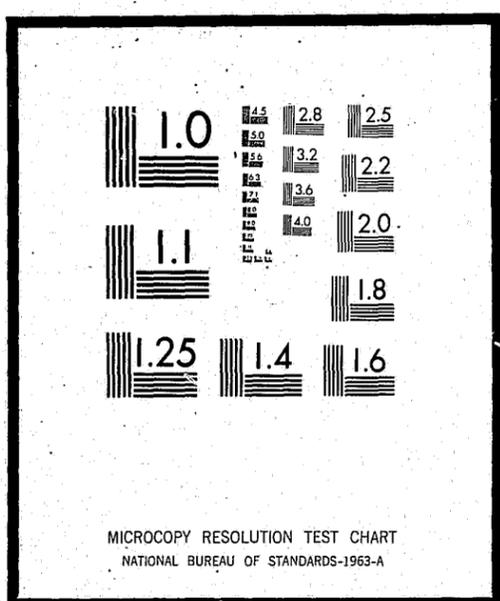


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Date filmed 5/29/75

SAINT LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT



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OTTO G. HEINECKE
EXECUTIVE DIRECTOR

FISCAL REVIEW AND EVALUATION REPORT

<u>PROJECT:</u>	Residential Crisis Unit	<u>GRANT AWARD:</u>	\$40,000
<u>PROJECT NUMBER:</u>	S-MP19-73-c4	<u>SUBGRANT PERIOD:</u>	July 1, 1973 to May 1, 1974
<u>SUBGRANTEE:</u>	St. Louis Juvenile Court	<u>PROJECT DIRECTOR:</u>	Frank Hall, Executive Director, Girls Home
<u>DATE OF REPORT:</u>	June 3, 1974	<u>AUTHORIZED OFFICIAL:</u>	Don R. Jones
<u>PREPARED BY:</u>	Kathryn Ratcliff Evaluation Analyst Reese Joiner, Fiscal Officer		

SCOPE OF REVIEW

This review summarizes the findings of (a) a fiscal review of project records to determine the adequacy of financial controls and compliance with LEAA, MLEAC, and Region 5 requirements and (b) an analysis of project records relating to services provided and an examination of Juvenile Court records of a sample of clients to describe the client population, the services provided, and the extent to which project goals were achieved.

BACKGROUND INFORMATION

The relationship of the Residential Crisis Unit (RCU) concept to the goals of the Impact program has been a matter of considerable discussion since the original grant application was submitted. A review of the questions raised by the funding agency and the response of the RCU staff is of importance to understand the original funding agree-

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ment, the modifications which followed, and the approved grant objectives.

The Residential Crisis Unit was first approved for funding November 28, 1972, for a subgrant period of 11/27/72 to 5/31/73. The grant as originally submitted to MLEAC in May of 1972 prompted a letter from the SPA (dated 9/28/72) including a requirement that "the project be modified to be Impact oriented. . .". The applicant's response of 10/27/72 discussed "severe personal or emotional stress such as is manifested during a runaway" as a frequent forerunner of criminal involvement and defined the role of the Crisis Unit as intervention in and mediation of the crisis situation as a preventative approach to juvenile delinquency. The SPA implicitly approved this response by a letter of 11/13/72 indicating approval of the grant.

A field review of June 25, 1973, by MLEAC Region 5 stated, on the basis of a tabulation of a majority of the callers' stated problems and the paucity of delinquency or predelinquency behavior problems, that the program was not demonstrably related to Impact objectives. Notably the review covered only one month that was subsequent to the delayed signing of a contract with the RCU by the Juvenile Court. The field review conference resulted in a request for a revised narrative to accompany a pending Phase I budget extension. The revised narrative included a problem description stressing the importance of the RCU in providing a placement alternative for adolescent girls in distress, and a list of objectives enumerating services to be provided. The request was approved and funding was extended to 6/30/73. The Phase II grant application was delayed in receiving approval due to an LEAA interpretation that the program must work with Impact offenders. The project director in the letter of 12/28/73 committed himself to providing residential service only to girls referred through the St. Louis City Juvenile Court for Impact related activities. St. Louis City Juvenile

Court in a letter of 1/2/74 assured "the referral of any appropriate female juvenile, from 12 through 16 years of age, who has allegedly committed an offense within the Impact category of offenses."

