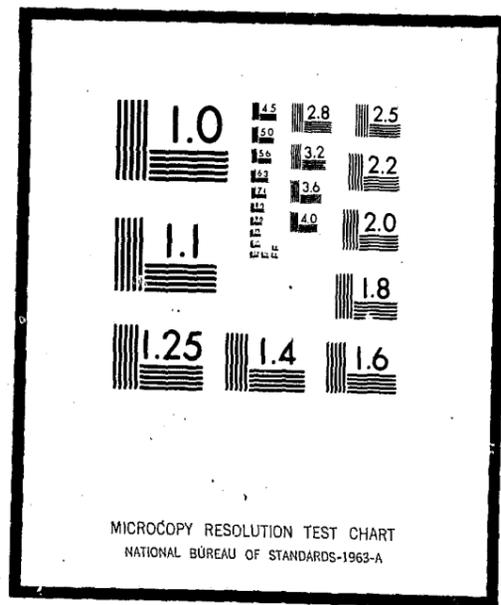


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An Evaluation Progress Report
of the 'Alternate Routes Project'

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Orange County (Ca) -

Annual Report of the
Administrative Services Department
- Following Nine-Month Month
of Evaluation and Demonstration

Prepared for

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Administrative Project Director

and

John H. Grier
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Orange County Probation Department
Orange County, California

Approved by:

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Evaluation

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TABLE OF CONTENTS

Introduction

Highlights and Summary

Section I

Evaluative Analysis of Alternate Routes Case Records
by Genevieve W. Carter

Section II

A Developing Practice Model for Direct Service to Youth in
The Alternate Routes Program
by Genevieve W. Carter

Section III

What Help in Youth Development and in Positive Behavior Changes Do
the Youth and Their Parents Report?
by Sara Maloney

Section IV

What Do Community Representatives Report about the Project?
by G. Ronald Gilbert

Section V

A Cost Comparison Study with Alternate Routes
by G. Ronald Gilbert

INTRODUCTION

The Regional Research Institute in Social Welfare, University of Southern California, is pleased to present this evaluation report on behalf of the Alternate Routes Project. The Institute, now in its fourth year, is sponsored in part by a grant under Section 1110 of the Social Security Act. The research focus of this Institute is service organization and delivery in fields such as public welfare, manpower, justice administration and voluntary service.

One of its most challenging activities has been its involvement in the evaluation of youth diversion demonstration projects administered by the Orange County Probation Department. This has been a formidable task, requiring the development of innovative evaluation research designs having the flexibility to adapt as changing project requirements dictate, as well as having the stability to measure project impact even though the project itself is undergoing continuous redirection due to its experimental nature.

The Institute has been associated with the Alternate Routes Project for 21 months. The evaluation process has included considerably more than that which is reflected in this summary report. Mr. Ronald Gilbert, the Institute's Project Director for this evaluation effort, has maintained daily contact with Alternate Routes personnel. Through his and other Institute staff efforts, continuous assessments and feedback have been provided those involved in planning and controlling the Alternate Routes project. Dr. Genevieve W. Carter, Director of the Institute, provided continuous supervision and guidance for Mr. Gilbert. She also gave considerable time working

directly with Alternate Routes personnel as well, assessing project activities and providing programmatic recommendations. Others associated with the Institute who participated in this overall evaluation process include David S. Franklin, D.S.W.; Sara Maloney, D.S.W.; Harvey M. Adelman, Ph.D.; Patricia Bamattre; Lillene Fifield; and Michael Greenstein.

In this report, five separate evaluation perspectives are provided. Dr. Carter reports on case record findings and the treatment modalities * employed by the Alternate Routes staff. Dr. Maloney reports on parent-youth assessments of the project and the degree to which help has been rendered. Mr. Gilbert presents a cost comparison study of the Alternate Routes treatment process with that of the more traditional justice system. He also documents his findings about the project based upon personal interviews with community leaders.

This evaluation is not something which has been left to the Institute alone. The Alternate Routes staff has been actively involved in ongoing evaluation since its projects inception. They have encouraged "negative feedback" and they have enthusiastically supported our evaluation research assessments. They have enabled us at times to see things a bit more clearly through the sharing of their experiences and perspectives. They have shown a remarkable capacity to seek or explore new methods in an effort to enrich their services to the youth, parents and community interests whom they serve.

* Treatment modalities - refers to the practice model and methods of providing youth services which are used by the counsellors in effectively changing the behaviors or life situations of the target group.

The outstanding leadership provided by Margaret Grier, Betty Delaney and Bruce Sandie, Supervisor of Alternate Routes, has served to successfully launch and develop a highly creative and effective program. Alternate Routes staff--Mason Fries, Gil Hernandez, Linda Huntoon, Kathy Jones, Ron Malandra, Robert Neighbors, Don Raymond, John Schwiegeraht and Jan Trow--have also had a major role in directing the project as well. It is believed the findings reported in this document give ample evidence that Alternate Routes is demonstrating innovative methods to treat youthful offenders -- reducing negative labelling, enriching individual youth and family life, and diverting youth from the juvenile justice system. These findings should be suggestive of the kinds of benefits that may be expected of the Probation Department if it had the resources to decentralize treatment counselors throughout the country. It is expected that Alternate Routes will prove to be a model for other juvenile justice programs in Orange County, the State of California and the nation.

G. Ronald Gilbert, Project Director
Alternate Routes Evaluation
Regional Research Institute in
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Genevieve W. Carter, Director
Regional Research Institute in
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HIGHLIGHTS AND SUMMATION

In this study, researchers report their evaluative findings of the Alternate Routes project from five separate perspectives. A review of these five reports reveals positive evidence that the project is highly successful and an excellent one. The study points out that not only have the goals been accomplished but that the project has been well received in the cities of Placentia and Fountain Valley. Generally, youth and parents like the program and agree it is helping youth. Police and schools state the project is enabling them to divert youth from the juvenile justice system. An analysis of case records suggest the treatment process is a highly effective means to reduce inappropriate behavior and social dysfunction. It also points out the methods of treatment employed in providing this treatment from counselor to youth and family. Finally, the study reveals Alternate Routes has reduced time required of the traditional juvenile justice system to provide treatment following arrest an average of 27 days. An analysis of the costs per arrest case suggests the Alternate Routes project holds considerable cost reduction potential for the entire Orange County justice system.

Highlights of Each of the Five Studies.

I. Alternate Routes Case Records Analysis by Genevieve W. Carter.

The findings of a review of 99 case records in the cities of Fountain Valley and Placentia is reported. The analysis indicates the following results:

- Youth and his family when participating together meet with the counselor an average of four times.

- Youth and parent counseling includes individual counseling for the youth, parent counseling with or without the child, and a group setting.
- Increasing self-awareness and accepting responsibility for his behavior is the major task objective for the youth.
- A profile of the youth involved reveals more than half are male, 15 or 16 years of age, in ninth or tenth grade, of low school achievement, and frequently exhibiting problem behavior in school. Most live with both natural parents. The household income is between \$10,000 and \$20,000. Police are ~~the highest~~ single source of referral to the program. Most youth have no previous arrest records prior to referral.

II. A Developing Practice Model for Direct Service to Youth in the Alternate Routes Program by Genevieve W. Carter, Ed.D.

The services provided youth and their families are characterized as follows:

- Counseling service for youth and family is through time limited service episodes rather than carrying a case over an extended period of time.
- There is a flexible range of treatment methods. Various counseling techniques are employed. They include individual, peer and family counseling sessions as well as interagency collateral contacts.
- Membership or participation is voluntary and the "door is open" for the youth or parents to seek subsequent help if needed.

III. What Help in Youth Development and in Positive Behavior Changes Do the Youth and Their Parents Report by Sara Maloney, D.S.W.

Questionnaires, actions and interviews among a random sample of 100 parents and youth revealed the following:

- Parents and youth agree the youth is most to blame for getting into trouble.
- Parents report the Alternate Routes counselor helps them understand the child's responsibility for his own actions and also the behavior of the parents that affect the youth and possibly "triggers" the youth into misbehaving.
- Parents and youth report that the most helpful procedure is for the youth to see the counselor alone.

- Parents indicate a preference to see the counselor without their child present.
- The Alternate Routes counselor is providing the quality of relationship most valued by parents and youth alike.
- Youth and parents report that the youngsters feel better about their parents and understand them better.
- Parents and youth report increased respect for police and better adjustment opportunities at school due to Alternate Routes counseling/casework activities.
- Parents and youth agree that they should have been referred to the program and most wish they had learned of the project sooner.

IV. What Do Representatives Report About the Community? by G. Ronald Gilbert, Project Director.

Interviews with 39 community representatives were conducted. The findings are summarized as follows:

- Community representatives knew the project to be extremely effective.
- There is clear evidence the project is having positive impact in both cities; it is highly appropriate, well managed and staffed.
- Police representatives estimate 62 per cent to 75 per cent of their referrals to the project ~~would~~ have otherwise found their way into the juvenile justice system.
- School representatives estimate 67 per cent to 90 per cent of all referrals would have otherwise found their way into the juvenile justice system.
- The project has filled a void in the community and has established an excellent reputation in both cities among those who work directly with youth exhibiting socially unacceptable behavior.

V. Cost Comparison Study With Alternate Routes, by G. Ronald Gilbert.

A sample of 142 Alternate Routes youth were compared with a sample of 190 youth having similar arrest records in 1970. Their penetration into the juvenile justice system was tracked, attributing time and costs with each point of ingress. The results from a cost comparison between the two

groups include:

- Whereas with the 1970 group, 48 days were required between arrest and treatment counseling, Alternate Routes provides such care on the average of 21 days. The project has the capability to respond to a referral within minutes after a request and has demonstrated this.
- The 1970 group ingressed beyond probation intake in 47 per cent of the cases, while the Alternate Routes sample revealed no penetration beyond that point. (An analysis of all case records in Fountain Valley shows less than 6 per cent ingressed beyond probation intake.)
- A cost comparison indicates Alternate Routes is a less costly alternative than the traditional system.
- Alternate Routes is clearly providing a diversionary alternative to the juvenile justice system.

The report provides positive evidence that Alternate Routes is developing a means whereby youth are diverted directly from the Juvenile Justice System following arrest--primary diversion--as well as receiving referrals from schools, police, parents and the like as an alternative to arrest--secondary diversion.

Section I

EVALUATIVE ANALYSIS
OF ALTERNATE ROUTES
CASE RECORDS

by

Genevieve W. Carter

The Regional Research Institute in Social Welfare, University of Southern California, has completed a comprehensive evaluation of the Alternate Routes Program of the Placentia and Fountain Valley Projects of Orange County, California.

The broad evaluation design for this program has included an organizational analysis of the agency, technical assistance to staff and administration in communicating on-going evaluative findings, youth and adult surveys for base line data, follow-up evaluative interview report with youths and their parents, systematic examination of the youth diversion system and its cost benefits, and three progressive revisions of the developing practice model which constitutes the direct social intervention for youths, their families, and their immediate environment. Finally, this report presents an account of a case analysis of a random sample of 99 Alternate Routes cases.

