replication. Such meetings were attended by Judges, Chief Probation Officers, District Attorneys, and Juvenile Court Administrators.

Turnover farther down the line was also handled successfully in the same way by most of the projects. In a few instances, newer probation officers had not been briefed well enough about the appropriate procedures for sending a referral to the project. New Pride was supposed to be a special condition of probation. In a few cases, referrals were made of youth without an adjudicated presenting offense, even though they otherwise met the criteria. In these cases, since project participation was not a condition of probation, the consequences of non-participation were less clear.

Competing Programs

When New Pride projects were placed in communities with few programs for adjudicated youth, where the need for alternatives was greatest, the process of project/court cooperation and communication was facilitated. In these cities, competition for referrals was likely to be reduced or non-existent, and projects had an easier chance of negotiating the point in a juvenile career at which it was appropriate to receive referrals. In communities with many alternatives to incarceration, the competition for clients did make it more difficult for the New Pride program to get referrals. Where there were a number of placement options for adjudicated youth, procedures for the points of referral to various types of programs were more likely to have been previously established by the court or the legislature. Such established procedures were sometimes in conflict with the New Pride three adjudication criterion for client intake.

The New Pride projects eventually most affected by competing programs were located in Los Angeles, Georgetown, and Boston. In Los Angeles, which is

discussed more fully below, adequate numbers of youth with the required number of adjudications did not exist on the probation caseload. Rather, Probation Officers referred youth to other programs that did not have such stringent criteria. In Georgetown the restitution program, which was a court operated initiative already established when New Pride was funded, represented significant competition for all potential referrals who did not need a special school program. In Boston, the judge wanted a tightly run program for wards of the court who were having difficulty on probation. A three adjudication guideline that did not accept "probation violations" as a presenting offense did not meet his needs. So he withdrew his support (and his referrals) from the New Pride replication project and started his own. In Boston and Kansas City, the Federal guidelines fostered the creation of competing programs.

Eligibility Criteria

No issue was a greater challenge to the replication projects than the highly specific Federal guidelines concerning client eligibility. The most difficult problem facing the projects initially involved reconciling jurisdicational differences in court processing and legal terminology with these national guidelines. The OJJDP criteria for client acceptance into New Pride projects was originally established as:

- Each candidate must be between the ages of 14 and 17.
- Each candidate must have at least two prior adjudications for serious misdemeanors and/or felonies with an additional presenting adjudicated offense at the time of referral.

These rather strict criteria, particularly the second, came under fire from numerous sources as being so restrictive as to eliminate many potential New Pride clients. For instance, the system impact study discovered that, upon interviewing all juvenile court judges and probation officers in three New Pride cities, the major criticism of the program was the acceptance criteria. Other

judges and key juvenile court officials from non-intensive sites voiced a similar concern during their participation at Project Directors' meetings.

The eligibility criteria had an immediate and long-term impact on the number of youth served by the program. Of the projected number of clients to be served by the seven New Pride projects funded through February of 1983 (1,500), only 988 became active cases. An entire site (East Los Angeles) was defunded after it was discovered that there were only 25 eligible cases in the entire city covering the jurisdictions of four separate probation offices. In Boston, the courts refused to send any more referrals to the project because, among other reasons, New Pride would not accept those for whom the judges deemed participation essential. (Probation violations were not seen as an acceptable presenting offense by OJJDP.)

Because of the overall difficulties of getting a case to adjudication and attendant time delays in larger cities (which can be ten months or more in some instances), the number of eligible clients under guidelines requiring three adjudications for placement in project New Pride were relatively few. Larger cities tended to have fewer formal adjudications than other cities because the process was not only long, but often quite expensive. Taking the additional step of re-adjudicating an offender already on probation cost an extra $2,000 in Los Angeles, for example. Therefore, since probation officers have enormous discretion in California to send youth to programs and to shorter-term types of detention, the re-adjudication process was only initiated when all other alternatives to long-term custody had failed.

Considering delays and alternative procedures in court processing, it may have been the case that delinquents in larger cities with two adjudications were more serious offenders than clients in other replication sites with three. In one location, clients were adjudicated, for example, for the possession of an empty marijuana pipe in school, and for "attempting to kick a coke machine." Juvenile courts in some cities were willing to hear and make findings of delinquency in these kinds of cases. In other cities, such as the largest ones, they were not.

Given these considerations, insistence on three adjudications in all sites, despite vast differences in the juvenile records of youth adjudicated (stemming from procedures pertaining to discretionary decisions along the way), may have had an effect opposite to the one intended. It may have excluded offenders with more serious offense histories such as those that are found in large cities with two adjudications. And it may have "widened the net" in other cities by promoting more adjudications than the court would have made in the absence of the replication program.

The "net widening" hypothesis was tested to determine the impact of the New Pride projects on the systems of which they were a part. In order to measure this impact, PIRE made comparisons in the proportions of petitions filed that were adjudicated both before and after case action date for the comparison and treatment groups. There were no significant before-after differences between groups in any jurisdiction. This suggests that sites were not adjudicating more in order to "qualify" youth for the program. Jurisdictional variations in client seriousness and chronicity were due to the ordinary standardized discretion of the juvenile courts in question and not to presence of the projects and their eligibility criteria. (See Table 3 .)

In some locations, the pressures generated by the eligibility criteria actually increased over the last two years of Federal funding, despite OJJDP's decision in 1981 to change the wording of the guidelines to two findings of guilt and an adjudication on the presenting offense. This occurred because fewer youth were being processed through the juvenile justice systems in many cities. According to project directors in Pensacola and Kansas City, the drop was between 40 to 50% of former levels. The end of the baby boom having reached the age of the juvenile court population, the possibility that the crime rate may have been going down among teenagers, and the new adult waiver proceedings in many states were all cited as reasons for the decline. Yet the fact remained that there were fewer eligible youngsters who met the criteria for New Pride than when the replication projects were first funded.

Table 3

Sustained Adjudications as a Percent of Filed Petitions Before and After Case Action Date

Site	Group	Before	After	Difference	12 Months After	Difference
Camden	T	70.6	57.1	-13.5	55.7	-14.9
	C	76.8	63.6	-13.2	61.2	-15.6
Chicago	T	53.3	48.6	-4.7	49.0	-4.3
	C	51.6	46.6	-5.0	51.7	-0.1
Fresno	T	65.2	51.7	-13.5	49.8	-15.4
	C	73.1	54.2	-18.9	56.1	-17.0
Kansas City	T	83.0	60.8	-22.2	52.1	-30.9
	C	82.7	59.7	-23.0	60.8	-21.9
Pensacola	T	84.3	58.6	-25.7	51.1	-33.2
	C	86.1	61.9	-24.2	58.3	-27.8
Providence	T	62.3	52.5	-9.8	51.4	-10.9
	C	63.9	52.0	-11.9	52.7	-11.2
San Francisco	T	69.9	58.7	-11.2	54.9	-15.0
	C	73.5	55.4	-18.1	55.6	-17.9
Overall	T	69.7	55.2	-14.5	52.5	-17.2
	C	73.2	56.0	-17.2	56.7	-16.5

Despite its problematic character, the original selection of strict eligibility criteria for the New Pride programs was not arbitrary. First, the uniform application of the criteria helped insure that the subjects entering the New Pride program were all very serious offenders (a group the New Pride program was specifically targeted to treat). Second, all other things being equal, this single set of criteria was designed to insure a relatively uniform sample of serious offenders nationwide, a useful goal for establishing a well-defined treatment group for study. However, utilization of these criteria did not provide a uniform treatment group as expected. The data showed that there were significant site-to-site differences in the relative seriousness and chronicity of offenders entering the programs. Further, it became clear that there were wide differences between sites in terms of the number of priors effectively required for admission to New Pride. In fact, differences in system procedures across jurisdictions acted to prevent the establishment of any perfectly uniform criteria for program admission.

THE IMPACT OF ORGANIZATIONAL DIFFERENCES

Detailed case studies of the replication projects suggest that New Pride can be established in jurisdictions other than the one in which the original model was developed (see Supplement: Case Studies of Replication). Indeed, several were considered to be outstanding by juvenile justice officials, key decision-makers familiar with them, and unanimously by other individuals with an awareness of the program. Under the conditions that obtained during the national replication initiative, each New Pride project began with close to the same dollar amount of Federal commitment, and there were adequate resources to cover the costs of implementation.

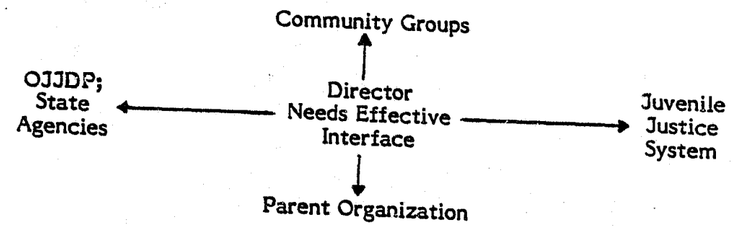
Facilitated by these optimal conditions, it was a feasible goal of the research to identify characteristics of private non-profit agencies which influenced their capability to implement highly complex community-based treatment programs. Because replicating New Pride meant establishing new organizations, and not merely adding different tasks or activities to existing ones, an opportunity was afforded to observe the processes of organizational development first hand. It was also possible to relate these processes to the organizational features of parent agencies. The projects went through periods of rapid growth and development that could be characterized in certain ways because they were similar from site to site.

Researchers from the National Evaluation of the New Pride Replication Program observed the processes of project implementation over the course of four years. In that time, we noted that certain management structures seemed to work out well, while others failed to work at all; that some parent agencies succeeded in launching new projects, while others seemed to inhibit the effort at every turn. Most important to both effective implementation and institutionalization were the capabilities and interface of two sets of managers, those from the parent agency and those from the project. Whenever they pulled together in an effective working relationship, and had the best interest of the project as a primary goal of their concerted action, the projects were more

likely to succeed. Furthermore, problems that could not be solved were much less likely to arise.

Analysis of New Pride Sites

It is clear that any project has to be responsive to the needs of its purchasers or public, i.e., the community which it serves and to which it must sell itself and its services, its goals and aspirations. In reviewing the statements made about the role of the Project Director in the replication materials, every specified duty but one was of an Entrepreneurial type. The Project Director role required developing the goals, the objectives, the broad ambitions of the project and selling them to others in the Juvenile Justice System, the Parent Agency, and to the staff. It necessitated continuous public relations activities, as well as interfacing with OJJDP. It involved doing everything necessary to get the project launched. In a way the developmental process, emphasizing these functions, must be characterized as continuing until the project becomes completely independent of Federal subsidy. Institutionalization complete, the project may then be considered a clear presence in the community serving the needs of that community.



Because of the complexities and challenges involved in founding new organizations, the most effective project directors were Entrepreneurial types with strong commitments to establishing New Pride in their own communities. The project's need for an Entrepreneur was initially little appreciated. Since the model, its components, staffing patterns, and so forth had already been defined, many felt that the most essential role was that of a Producer; or simply a

manager who could execute a previously defined plan. What was less well understood, at least in the beginning, was that strategies for implementation and for institutionalization had to be developed from scratch in each jurisdiction. These tasks required vision, a sense of deeply engrained commitment to the project, an awareness of both internal and external sources of support, and an ability to mobilize them effectively on the project's behalf.

Proposals for the replication sites were initiated and generally written by individuals whose skills are entrepreneurial in nature because the task involved giving birth to a new endeavor for the parent agency. In two cases it also entailed founding new parent agencies that would be responsible for overseeing their respective New Pride projects. However, grantees were not supposed to exercise the kind of entrepreneurship that might have involved changing the model to suit local circumstances. Rather, the awards were provided to establish replications of an ongoing LEAA exemplary project that was originally founded in Denver, Colorado.

Because they were replications, New Pride grantees were expected to execute business as mature organizations shortly after they were funded. There was little tolerance of the experimentation associated with young organizations. Instead, these early periods were compressed, and the projects had to go from birth to maturity very quickly. The necessary speed due to the special conditions of funding and its anticipated termination after a brief period of time produced stage transitions in rapid sucession.

Tracing project history, three phases were easily distinguishable: Start-up, Implementation, and Stabilization. At each passage from one stage to another, particular challenges had to be met, and typical patterns of behavior emerged. Since the tasks were different as projects moved from one stage to the next, the management functions necessary to implement them shifted accordingly (see Adizes, 1979).

By studying the development of New Pride Replication projects, PIRE found that a management orientation or structure that was inappropriate to

phase-related tasks became a key problem in several instances. The necessity to change from informal to formal procedures and policies marked the transition most fraught with difficulty in those projects that were established by entreprenurial types. It threatened the environment of autonomy and to a certain extent, the sense of creativity enjoyed by founders and other early administrators. Yet this change was essential to provide a comprehensible, expectable, and stable environment for the staff and clients, as well as systematic procedures of accountability to the courts.

On the other hand, several projects experienced problems from the beginning because they were never headed by entrepreneurs. In some cases, professional administrators hired to direct the projects tried to fix policy too early, fostering a rather cold environment in which creativity was stifled under rules that had no basis in the project's experience. Such administrators had little vision of the future and could not inspire hope of institutionalization. Lacking a sense of direction about the future, they could not effectively sell the project nor raise the necessary funds. Most critical in the early stages, but very important throughout, was the key role of the Entrepreneur.

The efficacy of new projects seemed almost contingent on the continuing active participation of the person who put each proposal together. In nine out of ten cases, this was the individual imbued with commitment to establishing New Pride in his or her city. The ideal place for these "founders" was in the Project Director role. Solicitations of many government agencies ask potential grantees to specify whether or not the conceptualizers or writers of proposals will be the ones directing the projects. (The mother-like commitment of the founder-director to the implementation of his or her vision is necessary to organizational health.) Such a managerial set-up was clearly optimal for effective implementation.