The objectives of both grants as approved by MLEAC merely specified the services to be provided, namely telephone counseling, residential facilities for overnight shelter, and inperson counseling. There was no specification in the approved grant of any goal relating to specific changes in the behavior of girls contacted by the unit other than a Phase I statement that the unit would hopefully be able to demonstrate "the efficacy of an effort to intervene in the kinds of disruption in young people before they become crime statistics."

FISCAL REVIEW: INTRODUCTION

The review was conducted by Reese Joiner on April 18, 1974. Caroline Handelman was his chief point of contact.

The March 31, 1974, D-1 report and the previous review report of June 25, 1973, were employed as the basis for this review.

FISCAL FINDINGS AND ANALYSIS

Corrective action had been taken on the following items from the prior review:

- 1) A system of purchase orders has been established and is conducted in accordance with recognized procedures.
- 2) It is understood now by the staff managing the grant that Federal funds can only be used for authorized grant items.

3) Contracts now exist for all Consultant and Contract services. These contracts are dated July 1, 1973, and contain the requisite terms appropriate to the needs of the subgrantee.

Renovation authorized in the budget at \$800.00 was accomplished for \$785.00, by the lowest of four (4) bidders.

4) Three (3) persons are paid from Federal funds and their salaries are within approved grant budget. The In-Kind salaries are properly documented, although some time sheets were not approved.

5) The Petty Cash Fund (\$65.00) has been established and has a designated custodian. All petty cash must pass through this individual.

The following new items resulted from this review:

1) An advance of \$24,000 was forwarded by MLEAC - Region 5 to the City Comptroller on February 22, 1974. The monthly bank statement indicates funds were deposited in the bank on March 18, 1974. This deposit had not been entered in the books at the time of the review.

2) No expenses were reported on the D-1 report dated March 31, 1974, although federal funds had been received. \$32,917 was shown in obligations.

3) The books should have been posted to show expenses at March 31, 1974. Adequate time existed between the deposit and the end of the month to update the books. This would have correspondingly reduced the obligations.

4) The bookkeeping system can be refined and simplified. Suggestions were made during the review that could accomplish this objective.

FISCAL APPRAISAL

With the exception of the discrepancies noted above, the accounting system and internal controls of the subgrantee are considered adequate to safeguard the assets of the subgrantee, check the accuracy and reliability of accounting data, promote operational efficiency, and encourage adherence to prescribed management policies.

EVALUATION REVIEW: INTRODUCTION

The evaluation plan as finally implemented is an examination and description of services provided and clientele served, and a longitudinal analysis of Juvenile Court referrals for a sample of girls seen at the RCU.* The evaluation thus is primarily concerned with the major statement of objective in the original grant, namely ". . . to make available a facility which provides on a 24 hour basis, the place, as well as the professional staff, to the child, her family, and the juvenile authorities." The information gathered consists of data on callers and residents during the period from May, 1973 to April 15, 1974.

* It was decided that the self referral nature of the majority of telephone callers made the specification of a group for comparative purposes impossible. There was no way to define the population from which the self referrals came. Thus, it was decided to limit consideration to providing a profile for the self referred callers. For the residential clients, the problems in providing a comparative group were somewhat different. At the time the evaluation was designed, the referral process for the residential program was in flux since the contract with the Juvenile Court allowing referrals to the RCU had just been signed. The evaluation decision thus was to examine the volume and nature of referrals that occurred and thus determine if the girls referred to the residential component of the RCU were a definable subset of the population seen by the sending agencies (largely the Juvenile Court) and hence determine the feasibility of establishing a comparison group. The change in the primary target population (an agreement to accept Impact offenders in the residential program) and the decision by the RCU not to seek additional funding made the original evaluation plan difficult and less relevant to implement. There were evolving stages of types of girls to be given priority for admission due to policy changes and hence a comparison group similar to the girls who came in during the earlier stages would be irrelevant to the current operations of the program.