The staff, the youths and their parents, the administration and others connected with the Alternate Routes program have subjected themselves as well as the program to intensive and repeated scrutiny for purposes of evaluation. It requires much personal security and professional confidence on the part of the Alternate Routes staff to allow for this multi-faceted, in-depth examination.

This final report adds one more positive set of findings which attests to the excellence and effectiveness of the Alternate Routes program. Any evaluation of the youth diversion programs would be suspect if the impact on the youth and their families were not included in the design.

A team of four professionals from the Research Institute reviewed the sample of 99 case records. A case schedule was developed, and uniform information on each case was collected. Ratings on the degree of successful case outcomes were made by the outside research review team. In addition, the counselors were requested to rate, independently, the outcomes of their own cases.

Case identifying numbers and the coded case material were programmed for computer analysis. This report presents this data in a statistical analysis form. Almost no interpretation of the report is offered since the purpose was to let the data speak for itself.

The final ratings of case outcomes made by the outside research review team were similar to the ratings of the counselors but, as the study shows, the counselors were more critical of their own work in this sample than was the team of research judges. This detached objective and critical attitude of Alternate Routes staff about their own work is, in itself, a contributing factor to the success of the program.

We wish to express our thanks to Lillene H. Fifield, Research Assistant, for her careful work in the preparation of this report.

General Conclusions Based on This Study

The following are the most salient conclusions, based on the data examined for the 99 cases.

1. Alternate Routes is providing a viable and appropriate alternative to the traditional Juvenile Justice System.
 - Most cases referred involve non-criminal juvenile status offenses.
 - Agencies of Law Enforcement and the schools are cooperating fully in the referral process.
2. The program is providing a wide variety of service plans for participants.
 - Plans are tailored to the individual needs of families.
 - Each participating family is involved in at least three different service modalities.
 - Case objectives illustrate comprehensive involvement of entire family and other important influences when possible. Each case averaged 4.5 objectives.
3. Case objectives set by the counselor, the participating youth and his family were assessed by the counselor and an independent researcher to determine how well each had been met.
 - Counselors and researchers were in close agreement on the overall assessment of all cases in respect to attainment of objectives. Counselors tended to be slightly more critical of their work and less likely to assess a case as objectives "fully" reached.
4. The typical or "average" participant in the Alternate Routes program is most likely to have the following characteristics:
 - He is probably a Caucasian male youth, about 15 years old.

He lives with both natural parents. The family will have at least one other child.

- His father and quite possibly his mother are employed. The family income is between \$10,000 and \$20,000.
- He performs at average or below level in school and may be considered as a behavior problem by the school. Most youngsters seem to experience the most difficulty as they make the transition from Junior to Senior high school.
- He is most likely referred to AR by law enforcement officials or the school for a non-criminal juvenile status offense as classified by the FBI. He probably has no previous arrests.
- The A.R. counselor will identify his problem as child-centered and involving the parent-child relationship.

5. Once involved in the program the youth and his family when participating together:

- Will meet with the counselor an average of four times. The range of contacts involving youth and parents was one to nine. Data on the number of individual contacts involving the youth alone and counselor was not available. Mothers met with counselors an average of 4 times; fathers and siblings averaged 3 times.
- Will experience three or four different services modalities most likely to include individual counseling for the child, parent counseling with or without the child, and a group setting. Youngsters participating without their parents are usually in-

involved in individual counseling and possibly a group experience.

- Will work on at least 4.5 case objectives which the counselor has helped them to identify. Increasing self awareness and accepting responsibility for his behavior will be the major task objectives for the youth. Both he and his parents will be involved in improving communication and understanding within the family.

Place of Residence and Sex of Participant

Table 1

Sex of Participant by Place of Residence

City	Sex					
	Males		Females		Total	
	#	%	#	%		
Fountain Valley	29	29.3	21	21.2	50	50.5
Placentia	27	27.3	22	22.4	49	49.5
Total	56	56.6	43	43.4	99	

Of the 99 cases studied, 50 participants (29 males and 21 females) resided in Fountain Valley and 49 participants (27 males and 22 females) in the city of Placentia.

Age, Sex and Ethnicity of Participants

The mean age of youth in the sample was 14 years 7 months with an overall range of 13 years. The span of years in the overall range is large because one youth was only 5 years old. This child was transferred to a child guidance clinic after several interviews. Eighty-three youngsters were Anglo-Caucasian and 16 of Spanish Surname.

Table 2
Age of Participants by Sex

Sex	Age						Total
	12 a	13	14	15	16	17b	
Male	7	7	8	13	13	8	56
Female	1	6	4	19	10	3	43
Total	8	13	12	32	23	11	99

- a. This category includes 3 youngsters age 12, 4 youngsters age 11 and one 5 year old.
- b. This category includes one 18 year old youth.

Although the mean age of youth in Table 2 was 14.7 years, 55.5 per cent of the sample were either 15 or 16 years old.

School Information

The average school grade attained by youth in the sample was 9.5 years with the following distribution:

Table 3
Grade in School

Sex	Grade								
	5th	6th	7th	8th	9th	10th	11th	12th	Not Known
Male	2	2	5	8	13	13	5	5	2
Female	0	1	3	3	11	16	3	6	1
Total	2	3	8	11	24	29	8	11	99

Most youngsters appear to have the greatest difficulty as they transit from Junior to Senior High School. Fifty-three youngsters were in the 9th and 10th grades.

Youths were assigned a school achievement level and an assessment of problem behavior in school made by the A.R. counselor. These assessments were based on professional opinion. Little difference was found in the scholastic performance or behavior of male and female youth.

Table 4
School Achievement Level

Sex	High	Aver.	Low	Not Known	Total
Male	5	19	27	5	56
Female	2	19	22	0	43
Total	7	38	49	5	99

Table 5
Problem Behavior in School

Sex	Never	Seldom	Frequently	Not Known	Total
Male	5	20	25	6	56
Female	5	16	22	0	43
Total	10	36	47	6	99

It is of interest to note that half the sample (46) were never or seldom a behavior problem in school. As we will see in Table 9, thirty-eight of these youngsters were referred to A.R. by the schools and 34 youth were referred for social/school adjustment problems (Table 10). The A.R. counselors in Table 14 identified the child's difficulties as related to the school/child situation in 29 of the 99 cases. Many of these 29 youngsters were found to experience difficulties in other areas also.

School problem behavior was cross-tabulated with school achievement levels in Table 6.

Table 6
School Achievement Level by School Problem Behavior

Achievement Level	Problem Behavior			
	Never # %	Seldom # %	Frequently # %	Total # %
High	3 3.2	3 3.2	1 1.1	7 7.5
Average	7 7.5	23 24.7	8 8.6	38 40.9
Low	0	10 10.8	38 40.9	48 51.6
Total	10 10.8	36 38.7	47 50.5	93 *

* Data was not available on all 99 participants for both variables.

Of the 7 youngsters performing at a high level of achievement, 3 were never a behavior problem, 3 were seldom a problem and only 1 was frequently a problem to the schools. Those 38 youngsters who were performing average in school were also rarely a behavior problem; seven youngsters never were, 23 were problems only occasionally, and 8 were frequent problems. We do find, however, that the youngsters performing at a low achievement level are frequently behavior problems. Thirty-eight youngsters were found in this category while 10 youths of low achievement were seldom a behavior problem. It is also important to note that no youngsters in this sample performing at a low level of achievement was found to never be a behavior problem in the schools.

Of the 38 youngsters who were referred to A.R. by the schools, 19 were performing at a low level and frequently a behavior problem. This represents half of the youngsters in that category in Table 6. Four other youngsters were

frequently behavior problems although their achievement was average or above. Only one youngster referred by the schools was never a behavior problem and performed at a high level of achievement. Seven youngsters were seldom problems and of average achievement; five were seldom a problem but of low achievement. This data can be seen in Table 7.

Table 7

School Achievement and Frequency of Problem Behavior of Those Referred by Schools

Achievement Level	Problem Behavior			Totals
	Never	Seldom	Frequently	
High	1	1	1	3
Average	0	7	3	10
Low	0	5	19	24
Total	1	13	23	37 *

* Data was not available on both variables for one participant.

The data presented in Table 7 gives rise to another question--why would the schools refer a youngster to A.R. who is performing at an average or above level and is seldom or never a behavior problem? Perhaps the answer lies in examining the purposes and goals of the A.R. program. The program hopes to reduce youth/adult alienation and identify those youngsters experiencing difficulties before they enter the Juvenile Justice System by acting out in a manner that could involve law enforcement officials. Staff of the program have spent considerable time working with the schools toward this aim. Their attempts to involve other influences seems to have paid off. The schools have certainly shown their willingness to cooperate in the total

Note: Violation of "the law" can be entirely circumstantial, a situation which should not be subject to continued negative labeling.

community effort to assist youngsters by referring those young people to A.R. who have been identified as experiencing difficulty though are not a problem to the school.

Marital Status of Parents

Half of the sample youth came from intact families with both natural parents. Twenty-two of the 99 participants lived with one natural parent and a step-parent; 25 of the sample youngsters live in one parent households.

Only two youngsters in the program were an only child. The remaining 97 families had 2 or more children. Nineteen of the sample youths had siblings known to the A.R. program and 6 youths had siblings known to the police. One-fourth of the sample had brothers or sisters also experiencing difficulties that had come to the attention of officials.

Source of Income and Income Level of Family

Table 8 shows that 42 families listed their primary source of income as the father's (step-father's) employment; 34 families have both parents working; 14 rely primarily on the mother's income; and 5 families have no employed parent. Of the 42 fathers-employed only families, 4 families have incomes above \$20,000, 27 fall in the \$10,000 to \$20,000 category, and 11 families live on less than \$10,000. When both parents are employed, 6 families have incomes over \$20,000, 25 fall in the \$10,000 to \$20,000 bracket and 3 live on less than \$10,000. Where only the mother is employed, one family has above \$20,000 and 13 families live below \$10,000. All families with no employed parent live on less than \$10,000.

Table 8
Income Level of Family by Employment Status of Parents

Employment Status	Level of Income			Total
	Above \$20,000	\$10,000 to 20,000	Below \$10,000	
Father (Step-father) emp.	4	27	11	42
Both Parents emp.	6	25	3	34
Mother only emp.	1	0	13	14
No employed parent	0	0	5	5
Totals	11	52	32	95 *

* Data not available on both variables for all 99 participants.

Eleven youngsters from the sample were employed part-time. This figure is consistent with other reports on teenage employment in the area.

Referral Process

Youths in this sample were referred to A.R. by the (1) Probation Department, (2) Police Department, (3) schools and (4) parents, self or some other person as shown in Table 9.

Table 9
Source of Referral

	(1) Probation	(2) Police	(3) Schools	(4) Parents, etc.	Total
Males	11	24	19	2	56
Females	1	15	19	6	41
Total	12	39	38	8	97 *

* Source of referral was not known for two female participants.