The most effective directors had these qualifications of involvement from the beginning, as well as experience directing youth programs in the communities in which the New Pride projects were founded. That is, their experience was

Table 4

Organizational Variables and Their Relationship To Successful Implementation and Institutionalization

Site	Founder Employed by Parent Agency[1]	Founder Has Active Project Role[2]	Project Supported by Parent Agency[3]	Founder Directs New Pride[4]	Total Score	Whole Years Federal Support	Project Continued With Other Support
Boston	No 0	Yes 1	No 0	No 0	1	1	No
Camden	Yes 1	Yes 1	Yes 1	Yes 1	4	4	Yes
Chicago	Yes 1	No 0	No 0	No 0	1	3	No
Fresno	Yes 1	Yes 1	No 0	No 0	2	4	Yes
Georgetown	Yes 1	Yes 1	No 0	No 0	2	2	No
Kansas City	Yes 1	Yes 1	Yes 1	No 0	3	3	No
Los Angeles	No 0	Yes 1	No 0	No 0	1	1	No
Pensacola	Yes 1	Yes 1	Yes 1	Yes 1	4	4	No
Providence	Yes 1	Yes 1	Yes 1	Yes 1	4	4	Yes
San Francisco	Yes 1	No 0	Yes 1	No 0	2	3	No

1 Employed by parent agency

2 Any position on the staff for any length of time

3 Active and continuous support for the project effort

4 Officially or effectively the Director

local and specific to the New Pride city. This previously established credibility yielded an easy interface with the area's Juvenile Courts.

Judging from all the organizations with which it was necessary to forge an effective and rapid interface, it was important that the Project Director bring to the job some coalesced authority, power, and influence with these other organizations that had been built up through prior experience. It was especially critical that working relationships and influential bonds had already been established between the project directors and the parent organizations that sponsored the new projects. These relationships assured the necessary administrative support and provided a smoothly functioning working environment.[1]

Yet the need for a committed entrepreneurial Founder-Project Director coming from a pre-existing position within the parent agency restricted the types of grantees that could supply this combination. In four out of six instances the Entrepreneur that was the key figure in the proposal preparation stage either never had a project role or left the project during its early months. One project never had an Entrepreneur. In two others the Entrepreneur's project role was one technically subordinate to a director hired from outside the parent agency. In one of these situations, the founder had the power to hire or fire the director as the executive vice president of the parent agency. This occasioned some managerial conflicts that rebounded negatively on the project.

The following table suggests the salience of the factors we have been discussing to project longevity and institutionalization. The presence or absence of four key organizational variables are noted for each replication of Project New Pride. In seven out of ten cases, simply adding one point for each element provides a total score which is the same as complete years of Federal support.

1 This need has been historically recognized by many government agencies whose solicitations ask that the persons who write proposals be current employees of applicant organizations and not outside consultants.

local and specific to the New Pride city. This previously established credibility yielded an easy interface with the area's Juvenile Courts.

Judging from all the organizations with which it was necessary to forge an effective and rapid interface, it was important that the Project Director bring to the job some coalesced authority, power, and influence with these other organizations that had been built up through prior experience. It was especially critical that working relationships and influential bonds had already been established between the project directors and the parent organizations that sponsored the new projects. These relationships assured the necessary administrative support and provided a smoothly functioning working environment.[1]

Yet the need for a committed entrepreneurial Founder-Project Director coming from a pre-existing position within the parent agency restricted the types of grantees that could supply this combination. In four out of six instances the Entrepreneur that was the key figure in the proposal preparation stage either never had a project role or left the project during its early months. One project never had an Entrepreneur. In two others the Entrepreneur's project role was one technically subordinate to a director hired from outside the parent agency. In one of these situations, the founder had the power to hire or fire the director as the executive vice president of the parent agency. This occasioned some managerial conflicts that rebounded negatively on the project.

The following table suggests the salience of the factors we have been discussing to project longevity and institutionalization. The presence or absence of four key organizational variables are noted for each replication of Project New Pride. In seven out of ten cases, simply adding one point for each element provides a total score which is the same as complete years of Federal support.

1 This need has been historically recognized by many government agencies whose solicitations ask that the persons who write proposals be current employees of applicant organizations and not outside consultants.

Table 4

Organizational Variables and Their Relationship To Successful Implementation and Institutionalization

Site	Founder Employed by Parent Agency[1]	Founder Has Active Project Role[2]	Project Supported by Parent Agency[3]	Founder Directs New Pride[4]	Total Score	Whole Years Federal Support	Project Continued With Other Support
Boston	No 0	Yes 1	No 0	No 0	1	1	No
Camden	Yes 1	Yes 1	Yes 1	Yes 1	4	4	Yes
Chicago	Yes 1	No 0	No 0	No 0	1	3	No
Fresno	Yes 1	Yes 1	No 0	No 0	2	4	Yes
Georgetown	Yes 1	Yes 1	No 0	No 0	2	2	No
Kansas City	Yes 1	Yes 1	Yes 1	No 0	3	3	No
Los Angeles	No 0	Yes 1	No 0	No 0	1	1	No
Pensacola	Yes 1	Yes 1	Yes 1	Yes 1	4	4	No
Providence	Yes 1	Yes 1	Yes 1	Yes 1	4	4	Yes
San Francisco	Yes 1	No 0	Yes 1	No 0	2	3	No

1 Employed by parent agency

2 Any position on the staff for any length of time

3 Active and continuous support for the project effort

4 Officially or effectively the Director

OJJDP decisions about the continuation of projects were made on the basis of how well the projects were implementing the model and in the final year, on whether or not they had succeeded in generating money from another source. Since these decisions were made on the basis of substantive considerations alone, the four key factors identified here clearly had a bearing on the degree and adequacy of implementation.

In only three cases the structural features of project organization did not add up to the years of Federal support; that is, the project continued beyond the years predicted from the model. The only feature that emerged as a similarity between these three sites is that they were each directed by women during the period of Federal support that extended beyond the years predicted by the four factor total score.[1]

Parent Agencies

Parent agencies, or grantees, were also in their own phases of development at the time they attempted to replicate New Pride. Grants were awarded to private non-profit agencies varying tremendously in size (from two to thousands of employees), age (from zero to nearly two hundred years old), and primary organizational mission (delinquency prevention, employment and training, community mental health, university education, disaster relief, etc.). The type of parent agency as defined by its specialization or expertise, and its own life-cycle stage at the time of implementation often affected the way the new projects were supported.

The most successful replications of Project New Pride were implemented in agencies known in their communities for providing good programs to troubled

1 Originally, there were only two women project directors. Eventually, there were four. Two of the projects headed by women were institutionalized with non-Federal dollars. The two remaining ones lasted for three years.

youth and disadvantaged adults. These agencies had been around long enough to have established local credibility, but had not entered late stages of the organizational life-cycle. The parent agencies which were themselves in the Prime phase were most likely to be successful in founding new projects and in providing adequate support to them. (See "Project Development" in Supplement: Case Studies of Replication.) A special case that worked well involved a parent agency in its own early stage of development whose director also assumed the role of directing New Pride. In this case, the new project did not report to a parent agency in a different and perhaps incompatible stage, so that no premature decentralization of entrepreneurial functions occurred. The two projects that were established in much older agencies, having essentially different organizational missions, did not succeed. The bureaucratic character of their management structures (Administrative orientation) created an inappropriate or isolated working environment for the projects.

Summation

The management and organizational principles discussed in this section are exemplified in the following two case study abstracts. Essentially, successful implementation and institutionalization were related to the Project Director's capacity to mobilize the resources of the parent agency, and through them, the resources of the community, on behalf of their projects. Having a previous management level position within the parent agency was an important precondition of the New Pride Director's ability to do this. If the proposal organizer assumed the effective directorship of the project after it was funded and remained in that position, the project was more likely to succeed. But it was essential that this Director have the support of the parent agency, a condition that was more likely to be met if the New Pride Director came from within the parent organization.

ILLUSTRATIVE DESCRIPTION OF A SUCCESSFUL PROJECT

At the time of receiving the New Pride grant, the parent agency was a strong one with substantial roots in the community. It had been founded by a group of volunteers from B-town's minority community, and was incorporated with strong support from local business and government. Youth programs had been one of several areas of focus of the parent agency. These had involved an emphasis on juvenile offenders, although not on serious juvenile offenders of the type served by New Pride.

For the most part the program activities of the parent agency concerned efforts to assure vocational training and job placement for economically disadvantaged persons. Comprehensive training efforts included assessment, counseling, and job development and placement services. The agency also worked to build a system of vocationally-oriented, academic support programs to assist persons with severe learning deficiencies to enter skills training programs.

Importantly, several previous programs had involved adjudicated youth and status offenders. Some of the same kinds of services provided to New Pride youth had been provided the juveniles served by these programs. These included assessment, intensive long-term counseling, educational assistance, recreation, and general advocacy.

The initial sparking of interest on the part of the parent agency in applying for a replication grant came about when the Director of Youth Programs for the agency was notified of the RFP by a local criminal justice planner. Subsequently, this person brought the New Pride Replication Initiative to the agency's attention, visited the Denver program, generated local support and agreements, and coordinated the preparation of the proposal. This same individual became Acting Director of the project when the grant was awarded.

While initially a different project director was hired to run the program, this person did not work out and left the project after a very brief time. The

person hired for the position had come from another city and had no extensive experience with running a juvenile delinquency program, but rather had experience directing other types of projects serving youth.

At this point, before much time was lost, the prime mover behind the project who had served originally as Acting Director resumed and remained in that role for the remainder of the Federal funding period and beyond. This was very fortunate for the project. As Director of Youth Programs for the parent agency, this individual already had credibility, authority, and the ability to mobilize the resources of the parent agency as necessary to assist the project. The Director was also determined to implement the entire comprehensive New Pride model as defined in the replication materials, making certain that staff understood what was expected of them.

The program elements implemented in this project were very similar to the Replication model. The main difference was that the project developed a specific position to carry out court liaison functions. This was done in order to help facilitate referrals to the program and to make sure that the reporting requirements of the court were met. Having one person assume primary responsibilities for referrals increased the amount of communication with the court. This seemed to ensure that an effective linkage was maintained with the juvenile justice system.

When referred to the project, youth underwent an extensive assessment and diagnosis. Once each client's needs and assets were identified, an Individualized Integrated Service Plan (IISP) with specific objectives to be met was developed. Because of the thoroughness of these plans, it became difficult to keep all of the treatment objectives updated as the clients progressed through the program. The highest proportion of objectives developed for each client addressed employment needs with most attention given in this project's IISPs to employment service plans.

In the intensive supervision component, clients were assigned a counselor to work with them in solving problems they might have in school, with their jobs,

and in their families, their communities, and their personal lives. During the first six months, clients saw their counselors three times a week. In the final six months less frequent meetings were held. Staff met on a regular basis to discuss the problems and progress of the clients.

The Alternative School Program focused on highly individualized learning activity. Students were able to complete a GED program and enter other vocational or academic programs. Because of an agreement worked out with the school system, students were able to receive credit for the academic work they completed while in New Pride. A job readiness curriculum was implemented which addressed the needs of learning disabled separately from the needs of others.

The person functioning in the role of school reintegration coordinator was extremely effective in maintaining a close working relationship with the school system. The individual responsible for school reintegration also had responsibility for coordinating volunteers. Volunteer interns served in various capacities within the counseling and educational components. Others helped with court liaison functions. Members of the Foster Grandparents Program also served in volunteer roles in the project. Their contributions were highly appreciated by project staff because they had a strong socializing influence on youth.

Educational, cultural, and recreational activities were extremely varied and many included all project participants or as many as wished to participate. Educational as well as other experiences were oriented to helping the juvenile become adept at living a full and responsible life as as member of society.

The employment component was designed to expose each client to the "World of Work" and to give each client an opportunity to explore various vocational fields and receive job readiness and job training skills designed to help them obtain employment. Options included on the job training, work experience (traineeships), direct placement, and referral to outside employment/training programs.

An active New Pride Advisory Board was organized into working groups which met frequently and provided ongoing assistance to the project. Efforts focused on a wide range of subjects, including career development, legal concerns, evaluation, institutionalization and education. Through the efforts of Advisory Board members, many doors in the community were opened to the project.

The project had an active parents' association. Participation by parents in special programs activities was especially encouraged. Parents were also kept apprised on a regular basis concerning problems and progress of their children. The emphasis on parent participation seemed to have especially positive benefits.

In addition to ethnographic data suggesting that this project was the most effectively implemented and institutionalized of all the replications of New Pride, management information and evaluation data indicated that it had the most positive impact on its clients. Analyses of the expected recidivism probabilities of groups by site placed this project consistently first, as the one with the greatest margin in favor of the treatment group. Furthermore, a greater percentage of clients successfully completed the program at this site than at any other.

The effectiveness of the project could be attributed to many different factors. These included the credibility and influence that the Project Director had with the parent agency from the beginning and the high level of experience, skill, and motivation of the staff. In-service training was provided to the staff to assist them in implementing the New Pride model.

Almost all of the staff had extensive prior experience working in programs addressing the needs of delinquent youth. Many of them had worked previously for the parent agency in other of its youth projects, so they were not only acquainted with the operating style of the agency, but they also had a first hand acquaintance with the resources of the agency and the extensive networking that

the agency had done in developing working relationships with various elements within the community. Ready access to these resources meant that staff did not have to begin from scratch in building these essential ties with the juvenile justice system, the school system, and youth serving agencies in the community.

The project's administrators and personnel were especially well prepared and equipped to implement the project in a holistic manner. They infused into their overall efforts a sense of mission and a degree of experience and expertise which allowed them to be highly successful service providers to the New Pride target group.

The project was tightly controlled, but very well run. The full complement of program components which were a part of the New Pride model were implemented in a very effective manner. The fact that the project was located in the same facility as the parent organization contributed in a major way to the success of the project. Isolation of the project from the parent agency was not a problem. The readiness of the parent agency to open doors for the project, share resources, and provide support in other essential ways also played a significant role in the success of the project.

Like the model program in Denver, State funds to support New Pride were generated from three major sources: The Departments of Social Services, Corrections, and Education. Because of effective management support by the parent agency, a good reputation in the community, and extremely hard work by a Director who believed in New Pride, the project was still fully functioning and financially independent of Federal subsidy as of September 30, 1984. The project demonstrated that, at least for the short term, institutionalization could become a reality.