EVALUATION SUMMARY

1. The RCU provided the services and fulfilled the objectives as stated in the approved grant applications. Services were increasingly provided to the target population of girls in crisis, as less time had to be devoted to inappropriate requests for service. The residential program provided facilities primarily for short term stays of less than a week. It provided a significant part of its space (nearly one-fourth) to girls with pending court hearings needing a placement alternative.

2. The RCU was unsuccessful in effecting a change in criteria for youths admitted to the residential program. Though the Juvenile Court agreed to send eligible female juveniles who were alleged Impact offenders, none were apparently referred in a three month period. It would appear that in the future MLEAC should require greater documentation from the Juvenile Court of the likelihood that the suggested referral criteria could be expected to provide sufficient referrals to the proposed program. If the Court can not demonstrate that there have been sufficient numbers of appropriate clients in the recent past who conceivably would have been referred to program, then insisting on such an agreement regarding referral criteria is ridiculous and misleading.

EVALUATION REPORT

A typical problem of a newly opened facility, and most particularly of a call-in facility which lacks an automatic referral population, is a prolonged start-up period characterized by an under-utilization of resources largely due to a lack of awareness in the community of the function of the facility. The initial field review of June 25, 1973, covering the very early period of RCU existence, reported the high proportion of "inappropriate" calls to the facility. The RCU in the early months of its existence operated without a contract with the Juvenile Court allowing referrals by the court to the RCU. The facility was advertised by signs in schools, contacts with the police and various agencies in the community and was dependent primarily on citizen initiated requests.

During the period from May, 1973 to April 15, 1974, 393 requests came to the RCU. An examination of these referrals indicated that requests for service (calls and walk-ins) were increasingly more appropriate. First, a larger number of the requests for service represented potential clients - females in distressful situations. Crank calls or calls from males in which they were requesting help for themselves decreased. Second, the potential client referrals increasingly represented more serious problems. There was a decrease in the number of simple requests for information and general discussions of human relations and a consequent increase in the percentage of referrals relating to serious conflict situations, runaways and delinquent behavior. Considering the information by quarters, a conservative estimate of the percentage of calls that were serious in nature is 43.3%, 39.8%, 63.3%, and 55.2% respectively. Overall, nearly half (48.3%) of the calls were of a serious nature. Similarly, police and Juvenile Court initiated referrals

represented an increasing percentage of the total referrals. Considering the referrals again by quarter, the percentages are 15.7%, 22.1%, 38.0%, and 25.4%.

Though the center received a significant number of calls not central to its original service goals, it is notable that there was improvement over time in the proportion of truly appropriate requests for service. Of the 393 requests for service, eight were inquiries by professionals or agencies, usually representing a general inquiry regarding the nature of services provided. An additional 31 calls were from males in which there appeared to be no female client for the RCU to assist. The remainder of this report focuses on the 354 calls representing requests from or about girls of the approximate target age.

Services Provided

The services provided by the RCU include telephone counseling and responses to requests, inperson counseling (individual and group, the latter began in September, 1973), and residential facilities. The RCU accepted 184 initial phone requests for service totaling nearly 40 hours (39.6 hours) of telephone time. In addition, residential care was provided to 129 youths. The length of initial stay ranged from one day to 55 days. Fourteen stayed multiple times and one of these repeaters accumulated a total of 57 days of residential care. Table I indicates the distribution of total days of residential care provided. Column (c) indicates that nearly half of the youths who stayed (46.4 percent) stayed for three days or fewer, though a sizeable percent (34.6 percent) stayed more than a week. An examination of column (e) indicates that most of the days of residential care provided by the RCU went to youths who spent relatively long periods of time in residence.

Thus 58.2 percent of the total number of days (1159) of residential care provided was provided to youths who spent more than two weeks in residence and an additional 22.3 percent of the total number of days of residential service was provided to youths who spent between one and two weeks in residence. Thus for most youths the stay is relatively brief, but most of the days of care are provided to youths who stay for long periods.