Of the eight youngsters in category 4, five were referred by parents, one youngster referred himself and for two the source was shown as "other". As mentioned earlier the referral source figures illustrate the cooperation Alternate Routes is receiving from the community. Fifty-three per cent of the youngsters were referred by police and probation and 39 per cent by the schools.

Sixty-three youths referred had no previous police record; 11 males and 8 females had been arrested once; 4 males and 3 females showed 2 previous arrests; and 7 males and 1 female had been arrested 3 or more times.

Youths were referred to Alternate Routes for a wide variety of reasons. In Table 10 those reasons have been ranked according to frequency of occurrences. In other data to appear later in this report where referral reasons

are cross-tabulated with other variables, the reasons have been combined into five categories. These categories are shown in the table.

Table 10
Reasons for Referral Ranked by Frequency of Occurrence

Referral Categories	Freq. of Males	Freq. of Females	Total
I School Problems			
Social/School Adjustment	14	20	34
Truancy	6	14	20
II Family Problems			
Family problems	9	18	27
Runaway	3	8	11
III Drugs			
Dangerous drugs	3	4	7
Marijuana	9	3	12
Alcohol	2	0	2
IV Theft & Incurrigible Behavior			
Petty Theft	8	1	9
Burglary	2	0	2
Incurrigible	4	2	6
V Other	13	4	17
Total			147 *

* This figure represents a duplicate count; often two or more referral reasons were entered for one youth.

Table 10 shows that females were more likely to be referred for school and family problems while male youths were likely to act out in ways that might bring them into contact with law enforcement officials.

Table 11
Number of Reasons for Referral Examined by Number of Previous Arrests

Number of Previous Arrests	Number of Youths Arrested	Reasons for Referral					Total X
		School Problems	Family Problems	Drugs	Theft Incurrigible	Other	
None	(63)	9	7	33	19	10	78 1.24
One	(19)	6	8	8	7	1	30 1.58
Two	(7)	4	0	3	4	3	14 2.00
Three or more	(8)	1	2	3	2	3	11 1.38
Total	(97)	20	17	47	32	17	133 1.37

When we examine the reasons for the referral of 97 youths in our sample by the number of previous arrests in Table 11 we find the total sample of 97 averaged 1.37 reasons. It appears that the number of reasons increased with the number of arrests. Of the 63 youths never arrested prior to their referral an average of 1.24 reasons were given. For those 19 youths arrested once, 1.58 reasons were given; the 7 youngsters arrested twice averaged 2.00 reasons; however, when a youngster had been arrested 3 or more times, as were 8 youths in the sample, the number of reasons given decreases to 1.38. Perhaps this can be attributed to some of these youngsters having been referred before and therefore the nature of their problems was already known to the A.R. counselors.

The referral reasons were cross-tabulated with the referral sources in an attempt to determine which behaviors were brought to the attention of the various referral sources.

Table 12
Referral Reasons by Referral Source

Source	(1) Drugs	(2) School Prob.	(3) Family Prob.	(4) Theft & Incorr.	(5) Other
Probation	3	2	1	7	4
Police	14	8	10	7	13
School	2	34	12	2	0
Parent	0	2	8	1	0

As would be expected, the probation and police departments referred youths for drug and theft problems most frequently; the school identified school problems; the family reported family conflicts. It is also of interest, however, that both the police and schools frequently identified family problems. When we consider that youngsters were often referred for more than one reason we begin to see that referral sources are examining the youth's misbehavior quite carefully when making the decision to refer to A.R.

Counselors were asked to assess the urgency of the problems referred to them. Most youngsters were able to see a counselor within 12 to 72 hours after the onset of the difficulty. In keeping with the program's basic philosophy of intervention "while the tears are falling" the majority of youngsters were seen within 18 hours. Table 13 assesses the urgency of 94 of the 99 sample cases by referral source.

Table 13

Assessment of Case Urgency by Source of Referral to A.R.

Referral Source	Assessment					Total
	(1) None	(2) Little	(3) Some	(4) Very	(5) Extreme	
Probation	1	3	4	4	0	12
Police	4	10	11	8	4	37
School	4	6	14	9	4	37
Parent	1	0	4	2	1	8
Total	10	19	33	23	9	94

On a scale of one to five the mean assessment was 3.03 or of some urgency. The distribution is fairly equal throughout the table. Referrals from police and the schools appear to be slightly more urgent although there is no statistical significance. Ten referrals showed no urgency, 19 were of little urgency; 33 of some urgency; 23 were very urgent; and 9 were extremely urgent. There was no difference between the male and female youths in assessment of case urgency.

The reason for referral actually told little about the nature of the problem contributing to the youth's misbehavior. For the young people in this sample most problems identified by the counselor were both child-centered and involved the parent-child relationship. Most of the youths were experiencing difficulty in two areas resulting in a frequency larger than 99. These figures are shown in Table 14.

Table 14
Nature of Problem Identified by A.R. Counselor

Problem	Freq. of Males	Freq. of Females	Total
Child Centered	35	22	57
Parent-Child Relationship	26	29	55
Community-Peer	16	9	25
School-Child	14	15	29
Totals	91	75	166 *

* Youths frequently have multiple problems.

There is little difference in the problems experienced by male youths and female youths. Males may experience problems that are slightly more child centered while females have a little more difficulty in the parent-child relationship. Male youth may also become involved in community-peer difficulties in slightly larger numbers. Both sexes appear to experience equal difficulty in school.

Table 15 examines the marital status of the parents and the areas of difficulty experienced by the child. The data suggests several possible inferences that might be made from this sample. For 50 youngsters living with both natural parents, we find they are experiencing more difficulty in more areas (94 occurrences) averaging almost 2 problems per child. These problems include 29 that are child centered, 31 involving the parent-child relationship, 16 involving the community and for peers, and 18 involving the school. The 22 youngsters living with one natural parent and one step-parent appear to experience problems centered around the child (14) or the

parent-child relationship (12) with few difficulties involving the community or peers (1) and the school (3). The 25 youths living in one parent families average 1.5 difficulties per child (36) that involve all areas, i.e., the child, the parent-child relationship, the community and the schools.

Table 15
Marital Status of Parents and Nature of Problem Experienced by Child

Marital Status	Nature of Problem				Total No. of occur.	No. of youth in each category
	Child Centered	Parent/Child Relationship	Community/Peer	School/Child		
Both Natural Parents	29	31	16	18	94	50
One Natural Parent/One Step Parent	14	12	1	3	30	22
One Parent	12	10	7	7	36	25
Total	55	53	24	28	160 *	97 *

* 160 problems were identified for 97 participants.

Table 16
Age Distribution of Youths Examined by Nature of Problem

Problem	12 or under	13	14	15	16	17 or over	Total
Child-centered	4	9	7	13	17	7	57
Parent-child	5	6	8	20	11	5	55
Community-Peer	1	4	5	5	5	5	25
School-Child	3	4	2	12	5	3	29
Total	13	23	22	50	38	20	166 *

* Youths experience more than one problem.

The nature of the problem identified by the A.R. counselor was cross-tabulated with the participant's ages in Table 16. Child-centered problems and problems involving the parent-child relationship were found to be consistently distributed throughout all age levels. Child-centered problems do seem to reach a peak at ages 15 and 16 years with 13 of 32 youngsters aged 15 and 17 of the 23 youngsters aged 16 in that group. Problems in the parent-child relationship show a high frequency in the 15 year old category involving 20 of the 32 youngsters of that age. School problems also involve 15 year olds at a high rate (12 of the 32). See Table 2 for age distribution. Community-peer problems are quite equally distributed among all age groups.

Table 17 examines the nature of the problem by the number of previous arrests. For the 63 youngsters having no prior arrests they averaged 1.57 problem areas. Those youth arrested once (19 youngsters) averaged 2.05 problem areas. Acting out behavior of youths arrested only once or not at all seems to occur in all areas though still concentrated on the child or

Table 17

Nature of the Problem Examined by Number of Previous Arrests

Number of Previous Arrests	# of youth	Nature of Problem				Total	Average # of Problems per Child
		Child Centered	Parent/child Relationship	Community/Peer	School/Child		
None	(63)	32	32	15	20	99	1.57
One	(19)	16	12	6	5	39	2.05
Two	(7)	4	6	4	3	17	2.43
Three or More	(8)	5	5	0	1	11	1.38
Total	(97)	57	55	25	29	166 *	1.71

* Youths are identified as experiencing more than one difficulty.

parent-child difficulty. For the 7 youngsters arrested twice, we find an average of 2.43 problem areas with difficulties spread throughout the child's environment. Those 8 youths arrested 3 or more times averaged only 1.38 problem areas almost exclusively concentrated on the child or parent-child relationship. This figure of 1.38 may be misleading. It should not be interpreted as an indication that the 8 youngsters experience difficulties in fewer areas. Several of these youngsters were already known to A.R. and the dominating problem area clearly identified even though there might be difficulties in the other areas.

Table 18

Service Modality Employed Ranked by Frequency of Occurrence

Modality	Freq. of Males	Freq. of Females	Total
Individual Counseling	44	39	83
Parent Counseling	35	21	56
Family Counseling	14	17	31
Youths Group	10	12	22
Referral	12	10	22
Contract Approach	8	7	15
Education Guidance	6	7	13
Crisis Intervention	2	9	11
Advocacy	5	5	10
Parents Group	2	4	6
Recreation	*	*	3
Club Activities	*	*	2
Volunteers	*	*	2
Total	138	131	276 **

* Distribution not available by sex.

** More than one modality was used for most participants.

Counselors used a wide range of service modalities as they worked with youths in the program. The average was 2.79, or almost 3 service modalities per participant. Individual counseling easily surpassed all other modalities with 83 occurrences for youth and their counselor and 56 occurrences for parents and their youngsters' counselor. This accounts for almost half (51%) of all modalities used in the 99 cases. In 31 instances the entire family was brought together for family counseling.

Group counseling was used less frequently. Twenty-two youths and 6 parents participated in this modality. The full range of modalities employed by counselor seen in Table 18 illustrates the variety in the total approach to resolution of the problem. Most youth experienced individual counseling. Their parents either spoke alone with the counselor or the youth might also be involved in conjoint sessions. In addition to individual counseling, participants could expect to participate in at least one other modality.

In an attempt to examine differential treatment approaches to the problems identified by the counselors, we cross-tabulated the service modalities with the nature of the problem. Results of that cross-tabulation indicated that a youngster and his family were exposed to as many modalities necessary to help resolve the problem with no clear patterns for each problem. This further supports the concept of tailoring treatment to the individual youth and his family and their problem.

To further examine the service approach, a content analysis was done on the case objectives for the 99 cases. These objectives provided the categories found in Table 19.

for the youth emphasis was placed on increasing self awareness and accepting responsibility for one's own behavior. Both youths and parents worked on improving communication and understanding within the family. Each case averaged approximately 4.5 objectives. Information from the case record summary narratives indicated that counselors and participants worked together in deciding on objectives.