ILLUSTRATIVE DESCRIPTION OF AN UNSUCCESSFUL PROJECT

One person at the fourth or fifth level down in the administrative hierarchy of a very large organization in F-town showed an interest in applying for a New Pride Replication grant. While the parent agency itself was not established to operate social programs, it had been involved in developing a program of diagnostic testing for learning disabilities among juvenile delinquents. The testing tended to involve younger and less serious juvenile offenders than those served in the New Pride program. But the parent agency's involvement in the area of juvenile delinquency could not be considered extensive, nor was it part of the organization's central mission. This divergence of focus was offset to some extent by the fact that the person showing initial interest in applying for the grant did have a record of involvement with court-related juvenile delinquency treatment projects.

In spite of a substantial amount of opposition within the agency about the advisability of operating a New Pride project under its auspices, this prime mover was able to persuade a key decision-maker to support the submission of a proposal. At the last minute the promise of a matching grant from a different organization was suddenly rescinded. With extraordinary commitment to the idea of replicating New Pride in F-town, this individual persuaded a key supporter to guarantee agency funds required for the match. As part of the arrangement, a replacement grant was to be located from other possible external sources of support. But this replacement was never found and the parent agency became permanently rather than temporarily responsible for the match.

The proposal which was submitted was very well written. It conveyed the impression that the parent organization fully supported the enterprise, and that it had resources at its command which would enable it to do a good job.

It was actually the case that there was very little support within the agency for the project. In fact, a number of strategically located individuals felt such a project was not really an appropriate one for the agency to become involved in. It was seen as too far afield from other projects. Only the prime

mover and members of the staff eventually hired had first hand experience in working in any kind of in-depth way with the kind of juvenile population which the project would be serving. The prime mover also had established many important ties with juvenile court officials and had a credibility at the court that was essential to the referral process.

Organization of the project at the outset was unusual. The project was launched slowly with the prime mover designated Acting Director. Owing to familiarity with the system and previous ties, the first Director's early efforts to build sound linkages with the juvenile justice system were fairly effective. He was not given responsibility for the day to day operation of the project, however. An Assistant Director was to be hired for that purpose. Since clients would not be entering the program for several months, the hiring of the Assistant Director was delayed. This seems to have been done as a cost saving measure.

Many staff were hired soon after the grant was awarded in March of 1980. There was not enough space to accommodate them until a project facility was eventually located in the inner city and subsequently remodeled. These staff had little to do for several months owing to the fact that the program did not begin to take referrals until after summer was over.

The first Director was replaced after 6 months by the Assistant Director, a newcomer to F-town from a different state. It was officially alleged that the Prime Mover was reassigned because of his lack of experience in an administrative role. But some staff had reportedly pressed for his removal because they thought it more appropriate for a black director to run a social program in an all-black community.

Efforts to develop good community relations within the neighborhood where the facility was located proved to be inadequate, ill-timed, and poorly handled. Much ill will had been needlessly aroused through the failure of parent agency and project officials to seek out and develop trusting relationships with key persons in the community. Residents were cynical about yet "another" program run by outsiders designed to address a major social problem in their

midst. Had citizens in the community been consulted prior to the establishment of the facility there, this ill will might have been lessened.

Compounding problems in getting the project off to a sound start was an apparent reticence on the part of the key person in the parent agency to take an active role in providing guidance and help in resolving problems which arose during the first few months. The parent agency seemed inclined to cut itself off from the project and to allow the Assistant Director, who soon became the second Director, to run the project with little interference. This isolation was structurally encouraged by the location of the New Pride project across town from the parent agency. The Agency provided scant assistance or monitoring.

A major problem grew out of the fact that the person who replaced the prime mover was from a different state. He had no understanding of local politics and little contact with local agencies. Also, this person was not committed to the New Pride model, preferring instead a program approach developed and implemented elsewhere. Coupled with little interest in or understanding of the research and data gathering aspects of the project, the second Director seemed particularly ill-equipped to provide guidance or direction to project staff that might have helped them meet these requirements.

The parent agency assumed that the second Director would keep it apprised of problems and progress. Problems which did surface did not receive the attention they needed. Indeed the second Director seems to have conveyed false impressions concerning project progress to the parent agency Monitor. The second Director did not allow communication between the staff and key persons in the parent agency so it was unlikely that the Agency Monitor would get a very clear picture of what was happening.

Persons in the parent agency charged with carrying out oversight and monitoring responsibilities never really fulfilled these responsibilities. The person in the parent agency with primary responsibility for the project was a higher level administrator and head of a major center within it. This individual

did not originally support the pursuit of the New Pride grant. Another person was assigned monitoring responsibilities in the new program and was to spend two days a week on site. Monitoring activities were conducted in a peremptory fashion with little site exposure, however. Telephone reports that all was well were assumed to be accurate. The parent agency had little awareness of many problems plaguing the project.

During the time that the second Project Director was in charge, the disgruntlement of the staff grew. Many of these individuals were highly dedicated and well qualified for their positions. Staff felt that the first Project Director had not been given a chance to function effectively and that the second Project Director was inept, insensitive, and incapable of running an effective program.

The second Project Director seemed to be a major liability to the project in other ways as well. Not only did he have no conversancy with the juvenile justice system, he was not inclined to develop the kind of linkages which had to be maintained if the program was to get adequate numbers of referrals. Making matters worse, another program which served some of the same potential clients as did the New Pride Project began to draw more and more referrals away from it.

The Alternative School which was a part of the project's educational component provided a good experience to project youth. Probation officers were enthusiastic about this aspect of the project's work. No movement was made towards getting the school accredited, however. This was partly owing to the fact that the office with accreditation authority was not identified until very late in the two year life of the project. Relationships with the regular schools and other youth-serving agencies were not well developed.

Also of concern was the fact that the Program Evaluator did not have the training or motivation needed in order to fulfill the role and could not type, which was a skill necessary to the efficient operation of a computer terminal. Consequently, MIS and evaluation efforts were totally inadequate during the year

and a half of his tenure in that role. The staff, nonetheless, laboriously submitted data which were required, little of which was being processed by the evaluator. When the second Acting Director left, this individual was promoted into the vacated position.

In the second year of the project the parent agency began to get a feeling that all was not functioning as smoothly as the project management would have it believe. Around the same time, the second Project Director resigned to take a job in his home state. He was replaced by the evaluator who had no prior experience managing projects and soon left entirely. This individual was replaced in turn by an extremely capable person selected from within the project. This person was given the title "Project Coordinator". At this point, the program elements which had been functioning in a fairly effective manner up until that time improved significantly. These included the educational and counseling components. The educational component had been particularly outstanding all along, primarily owing to some dedicated and capable teachers, one of whom was also an experienced counselor, and extremely well respected by the clients.

A third year of funding might have provided the time needed to lay the groundwork for possible institutionalization. But the damage done the project through poor administration and management in its first year and the neglect and disinterest on the part of the parent agency proved too much for it. The program closed its doors at the end of the second year without qualifying for a third year of funding.

THE CHALLENGE OF INSTITUTIONALIZATION

Most social programs initiated at the state or Federal level do not involve establishing whole new organizations. Rather, they usually support the development of new activities within existing organizations, and use previously established structures of agency management, boards of directors, accountability, and community support. Ordinarily such programs augment and encourage the diversification of existing resources. This was not the case in the New Pride Replication Program.

In this initiative, ten new highly complex and multi-faceted organizations were started from scratch. Each was required to develop its own management structure, community board, evaluation, and network of community support. All faced exceptional challenges in order to provide a specific kind of holistic community treatment experience for some of the most serious and chronic juvenile offenders in their states.

Aside from the task of founding new organizations, the institutionalization of the projects with non-Federal funds was another major challenge facing the replications. It was likely to be impossible without a clear track record of effective implementation within the local community, a strong need for the project's continuance, and a great deal of political support. It might have been much easier to find the resources to continue a single new activity, or even a set of activities, that had been initially funded with Federal dollars. But in the New Pride Replication Program, institutionalization required amassing the total financial support of a multi-faceted project that was highly specialized in its target population.

It was a requirement of replication that the projects be located within private not-for-profit agencies and not in public agencies such as juvenile courts or probation departments. This was designed to keep creativity in the treatment process, as well as historically representing the social circumstances under which the original New Pride was founded. One of the earliest questions raised concerned the degree to which private non-profit agencies would be able to

institutionalize projects at the termination of Federal funding. OJJDP recognized that this might be more easily accomplished by public agencies because of their greater access and ability to secure public funds. However, one of the results sought by the replication initiative was to determine whether innovative treatment strategies implemented by other youth serving agencies could then be supported by public agencies who have public responsibility but often lack the flexibility to experiment creatively with new approaches.

It is true that independent community-based organizations serve a critical function in the administration of justice. They often provide cost-effective services in community settings and are respected by clients and public officials alike. Further, evaluation research has generally shown that community-based human-service agencies are at least as successful or more successful in reaching their service objectives, at a lower per unit cost, than public agencies serving the same function.[1]

Yet very few private non-profit agencies have the built-in, and customarily more dependable, sources of funding that most public agencies have. In addition, the New Pride Replication Initiative began at the time the aftermath of California's Proposition 13 was being felt across the country. Smaller programs were vying for greatly reduced Federal, state, and county appropriations with powerful, entrenched, sometimes unionized organizations providing traditional, and therefore more publicly justifiable, services. Funding cutbacks were being felt throughout all levels of government, as the resource base of both public and private agencies was severely limited.

This situation was in marked contrast to the one that faced the original LEAA Exemplary New Pride Project as it labored to become institutionalized with non-Federal funds. Even in the more favorable funding climate of earlier times, it took the Denver model program seven years to establish a secure non-Federal funding base for all of its components. By contrast, the most

---

1 "Literature Review," National Evaluation of Delinquency Prevention, Washington, OJJDP, 1981.

successfully implemented New Pride replication projects had only four years of increasingly reduced Federal funding in which to secure other resources for continuation.

The original New Pride Project began in Denver with a private not-for-profit agency as its sponsor. But it started out as an alternative school, with a much smaller program. Other components of what eventually became the New Pride model were added gradually, as different client needs were identified and as additional funding became available through LEAA. When this happened, the Denver project broke off from its parent agency and incorporated independently. Eventually, the project secured state funding from three public agencies, which, in combination, provided enough resources to support all of the components it had developed.

For a community-based effort, New Pride is a comprehensive, but staff-intensive program. It is less costly than incarceration and represents a creative and appealing alternative to either straight probation or secure residential care for the type of youth it serves. From the perspective of almost all of the juvenile justice officials interviewed in the Intensive Site Study, the program was highly valued because it provided more flexibility in the range of available dispositions for young multiple offenders.

However, among the wider constituency of public policy makers, the previously high degree of interest in programs for youth was giving way to other concerns such as child abuse and programs for the victims of crime. At the time the replication projects were trying to find new means for continuation, scarce resources were going into these areas, rather than into efforts to rehabilitate delinquents. In Rhode Island, for example, a child was killed by its parents and two million dollars of state money was allocated for child abuse investigation. Many of these new programs were considered to be good ones, and far less expensive than New Pride.

The amount of money needed by New Pride rendered it non-competitive in its quest for the increasingly scarce resources available in many states. In Kansas City the juvenile court felt it could operate its own New Pride-like

The amount of money needed by New Pride rendered it non-competitive in its quest for the increasingly scarce resources available in many states. In Kansas City the juvenile court felt it could operate its own New Pride-like program less expensively and with fewer problems of administration. In Boston the Roxbury District Court set up its own New Pride-like project after the effort to replicate New Pride in a local not-for-profit agency had failed.

One of the most critical factors in determining which sites mounted more successful institutionalization efforts was the project's access to resources. This, in turn, hinged on the relationship of the project to the parent agency and to its community supporters. Organizationally, if there was a close and harmonious working relationship between the parent agency and the project, it was easier to mobilize an effective effort. In only one instance did a project succeed in becoming institutionalized without the assistance of such a relationship. In this case the project director mobilized the support of juvenile justice officials and other community agencies on behalf of New Pride, only to be undercut by the parent agency after the project's resources were almost secure.

In Chicago, the parent agency of the replication project was unwilling to make the effort required to raise the money needed to continue New Pride. The Board of Directors considered it too expensive in relationship to the number of individuals benefitting. This agency was one of the only ones capable of actually raising the money needed, as opposed to tapping into other sources of public funds. It could have done so with a single yearly auction. In this instance, the expense of the project was particularly unfortunate.

Generally, the ability of well-organized, highly motivated, and thorough efforts to get New Pride institutionalized varied from site to site, depending on the availability of public funds in each community or state. The Pensacola project, which ran for four years with Federal funds, turned into a program for educationally and emotionally handicapped students. That is, the available funding base in its area was severely restricted in the juvenile corrections field. As a consequence, it could continue only if it changed its target population. So

while many of the former New Pride staff are now involved in the new program, the replication itself was not successfully institutionalized in that city.

Future Prospects

To institutionalize a New Pride Project requires about $350,000 (1983 dollars) for every year of operation. The non-priority status of youth programs in terms of political interest coupled with reduced public agency budgets made generating this kind of money close to impossible. It is a great achievement that three out of the original ten projects were able to find enough support to continue beyond the period of their Federal grants. Every additional year of continuation is bound to require massive renewed efforts on the part of both agency staff and supporters. Whether the ongoing projects will continue to be successful with these efforts will depend on their degree of organization and mobilization towards generating revenue and, quite simply, on the availability of funds.

Of the three projects that have continued, the Project Directors of two of them have left. This may have a deleterious effect on their prospects for continuation. In one of these cases, though the Director was optimistic about getting all of the components funded, the parent agency decided to cut back staff, salary, and components. Because of this the Director, who had been the instrumental person in that site's successful search for funds, resigned.

One site was financially saved by the accreditation of its alternative school, because this qualified it for state education subsidies on a per student basis. The third project that continued badly needed such accreditation, but was unable to meet its State standards. In this case, the Board of Education cited reasons for denial such as having too few books in the library, and too few study areas. So while it had state and local funding commitments of $180,000, the Director was put in a position of having to decide whether to operate the project for six months and then close down entirely, or to cut the program so radically that it might not resemble a New Pride.