TABLE I
DAYS OF RESIDENTIAL CARE PROVIDED BY R.C.U.

(a) <u>Total Number of Days Stayed*</u>	(b) <u>Number of Youths Who Stayed This Long</u>	(c) <u>Percent of Youths Who Stayed This Long</u>	(d) <u>Total Days of Service For Those Who Stayed This Long</u>	(e) <u>Percent of Total Days of Service Represented By Those Who Stayed This Long</u>
1 day	31	24.4	31	2.7
2-3 days	28	22.0	72	6.2
4-7 days	24	18.9	123	10.6
8-14 days	23	18.1	258	22.3
15-57 days	<u>21</u>	<u>16.5</u>	<u>675</u>	<u>58.2</u>
	127	99.9	1159	100.0

*Residential care was provided to 129 youths during the evaluation period. Two had not completed their initial stay as of April 15, 1974 and are not included in this table. Fourteen (14) stayed more than once, so their "days stayed" represents the initial stay plus any additional stay. Two of these 14 had not completed a return stay by April 14, 1974; the "days stayed" for them shown in this table does not include days of an incomplete stay and hence underrepresents their total days to date.

Profile of Clients Served

Problem Areas. Requests for service most frequently came because of conflicts within the family. The second most frequent problem area noted was running away, which was most often a runaway in progress (forty-eight instances), and less often a threat of running away or a history of runs. Table II lists the entire distribution for residents and nonresidents of problems indicated in the initial request for service. Multiple problem areas (up to three) for single client are included if they occurred.

TABLE II
PROBLEM AREA(S) INDICATED
IN REQUESTS FOR SERVICE

<u>PROBLEM AREA(S)</u>	<u>NUMBER OF REQUESTS WITH THIS PROBLEM INDICATED</u>	<u>PERCENT OF REQUESTS WITH THIS PROBLEM INDICATED*</u>
Conflict situation in family	119	33.6
Runaway in progress, threatened, or history of runs	103	29.1
Call for information (including abortion, information, pregnancy information following rape)	66	18.6
General discussion of family relationships	57	16.1
Drugs, pregnancy, abortion, sex, V.D.	38	10.7
Delinquent behavior, truancy, incorrigibility	22	6.2
Relationship with family: fear of bodily harm	17	4.8
Relationship with male friend: general discussion or conflict situation	14	4.0
No information	1	0.3
Other (including depression, attempted suicide, need shelter)	44	12.4
	<u>481</u>	<u>135.8</u>

* The total is greater than 100 percent since some requests involved two or three problem areas. Percentages are computed on the basis of the 354 requests for service.

For residents, over three quarters (76.7 percent) of the requests indicated a conflict situation in the family and nearly half (47.3 percent) indicated a runaway problem. For nonresidents, the two most frequent categories were a call for information and general discussion of family relationships (29.3 and 25.3 percent respectively).

Age. RCU services are intended to be provided to juvenile girls. Due to the self referral nature of many of the service requests it was inevitable that some girls of an inappropriate age would be referred for service. Table III presents the age distribution by care received (residential or not), indicating the heavy concentration of 15 and 16 year olds in both groups and the slightly older distribution for the non-resident youths.

TABLE III
AGE DISTRIBUTION FOR RESIDENTS
AND NON-RESIDENTS OF R.C.U.

<u>AGE</u>	<u>NON-RESIDENT YOUTHS</u>		<u>RESIDENT YOUTHS</u>	
	<u>number</u>	<u>percent</u>	<u>number</u>	<u>percent</u>
Under 13	6	3.6	9	7.1
13	12	7.2	23	18.3
14	25	15.1	23	18.3
15	31	18.7	37	29.4
16	39	23.5	25	19.8
17	38	22.9	3	2.4
Over 17	15	9.0	6	4.8
	<u>166*</u>	<u>100.0</u>	<u>126 **</u>	<u>100.1</u>

* Age unknown for 59 youths

** Age unknown for 3 youths

Source of Referral. Resident and non-resident youths came in contact with the RCU largely via different referral sources, as might be expected. The modal referral source for non-residents was self referral (57.3 percent) while for resident youths the modal category was Juvenile Court or police (58.1 percent). Table IV presents the entire distribution. Of note is the relatively small number of referrals from agencies other than the police or Juvenile Court. Twenty-six referrals (or 7.3 percent of the 354 referrals) during a year's period came from other agencies.