Table 19
Case Objectives For Counselor Intervention

Objectives	Freq. of Males	Freq. of Females	Total
<u>Self-Centered</u>			
Increase self-awareness	32	26	58
Establish realistic goals & behavior	29	19	44
Accept responsibility for behavior	33	23	56
Improve communication & understanding with parents	25	22	47
Assessment of Problem	10	15	25
<u>Parent-Child</u>			
Supportive counseling	14	4	18
Improving communication & understanding with child	28	20	48
Establish realistic responsibilities, obligations and discipline	11	10	21
Improve relationship between parents	6	4	10
Assess parenting	10	13	23
<u>Community-Peer</u>			
Improve social functioning	14	12	26
Obtain training or employment	3	1	4
Use volunteer resources	3	2	5
<u>School-Child</u>			
Facilitate adjustment in school	16	16	32
Improve school attendance	8	9	17
Facilitate school in helping child	3	2	5
Transfer, re-enter or graduate	2	1	3

Table 20
Case Objectives Cross Tabulated With Identified Problem Area

Case Objectives	Nature of the Problem			
	Child Centered	Parent/Child	Community/Peer	School/Child
Increase self awareness	41	31	15	16
Establish realistic goals	30	24	11	9
Accept responsibility for behavior	34	28	17	13
Improve communication & understanding w/parents	23	40	7	13
Assessment of problem	11	12	6	12
Supportive counseling	11	10	4	4
Improve communication & understanding w/child	24	40	8	15
Establish realistic responsibilities, obligations and discipline	10	19	2	5
Improve relationship between parents	6	9	1	1
Assess parenting	10	15	7	10
Improve social functioning	17	16	10	8
Facilitate adjustment in school	17	16	6	18
Improve attendance	10	9	4	10

In Table 20 case objectives were cross-tabulated with the problem identified by the A.R. counselor. For a child-centered problem, counselors were more likely to concentrate on the youths' self awareness (41), his goals (30), and his acceptance of the responsibility for his own behavior (34). For a parent-child problem would stress improved communication between youths and their parents (40 freq. each) along with other objectives deemed important.

Each problem area illustrates the wide approach used for resolution. Where possible and applicable, counselor also turned to the community for assistance in problem resolution as can be seen in Table 21.

Table 21
Community Services Used by Counselor

Services	Freq.
Education	36
Volunteers	10
Recreation	9
Mental Health	7
Welfare	3
Vocational Training	2
Church	1
Other	13
No Services Used	33

Counselors seemed willing to use community resources available to them when possible. Narrative comments in the case records made reference to contacts made. However, these resources were not always able to provide the assistance needed. This happened most frequently with requests for volunteers indicating that perhaps additional attention might be given to the procedures for obtaining and gaining easier access to some volunteer resources. In 33 cases no attempt was made (or perhaps not needed) to use community services.

Alternate Routes counselors have made a concerted effort to involve other community members and the schools in their intervention counseling with youth.

Table 22
Mean Number of Contacts With Significant Others

Significant Person	\bar{X}
Mother or Step-mother	4.3
Father or Step-father	2.9
Siblings	3.2
School counselor, principal, etc.	3.44

Table 22 presents the average number of contacts made per case when participation of others seemed important to problem resolution. The mothers of youths participated most frequently averaging 4.3 contacts. Siblings were also involved when problems indicated a family conflict or brothers and sisters would benefit from exposure to the A.R. program. In many cases the involvement of siblings clearly illustrates an early intervention strategy by the counselor to ward off potential future difficulties. Comments from case records also indicated repeated attempts by counselors to involve parents who showed some resistance to getting involved in the program. Those recorded attempts which were not productive have not been included in Table 22.

The frequency of counseling activity is shown in Table 23.

Table 23
Involvement of Significant Others Compared by Nature of Problem

Nature of Problem	Number of Contacts With Others										
	Mother			Father		Siblings		School			
	1 or 2	3 or 4	5,6 or more	1 or 2	3, 4, or more	1 or 2	3,4 or more	1 or 2	3 or more		
Child-centered	13	13	24	16	16	5	6	26	21		
Parent-child	16	6	26	23	20	13	8	25	21		
Community-peer	9	9	7	6	7	6	3	8	9		
School-child	11	6	10	14	8	9	4	15	12		
Total *	49	34	67	59	51	33	21	74	63		

* Total represents a duplicate count as youth may be experiencing more than one problem area.

This table presents more information about the involvement of others important to the youths in our 99 cases. The mean number of contacts with father shown in Table 22 was 2.9. When we examine Table 23 we find fathers more active when the problem involves the parent-child relationship. Forty-three were involved in about equal proportions--50 for a child centered problem, 48 in a parent-child conflict. Remembering that most fathers were employed these figures clearly indicate not only interest on the part of the parents, but also A.R.'s flexibility in working out schedules so that working parents could participate.

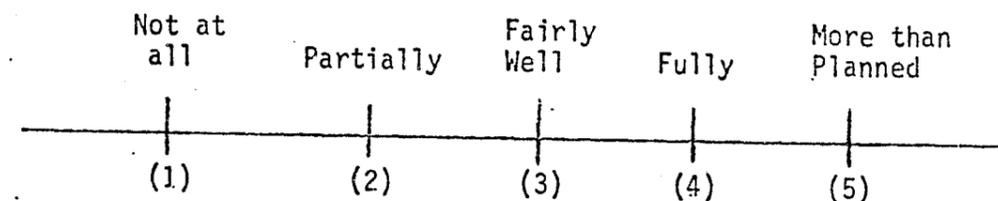
Cases in the A.R. program are closed either by joint agreement between the counselor and participant or by the worker when he feels the participant can "make it on his own".

Table 24
Case Closings of Sample Participants

Closing	Freq. of Males	Freq. of Females	Total
Joint agreement	22	19	41
Worker	18	6	24
Youth moved	2	4	6
Case transferred	7	6	13
Other	7	8	15
Totals	56	43	99

As can be seen in Table 24, a case may also be transferred, the youth may move out of A.R. jurisdiction, or it can be closed for "other" reasons.

Counselors were asked to assess how well they felt their own case objectives were met. Each case was also given a blind rating by a judge from the Regional Research Institute.* The five point scale for judging achievement of case objectives is shown below:



Two additional classifications were provided for cases transferred and those who had moved out of Alternate Routes jurisdiction. For a case to be classified as "Transferred" it must leave A.R. before much work is done. This may be a transfer to probation, the courts, or another community agency.

* Judges from the Institute included Dr. G. Carter, Director, Dr. D. Franklin, Associate Director, M. Greenstein, USC Doctoral Candidate, and L. Fifield, Research Student.

On several occasions, referrals reached A.R. that were not appropriate for the program. In other cases the youth was arrested again and detained. For a case to be classified as "moved out of jurisdiction", the youth must have left the Fountain Valley or Placentia area.

The following anchoring descriptions were used with the scale as applicable in making a determination at each scale point:

- (1) Not at all - Youth is not cooperative and not amenable to change.
- Some behaviors continue to reoccur.
 - Behavior deteriorates.
 - Parents undermine any interventions.
 - Refusal to participate in the voluntary program.
- (2) Partially - Participation by youth in program but home situation impossible. Parents refuse contact with program.
- Slight improvement in behavior.
 - Some increase in self-awareness reflected in actions.
 - Youth exhibits resistance but keeps returning to A.R.
 - Improved school performance.
 - Home conflicts eased or reduced.
 - Case is still open and shows some movement.
 - Good intervention strategy and considerable work with little effect on youth's behavior.
 - Problem situation so extreme that intensive help needed.
 - Case transferred after some movement - often motivational in nature.
 - Terminated when counselor believed no further progress was possible.

- (3) Fairly Well - Improvement in youth's attitude and willingness to participate.
- Increased self-awareness reflected in behavior.
 - Better ability to handle crisis or problem situations.
 - Considerable improvement in school performance and attendance.
 - Acceptance of responsibility for actions.
 - Use of A.R. counselor constructively.
 - Improvement in family functioning.
 - Case still open but clear movement beginning to occur.
 - Very good intervention strategy with some responsiveness indicated by youth and family.
 - Youth and/or family are "over the hump" and plan to use outside resources for additional help.
 - Case content lacks specific indicators for a fully reached rating.
 - Case transferred to other community agency after clear movement attained.
- (4) Fully
- First occurrence of delinquent behavior. Youth cognizant of his responsibility and motivated to avoid problem situations again.
 - Considerable improvement in family functioning.
 - Clear growth in awareness of self and understanding of behavior.
 - Constructive use of A.R. program.

- Improved school grades and regular attendance.
- Goal oriented behavior.
- Good communication in interaction with peers, counselors and family.
- Specific case objectives reached.
- Presenting problem resolved.
- Determines resources for handling case and making necessary referral. Objective was assessment.
- Case still open though initial objectives reached.
- Case transferred after good movement attained.
- Assisted family in working out solutions so they might assume responsibility.
- Problem situation resolved.
- Improvement in areas beyond stated case objectives.
- Constructive use of A.R. counselor and community resources after case closed.
- Moderate objectives set and case illustrates considerable movement beyond.

(5) More than Planned

Table 25
Counselors' and Raters' Agreement in Assessing How Well Case Objectives Were Met

Counselors' Assessment of Case Objectives	Not at all	Partially	Fairly Well	Fully	More than Planned	Case Transfer.	Client Moved	Total
Not at all	4	3	1	3	-	-	-	11
Partially	3	3	5	5	1	-	-	17
Fairly well	1	7	14	9	1	-	-	32
Fully	-	3	5	14	-	-	-	22
More than planned	-	-	1	4	0	-	-	5
Case transferred	-	-	-	1	-	7	-	8
Client moved	-	-	-	-	-	-	4	4
Total	8	16	26	36	2	7	4	99

Table 25 shows the amount of agreement in the assessment of the 99 cases by A.R. counselors and the Institute judges. Agreement was reached for 35 cases; 4 were rated not at all; 3 were found to be partially reached; 14 were assessed fairly well; and 14 were found to be fully reached. Agreement was not possible for the "more than planned" category. Seven cases were transferred and 4 participants moved.

The A.R. counselors assigned most cases (32) to the fairly well category whereas the Institute judges assigned 36 cases to the fully reached category. Apparently the counselors were far more critical of their work in this sample than the judges. Their ability to be critical and objective about their own work must be a contributing factor to the success of the program.

Section II

A DEVELOPING PRACTICE MODEL FOR DIRECT SERVICE TO YOUTH IN THE ALTERNATE ROUTES PROGRAM

by

Genevieve W. Carter

Diversion programs are generally described in terms of goals--to offer appropriate program opportunities for youth as an option to entry into the official juvenile justice system. If the youth does enter the official juvenile justice system, then the objective would be to limit the degree of penetration as much as possible.

Diversion programs will have linkages with the police, probation, schools, referring and resource agencies, with volunteers or parents and youth. Procedures are established (at least in this diversion program for Placentia and Fountain Valley) for prompt referral and attention. It may take one month for probation hearing attention but only a few hours for an immediate response from the Alternate Routes program.

Alternate Routes workers keep themselves readily accessible, reaching out into the schools, the police, Juvenile Hall or into the general community. In the entry into Alternate Routes channels, barriers of red tape or complicated intake procedures are conspicuously absent.