Summation

The replication program demonstrated that innovative treatment strategies implemented by private not-for-profit agencies could be supported by state and local public agencies at the conclusion of four years of Federal support. The New Pride projects that were funded only for three years did not continue. To a certain extent, this result may have been determined by OJJDP's final year funding criteria, which gave priority to those projects that had achieved partial support from other sources.

Several other contingencies influenced the outcome of each site's continuation efforts. In order to institutionalize successfully, funds had to be available from somewhere. This availability was restricted by the general shift in public policy interest away from youth programs across the country, and by cutbacks in the absolute number of dollars available from all sources combined. Because New Pride was relatively expensive it was more difficult to obtain the amount of money necessary to continue the projects as designed than it would have been if they had been less expensive. The expense factor sometimes gave the edge to less comprehensive programs vying for the same dollars in a competitive environment. It also forced compromises that some Project Directors, who were especially committed to the New Pride model, were unwilling to make; that is, to cut the program so radically that its essential features might be jeopardized. All of the projects that continued sacrificed both staff and components in order to survive. None were able to continue at a level of effort believed by most Directors to be adequate.

References

Adizes, Ichak
1979 How to Solve the Mismanagement Crisis: Diagnosis and Treatment of Management Problems (MDOR Institute, Los Angeles, California).

Adizes, Ichak
1979 "Organizational Passage – Diagnosing and Treating Lifecycle Problems of Organizations," (Organizational Dynamics, summer).

Pressman, J., and A. Wildavsky
1979 Implementation (University of California Press, Los Angeles, California).

CHAPTER FOUR:

RESULTS OF THE SYSTEM IMPACT EVALUATION

A COMMUNITY VIEW OF PROJECT NEW PRIDE IN THREE CITIES: THE SYSTEM IMPACT EVALUATION

An important segment of the national evaluation of the New Pride Replication Program was to conduct a longitudinal study of the impact of the projects on the surrounding systems of which they were a part. The system impact evaluation examined the views about local New Pride projects held by juvenile justice system actors, other youth agency directors, and key decision-makers in three cities. It was designed to assess:

- The extent to which formal referral and communications linkages with the juvenile justice systems were formed and used;
- The extent to which programs developed sound relationships with public school systems, other delinquency prevention efforts, and youth-serving agencies in their communities; and
- The extent to which programs became favorably well known in their communities and won the support of key decision-makers in their quest for institutionalization.

The findings of this investigation, summarized here, assisted the national evaluators in interpreting other system impact and process study results in order to:

- Determine the impact of the project on the organization, policies, and administrative procedures of the juvenile justice system;
- Determine the impact of the project on other public and private youth serving agencies in the community; and
- Determine the impact of the project on community attitudes toward juvenile delinquency and the juvenile justice system.

The Study and its Methodology

The System Impact Evaluation sought to gain information in a variety of substantive areas by ascertaining the views of knowledgeable people in the key systems surrounding the local New Pride projects. The evaluation was based mainly upon interview data gathered from three sites. Respondents represented: (1) the juvenile justice system, (2) the youth agency system, and (3) key decision-makers in the community. The three sites were Providence, Rhode Island; Kansas City, Kansas; and San Francisco, California.

The Substantive Areas

A panel design was employed. The same respondents interviewed during Year I were again interviewed in Year II. They were asked the same questions with minor revision during Year II. The major difference between the content of the Year I and Year II study was that during Year II three substantive areas, "program definition process," "views on alternatives," and "community needs assessment," were not included. These areas were dropped because they focused upon community-wide issues that were unlikely to be affected by the maturation of the programs. Also, during Year II, questions pertaining to communications between the New Pride program and youth agencies were added. This was done because of the great emphasis placed upon this variable by respondents during the first wave of interviews.

The Final Report of the Year I study reported the results of first-year data in ten substantive areas:

1. Familiarity with New Pride
2. Patterns of Use of New Pride
3. Communications with New Pride

4. Impressions of the New Pride Program
5. The Program Definition Process
6. Position on Institutionalization of New Pride
7. Process Necessary to Become Institutionalized
8. Impact of New Pride on Juvenile Justice System
9. Views on Alternatives
10. Needs Assessment for Programs in Local Communities

The Year II study focused on change. It was based on the assumption that projects mature over time, but that the nature of that maturation is not known. The Year II study was essentially an attempt to measure the direction and magnitude of change.

Since the three samples had different expertise and stood in different structural relations to the New Pride projects, each was asked only those questions pertaining to the substantive areas about which they could be expected to be knowledgeable. The substantive areas, by the samples providing data, are graphically displayed as follows:

Categories of Questions

	Juvenile Justice System	Juvenile Agency System	Key Decision-Makers
1. Familiarity with New Pride	•	•	•
2. Patterns of Use with New Pride	•		
3. Communications with New Pride	•		
4. Impression of New Pride	•	•	•
5. Position on Institutionalization of New Pride	•	•	•
6. Process Necessary to Become Institutionalized			•
7. Impact of New Pride on Juvenile Justice System	•		

Also during the second year, a context study component was added to the System Impact Evaluation design. The context study had two goals. It was designed to yield information about the specific operations and procedures in the juvenile courts of each of the cities studied and information on public attitudes toward juvenile justice. Data for the context study were gathered through in-depth interviews with knowledgeable informants. At each site, the juvenile court administrator and chief juvenile probation officer were interviewed. This component of the study was added at the suggestion of the Advisory Panel of the National Evaluation of the New Pride Replication Program. The Panel members felt it was important to set the main body of data in the context of the court operations in the community and the social climate of the cities.

The first-year report was an exhaustive presentation and analysis of all the information collected in the substantive areas. The second year report was more narrowly focused. The mandate in Year II was to identify changes over time. Thus, this report presented information describing and analyzing the changes that occurred in the views of respondents between Years I and II. The analysis was programmatic, not theoretic. The goal of the study was to provide straightforward information on the way in which New Pride was perceived by the actors in the key surrounding systems so that adjustments and improvements in services to New Pride clients and to other delinquency treatment program clients could be made.

The Nature of the Samples

The juvenile justice system sample included all juvenile probation officers, juvenile judges, and referees whose jurisdiction fell within the target area of the three projects studied. The majority of the sample was composed of probation officers, with the significant addition of the two judges at the Providence Family Court, the two judges of the Wyandotte County Juvenile Court in Kansas City, and the head judge and three referees of the San Francisco Juvenile Court.

The youth agency sample was operationally defined as the directors of other youth agencies operating within the target area of the New Pride projects which, broadly construed, provided services in the prevention or treatment of delinquency. This sample was initially generated through references provided by local youth agency directories and was "exhausted" through the reputational method. That is, all appropriate agencies listed in published directories were called and asked upon termination of the interview if they knew of other agencies providing such services in the area. When no new agencies were suggested by respondents, the sample was considered complete.

The key decision-maker sample was selected to provide the insight and perspective of people in positions of power in the communities in which the New Pride programs were operating. The sample was initially generated by asking New Pride project administrators for the names of key decision-makers in the community who were knowledgeable about and had some influence over the distribution of the types of public funds which might serve to institutionalize the projects after cessation of Federal funding. This sample was also completed using the reputational method.

Respondents in the key decision-maker sample, among others, included five county supervisors, three state senators, two state representatives, two mayor's representatives, three directors of Departments of Corrections for Youth, two directors of state social service agencies, one superintendent of public education, one director of a municipal chamber of commerce, three executive directors of public interest or charitable institutions, and four directors of local or state criminal justice planning agencies.

During the first year, the total number of subjects in all three samples was 192. In the juvenile justice sample there were 77, in the youth agency sample 72, and in the key decision-maker sample 43. Since a panel study design demands interviewing the same respondents in the second year, it was important to locate and interview Year I respondents to the fullest extent possible. This was accomplished. Only six respondents were not located in the second study year. Ninety-seven percent were located and interviewed.

The following is a visual display of the sample sizes of the three sites, by sample, by year:

Sample Sites: Year I and Year II

Site	Juvenile Justice		Youth Agency		Key-Decision Maker	
	Year 1	Year 2	Year 1	Year 2	Year 1	Year 2
Kansas City	15	14	19	18	12	12
Providence	14	12	20	20	12	12
San Francisco	48	48	33	33	19	17
Totals	77	74	72	71	43	41

Instrumentation and Analysis

Originally three questionnaires were designed, one for each of the sample groups. Each contained questions specific to areas of expertise of that sample. The instruments were pre-tested in San Francisco and revised. Three local on-site research assistants then administered the questionnaires by telephone. Each research assistant recorded responses in full and then developed a list of appropriate categories with which their specific data could be coded. The three different sets of preliminary codes were combined to a universal set which applied at all sites, and the responses were then coded using the final categories.

During Year II the first year's codes were used as the basis upon which to classify responses at the time of the interview. This technique made for more efficient interviewing, but had the negative effect of producing a larger proportion of non-codable "other" responses.

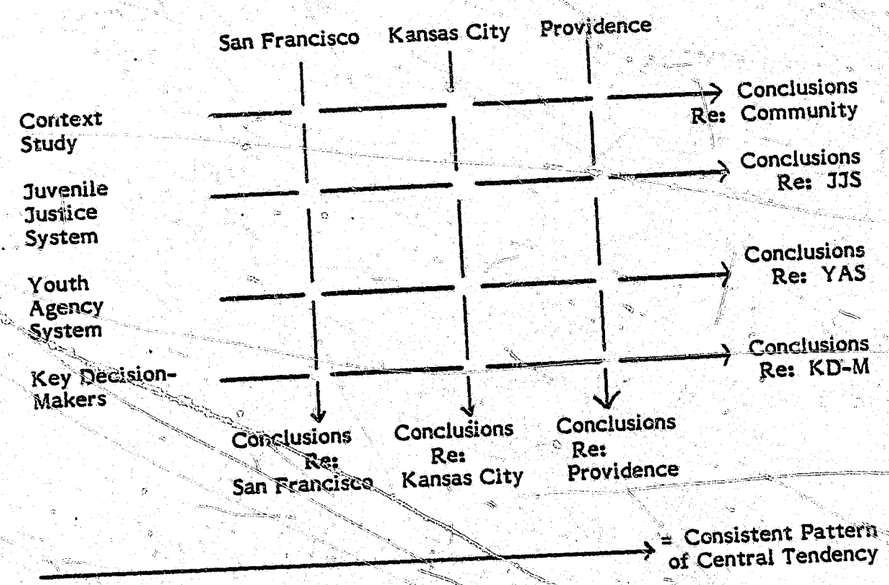
After coding, response patterns were quantified, indicating the percentages associated with the various possible responses to each question. Because a

variety of information was often offered in a single answer, an attempt was made to capture the breadth of information, thus producing more than one coded response per respondent for some questions.

In order to construct generalizable conclusions regarding the significance of the data, PIRE focused on the discovery of patterns among the central tendencies across samples or across sites. Because each sample represented a unique group, simply lumping the responses of the three samples together to produce grand totals was not appropriate. For this reason, the qualitative technique of producing generalizable conclusions by identifying similar patterns across diverse samples to generate conclusions was adopted.

The analytic process is illustrated in the following graphic manner:

Analytic Process to Generate Conclusions



The Social Context of Replication

The primary reason to examine the social context in which the New Pride replication projects were implemented was to ascertain whether the juvenile court structure or public attitudes in the local communities helped explain the findings generated elsewhere in the study. No evidence emerged that the context factors explored directly affected the perceptions of the program held by those interviewed in the three sample populations. However, some interesting findings did emerge.

In Kansas City and Providence, respondents reported that the public maintains a rather harsh "get tough on crime" attitude, one that indicates a punishment orientation toward juvenile justice. In San Francisco this attitude was less apparent. At no site, however, did respondents feel that dispositional decisions by judges and referees were significantly influenced by this harsh public view.

There are a number of reasons for this. Judges have a sophisticated understanding of the etiology of juvenile crime. They understand the complexity of factors which motivate a youth to delinquency. Unlike most criminal courts, rehabilitation as an ethic still dominates the juvenile court. Incarceration is still seen as a "last resort." Also, at all three sites judges rotate through the juvenile court, and are not elected to and identifiable with the juvenile court in the public eye. As a result, they are somewhat isolated from the public sentiment, which is presumed to be more conservative.

Consequently, all three courts studied were generally supportive of community-based alternatives to incarceration. New Pride operated in a favorable climate vis a vis the courts. Judges and other juvenile court officials were supportive. They wanted the projects to continue and either actively supported them or avoided inhibiting their successful development.

Evaluators found a wide range of dispositional options at all three sites, but there are many more community programs available for youth placement in San Francisco. Restitution and community service alternatives are increasingly used. The San Francisco and Kansas City courts have been highly supportive of community-based alternative programs and use them widely. Providence has been supportive, but somewhat less so, and uses them with somewhat lower frequency. There are also far fewer alternatives available there. None of the three juvenile courts has a formal evaluation system for the programs to which it refers youth.

In the cities where there is a specialized juvenile prosecution or defense unit, these units are praised for high quality work. In Kansas City, where private attorneys provide counsel, and in Providence, where city solicitors prosecute, these non-specialized systems were criticized. In San Francisco and Providence, defense counsel for indigent youth is provided by a specialized juvenile unit of the Public Defender located in the court building. In Kansas City, gratis defense is provided by appointment from a rotating list of private attorneys.

The level of adversarialness, however, on contested cases at all three sites was reported to be high. The amount of plea-bargaining was high in both San Francisco and Providence, but low in Kansas City.

In Kansas City and Providence, judges rotate through juvenile court responsibilities. San Francisco's bench is made up predominately of referees sitting on a semi-permanent basis. Judges reportedly concur frequently with the dispositional recommendations of probation officers at the Kansas City and Providence sites, but less frequently in San Francisco.

In general, there was a high level of concurrence between the recommendations presented by probation officers to judges concerning disposition and the actual sentence given by the judge or referee to an adjudicated youth. This affirms the key role and power of the probation officer in the disposition process. If programs wish to attract court referrals to the widest extent possible, or wish to influence the court towards an increased use of

alternatives to incarceration, it is critical that such programs put substantial energy into developing and maintaining high levels of communication with the juvenile probation staff.