TABLE IV
SOURCE OF REFERRAL
FOR RESIDENTS AND NON-
RESIDENTS

Source	NON-RESIDENT YOUTHS		RESIDENT YOUTHS	
	Number	Percent	Number	Percent
self referral	129	57.3	9	7.0
relative, friend	49	21.8	38	29.5
Juvenile Court, police	18	8.0	75	58.1
Agency	19	8.4	7	5.4
Other and Unknown	10	4.4	0	0.0
	225	99.9	120	100.0

Juvenile Court Hearing Status, Juvenile Court Referrals According to documentation in RCU files very few youths (16) served by the RCU apparently had Juvenile Court hearings pending at the time they came in contact with the RCU. All who did have pending hearings received residential care. The total days of service provided to those 15 of the 16 who had terminated April 15, 1974 was 166 days, an average of 11.1 days per youth. The average number of days for youths without a

pending hearing is slightly less, namely 8.9 days. An additional four youths appeared to have a pending hearing, given Juvenile Court actions terminating the RCU stay. If these four are added to the 15 the average number of days stayed for youths with court hearings pending is 14.3 days. Overall, these 19 account for 23.4 percent of the days of residential care provided by RCU. A significant part of the RCU service can thus be viewed as a rather direct alternative to detention.

The Juvenile Court records of a random sample of 26 girls who received residential care between May 1, 1973 and January 22, 1974 were examined in early March 1974. For some youths ten months of time had elapsed and for others only two months had elapsed since the RCU contact and the Juvenile Court referral check.

Nine of these sample youths were known to the court prior to their date of contact with the RCU, five became known on the date of RCU contact and a total of five had a first or subsequent referral to the Court after RCU contact. In all, there were 32 referrals to the Court for the 26 youths. Twenty-two of the referrals were for running or incorrigibility, six were for neglect or placement, and four were non-status delinquent offenses--- serious assault and stealing under 50 dollars being the most serious. From these sample data an interval estimate of the percent of youths known to the Court prior to the RCU contact was determined to be between 18 and 54 percent, and an estimate of the percent referred to the Juvenile Court subsequent to RCU contact is from eight to 37 percent.*

(Since the latter estimate is based on varying lengths of followup time for youth, the estimate could clearly change, when, for instance, information for a full ten months became available for each youth.)

*These estimates are 90 percent confidence interval estimates. Thus, one can be 90 percent sure that an interval drawn in this manner would contain the population proportion.

The population from which this sample was chosen did not cover the most recent period of RCU operations subsequent to the understanding between the RCU and the Juvenile Court that youths with alleged Impact offenses would be referred. An examination of the offenses did not reveal the agreed upon policy change. Referrals from the Court continued primarily to represent girls who ran away or had family conflict situations. No instances of alleged impact offenders were documented in the RCU files.

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OTTO G. HEINECKE
EXECUTIVE DIRECTOR

Dup

July 10, 1974

Mr. Frank Hall
Executive Director, Girls' Home
5501 Enright
St. Louis, Missouri 63112

Re: Residential Crisis Unit
S-MP19-73-c4
Final Evaluation Report

Dear Mr. Hall:

Enclosed please find the final evaluation report for the above referenced project. Your response, in letter form, is requested within the next two weeks.

Specific questions relative to the report, including any requests for an extension in responding to the report, may be directed to the Evaluation Analyst listed below. Your cooperation and assistance are appreciated.

Sincerely,

Otto Heinecke
Otto Heinecke

Evaluation Analyst: Kathryn Ratcliff

Enclosure
OH/KR/bs

cc: William Abrams
Dr. Richard Barnes ✓
Dr. Larry Holmes
Marc Dreyer

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END