Commonly, acceptance and active support on the part of the established institution is essential -- the police department, schools, city government, probation department, parent organizations, etc.

Since these youth diversion programs are currently being demonstrated in a number of cities and locales, there is an over-riding interest in the diversion success goal. That is, how many youth were diverted from the Juvenile Justice system because of the alternative program and what are the cost benefits now and what savings can be projected?

Another important goal must be examined. The ultimate objective is to change social behavior or sustain positive behavior of the individual

children and youth. If nothing good happens to the youth in the program, the community cost-benefits resulting in diversion from the Juvenile Justice system are of little value. Furthermore, recidivism data as the basis for evaluating alternative programs is not enough.

This brief paper is addressed to two pertinent evaluation questions:

- (1) What kind of social intervention or helping service was provided to the individual youth who were "diverted"? The guidelines on diversion programs never give any service prescriptions and the demonstration programs seldom (if ever) communicate anything about what was done with the children, e.g., the experimental or intervention variable. The Orange County Project will attempt to offer a tentative description of their developing practice model,* e.g., what does this service attempt to achieve (and what doesn't it attempt to do). What means are used to help the youth?
- (2) What degree of success was achieved in providing service to the individual youth and their families? Did the service provided by the Alternate Routes staff counselors do (or have the effect) that it was supposed to have?

We would venture to say that no other project of this type in the country, financed by public funds, will be able (or willing) to attempt an explanation of the intervention approach on the case basis (what kind of

* Counselors do not act on a trial and error basis, but rather inter-act with youth, their families and the community in a disciplined, professional manner. They employ practice and behavior theory, selected skills, techniques and strategies to help youth and families with their problems. The Alternate Routes program has developed a youth service approach (service modality) which is evidencing successful results. This paper describes this approach.

service?) or to attempt a case by case evaluation (what was accomplished?). Furthermore, added to the case examination are the results of a parent and youth questionnaire survey which was designed to learn what the service provided the youth and what was judged by the parents and youth to be helpful. Also included is information obtained from interviews with the counselors and with parents who were selected from those who completed the questionnaires. Thus this explanation of the intervention approach is derived from a case examination, the results of a parent and youth survey and parent and counselor interviews.

This paper is directed toward an explanation of a developing practice model used in the Alternate Routes program. The case by case evaluation of the Alternate Routes program is presented in a separate report, as is the study of parent and youth reactions to the service they received.

A Brief Description of the Service Intervention

The service model used by staff in working with youth is in a developing stage as would be expected for an innovative program. Creative and enthusiastic personnel were selected from the Probation Department for the new program. The disadvantage of the process is that this selective process results in more offers for upward career mobility which in turn results in new job offers for competent staff in an expanding county program. Even with this staff mobility, the practice model appears to be evolving in an integrated short term case service. Although individual case service is quite different in practice from the coordinating community development work, it is always interlinked.

This service approach can be described as a planned short-term service focused primarily on the individual youth and his immediate situation. In a majority of cases the environmental setting such as the peer context, school context, or the family context will constitute a target for intervention or a positive support for reinforcement of desired behavior. The practice perception of the delinquent child or youth is one of an individual interacting and responding to his immediate environment -- now and for this time during a current difficulty or crisis period.

The records and interviews show that the Alternate Routes counselors make extensive use of adolescent behavior theory and to a lesser extent theories of family functioning, family disorganization, marital difficulties, etc. Counselors show their awareness of the importance of supporting teenagers in their attempts to establish an identity as a person maturing into the young adult status. The importance of being the role model against which youth can test their ideas about how it is to be a female or male in their environment is clearly evident in the way parents and youth report that counselors relate to them -- as a friend, a confidant, a person who will talk over the sexual "facts of life" with the youth, an authority who offers the youth the opportunity to take responsibility for his own behavior. The expected rebellious aspect of the adolescent years is dealt with by counselors who help parents and youth get together in setting reasonable rules for behavior. Counselors recognize the fear that parents have when rebellion begins and in their work, they help parents relax the rigid hold, which doesn't work, in favor of a less strict stance on such matters as dress, church attendance and general grooming. At the same time counselors help parents

hold to the controls that provide youth with the security of love and concern that they want from their parents at this age. Counselors are offering parents and youth alternative ways to behave to achieve the goal of increasing independence and responsibility for management of one's life. The case records vary in detail as to the degree that the counselors make their intervention strategies or tactics explicit. Some offer a rationale for choice of approach to youth. Others will offer a brief comment on what happened or what got done. However, the interviews with counselors have yielded more pertinent information about why a particular approach was chosen in relation to a specific assessment of the situation and the intended (hoped for) outcome.

Many of the insights expressed in the records about the adolescents in Alternate Routes show keen perception on part of the A.R. counselors about behavior causation and the meaning of the deviant behavior to the child.

Some of the characteristics of the service are:

-- There is selection of youth accepted for the service.

All youth referred to the program are seen by a counselor. If the problem is one of social adjustment where there has been considerable recidivism or if presently on probation, the youth will not be accepted for service. When it is determined after the first or second contact with the youth and his family that the problems are rooted in an emotional disturbance, the youth is accepted, but only in order to make a referral for specialized help. If parents say they don't want help on first contact with

the counselor, the suggestion is made that the counselor see the youth for one or two more times and the parents usually agree. This can and often does result in a continued service to the youth and perhaps to his parent. There is some concern as to whether youth as old as seventeen or more can benefit from this type of program.

- It is time limited. There is no attempt to carry a case load over an extended period of time. There is conscious effort to "cash in" on the anxiety or concern generated at time of the precipitating event. It follows a principle of "situational stress or a crisis event can serve to motivate the child and family for immediate action and participation with the counselor".
- This is a service episode -- a unit with a beginning and end. The traditional case load ratio or yard stick is not applicable here. The episode of service is generally intensive -- four to twelve sessions in a short period of time -- one month to two months. This is in contrast to the assigned continuing case load model.
- A careful but quick assessment is critical. This is not the traditional social study work up. Rather this type of diagnosis is usually made in the first and second contact and is a professional assessment of functioning in (1) terms of self-image, intelligence, maturity, (2) peer relationships (3) school environment and (4) family relationships. The case records indicate

that a significant part of the assessment is to identify the situational factors in contrast to expected continued delinquent behavior.

- There is a flexible range of service modalities or approaches. Collateral work usually equals the number of individual contacts, depending on the focus of the case plan. Individual counseling includes direct confrontation, indirect counseling with guidance, supportive help with counselor directed structuring, the use of contract and other techniques. Peer group sessions provide a frequent and acceptable resource for the youth in the AR programs. Some of the groups are led by two leaders who invite youngsters from their case loads to attend the group for eight sessions. There are eight to twelve members in these groups which are coed. Membership is voluntary and those who have attended one eight session term are invited for a second term. Some accept, but generally do not enter a third term. The groups follow a set design with each session planned on a progressive experiential basis. The use of awareness games and role play are part of the repertoire of techniques employed. The direction of counselors' intervention is to emphasize the strengths of the youths. For a number of the youth this is their principal contact with the counselor, who, in addition, sees the parents at least once a week. In some instances, a counselor will build a group of peers around a youngster in the Alternate Routes program. Community resources are limited but

Work Experience Programs, special education classes, medical resources, marriage and psychological counseling through fee services, community recreational activities, etc. offer some opportunities. Particular attention is given to collaboration with other "influencers": the school counselor, the welfare agency worker, the psychiatric social workers and teachers. The counselor may act as an advocate for the youth by offering school personnel another side of the youth's particular situation. This is especially true when a youngster belongs to a family with a "bad reputation" with the school. Referrals to other resources always include follow-up. Conjoint family interviewing is commonly used when the family unit becomes a focus. Some counselors insist on seeing the family with the youth in the program and all other children in the family over twelve years old for regular conferences and this unit becomes the focus of help. Insight giving in an analytical context is rarely used but behavior interpretation, prediction of behavior consequences are used frequently. The use of concrete, behavioral tasks are referred to in the case records but like the use of the contract approach the techniques vary with the needs of the individual youth.

-- A work plan or listing of objectives or tasks to be achieved is essential. Counselors vary in their interest or capacity to verbalize specific tasks or objectives in their case plan. This model of service to youth is primarily action or task oriented and is usually expressed in behavioral terms in contrast to

analytical. Plans vary as to the degree of youth participation in shaping the objectives to be achieved. As the practice develops, more attention will likely be given to the use of contract task definition and responsibility for task achievement on part of the youth. The use of contract is one approach in accomplishing this. Clear presentation of the tasks or objectives for each case plan for each episode of services make it possible to carry out case evaluation -- to what degree were the planned objectives achieved?

-- The model calls for active participation on part of the youth (or others in his domain) in assessing his situation as well as in formulating a course of action. He is offered a role as a partner in finding a solution to the situation. Furthermore, the youth is not necessarily viewed as the target of intervention -- the parents, the school or others may constitute the focus of counselor efforts. There is the belief among the counselors that the parents have to be with the counselor in his efforts if a firm behavior change is to occur. Counselors are able to identify in one or two interviews with the youth whether or not parents should be included on a regular basis in the counseling sessions. The clues for parent involvement are found in the way the youth blames them for his trouble and is not able to see his part in the problem.

-- A further ingredient in this type of practice model is the deliberate introduction to the youth of the legal aspects and

expected consequences. His juvenile status is explained in comparison with adjudicated adult violations.

-- Sensitive timing for termination of the service episode is very important. Research results on successful case service have emphasized the importance of keeping the case activity geared to the event or precipitating situation when motivation and concern can be utilized for progress. Most counselors in their records reflect the principle that if the counselor continues to hold the case beyond the optimum point that these consequences may happen: deterioration in relationships can occur, overdependency on the part of parents or the counselor, the youth may like to rely too much on the external support of the counselors, etc. The decision to close the relationship appears to occur when everyone involved is feeling good about the situation.

-- The door is always left open and the youth and family are encouraged to return for help if and when needed. This message at closing is a characteristic of nearly every service episode. Hopefully, the closing is a joint one and the youth and/or family hear from the counselor what he thinks was achieved and the clients have an opportunity to say what they feel was accomplished. The reinforcement helps to sustain the gains made and offers a means for self-assessment later.

-- Case recording is summary narrative type but is moving toward a

form reporting style with supplemental check list data in order to provide the needed data for a strengthening service accountability. Task oriented service with expressed objectives is readily amenable to evaluation. The agency has exercised careful monitoring of confidentiality of case records in both practice and research evaluation. Identifying individual characteristics are never transmitted into research data storage or processing.

Section III

WHAT HELP IN YOUTH DEVELOPMENT AND IN POSITIVE BEHAVIOR CHANGES DO THE YOUTH AND THEIR PARENTS REPORT?

by

Sara Maloney

INTRODUCTION

The goal of this question is to obtain information that will assist Alternate Routes counselors to assess the impact of their procedures used in counseling youth and their parents. Furthermore, it is believed that this information will offer counselors ideas as to additions and changes they can incorporate in their counseling method that will result in an even more effective program for the two communities--Placentia and Fountain Valley, California.