Results of the Study

1. **Familiarity**

   - Projects were widely known by juvenile justice system personnel, youth agency directors and key decision-makers. They were slightly better known in the second year of the study.
   - Personnel of surrounding systems were usually informed about the project through the direct efforts of the program; that is, through project literature or presentations by New Pride staff, or personally informed by New Pride staff (as opposed to peer level services like other probation officers, court personnel, etc.)

2. **Patterns of Use (Juvenile Justice System Only)**

   - Most probation officers and all judges referred youth to program.
   - Overwhelmingly judges accepted probation officers' recommendations to refer youth to New Pride programs.
   - Changes in referral patterns between study years had to do with their being more or fewer eligible clients to refer. Very occasionally, probation officers or judges had changed positions and were no longer responsible for making referrals.

3. **Communications**

   - Although it varied across sites, the of programs' communication with the court and probation was generally seen as good.
   - When communication was not seen as good, this was considered one of the program's major faults.
   - Good communication appeared to be very important in gaining acceptance as a legitimate and preferred program.
   - One program had a court-liaison staff person, which had a very positive effect on court/program relations.
   - Communication was the most important aspect of the response of the surrounding systems to the program.
   - Projects should make a greater effort to publicize their program to the public at large, to "broadcast their image."

4. **Impressions of the Quality of the New Pride Project**

   - Ratings were mixed between sites, years, and study populations.
   - In general, projects were judged as "Partly Good/Partly Poor," "Good," or "Very Good". Very few respondents felt that New Pride was a "Poor" or "Very Poor" program.
   - In the first year, the projects' major strength was seen as the multi-service, comprehensive concept embodied in the New Pride model. In the second year, the staff and quality of services became more important.
   - In both years, the limiting nature of the admissions criteria was perceived as a major weakness.

5. **Program Definition Process**

   - Across samples and years, as the frequency of communication increased, respondents' impressions of program quality improved. As the frequency of communication decreased, the program was viewed less favorably.
   - Programs seen as good were described as effective, accountable, having good staff and good communication with the court.

6. **Position on Institutionalization**

   - Almost unanimously, respondents wanted the program to remain in the community as a permanent institution after the cessation of Federal funding.

7. **Process Necessary to Become Institutionalized (Key Decision-Maker Only)**

   - Proven effectiveness and cost-effectiveness were widely seen as being critical to efforts to gain funding after the end of the initiative.
   - The support of the community and its leadership were also seen as critical in this effort.
   - Private funding and state funding were seen as the primary alternative sources which must be solicited.

- Respondents suggested that management and staff become more sophisticated and active in fund raising efforts.
- In the second year of the study, respondents became less clear about what New Pride should do to become institutionalized.
- Chances for institutionalization were seen as generally poorer in the second year of the study.

8. **The Impact of New Pride on the Juvenile Justice System**
   - The projects were not seen as having a significant impact on the structure, function, or policies of the juvenile justice system.
   - Those who saw projects as having an impact define that impact as the creation of a new alternative to incarceration or a new condition of probation.

9. **Views on Alternatives**
   - Most respondents favored the use of alternatives to incarceration for adjudicated youth to the widest extent possible.
   - Respondents thought it was a good idea that alternatives exclude serious offenders who are a threat to public safety.

10. **Needs Assessment**
    - Vocational and employment programs were identified as the primary need at all three sites.
    - The second most often identified need was educational services.
    - Also mentioned frequently were various forms of counseling services.

General Conclusions

The juvenile justice system study respondents were very familiar with New Pride. The program was highly visible to those working in juvenile court. At all three sites, 90 to 100 percent of the JJS respondents were familiar with the program. In those cases where everyone was not familiar with it in Year I, there was an increase in familiarity by the second year.

New Pride was also widely used as a referral source by juvenile justice personnel. Two-thirds to nine-tenths of probation staff at all three sites referred youth to New Pride. The proportion referring cases increased in Year II. All juvenile court judges and referees had referred numerous youth to the program by the end of the first year of the System Impact Study.

Communication between the New Pride programs and the court deteriorated somewhat in the second year in San Francisco and Providence. Both the quality and frequency of communication were seen as poorer in Year II by juvenile justice respondents at these two sites.

Overall, juvenile justice system respondents were positively impressed by the New Pride programs in their communities, seeing them as high-quality projects. However, in the two cities where New Pride was rated most highly in Year I, impressions as to quality dropped slightly in Year II. Where the program was less well rated in Year I, impressions rose significantly in Year II.

In keeping with the general high regard for the New Pride program, a very high proportion of juvenile justice respondents, ranging from 80 to 100 percent, wanted to see the program institutionalized in the community after the cessation of Federal funding. This proportion was even higher in the second year.

In neither year did large proportions of juvenile justice respondents feel the New Pride program had a direct impact on the way the juvenile justice system operated. However, more felt that it had had more of an impact by the second

year than was the case in Year I. In general, those respondents who did feel it had an impact described that impact as the creation of a new alternative to incarceration or new condition of probation. No respondents offered the view that the system had been impacted in a significant structural manner.

Youth agency directors were also widely familiar with New Pride, though less so than their juvenile justice counterparts. Their familiarity with New Pride increased over time.

Communication between New Pride and other youth serving programs was not explored in Year I. When asked in Year II, respondents indicated that one site (San Francisco) had quite a poor record of communication with other youth agencies, and that the other two sites had moderately good records. Respondents offered the advice to the New Pride program that relations could be improved simply through more frequent contact.

There was quite an interesting variation in the way youth agency directors perceived the quality of the New Pride programs at the three different sites. In San Francisco, where only one-quarter of the respondents rated it highly in Year I, that proportion doubled in Year II. In Providence, where 100 percent rated it highly in Year I, one-third fewer rated it highly in Year II. In Kansas City, it was rated highly by over 87 percent of the respondents in Year I and by 93 percent in Year II.

Despite this variation, three-quarters to 100 percent of the youth agency directors at the three sites were in favor of institutionalization of the program. The proportion increased in the second year of the study.

Approximately two-thirds of the key decision-makers at the three sites were familiar with New Pride, and the proportion increased over the life of the study. Key decision-makers consistently reported having a positive impression of the New Pride programs, with even more rating it "Good" to "Very Good" in Year II.

Like the other samples, key decision-makers overwhelmingly supported institutionalization. A very interesting phenomena, however, occurred between Years I and II regarding their views on how to gain funding for institutionalization. During the first year there was a good deal of consistency in key decision -makers recommending the following four strategies:

1. Obtain objective evaluation data demonstrating effectiveness;
2. Gain the support of the community and its leaders;
3. Seek state funding; and
4. Seek private funding.

In the second year, no such clarity emerged. Responses were spread out among more categories. There appeared to be growing confusion between Years I and II, given another year's experience in the difficult reality of funding for social service programs, as to what methods could actually produce renewed funding.

In both years key decision-makers rated the chances for securing funding for institutionalization as poor. Chances were rated the poorer during Year II.

To summarize across samples and sites, it may be said that the New Pride program was well known and becoming more so in key organizational systems surrounding the program.

Communication was seen as a key issue by respondents in shaping their views of the program. New Pride programs' communication with the courts and other youth agencies was generally seen as good, but as being less consistent over time. Good communication was seen as essential, particularly with probation officers who are in a position to help the projects greatly.

The impression of the quality of the program across sites and samples was varied, and there was more movement seen by Year II in communication: A regression to the mean phenomena seemed to be occurring to some extent; that is, those things which were rated highly during the first measurement dropped

during the second, and those things rated low during the first measurement increased during the second, both moving toward a more "average" position. It can be said generally, however, that given variation and movement, people in the systems surrounding New Pride think of it as a high-quality program.

Another interesting pattern that emerged from the data has to do with the strengths and weaknesses respondents across sample sites saw in New Pride. In Year I, respondents rated both the programs' strengths and weaknesses around "concept" variables as opposed to "execution" variables. Concept variables relate to qualities inherent in the New Pride program model, while execution qualities are attributable to the way the program is implemented. In the first year, the strengths of the program were generally seen as the New Pride multi-service comprehensive approach to services and addressing a population in need of services. The main weakness was seen as the restrictiveness of New Pride entrance criteria.

In Year II there was a shift of emphasis in both strengths and weaknesses to execution variables. Respondents' definitions of program strengths tended to emphasize the functioning of particular service components, like education, or the quality of the staff. Such a change was apparent around weaknesses as well. The restrictiveness of entrance criteria was less often seen as a problem in the second year, while respondents took greater issue with staff and management problems.

This change from emphasis on concept to execution was probably related to the passage of time, and respondents becoming more familiar with New Pride. In the second year, knowing the program better, individuals were able to make judgements based more specifically on the program's performance, rather than simply the idea behind it. Also in the second year, respondents had adapted to the limitations inherent in the entry criteria, and no longer railed against the guidelines, but worked within them.

When one looks at the data for all three samples at each site individually, a very broad-level generalization emerges. The San Francisco site, which was

rated poorly on a number of dimensions in comparison to the other two sites, rose significantly in many categories during Year II. But it was still rated far less favorably than the others. The Providence site, conversely, was rated highly during Year I and slipped significantly in Year II. The Kansas City site remained stable, rated highly in both the first and second years of the System Impact Evaluation.

At the most general level, it might be said that New Pride, from the perspective of those with a relatively objective view provided by their position in an independent but surrounding system, was a smashing success. The replication projects studied were well known, widely used, seen as good quality programs, and considered worthy of institutionalization as permanent projects in their communities.

THE SAN FRANCISCO SITE

Context

Juvenile intake in San Francisco is the responsibility of the Probation Department. There are two intake units. One serves the northern portion of the city and one serves the southern portion. There are three options at intake. The first is to "admonish and close," where the youth penetrates no further into the juvenile justice system. The second is "voluntary or informal probation" in which no petition is filed, but the youth is supervised by a probation officer. The third option is a recommendation to the prosecutor's office that a formal petition be filed. After this initial screening of petitions by probation staff assigned to intake units, their affirmative recommendations are sent to the prosecutor's office, which has final responsibility for proceeding to adjudication.

Prosecution in San Francisco is the responsibility of a specialized juvenile unit of the District Attorney's office. The office is located on the premises of the juvenile court and at the time of this study was staffed with five full-time attorneys.

Legal counsel to indigent juveniles is the responsibility of a specialized juvenile unit of the Public Defender's office. The juvenile unit of the Public Defender's office is staffed with seven full-time attorneys and is also located in the juvenile court building. Legal Services Attorneys provide defense counsel in cases where there are multiple defendants and a conflict of interest. Private attorneys provide legal services to that small proportion of youth who can afford such representation.

Respondents interviewed for the context study report that both the district attorneys and public defenders are high-level practitioners. Contested adjudication proceedings are adversarial in nature. However, respondents report that a large proportion of cases are settled without contest through the plea bargaining process.

If a petition is adjudicated true – that is, the youth is found guilty – a number of disposition options are available. For first-time, non-serious offenders, where the family unit is somewhat stable, formal probation is the most frequent option. Probation supervision may or may not be accompanied by other restrictions. Some of the more commonly applied restrictions are restitution to the victim and community service in a probation-operated public works program.

A more restrictive disposition option is commitment to the county-run Log Cabin Ranch. This is used for older, multiple, or serious offenders, and generally involves an eight-month to one-year commitment. As alternatives to this option, the judge may sentence a youth to weekends in the juvenile hall or to the Intensive Counseling Program with 30, 60, or 90 days in juvenile hall.

"Out of home" or "private placement" in special settings such as group homes are generally reserved for psychologically disturbed youth. The state training school, the California Youth Authority, is a seldom used option. It is reserved for youth who have committed very serious offenses or who have tried and failed at all the other options.

Judges and referees sit on the San Francisco Juvenile Court bench. The Head Judge is a Superior Court Judge and rotates through the Juvenile Court position, but not for any specified period of time. Respondents report that though the judge and referees generally follow the disposition recommendation of probation officers, there are a substantial number of cases in which they do not.

Context study respondents noted that the San Francisco juvenile court has a long history of working closely with community-based organizations. Despite the adversarial relationship that developed during the activist era of the 1960's, the court and probation department have worked closely with traditional agencies such as the YMCA, Jewish Family Services, and Catholic Social Services, as well as with more community-based agencies.

The Chief Probation Officer reported that an internal study conducted by the probation department revealed that almost three-quarters of the youth under the supervision of the department also have an active involvement with an outside community agency. Approximately 20 such agencies in San Francisco provide the majority of these services.

Respondents reported that the relationship with community-based agencies providing alternative services to youth is mutually supportive. However, no formal evaluations of the agencies are done. Judgments as to their effectiveness and worth are based upon the quality of the relationship between agency staff and probation officers, as well as upon the programs' perceived effectiveness.

Regarding public attitudes toward juvenile justice, respondents note that there is no unified view in the city. San Francisco is an extremely diverse city with a great deal of ethnic and economic diversity. Some groups are in the "get tough on crime" category, while others feel that the court is too punitive. Respondents report that whatever the public climate, their experience has shown that judges and referees remain independent of the rapid changes in public opinion. They do not feel that dispositions are presently more severe or that youth are being incarcerated at greater rates than in the past. Neither do they believe that alternatives to incarceration are used less now than they have been previously.

Some respondents noted, however, that the head officer of the court, the Juvenile Court Judge, is a Superior Court Judge and thus an elected official. As such, he must be somewhat responsive to the public will. The increased use of restitution and community-service programs, as well as of the Intensive Counseling Program, may be interpreted as an attempt to be responsive to the public will.

San Francisco Findings

1. Context Study

   a. Intake: Responsibility of Juvenile Probation Department.

   b. Options at Intake: "Admonish" and close, informal probation, recommend filing of petition.

   c. Prosecution: Specialized District Attorney Unit: final responsibility for filing of petition, not for screening petitions.

   d. Defense: Specialized Public Defender Unit.

   e. Organization of Judiciary: Head judge and referees. Permanent superior judge rotates through, but no specific time period attached.

   f. Level of Adversarialness of Proceedings: High

   g. Level of Plea Bargaining: High

   h. Concurence with Probation's Recommendations: Medium

   i. Disposition Options: Probation, county institution, "out of home" placement, weekend juvenile hall, Intensive Counseling Program, state training programs. High use of restitution and community service.

   j. Policy on Alternative Programs: Highly supportive, high level of usage, many in the area, no formal evaluation.

   k. Public Attitudes: Mixed.