A. METHOD OF THE EVALUATION

This part of the evaluation was conducted by means of two questionnaires--one for parents and one for youth--constructed so as to have matching items. With this device, both differences and similarities in viewpoints about their experiences could be revealed. No information was requested, that could be obtained from the case record.

A limited number of interviews were held with parents. Only those parents were seen who indicated on the questionnaire that they would be willing to talk with the evaluator. There were no interviews with the youths who received the service.

The parent questionnaire asked them to indicate if they would be willing to be interviewed and to state what time of day of the week would be convenient.

Of the parent-youth paired returns from Placentia, fifteen parents indicated they would like to be interviewed. Contact with all of these respondents was attempted and six parents were interviewed. One of these conferences was with the mother and father; five were held with only the mother present and one of these ladies was interviewed by telephone at her request. All personal interviews were held in the homes. These conferences were conducted by the researcher, who at one interview, had the opportunity to meet the youth who had been in the program. However, this person did not stay for the conference. Twenty-six parents of the matched parent-youth returns from Fountain Valley stated they would be willing to be interviewed.

1. It seems more than worthwhile that interviews were held with parents for two reasons. First, the parents welcomed the interviews and the opportunity to express their gratitude for the help they had received. Their responses were uniformly laudatory. The second reason is that interviews and consultations helped the researcher to gain a broader perspective which aided in knowing what to look for that would be helpful to the counselors during the analysis of the questionnaire returns.

2. As the questionnaires were being constructed, group meetings were held with the counselors to hear from them what they would like to learn from this part of the evaluation. Five pilot questionnaires for youth were completed by youngsters in the program with the counselor present to get the youth's reactions. This device gave some corrective feedback for immediate questionnaire revision.

B. THE SAMPLE

A total of 600 questionnaires were mailed. Of this number, 300 were sent to parents and youth in each city (to 150 youth and to 150 parents).

This sample was obtained under the supervision of the project director. An acceptable random table was used to select this sample from a total of 750 cases served by Alternate Routes to December 15, 1972.

In order to assure confidentiality, a matching code number was assigned to each youth and parent and the letter accompanying each questionnaire indicated the reason for the number.

In the case of undelivered mail, an attempt was made to find the correct address and a re mailing was done. As questionnaires were returned, they were stamped with the date of receipt.

The data were to be analyzed by pairs of parent and youth. Thus, when only one questionnaire was returned from a pair, the family was contacted by telephone and invited to complete and send in the missing schedule.

The target number of returns from each city was 50. By the cut-off date, 55 pairs were received from Fountain Valley and there were 34 from Placentia. A total of 89 sets comprised the population used for analysis. The time that had elapsed from the date of initial mailing to the date for beginning the analysis of the data was approximately two months.

C. THE RETURNS

From Placentia, a total of 49 returns were received from parents or 21.7% of the mailing and a total of 51 returns were received from youths or 34% of the mailing. Of these, 34 could be matched for parent and youth, making 68% of the hoped for population of parent-youth pairs.

From Fountain Valley, a total of 65 returns were received from parents or 43.7% of the mailing while 68 returns were received from the youth or 45.3% of the 150 that were mailed. From these returns 55 could be matched for parent and youth giving 110% of the hoped for population of parent-youth pairs.

Although only the analysis of the data obtained from the matched sets or returns is presented in this report, it is believed that an analysis of the unmatched returns would not yield contradictory information.

D. REPRESENTATIVENESS OF SAMPLE OBTAINED

There was no extensive follow-up on those who did not return the questionnaires. Therefore, it is impossible to determine whether this sample is representative of the total population served since the inception of the program.

A partial analysis of the first 20 returns received and the next 19 returns received from Placentia respondents showed no differences suggestive of significance. It might have been expected that people who were either very dissatisfied with Alternate Routes or very pleased with the program would be the first to return their questionnaires. This was not found to be true: the earlier and later returns appeared to be essentially similar.

To explore whether or not respondents who had been served in the earlier days of the agency's operations were like or unlike those respondents who had been served in a more recent period, the returns from Fountain Valley were divided into two groups. Group I was comprised of those whose case numbers were below 158 (27 returns). Group II was made up of those respondents whose case numbers were at 158 (28 returns) and higher. Agency case code numbers were used for coding the questionnaires and the first persons worked with had the lowest numbers. A sample analysis of these two groups suggested that the latter-served group might reflect more program success, but not at a statistically significant level.

There is no evidence available as to why a larger proportion of returns was received from Fountain Valley than from Placentia, nor are any conjectures offered here.

Whether or not the returns received are representative of the entire population must remain unanswered. However, the returns that could be paired are judged as clearly representative of all the returns received.

E. PROFILE OF THE SAMPLE OBTAINED

Of the 89 matched pairs of returns, 77 bore answers as to who had filled out the questionnaire. (pg. 24).

37 by Mother
23 by Mother and Father
12 by Father
2 by Mother and Step-father
1 by Father and Step-mother
1 by Grandmother

Throughout the parent and youth questionnaires, step-parents were included in the appropriate items. This was done at the suggestion of the counselors who indicated they worked with many such families. While, of the persons who checked the item, the largest number is the mother, it is noteworthy that 23 questionnaires (or 30% of the 77) were completed by the mother and father together. Does this suggest that more intact families returned the questionnaires? Perhaps, in the case of a step-father in the home, the mother filled out the schedule. This information can be obtained by checking with the case record and might give guidance for future evaluations of this project.

It is assumed that all of the youth questionnaires were completed by the youths themselves. There was no item on the schedule for the youth to indicate if they completed the questionnaire alone or with someone.

E. GENERAL PLAN OF THE ANALYSIS OF MATCHED RETURNS

The matched returns from Placentia and the matched returns from Fountain Valley were merged into a common population for the analysis. It was not the purpose of this part of the evaluation to compare the operations at one locale

with the operations at another locale but to search for the answers to four basic questions judged to be important to all Alternate Routes counselors.

1. To whom do parents and youth attribute the blame for the trouble the youth got into? (The questionnaire, by plan, did not ask about what was the nature of the trouble since that information is already contained in the case records).

2. What do the parents and youths experience in the Alternate Routes Program as helpful to them?

3. What evidences of having been helped do they report?

4. What do parents and youths think about Alternate Routes as a source of help?

Examples of the parent and youth questionnaire are attached to this report and can be checked to refer to the items that are indicated in the following presentation and discussion.

Analysis 1

"Who do you think was most to blame for the trouble your child/you had?" (P/Y Q #13).

Parents and youth agree that the youngster was most to blame for the trouble.

	<u>Parent</u> f	<u>Youth</u> f
(possible frequency 89)		
the youth-----	48	51
the mother (incl. step-mother)-----	34	16
the father (incl. step-father)-----	34	15
his friends-----	38	18
the school-----	14	13

(other categories like police and siblings not included because of low frequencies).

While it is not statistically significant, it can be noted that youth tend to blame either the mother or father less frequently than their friends. The mothers and father blame the friends of the youngster more frequently than they do themselves. The parents said they were to blame for the youth's trouble more than twice as frequently as did the youth. It will be shown later in the report that one of the insights found by parents to be helpful is the "recognition that the child is, and must be responsible for his actions". (PQ #22) This item shows the highest frequency for helpful insights. Parents also indicated that recognition of how their actions can "trigger" the child into misbehaving as well as, the effect their personal problems could have on the youth were helpful learnings. These reported insights could account for the blame the parents accepted for the trouble of their youth. (see Analysis 3 for detail).

Item #15 on both questionnaires approached the matter of blame in a slightly different manner. The respondents were simply asked to check the statements which fit for the youth.

	<u>Parent</u> f	<u>Youth</u> f
(possible frequency 89)		
a. The trouble was not his/her fault--	5	7
b. The trouble was only in part his/her fault-----	44	38
c. The trouble he/she had was because of friends-----	34	9
d. Family problems caused the trouble	25	5
e. Youth was responsible for the trouble-----	24	37
f. The trouble was because of prejudice against the youth-----	3	6

The youth indicate that the trouble they got into was only in part their fault, but they also claim that they were responsible for their behavior. It is not possible to determine who shared the fault with the youth from the youth's perspective. Certainly not the friends nor the family problems. If an item about school had been included, it might have shown that the youth believed this was the area of his life that caused the trouble. When these responses are compared with those of the "to blame" item, it is indicated that while school was blamed with the lowest frequency, nevertheless, it was a factor for both the youth and the parents.

(#13) To Blame	Parent		(#15) Cause of Trouble	Youth	
	P	Y		P	Y
youth	48	51	youth partly at fault	24	37
mother	34	16	family	25	5
father	34	15			
friends	38	18	friends	34	9
school	14	13			
			prejudice	3	6

From the parent's perspective, their youngster's friends were viewed as being very much associated with the trouble the youth was having and they could include themselves as part of the problem also. It could be expected that the maturity and life experience of the parents would alert them to the contagion-effect that teenagers can have on one another. Youth, on the other hand, would be reluctant to check friends as partly responsible for the trouble since for adolescents, this is their primary reference group. The

low frequency of responses from youth regarding family or mother/father involvement in the trouble they were having may point to the effect of the counseling. As youth receive more insight into their behavior, they should be able to accept responsibility for that part of the trouble that is rightfully theirs.

Analysis 2

What did the parents and youths experience in the Alternate Routes program as helpful to them?

The cluster of questions designed to elicit information on this subject were focused on the amount of time the youth spent with the counselor, the help received from a variety of activities offered by the counselor and the perception the parents and youth had of their relationship with the counselor.

The youths were asked about the length of time they spent with the Alternate Routes counselor (YQ #21)

- a. is/was not enough-----17
- b. is/was just right----- 47
- c. is/was too much----- 8

The preponderance of responses indicate a good allocation of time spent with the youth. Those who reported they didn't have enough time with the counselor may have felt the relationship to be of the "friend" quality and didn't want to be separated from their friend so quickly. It is noted below that parents and youth experienced the counselor as "a real friend". Those who stated they had too much time with the counselor may have also replied that there was no value for them in the program. (see Analysis 3)

The implication of this finding for the counselor is that it is worthwhile discussing with the youth how much time he wants to spend with the counselor.

Parents and youth were asked how long a visit should be. (PQ #20, YQ #19)
Those who answered indicate:

	<u>Parents</u> f	<u>Youth</u> f
1/2 hour-----	12	18
1 hour-----	18	12
more than 1 hour-----	9	14

What appears important here is the spread in the answers. Again this seems to imply there is no one best answer, and that this too is an individual matter which needs to be discussed with each family.

When asked about how frequent visits should be, those who answered state:

	<u>Parents</u> f	<u>Youth</u> f
alone-----	53	61
and mother together-----	16	12
and both parents together-----	12	10
and other youths in a group-----	11	13
and the whole family together-----	4	3
and the father together-----	2	4
and the school counselor-----	0	3

There is no question as to the value experienced by youth and parents when the youngster saw the Alternate Routes counselor alone. This finding might lead to the conclusion that this is the most helpful procedure to use

toward problem resolution. When we examine the data gathered relating to joint conference with parent and youth, we find that only 15 parents report having had such conferences (PQ #8), while 39 report they believe that sessions with the counselor, parent and youth would be a helpful activity. In addition, 29 parents indicate that appointments with them and the counselor (without the youngster present) also would be helpful. (PQ #21)

The respondents who report that conferences with youth and mother together and both parents together had been helpful procedures are probably those who had such sessions with the counselor. Thirteen youths reported they found it helpful to be with peers in a group while 19 stated they had participated in peer groups and 15 of the 19 said they liked the role-playing activity. (YQ #8). It could be speculated that most parents and youths don't want the other siblings involved in the discussions.

Parents were asked to check those activities that the Alternate Routes counselors have found helpful which they believed would fit for them as parents. (PQ #21).

- a. Talking with the A.R. counselor alone
youth not present----- 29
- b. Group session with other parents----- 6
- c. Sessions with counselor and youth
parents and youth----- 39
- d. Sessions with counselor and our
entire family----- 9

These responses seem to point to the need felt by parents to have sessions with the counselor alone as well as with the youth present. As noted above, sessions with the entire family may not be helpful to the parents because

they don't want other family members involved. It may be too, that few parents experienced this type of counseling. The small number of responses regarding group sessions with other parents could reflect the lack of use of this procedure or, it could indicate that parents feel threatened by the thought of engaging in such an activity.

The questionnaire contains items which are designed to probe into how the relationship with the counselor was perceived by parents and youth. Items also are included to elicit both positive and negative perceptions of experience with the counselor.

POSITIVE PERCEPTIONS OF RELATIONSHIP WITH COUNSELOR

Counselor perceived as:	By Parent	By Youth	See Question
Like a friend	67	59	P/Y #14
A real friend	50	47	
Like a school counselor	23	26	P/Y #14
Like a big brother or sister	19	12	P/Y #14

NEGATIVE PERCEPTIONS OF RELATIONSHIP WITH COUNSELOR (PQ #19, YQ #20)

Counselor perceived as:	By Parent	By Youth
Not strict enough with youth	9	5
Never knew that youth "shined him on"	6	6
Too easy on parents	0	7
Didn't seem to care about youth	3	3

The positive reactions to the counselor are characterized by designating that the relationship is of the "friend" quality. The school counselor and sibling type relationships appear to be less descriptive of the interaction

experienced by parents and youth with the counselor.

The negative reactions to the counselor are of low frequency, but do suggest some pertinent observations. Counselors may need to be clearer about their expectations for youth behavior. There is some indication that both parents and children believe that the counselor never knew that he was being duped--"shined on"--tolerated but not heeded.

However, there is little evidence that counselors were experienced as not caring about the youngsters and only the youth indicated that they believed that the counselor was too easy on the parents. While the negative perceptions are probably too small in frequency to be statistically significant, there is a suggestion that the counselors should be alert to the youngsters who are sufficiently distrustful of the helping situation as to need to pretend to engage in a relationship with the counselor.

Analysis 3

Reported evidences of having been helped.

The items in the questionnaire that indicate that help was received from the Alternate Routes program center on the insights about the behavior the parents gained, the insights about behavior that the youth and his parents indicate the youth learned, including reported evidence of the youngster's changed behavior, and finally the report that parents and youth gave on the help they received from the counselor including their general appraisal of the value of the program.

The parents and youth were asked to indicate the value of the Alternate Routes program to them. (P/YQ #1). The accompanying matrix quickly shows

that out of a possible frequency of 89, 21 pairs of parents and youth agree that the program was of some help. The program is reported as being a lot of help to 13 pairs of parents and youth while only 4 pairs of parents and youth say they received no value--that it was a waste of time. Upon closer examination, it is revealed that 42 youth in all report some help and 40 parents report that the program was of some help. Eight parents said it was of no help and 9 youth agree with this negative assessment. However, 29 youth and 29 parents state that the Alternate Routes contact was a lot of help. Thus, on the basis of the findings from this sample, it appears that around 78% of the total population did find the program of value.

		YOUTHS				
		No Value at all	Some Value	A Lot of Value	No Answer	Total for Parent
P A R E N T S	no value at all	4	4	0	0	8
	some value	2	21	16	1	40
	a lot of value	2	11	13	3	29
	no answer	1	6	0	5	12
	Totals for Youths	9	42	29	9	89

So much then for the extent that parents and youth feel that they benefited from the Alternate Routes program. The next question is whether or not they report receiving the kinds of help that would support the evaluations given.

Of the 89 youths returning the questionnaire, 16 checked that there had been no change from when they started, yet 11 of the 16 reported positive changes in other parts of the questionnaire. Similarly, 11 parents stated there was no change in the youth since starting the program, yet 6 of the parents reported changes in the youth elsewhere in the schedule. In only 2 cases did both parent and child report in unison that there was no change and they did not indicate any changes elsewhere in the questionnaire. From this we can only conclude that verbal reports of "no change" do not necessarily mean that there has been no change. In most instances, it may reflect the feeling that there has been less change than hoped for.

If real help has been received, one would expect parents and youth to report the kinds of shifts descriptive of global, dynamic change: changes in feelings about self; changes in feelings about others; changes that suggest an ability to stand back and look at self, others and events, and the way one is relating to self, others and events. These are the kinds of changes that would serve as a foundation for more wide-spread effectiveness in relating to others.

The material which follows presents the changes and the quality of the changes that the youth and parents report have taken place in the youth.

Foremost in these changes is the report that the youths feel better about themselves. They have learned to like themselves. Parents and youth indicate that this sense of liking self and feeling better about self can be attributed in large part to the learning received from the counselor. Parents and youth state that the youth has learned how to stay out of trouble and that it is easier to stay out of trouble. In addition, youths have

learned to see better ways to do things like saying "no" to temptation and saying "no" to friends who pressure them. They have learned to live with situations they can't change. They are not as basically angry all the time as they were before starting the program and they have less tendency to run away from their bad feelings. They have learned to stand up for their rights. And these are the kinds of changes that the counselors had hoped would come from their efforts.

Both the youth and parents report that the youngsters feel better about their parents and that they understand their parents better. They have learned to understand their mothers and fathers better. Learning is reported in relation to a joint decision between parent and youth about a good set of rules for the youth to follow.

Outside the self and the home, parents and youth report that the youngsters have learned how to make it in school. It is easier to go to school and stay there. Some parents and youth report that the Alternate Routes counselor helped the school to understand the youths better.

Parents and youth state that the youths make friends easier. A small number of youth learned how to make friends or how to make new friends. There are data to indicate that parents and youth believe that the police can be o.k. and this learning is attributed to the association with the counselor.

Finding a job and getting and holding a job, along with not getting into fights were so low in the frequency of report that it is not possible to draw any inference in relation to dynamic change.

As one scans the following table, it can be noted that there is evidence that the parents and youth feel there has been a qualitative change in the way the youths are relating to themselves, their parents, to other persons and to events. The kinds of changes reported with greatest frequencies are those that are known to be associated with lasting and constructive change in behavior.

CHANGES IN YOUTH THAT POINT TO ENHANCED
CAPACITY FOR MORE EFFECTIVE RELATIONSHIPS (P/Y, Q #12, #16 & #18)

Change Reported	f By	
	Parents	Youths
I feel better about myself	53	38*
I learned from A.R. to like myself	17	15
The A.R. counselor helped me to feel better about myself	--**	25
I learned from A.R. how to stay out of trouble	30	37
It is easier to stay out of trouble now	43	35
The A.R. counselor helped me to see a better way to do things	37	32
The A.R. counselor helped me to live with the situations that can't be changed	22	28
I learned from A.R. that I can say "no" to temptation	24	27
My A.R. counselor helped me to say "no" to the friends who pressure me	--**	25
I am not basically angry all the time	38	26
I learned from A.R. how to stand up for my rights	12	20
I learned from A.R. not to run away from my bad feelings	19	18
I learned from A.R. how to understand my parents better	32	39
I feel better about my parents	42	33
My A.R. counselor helped my mother (step-mother) to understand me better	35	29
My A.R. counselor helped my father (step-father) understand me better	19	23
My A.R. counselor helped my parents and me decide on a good set of rules for me	17	14
I learned from A.R. how to make it in school	20	24
It is easier to go to school and stay there	35	23
My A.R. counselor helped the school people to understand me better	10	15
I make friends easier now	18	13
My A.R. counselor helped me to make new friends	6	6
I learned from A.R. how to make friends	6	7

My A.R. counselor helped me to see that many times the police can be O.K.	16	14
---	----	----

I learned from A.R. how not to get into fights with other kids	2	4
--	---	---

I learned from A.R. how to get and hold a job	0	3
My A.R. counselor helped me to find a job	3	2

* It is typical in counseling for many clients to feel that they got better by themselves and to not give credit to the counselor for his part in their improvement.

** Matching item not included in Parent Questionnaire.

In the case of the insights that parents report having gained, one gets the picture of parents who are seeing more clearly why their children are misbehaving, the part that their own problems and ways of dealing with their children play in the misbehavior, as well as some ideas as to how they can handle the situation more effectively in helping their children to be responsible for their actions. One also gets the impression that while a number of the parents got some insight into their own personal behavior, the principal gains were in terms of insights into the relationship with their children.

INSIGHTS HELPFUL TO PARENTS (PQ #18 & #22)

Better understanding of why our youngster was misbehaving-----	30
Recognition of how our actions can "trigger" the child into misbehavior-----	28
Better understanding of the effect of our personal problems on the behavior of our child-----	26
Better understanding of how to set rules that are reasonable for our child-----	41
Recognition that the child is, and must be, responsible for his actions-----	44
<hr/>	
Better understanding of why we, as parents, were acting as we were-----	18
The A.R. counselor helped us to see other problems that were obviously affecting our family-----	12
The A.R. counselor helped us to separate our troubles from the problem our child was having-----	8

The payoff of insight and self-discovery is obviously to be found in improved relations with others. Below is a table that shows how parents and youth report on the improvement of the youths' relationships with significant others in the youths' environment.

Youth Gets Along Better With: (P/YQ #11)	Parents Report			Youths Report		
	f Yes	f No	% Yes	f Yes	f No	% Yes
Mother or Step-Mother	54	12	82%	45	21	68%
Father or Step-Father	44	14	76%	39	27	62%
School	45	13	78%	37	24	61%
Friends	41	12	77%	32	29	52%
Police	37	17	69%	24	29	45%
Neighbors	34	14	71%	20	31	39%
Sister(s)	33	9	79%	28	19	60%
Brother(s)	27	12	69%	22	25	47%

It is quite clear and at the same time puzzling, that the per cent of youths reporting improvement in each and every area is consistently less than the proportion of adults reporting improvement. One may only offer

conjectures here. It may be that the parents are able to see things more accurately than are the youth. It may be that the parents are simply more wishful than the youngsters. It may be that the youth, being closer to their own relationships than are the adults, are in a better position to report more accurately. Or, it could be that the youth feel themselves to still be uncertain in these special relationships and they are therefore more pessimistic. In any event, counselors should be alerted to expect a consistent difference of opinion between the parents and the youths.