2. Juvenile Justice System

   a. Familiarity: Remained high, approximately 90 percent.

   b. Use:

      - Same rate of referral, approximately 2/3 referred to New Pride, differences from Year I accounted for mainly by differences in nature of probation officers' caseloads.
      - Problems in making referrals decreased.

   c. Communication:

- Program's record of communication with the court rated somewhat less favorably: Year I, 66.7 percent rated "good;" in Year II, 56.8 percent.
- Frequency of communication with New Pride program decreased.

d. Impressions:

- Increase in positive rating of quality of the program. Year I 48.1 percent rated it "Good" to "Very Good;" Year II, 73.2 percent.
- New Pride concept factors less highly rated as strengths in Year II. Education component seen as major strength in Year II.
- Communication noted less of a program weakness: Year I, 25 percent; Year II, 7.4 percent.

e. Position on Institutionalization: Increased proportion in favor of institutionalization: Year I, 80 percent; Year II, 100 percent.

f. Impact on Juvenile Justice System:

- Increased proportion felt New Pride had an impact on the operation of juvenile justice system: Year I, 48.3 percent; Year II, 53.9 percent.
- Mainly in areas of being a new alternative to incarceration or a new condition of probation.

3. Youth Agency System

a. Familiarity: An increased proportion were familiar with New Pride: Year I, 54.6 percent; Year II, 63.6 percent.

b. Communication:

- Approximately 1/2 rated New Pride's record of communication with other youth serving agencies as good.
- 3/4 of those who felt it was not good said it could be improved through increasing the frequency of contact.

c. Impressions:

- Proportion rating the program "Good" to "Very Good" doubled: Year I, 25 percent; Year II, 50 percent.

- Major strength during Year I clearly seen as the New Pride concept; "execution" variables more highly rated Year II.
- Lack of community involvement, offered as a major weakness in Year I, was not seen as a weakness in Year II. Poor communication with other youth agencies was seen as the major weakness in Year II.

d. Institutionalization: 3/4 of the respondents in both years favored institutionalization.

4. Key Decision-Makers

a. Familiarity: Remained at approximately 2/3 in both years.

b. Impressions:

- Increase in positive perceptions of the program. Year I, 36.4 percent rated it "Good" to "Very Good;" Year II, 58.3 percent.
- During Year I program concept factors were seen as the major strength. Year II emphasized more heavily execution factors like the education component.
- In both years, lack of community involvement and poor management seen as weaknesses.

c. Position on Institutionalization: A high proportion favored institutionalization in both years: Year I, 81.8 percent; Year II, 98.8 percent.

d. Institutionalization Process:

- Year I showed a much wider variety of views as to necessary practices and best strategies to gain institutionalization. Year I responses more clearly focused around securing objective evaluation evidence of effectiveness, private and state funding, and gaining the support of community leaders.
- In neither year did respondents feel it was highly probable that the program would receive continued funding after the Federal grant period. Year I, 17.6 percent felt the chances "Good;" Year II, 15.4 percent.

San Francisco Conclusions

There was a high, rather stable level of familiarity with the program in both years. It was most well known, of course, by the juvenile justice respondents. Since San Francisco is a large city, compared to Providence or Kansas City, lower proportions were familiar with the program there than elsewhere. By Year II, however, approximately 2/3 of the youth agency directors and key decision-makers were familiar with New Pride. A large proportion of the probation staff used New Pride as a referral source (70%).

San Francisco's record of communication with the court and other youth serving agencies was not good in the first year, and dropped a bit further in the second. Only one half of the youth serving agencies felt the program's record of communication was good. In the juvenile justice sample, the "Good" rating went down from 66.7 percent in Year I to 56.8 percent in Year II.

The proportion of respondents giving a good rating to the overall quality of the program was high, however, and increased in all three samples between the first and the second years of the study.

All three samples viewed concept factors as significant strengths of the program in Year I. This was revised, however, in all three during Year II, when execution factors were perceived as the program's primary strengths.

All samples overwhelmingly favored institutionalization of New Pride. In the juvenile justice system and key decision-maker sample, the proportion favoring institutionalization increased in Year II.

There was little optimism among key decision-makers as to the program's chances of receiving continued funding after the Federal grant period. In the first year there was some clarity that objective proof of effectiveness, private sector and state funding, and community support were the keys to institutionalization. In Year II, no such clarity emerged.

During Year I, San Francisco was the least well received program of the three studied. In the second year, it was seen as a better program, but still not as good as those in the other two sites studied.

THE KANSAS CITY SITE

Context

In Kansas City, Kansas, there are two units responsible for intake at juvenile court. All abuse and neglect cases go to the Director of Abuse and Neglect. Complaints of delinquency go to the Director of Intake where, given the merits of the case measured against a set of departmentally developed objective criteria, the case is initially screened. Criteria include decisions around seriousness of offense, past contacts and dispositions, age, family situation, and the prosecutability of the case.

The intake options are basically three: close the case, refer to diversion, or recommend to the prosecuting attorney that a petition be filed. There is no informal probation. The prosecuting attorney makes the final decision on the matter of filing.

If a case goes to disposition, a social history is done by the probation department. The social history includes the youth's total situation, his family, and school status, and recommends a disposition option. Respondents agree that judges generally concur with probation recommendations. This may be due, in part, to the fact that juvenile judges rotate through the Kansas City juvenile court every two years and do not gain the perspective and insight in matters of juvenile treatment that they expect probation officers to have.

The prosecutor's role is the responsibility of a specialized juvenile unit in the district attorney's office. The office is staffed by three full-time juvenile court district attorneys and is located in the juvenile court building.

Defense counsel for indigent clients (the vast majority) is provided through court appointment from a rotating list of private attorneys. Considerable criticism of this type of system was voiced as respondents felt there was a great deal of variation between attorneys with regard to the quality of defense

provided. A permanent specialized public defender unit, it was suggested, might provide superior legal counsel to accused juveniles.

Despite this, respondents noted that contested dispositions were highly adversarial in nature. Only recently has some plea-bargaining entered the system as the district attorney's role has become more prominent. Still, overall, the level of plea-bargaining remains low.

If a petition is found true, there are a number of disposition options. Restitution orders and formal probation, with or without orders, are used for first-time and non-serious offenders. In more serious cases, judges commit youth to the custody of the state social service department to be placed in one of four state training schools, one for girls and three for boys, segregated on the basis of age.

For "out-of-home" placement, generally reserved for "disturbed" youth, the court places the boy or girl in the custody of the state social services department, which in turn finds a placement in a group home or a specialized institution.

The two main alternative to incarceration programs in Kansas City are the New Pride Project and the probation department's Intensive Supervision Project. The latter program involves case managers with a low 10-person caseload, alternative education, employment, and other service components. The project is not housed in any one place, but services are "brokered" for each client by the case manager. The program is targeted for "high risk" youth who would otherwise go to training schools, It has no rigid entrance criteria. The program grew out of, in fact, a dissatisfaction with the restrictions of New Pride entrance criteria. The Intensive Supervision Project, however, contracts with New Pride to provide case management and employment services.

Kansas is a "community correction state" based on the California and Minnesota models. As a result of this and the historically positive relationship between the court and the community, the court is very supportive of

alternatives programs. Court personnnel have been involved in creating both presently existing alternative programs. Further, respondents claim the two alternatives programs are used widely by the court. An increased use of alternatives is one of the reasons that commitments to state institutions by the Kansas City Court were down 50 percent in 1982 over the previous year, according to the Chief Administrator. The Court does not, however, have a formal method for evaluating the effectiveness of the alternative programs they use.

Regarding the public's attitude toward juvenile justice in the Kansas City community, it was noted that while the actual rate of juvenile crime is decreasing (mainly due to the shrinking juvenile population), the public is increasingly concerned with crime as a social problem. The new Kansas State Juvenile Code reflects the "get tough on criminals and delinquents" approach, which a great deal of the public believes is the best solution to the problem. One respondent noted, however, that the majority of people do not feel the problem is really as clear as the "get tough" solution implies, but are more comfortable with simplistic, all-explaining answers. The same respondent felt it was very important to educate the public through presenting to them the true complexity of the issue, involving abuse and neglect backgrounds, as well as difficult personal and social situations.

As in San Francisco, the respondents felt the judges were not influenced to a great extent by the public "get tough" attitude. Alternatives are being used at a higher rate, in fact, and few waivers to adult court occur. Judges in Kansas City's Juvenile Court may be protected from public influence somewhat because presently theirs are appointed positions, and incumbents move through juvenile court on a two-year rotation.

Kansas City Findings

1. Context Study
   a. Intake: Director of Intake screens cases using objective criteria.
   b. Options at Intake: Close, recommend to diversion, recommend filing a petition, court-operated diversion.
   c. Organization of Prosecution: Specialized District Attorney unit. Responsibility for filing petitions.
   d. Organization of Defense: Court-appointed from rotating list.
   e. Organization of Judiciary: Judges rotate through every 2 years.
   f. Level of Adversarialness: High
   g. Amount of Plea Bargaining: Low
   h. Concurrence with Probation Officer Recommendations: High
   i. Disposition Options: Restitution order, formal probation, commit to custody of state social service department for training school institutionalization, commit to custody of state social service agency for "out of home placement," Intensive Supervision Project.
   j. Policy on Use of Alternatives: Very supportive, high level of usage, only two such programs in the area, no formal evaluation of the programs.
   k. Public Attitude: Seen as harsh.

2. Juvenile Justice System
   a. Familiarity: Same as Year I, 100 percent familiarity.
   b. Use:
      - Same rate of referral, approximately 86 percent.
      - Problems in making referrals decreased in year II.

c. Communication:

- Rating of program's record of communication remained stable and high. Year I, 85.7 percent rated it "good;" Year II, 92.8 percent.
- Large increase in frequency of contact.

d. Impressions: Highly positive rating of program quality in both years; Year I, 100 percent rated "Good" to "Very Good;" Year II, 92.9 percent.

e. Institutionalization: 100 percent in both years in favor of institutionalization.

f. Impact on Juvenile Justice System: Increased proportion felt New Pride had an impact on operation of Juvenile Justice system: Year I, 55.6 percent; Year II, 85 percent. The impact, as in San Francisco, was in serving as a new alternative to incarceration or a new condition of probation.

3. Youth Agency System

a. Familiarity: Slight increase in proportion familiar with New Pride: Year I, 84.2 and Year II, 89.9.

b. Communication: 85.7 percent felt program had developed a good record of communication. (No Year I data.)

c. Impressions:

- Positive in both years, slight increase. Year I, 87.4 rating it "Good" to "Very Good;" Year II, 92.8 percent.
- Strengths were seen as diverse in both years, with the program serving a population in need remaining a strength in both years.

d. Institutionalization: 100 percent for institutionalization in both years.

4. Key Decision-makers

a. Familiarity: Approximately 2/3 in both years were familiar with New Pride.

b. Impressions:

- Views on quality of New Pride improved. Year I, 50 percent rated it "Good" to "Very Good;" and Year II, 87.5 percent.

- The major strength of the project in the first year was seen as the New Pride concept. Execution variables were seen as the major strengths in the second year.
- Weaknesses that were emphasized in Year I were management and community involvement. In Year II they were communication and under-funding.

c. Position on Institutionalization: Year I, 83.3 percent; Year II, 100 percent were in favor of institutionalization.

d. Process of Institutionalization:

- Private sector funding was emphasized in both years.
- In neither year were the chances of securing funding seen as good, least in Year II. Year I, 44.4 percent rated chances "Good" to "Very Good;" in Year II, 36.4 percent.

Kansas City Conclusions

One hundred percent of the juvenile justice sample in both years were familiar with New Pride. Approximately 2/3 of the key decision-makers sample in both years were familiar with it. In the youth agency system sample, the proportion familiar with the program increased from 84.2 percent to 89.5 percent.

Probation officers referred youth at a stable and high rate over the two year period, with referral problems decreasing in Year II.

A high proportion of both juvenile justice system and youth agency system respondents saw the program as having a good record of communication and improving in Year II.

The program was rated highly by all three groups in the first year and rated even more highly by all three groups in the second year.

One hundred percent of all three samples in both years were in favor of institutionalization.

The private sector was seen as the key element in funding processes and strategies. Unfortunately, less than 1/2 in the first year and fewer than 40 percent the second year felt that chances were good for finding new funding.

Overall, Kansas City was the best received, most consistent, and most improved site over time of the three considered in the System Impact Study.

THE PROVIDENCE SITE

Context

In Providence, the court may be said to approximate the traditional juvenile court described in the literature. It is the juvenile justice system, and maintains control from intake through disposition. It is characterized by low task specification, centralized authority, and little prosecutorial function. Intake has little actual discretion to adjust cases informally. Little discretionary screening occurs. Rather, all complaints are processed according to a written criteria based on age, number of priors, and the seriousness of the offense. Alternative paths for a given case include (a) close, (b) divert, (c) proceed with petition.

Probation receives the case, if the intake unit files a petition. The probation department is itself part of the State Department of Children and Their Families. This social service agency is also responsible for the juvenile correctional facilities.

The Providence Court serves the entire state of Rhode Island. Cases are assigned to probation officers on a geographic basis. Social histories are prepared and submitted after the facts of the case have been determined. They are standardized in format with sections of family, school, character, offense, and juvenile justice history. The reports generally contain a recommendation by the probation officer as to a proper disposition. The respondents noted that this recommendation is usually followed by the judge.

The prosecutor's role is the responsibility of city solicitors from the geographic area in which the offense was committed. There is considerable criticism of this system. Critics argue that city solicitors are not experienced in juvenile prosecution and are ineffective. Also, the prosecutor plays no significant role in the decision to file a petition of delinquency.

Defense counsel is provided by a specialized juvenile unit of the Public Defender's Office. Unlike the prosecutorial system, respondents viewed the Public Defender's Office as excellent.

Like the other two sites, contested dispositions are extremely adversarial in nature. Like San Francisco and unlike Kansas City, a large amount of plea-bargaining occurs in the Providence Juvenile Court.

Disposition options include directed orders without formal probation, formal probation with or without orders, state training school, or "out-of-home" placement. Alternative programs are few in the Providence area. Respondents estimated that there were less than three or four alternative programs other than New Pride in the state.

Respondents also felt that the court assumed a supportive stance toward alternative programs such as New Pride. They noted, however, that in terms of actual numbers, the court refers few youths to alternative programs.

There are no formal evaluations of these programs by the courts. However, the Office of Child Advocate under the governor's authority acts as an advocate to maintain and improve children's institutions in Rhode Island.

Respondents agreed that public attitudes in the community are clearly "get tough on crime" oriented. This has resulted in a number of punitive juvenile justice bills becoming law in Rhode Island. They report, however, that the court is not "caving in" to this pressure. Judges act independently and are not seen to have exchanged their disposition policies as a result of public opinion. The juvenile court does, however, have active restitution and community service programs which are well received by the public.

The juvenile court in Providence is unique in a number of ways. Besides having state-wide jurisdiction, it is one of the few true family courts in the country, providing resolution for domestic and juvenile matters. Also, it has doubled the amount of judgeships in the past ten years. During that time, five

new positions have been added. Finally, the records system is 100 percent computerized, very efficient, and provides excellent ground for quantitative research.

Providence Findings

1. Context Study:

   a. Intake: Responsibility of the court. High discretion.

   b. Options at Intake: Close, recommend to diversion (court-operated diversion), recommend filing a petition.

   c. Organization of Prosecution: City solicitors, no responsibility in filing decision.

   d. Organization of Defense: Specialized juvenile unit.

   e. Organization of Judiciary: Superior court judges rotate through for unspecified periods.

   f. Level of Adversarialness: High

   g. Level of Plea Bargaining: High

   h. Concurrence with Probation Officer Recommendation: High

   i. Disposition Options: Referral to program, formal probation, state training school, "out of home" placement. Wide use of restitution and community service.

   j. Policy on Use of Alternatives: Moderately supportive, moderate level of usage, no formal evaluation of programs.

   k. Public Attitude: Seen as harsh.

2. Juvenile Justice System:

   a. Familiarity: Same in both years, 100 percent.

   b. Use:

      - Slight increase on proportion who referred to New Pride: Year I, 85.7 percent; Year II, 91 percent.

      - Same low proportion of problems in making referrals, slightly less in Year II.

   c. Communication:

      - Proportion who rated program's record of communication as good dropped. Year I, 91.7 percent felt record was "Good;" Year II, 58.3 percent.

      - Frequency of contact decreased.

   d. Impressions: Proportion who rated program "Good" to "Very Good" decreased. Year I, 80 percent; Year II, 66.9 percent.

   e. Institutionalization: Slight drop in proportion favoring institutionalization: Year I, 92.3 percent; Year II, 83.3 percent.

   f. Impact on Juvenile Justice System: Similar low proportion felt New Pride had an impact on Juvenile Justice System: Year I, 30.8 percent; Year II, 25.0 percent.

3. Youth Agency System

   a. Familiarity: Slight increase in familiarity: Year I, 60 percent; Year II, 70 percent.

   b. Communications: 85 percent of the Year II sample felt the program had developed a good record of communication with other youth agencies. (No Year I data).

   c. Impressions:

      - Proportion rating "Good" to "Very Good" decreased by 1/3: Year I, 100 percent; Year II, 66.6 percent.

      - New Pride service concept seen as a major strength in both years.

      - Limiting entry criteria and staff were seen as weaknesses in Year I; less so in Year II.

   d. Institutionalization: Institutionalization was favored by a large proportion in both years, dropping slightly in Year II: Year I, 100; Year II, 91.7 percent.

4. Key Decision-Maker

   a. Familiarity: More were familiar in Year II. Year I, 58.5 percent; Year II, 75 percent.

b. Impressions:

- 100 percent in both years rated program quality as "Good" to "Very Good."
- Program concept variables dominated more in Year II than Year I in regard to strength.
- Staffing issues were seen as a weakness in both years.

c. Position on Institutionalization: 100 percent in both years in favor of institutionalization.

d. Process of Institutionalization:

- Focus of responses as to where energy for funding should be placed moved from state in Year I to private sector in Year II.
- Pessimism regarding future funding increased in Year II.

Providence Conclusions

100 percent of the juvenile justice system sample, 3/4 of the key decision-maker sample, and 3/5 of the youth agency system sample were familiar with New Pride. The proportions increased in Year II among both the youth agency system and key decision-maker populations.

A high proportion of probation officers referred youth to New Pride and the percentage increased slightly in Year II. There were few cases of problems making referrals and these lessened in Year II.

The proportion of juvenile justice system respondents who felt the program had developed a good record of communication with the court dropped from 91.7 percent in Year I to 58.3 percent in Year II. However, 85 percent of the youth agency system sample rated the record "Good" in Year II.

The proportion of respondents in both the juvenile justice and youth agency system sample who rated the program quality as high dropped in Year II. Among the juvenile justice system sample, it dropped from 80 percent to 66.9 percent and among the youth agency sample, from 100 percent to 66.6 percent. 100 percent of the key decision-maker sample rated the program highly in both years.

Although institutionalization was favored by all samples in both years, the proportions favoring it in the juvenile justice system and youth agency samples dropped during Year II. Again, 100 percent of the key decision-makers favored it in both years.

The emphasis on the key elements in gaining future funding moved from state monies in Year I to the private sector in Year II.

Though Providence was a highly regarded site by respondents in the first year of the study, it fell in many areas in Year II. Nonetheless, like the other sites, it still has an overall positive image in the surrounding systems.

CHAPTER FIVE:

DISCUSSION AND RECOMMENDATIONS

DISCUSSION AND RECOMMENDATIONS FOR FUTURE IMPLEMENTATION OF THE NEW PRIDE MODEL

Process data gathered over the course of the Replication Initiative show that the New Pride model is replicable. While not all ten replication projects were successful, the data suggest that the serious problems some projects confronted were not caused by impossible jurisdictional conditions. Perhaps the Los Angeles project may be the sole expection. While the cause of this project's failure was primarily internal to the project and its paren: agency, the way the juvenile justice system operates in that jurisdiction might have prevented even an effective program from getting enough eligible youth. At the other New Pride sites, difficult jurisdictional conditions were or could have been surmounted or altered by a strong program.

Although almost every site was able to adapt to its jurisdictional setting, the vast differences among jurisdictions did impact on projects in a variety of ways. Basically, jurisdictional differences set the stage for project adjustment and not the reverse. The projects had to create ways of working within the procedures and processes of the juvenile courts. Cases of discrepancy were resolved by project efforts to work within the system or its support (and its referrals) could be jeopardized.

Even the eligibility criteria did not alter the official case processing of youth served. The proportions of filed petitions that were adjudicated true in the comparison and treatment groups were compared both before and after case action date. There were no significant before/after differences between groups in any jurisdiction. This suggests that the courts were not adjudicating more in order to qualify youth for New Pride, despite the strict program eligibility criteria.

The lack of a measurable project effect on the impositional responses of the juvenile justice system was further exemplified by the data on long-term incarceration. Being sent to New Pride had no impact on the rate of Department of Corrections commitments. With all the controls on the data in place, clients

were equally as likely as their comparison group counterparts to receive such commitments (see Chapter 7, Table 21). Also, findings of the system impact study show that the projects were not perceived by key people within the community as having a significant impact on the structure, function, or policies of the juvenile justice system. Rather, projects' effects on their surrounding systems were primarily that they provided the courts with a new alternative to either incarceration or straight probation.

In general, those interviewed in the system impact study viewed New Pride as highly successful. The projects examined in this intensive study were well known, widely used, and respected. Most respondents were strongly in favor of the projects' being institutionalized in their communities. Generally speaking, one of the most impressive parts of the entire replication program was the high quality of the professional staff attracted and committed to project positions. Hence, the resources within the projects were outstanding. Yet the task of institutionalization proved to be a more difficult hurdle for projects than implementing the New Pride model. Only three sites were able to generate enough local funding to continue after Federal monies ceased, and these programs had to cut their services drastically. The full program model was too expensive to be supported by local funding sources.

Both successful implementation and institutionalization were related to the Project Director's capacity to mobilize the resources of the parent agency, and through them, the resources of the community, on behalf of their projects. Because founding a New Pride program involved establishing a new organization, the most effective management structure included:

- An entrepreneurial Project Director, who was responsible for bringing the project to the new city (proposal organizer; person with the sense of mission),
- Coming from an established management position within the parent agency,
- Which enhanced his or her capacity to secure organizational resources on behalf of the project.

Sponsoring agencies that were most likely to be successful in establishing New Pride projects were:

- those that had a related organizational purpose, such as the provision of services to troubled or disadvantaged youth and adults;
- those that had a credible record of service delivery in their community;
- those that were neither too large nor too old. The oldest parent agencies tended to be quite set in their ways and have an administrative orientation that did not allow them to handle the needs of a new project in an effective way. They tended to err through either over or under control;
- those that were not themselves just beginning as organizations, or if they were, those in which the Director of the parent agency simultaneously functioned as the Director of New Pride.

Finally, new projects had a better chance of survival if they were placed in communities that had few programs for adjudicated youth, and no significant competition from court-operated initiatives.

While the experiences of the projects demonstrate that New Pride is replicable, a central lesson of their experiences is that it is very difficult if not impossible to replicate exactly such a strictly constructed, sophisticated, and expensive program model. At most sites, numerous factors made exact replication of the model infeasible or less than successful. Those sites able to continue after Federal funding was withdrawn had to modify their programs even further due to severely reduced budgets. Hence this question arises: what options are there besides exact replication? Exploring other ways to ensure the adoption or adaptation of the New Pride approach may prove more fruitful.

Ways to Enhance Program Effectiveness and Reduce Costs: Adaptation of the Model

An assumption is made here that the essential purpose of promoting the New Pride model is this:

> The New Pride model provides a viable set of program tools that can be used at the local level to address the unmet remedial and developmental needs of juvenile offenders in an individualized, integrated, and holistic manner. In doing this New Pride can provide a way for juveniles to break out of a pattern of delinquent behavior and find a higher, more personally and socially constructive road to adulthood.

In light of the kinds of problems which arose in replicating and institutionalizing New Pride, we suggest that the concept of "replication" be replaced by that of "adaptation," while retaining the essential purpose of the New Pride approach. Within this framework of model adaptation, certain modifications could be made to simplify the model's design which could make it both more effective and less expensive.

The central emphasis of this adaptive approach would be on the Individualized Integrated Service Plan (IISP), which is perhaps the single most important program element that makes New Pride unique. Only through developing, using, and updating the IISP can the program be assured of offering truly individualized and integrated services. Most New Pride projects found the IISP a very difficult tool to use, for they were more accustomed to a reactive service approach than the process of planning treatment proactively. At several sites the IISP process was never considered important and thus was never fully utilized. These programs provided a range of services, some of which were quite effective. However, the heart of the New Pride model – identifying a youth's needs, setting objectives to meet these needs, and working together to design and carry out a plan of services to achieve the objectives – was missing. On the other hand, those sites that seriously tried to use the IISP process found that as it became a more integral part of their program, it significantly increased their ability to optimize the effectiveness of the many services they provided to youth.

Along with the IISP process, the basic New Pride service interventions should be emphasized. These are: intensive supervision/counseling, education/tutoring, and employment/employment preparation.

When a program's foundation is strong, that is, when the IISP process and the basic services are functioning effectively, then the program might add ancillary services and activities. Although a basic diagnostic assessment is necessary to develop an appropriate IISP, a more complete diagnostic work-up, perhaps along the lines of the four-level testing battery of the model, could be added later. Other program elements which could also be added later on are cultural and social activities, and the cultivation and training of community volunteers.

Such a concentration of emphasis would open the way for the evolution of more natural organizational growth than appeared possible in most of the New Pride Replication Projects. Were project efforts allowed to evolve more naturally, stimulated by an increased awareness of needs and potentials as well as by their own evolving motivation to address those needs, then the resulting organizational efforts would have a more basic integrity. Those involved in implementing the approach would be more likely to have a vision of how these efforts needed to unfold. They could evolve their own, perhaps more viable strategies for accomplishing them, since the strategies would have been generated locally and not imposed in any sense from without. Efforts to adapt the "basic" model would be the result of a natural evolution; they would be internally motivated, rather than externally motivated and subject to external (or the perception of external) pressure.

In future adaptations of the New Pride model, existing treatment programs for delinquent youth which might offer only one or two basic services could focus their resources on adding the other basic service components of New Pride. A non-computerized IISP process could be added at no expense, but project administrators and staff would need thorough training in using the IISP. Augmenting existing programs rather than creating brand new ones might assure more stable programs with far better chances of institutionalization.

Proposed Refinements of the Model

Within the context of the adaptive approach, which places initial emphasis on the IISP and the basic service interventions and then builds a more complex program as these elements grow strong, we suggest some specific refinements of the New Pride model. All of these proposed modifications originated from the sites themselves, either as suggestions for change or as spontaneous adaptations of the model made locally. The modifications, which will be discussed below, are as follows:

1. Altering the determination of client eligibility.
2. Simplification of the diagnostic testing battery.
3. Accreditation of the Alternative School.
4. Increased use of local resources by the employment component.
5. Creation of a court liaison position.
6. Specific assignment of the functions of school reintegration and volunteer coordination after the project start-up phase.
7. Modifying the six month intensive phase/follow-up phase dichotomy.
8. Simplification of program evaluation.
9. Expansion of technical assistance.

Determining Eligibility

Clearly, a nationally established entrance criteria defining offender chronicity by the number of adjudications was not very satisfying from either a practical or a research point of view. Jurisdictional differences in the procedures of establishing guilt were too vast from city to city. If new projects targeted for serious or chronic juvenile offenders are contemplated, new criteria should be considered in light of all the recurrent problems.

The intent of New Pride has been to serve serious and chronic juvenile offenders, youth at risk of being remanded to long-term custodial institutions. It has served and continues to serve such youngsters. (Replication clients average 11.3 prior offenses, 6.7 of them sustained by the time of program admission.) However, more flexible guidelines would be necessary to future replications of the project, especially if it were deemed desirable to target clients from large American cities. Jurisdictions with large caseloads are quite unlikely to alter their established procedures to accommodate the referral needs of new community programs, yet they have an abundance of serious and chronic offenders. This target group of offenders is defined and handled differently across the country.

The difficulties in implementing the New Pride criteria for program entry suggest that future criteria for programs involving serious and chronic juvenile offenders should be shifted away from simple counts of prior sustained offenses to a more realistic evaluation which includes the "seriousness" of prior offenses. Such a change would allow acceptance into the projects of subjects who have fewer prior counts with more serious offenses, but still retain a target population which includes the worst juvenile offenders in a given jurisdiction.

- Any eligibility guideline for client intake should be based on a site by site determination of juvenile court procedures in order to assess which members of the population of probationers are considered the most serious offenders.

Yet it is impossible to set an explicit site criteria based on "seriousness" without some knowledge of the distribution of "seriousness" estimates within each jurisdiction. Such estimates may be acquired by some pre-sampling of juvenile history data prior to the intake of any clients at each project location. The sample may be relatively small, say 30 or so subjects, and may be used to establish a rough initial criterion for program entry at each site. How much this criterion should be raised or lowered to optimize the "seriousness" of offenders at each new location may be determined from this point on as the size of the available local data base grows.

- For future projects, a qualified person should obtain a sample of the levels of offense chronicity and seriousness found in a random draw of case-files from the juvenile court records in each jurisdiction, and interview court officials. Once the universe of official delinquents is estimated and the definitions and procedures employed in each jurisdiction have been documented from interview materials, new "individualized" criteria can be established in conjunction with the courts.

Diagnostic Testing

Given the experiences of the Replication projects, an effective or meaningful replication of the diagnostic component of the New Pride model appeared to be an unusual event, one which was contingent upon the grantee's previous familiarity with the diagnostic process and with its use in formulating treatment plans. Specifically, in order to implement functional diagnostic procedures, the project director would appear to need this expertise. This is due to the complexity of its integration with the rest of the New Pride model, which requires educating other teaching and counseling personnel unfamiliar with the utilization of test scores.

The diagnostic component in its original form in the New Pride Model was extremely expensive and difficult to implement. The value and priority of this component should be re-evaluated in light of the reduced resources that may be available to future New Pride programs. As suggested above, if programs wish to use a comlex, multi-leveld diagnostic testing battery, this should only be implemented after the IISP process and the basic service components are in place. In the initial phases of program implementation, the diagnostic component might be simplified in the following ways to preserve the essential features of the model while reducing costs:

- Level I screening tests for learning disabilities should be few and only those not requiring a specialist to administer. A qualified special education teacher on the program staff should be able to do the initial screening for learning disabilities.

- Further testing and learning disability diagnosis should be the responsibility of qualified consultants who are willing to do the additional testing at the project facility. This procedure keeps the diagnostic process "in-house" while avoiding any perceived stigma possibly involved with being referred to an outside mental health unit.

- Tests requiring board certified psychologists for their administration in many states, such as the WISC-R or WAIS-R, should be moved to Level II and only given to youth suspected of being learning disabled after the initial screening.

- Testing for learning disabilities beyond Level II should not be required.

- Youth coming into the program should be pre and post-tested for academic achievement, at least in the areas of reading and mathematics. This testing might be done by teaching staff, a procedure which should facilitate the utilization of test results in the IISP process and in the teaching program. Post-testing is essential to provide impact data on educational services.

The New Pride Alternative School

At most Replication projects the Alternative School was a highly successful service component. Two sites were able to secure full accreditation of their Alternative Schools so they could graduate students. Most of the other sites were able to work out arrangements with their local school systems so they could award credits and receive in-kind support. This support was usually in the form of one or two teachers whose salaries were paid by the local district, psychological and/or diagnostic services, and the like.

This service component has the potential to be one of the most readily institutionalized through achieving accreditation and qualifying for local, state, and/or Federal education monies. The experience of the Replication projects shows it can either be fully funded by state tuition monies (Camden) or receive in-kind support including teaching staff, books and other teaching materials, and supportive services. The accreditation process, however, differs from state to state and can be very difficult, time consuming, and slow. Commonly, many

requirements must be met, such as building a sufficient library, acquiring particular teaching materials, and developing specific curricula. Schools can qualify for monies that are earmarked for a number of purposes from all levels of government. They can tap into funds for special education, vocational education, or teaching and testing materials, or funds targeted for the education of serious juvenile offenders or emotionally disturbed youth.

Qualifying for these monies, especially for enough to institutionalize the Alternative School, requires a focused and sustained effort. Within the New Pride project the Educational Supervisor, with full support from project administrators, could assume responsibility for gaining school accreditation and qualifying for educational funds. If this were a high priority of the project and specifically assigned to one person, it is quite possible that the educational component could be fully institutionalized.

- The Educational Supervisor, supported by project administrators, should work towards accreditation of the Alternative School. He or she should also seek out at all levels of government, educational monies for which the school might qualify, and make a major effort to secure as much of this funding as possible.

Employment Component Refinements

Any future New Pride projects, either nationally or locally supported, will probably be operating at far lower levels of funding than did the replication projects in their first two years. Thus, if they are to be able to implement a viable, effective employment component, which is one of the critical elements of the New Pride model, the tasks required of them must be clarified and simplified. It is important that realistic goals be set for new programs, and that the staffs' responsibilities be feasible and clearly specified.

Pre-employment training, which includes job preparedness and career exploration, might be conducted by the New Pride teachers in alternative school

classrooms. A number of replication projects conducted these classes in this way, quite successfully. It is strongly recommended, however, that new projects have a curricula for such classes in advance. For specialized vocational training, clients could be referred to a Regional Occupational Program (ROP) or to local technical schols, with which the projects can enter into contractual agreements.

Almost every city has several youth employment agencies that have working relationships with businesses and other organizations. The explicit purpose of these agencies is to place youth in jobs. With more limited funding, new projects will most likely have to utilize these existing employment services if they are to have a successful employment component. There are several ways this can be done. One approach would be to contract with a local CETA or other youth employment agency so that clients are placed in jobs on a priority basis. Another approach would be for the project itself to underwrite half a year's salary of one of that agency's job counselors. The person selected should be experienced. This job counselor could then spend half of his or her time placing New Pride clients. An agreement could be negotiated so that the employment agency would continue to place project youth for at least another year after the salary subsidy ended. This type of arrangement would help the project take advantage of services already existing in the community, while reducing the costs involved. The inter-agency communication might also facilitate future funding for this component.

As few employment agencies continue to supervise youth after they are placed in jobs, New Pride case managers could perform this function along with their other supervisory responsibilities. This would keep the staff involved in all aspects of the services being provided to clients. Although another agency may be involved in placing a client, by monitoring that client while he is employed, the New Pride case manager does not become just a broker of services, but remains aware of the youth's progress.

Regarding the employment component as a whole, refinements of the model might include the following:

- Curricula for job readiness and career exploration classes should be provided for teachers to use in the classrooms.

- The project might pay one-half of one year's salary of a job counselor in a local employment agency with the agreement that that person would place New Pride clients in jobs and continue to provide those services for at least one year after the subsidy ends. This procedure could be generalized to the utilization of community resources in areas other than employment.

- New Pride counselors or case managers could monitor the progress of clients placed on jobs as part of their intensive supervision of these youth.

A Court Liaison Position

In the original New Pride model, staff at all levels were to deal with the juvenile justice system. Project Directors were to establish referral procedures and means of communication with the local juvenile court and probation department. Intake counselors were to ascertain client eligibility and facilitate the referral process. Case workers were to maintain communication with their clients' probation officers, submit progress reports to the judge, and accompany youth to court hearings.

This division of responsibilities inevitably created problems, for vital information was sometimes not communicated, which led to misunderstandings or a drop-off of referrals. Also, the counselors frequently found themselves overextended with the many tasks they had to perform and places they had to be.

To remedy this situation, several Replication projects created a court liaison position. This centralized the responsibility for maintaining project/juvenile justice system linkages with one person who spent a major portion of his or her time at the court. Giving the judge and Probation Officers one person to contact with issues or problems and having that person readily accessible had a very positive effect on this relationship which was so crucial to projects. Every site where a court liaison position was created found that their

dealings with court officials improved significantly as a result of this staffing change.

- To facilitate a positive relationship with the juvenile justice system, sites are encouraged to create a court liaison position. This person should spend a major portion of his or her time at the court, and have responsibility for facilitating referrals to the project and maintaining communications between court officials and the project.

School Reintegration and Volunteer Coordination

In the New Pride Replication model, one person was assigned to supervise both the School Reintegration and Volunteer Components. In their start-up phases, projects found that the tasks involved in these components were minimal, and had a low priority in comparison with other functions that needed to be performed. Sites needed to get their basic services in place, and found they needed all available staff to do this. Clients were not yet ready for school reintegration and staff were unprepared to deal with an influx of volunteers. As a result, almost every project had altered the original staffing plan by the end of the first year. The school reintegration/volunteer coordinator position had either been eliminated and these tasks assigned to other service staff, or the person in this position had assumed other more pressing responsibilities. The consequence of these changes was that when sites became fully operational, and needed volunteers to be recruited and coordinated and students reintegrated into public schools, there was no one to focus on performing these tasks. Process data show that at almost every site these two functions – school reintegration and volunteer coordination – were performed only minimally, even in sites' third and fourth years of operation.

As discussed above in the overall recommendations for refinement of the New Pride model, the model could best be adapted from the ground up, that is, by building the basic service components first and then adding ancillary services. Both school reintegration and volunteer coordination are components that should only be added after the foundation of the project is strong. At that time, it is

important to consolidate the responsibility for these functions with one or two persons and make their performance a high priority. Only in this way will these tasks avoid being eclipsed by other demands, particularly those of providing direct services.

- The School Reintegration and Volunteer Coordination components should be implemented only after the basic services are fully functioning, and should be specifically assigned to one or two persons.

Intensive and Follow-up Phases

The New Pride Replication model stipulated one year of program participation split into two discrete and equal phases: a six-month intensive phase and a six-month folow-up phase. In practice, this strict timetable was not useful. Projects found that clients have very different needs. Some clients can benefit greatly from a very few months of services. After that they are either attending a public school or working, and neither want nor need to continue intensive participation in the program. Others need to be intensively involved in New Pride for a whole year before they are prepared to strike out on their own.

The six-month intensive/follow-up dichotomy proved to be too rigid for sites to accomodate. The level of services different youth need varies as much as the length of service involvement they need. All of the replications bought into the two level idea, but preferred to define these levels individually. One project administrator explained:

> "The manual says (follow-up) is six months. But it doesn't work that way. We might just be getting them to the door in six months. It takes three or four months to get a kid turned around, and for a few months after that we maintain a contact. A lot of times when a kid is turned around he'll only be here once a month or twice a month. So a lot of times we don't really have a follow-up...There's no way I can see that in six months we could say: 'Oh, six months....we'll see you.' Some need more; some need less."

At most sites the model's timetable was altered to meet the needs of individual clients. As this was not an acceptable change under the replication guidelines, the result was that most projects made unannounced alterations to the model.

- A suggested refinement of the New Pride model is that clients be served for approximately one year, allowing for some variation to meet individual needs. A maximum of one and one-half years of services should be set to keep projects from steadily expanding the duration of services. The concept of intensive and follow-up phases as two different levels of program involvement should be retained, but their length should be individualized for each client.

Evaluation

Considering the financial resources of most projects that might wish to adapt the New Pride model, it is unrealistic to expect much to be done with project resources in the way of evaluation. Yet all programs need to be accountable, and need to have some hard data to show what they have accomplished. Replication grantees were unanimous in suggesting that at a minimum:

- Hard data should be available to show gains in educational achievement, both in reading and mathematics;
- Follow-up should be done on client recidivism;
- Service delivery information, inciuding school attendance records and records of other services provided to clients should be kept, which can provide reasonably complete information to the court on the participation of youth in the program.

While it is unlikely that the budgets of new projects will support a comprehensive evaluation component, it is important for the implementation and institutionalization of any project to maintain and present objective data. In the New Pride model, the IISP process is crucial. This process can only function

optimally if it is computerized, for if it had to be operated manually, it would place a great burden on the service staff. If it proves impossible for projects to support a separate evaluator position, evaluation and basic computer skills should be required in addition to the requisite skills of some other staff position. For example, programs could hire an Assistant Project Director with a background in evaluation, with evaluation as a major part of this person's job responsibilities.

- PIRE recommends that all new sites conduct a self-evaluation, which includes data on impact measures, treatment plans and the delivery of services to clients.

Technical Assistance

As a consequence of the heavy investment of the Federal government in the New Pride Replication Program, a solid reservoir of expertise and know-how has been developed in several different locations around the country. To the extent possible, in the geographic areas where New Pride sites have been effective programs, it may be advisable to capitalize on this resource with respect to technical assistance to new projects. The Host Site concept, employed by the Restitution Training and Technical Assistance Project, would be a good one.

In normal circumstances, projects could afford but little training or technical assistance. Therefore, the following recommendations could only be implemented in an optimal financial situation, such as would result if the Office of Juvenile Justice and Delinquency Prevention were to fund technical assistance to help projects adapt the New Pride model.

- During the first month after new project staff have been hired, a week-long training session should occur on-site to educate all staff in how to implement the New Pride model. In this session the general programmatic descriptions that appear in training manuals or other documentation should be translated into site-specific recommendations of the "what to do," "what to look for," "what to say," variety.

- During the first month of intake, the trainer or trainers should be back on-site for another week. Thereafter, there should be two two-day visits allocated for technical assistance as needed, and monthly telephone follow-up for the duration of the program.

- A program procedures manual, describing disciplinary procedures, level systems, staff responsibilities, etc., which represents a new training manual for New Pride sites, would be a helpful addition to already existing documentation.

END

CONTINUED

3 OF 3