Analysis 4

What do parents and youths think about Alternate Routes as a source of help?

The following figure clearly shows that parents and youths agree that they should have been referred to the program and that they wish they had learned about Alternate Routes sooner. (P/YQ #10). A total of 44 youths say that they should have been referred and 27 youngsters believe they should have entered the program earlier. Likewise, 40 parents indicate their child should have been referred to the program and 34 wish they had learned about this resource of help for their child sooner. Eight parents state that the youngster should have had a probation officer or should have been sent to Juvenile Hall. The reaction of 9 youth is that they should not have been referred and 2 state they should have had a probation officer. It seems that the persons who responded to this item in the questionnaire found the Alternate Routes program to be a welcome service.

THE YOUTH SAID THE PARENTS SAID	Shouldn't have been referred	Should have been referred	Wish learned of A-R sooner	Should have had Prob.Offc.	Should have gone to J. H.	TOTALS FOR PARENTS
Shouldn't have been referred	3	1	3	1	-	8
Should have been referred	- 3	13	24	1	-	40
Wish learned of A-R sooner	3	13	17	-	-	34
Should have had Prob.Offc.	-	-	-	-	-	-
Should have gone to J. H.	-	-	-	-	-	-
TOTALS FOR YOUTHS - - -	9	27	44	2	-	82

Parent and Youth Reaction To Alternate Routes Referral

Even a cursory examination of the boxed-in part of the figures shown below reveals that not only did the parents like the Alternate Routes counselor, but they believe that their youth also liked the counselor. (PQ #5, 6). The youth report that they are in agreement with their parents' assessment. (YQ #5, 6). It will be remembered that the counselor was experienced as a friend by both parents and youths, so it is not surprising to find this consistency in the responses.

		LIKED THE ALTERNATE ROUTES COUNSELOR - -				TOTALS
		Not at all	Some of the time	Most of the time	All of the time	
WE THE PARENTS	Not at all	0	2	1	0	3
	Some of the time	0	3	3	2	8
	Most of the time	1	0	10	15	26
	All of the time	0	0	1	37	38
	TOTALS	1	5	15	54	75

Parent Reaction To Alternate Routes Counselor

		LIKED OUR ALTERNATE ROUTES COUNSELORS -				TOTALS
		Not at all	Some of the time	Most of the time	all of the time	
WE THE YOUTH	Not at all	2	1	0	0	3
	Some of the time	1	1	4	6	12
	Most of the time	0	2	10	6	18
	All of the time	0	1	4	36	41
	TOTALS	3	5	18	48	74

Youth Reaction To Alternate Routes Counselor

Parents and youth were asked if the youth wanted to stop seeing the Alternate Routes counselor. (P/YQ #7). Of the parents who answered this question, 28 state "yes" and 29 youth also say they wanted to stop the program. There is agreement among 21 parents and youth that they wanted to stop. The question can be asked, "Did the youth want to stop because the program was of no value--a waste of time? (P/YQ #1). Apparently, this is not the case, because of all the youth who report they wanted to stop seeing the counselor, 7 say the program was of no value. While, 15 who wanted to terminate with Alternate Routes say the program was of some value and 4 say it was a lot of value. The parent responses reveal the same information. Only 6 of the 28 affirmative parent responses state that the program was a waste of time, 17 say it was of some value and 4 indicate that it was a lot of value.

Further examination of the data reveals that 41 parents say the youngster didn't want to stop seeing the counselor, and 41 youth say they didn't want to stop. There are 34 parent and youth agreements that they didn't want to terminate with the program. Analysis of this information points to a distinct shift to a higher evaluation of the value received from the Alternate Routes contact. The youth didn't want to stop because their contacts with the counselor were valuable to them.

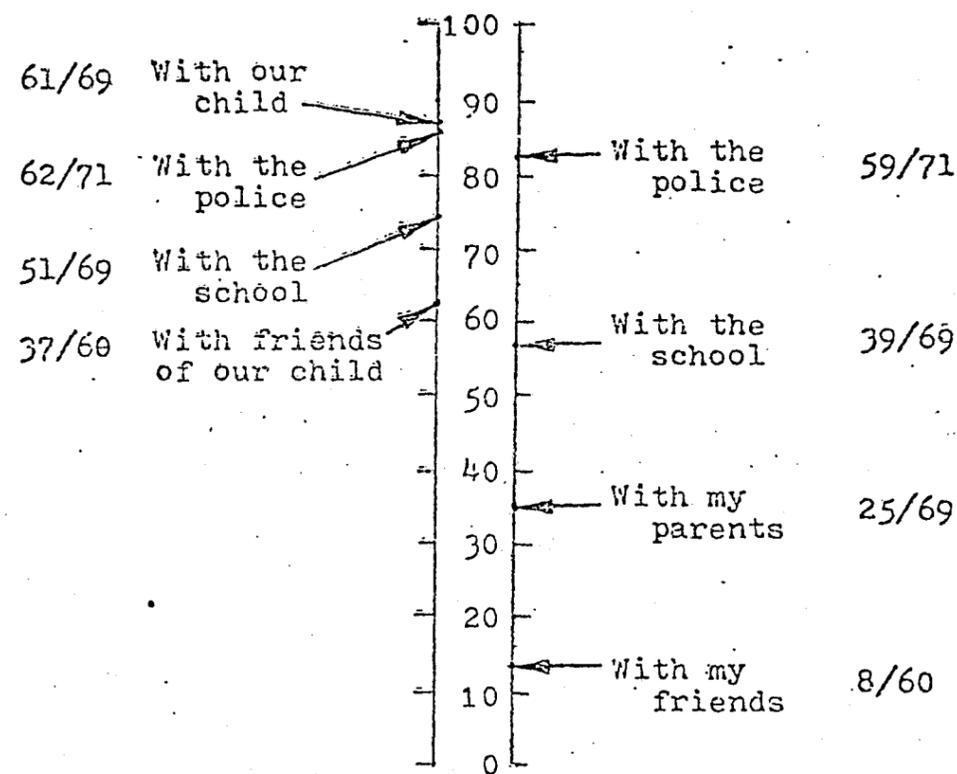
DID/DOES YOUTH WANT TO STOP SEEING A. R. COUNSELOR?		THE YOUTHS SAY		TOTALS	PARENTS' EVALUATION OF HELP RECEIVED			
		YES	NO		Waste of time	Some value	Lots of value	TOTALS
THE PARENTS SAY	YES	21	7	28	6	17	4	27
	NO	8	34	42	1	20	17	38
TOTALS		29	41	70	7	37	21	65
YOUTHS' EVALUATION OF HELP RECEIVED	Waste of time	7	1	8				
	Some value	15	20	35				
	Lots of value	4	21	25				
	TOTALS	26	42	68				

Two Stage Analysis Relating "Wishes to Terminate" And "Evaluations of Help Received"

The youth and parents were asked if they knew of others who should be referred to the Alternate Routes program. They were asked also if they did know of others would they recommend to them that they ask for an Alternate Routes counselor. (P/YQ #3,4). Of the 56 youth who reply to this question, 22 say they don't have any friends who should be referred to Alternate Routes, and 34 youth say they do have friends who ought to be in the program. Twenty-nine of these youths would recommend to their friends that they ask for an Alternate Routes counselor, while 5 of the 34 who say they have friends who should be in the program state they wouldn't recommend it to them. Likewise, 50 parents replied to these two questions and 32 say they know of other youngsters that ought to be in the Alternate Routes program and 30 of these parents say they would recommend to the parents of these youngsters that they ask for an Alternate Routes counselor. Thus, there is a ratio of 6 to 1 of the youth who would recommend Alternate Routes to their friends and a ratio of 15 to 1 among the parents. This is further evidence supporting the positive attitude toward the program.

Both parents and youth were asked to indicate under what circumstances they would want to return to the Alternate Routes program. (P/YQ #2). The "thermometer" diagram below displays the findings. It appears that parents are more likely to come back to Alternate Routes for further help if the youth's behavior is troublesome in any of the areas. The youth, on the other hand, are more discriminating in their choice of circumstance that would cause them to seek further help from the counselor. They appear to be more concerned with staying out of serious trouble than with solving

problems of an intimate interpersonal nature.



Percentages of Parents and Youths reporting that who say they would want to see an Alternate Routes counselor again in the event of further trouble in four areas.

One can characterize the image that is being projected by the Alternate Routes counselor to those who responded to the questionnaire as that of an adult friend who can help youth and their parents gain an understanding about problem behavior, and about ways to modify their actions to keep them out of trouble.

CONCLUSIONS

Part I of the evaluation of Alternate Routes is designed to learn the help in youth development and in positive behavior changes reported by the parents and youth. The purpose of this investigation is to obtain information that will assist the Alternate Routes counselors in judging the impact of the procedures they use in counseling. This information should offer counselors ideas as to what they are doing well and changes they can make in their counseling method which would enhance the effectiveness of the program in Placentia and in Fountain Valley, California.

The analysis of the data obtained from the questionnaires is organized according to four questions. The first one is: "To whom do parents and youth attribute the blame for the trouble the youth got into?".

Parents and youth agree that the youngster is most to blame for the trouble, but parents say they are to blame for the youth's trouble more than twice as frequently as did the youth. Parents report that helpful insights gained from the counselor include: 1. the child is responsible for his actions; 2. parent actions and their personal problems can effect the youth and can "trigger" the youngster into misbehaving.

Based on these findings, counselors can continue to focus on those aspects of family interaction which include parent actions which "trigger" youth

behavior and parent personal problems that appear related to the actions of their youngster. Another effect of the counseling that can be inferred from the analysis of the data related to this question is that leading youth to gain insight into their behavior, including the effect of this behavior on them and on others, helps them to accept responsibility for that part of the trouble that belongs to them.

The second question is: "What do the parents and youths experience in the Alternate Routes program as helpful to them?" The responses indicate that it is worthwhile for the counselor to discuss with the youth the amount of time together they should devote to the behavior changing effort, as well as the length of time that should be allowed for each contact. This aspect of counseling, it appears, needs to be arranged according to the individual and his family situation. Once a week contacts appear to be often enough for most parents and youths. However, a clue to be considered is that counseling sessions and time allotted to them might be arranged according to the newness, as well as the intensity of the situation.

Parents and youth report that for the youth to see the counselor alone is probably the most helpful procedure. Yet, this finding must be accepted with caution since only a few parents (15) report having parent and youth sessions and over twice this number state they believe such a session would be helpful. Both parents and youth indicate reluctance to have siblings included in this activity.

Responses from the parents point to their desire to have sessions with the counselor without the youth present.

Further experimentation is warranted to determine if parent groups are a helpful adjunct to the parent-youth sessions and parents alone, youth alone sessions with the counselor. The findings in this regard are too speculative to consider abandoning such an activity. One parent interviewed reported she had attended a parent group and found it a very valuable learning experience.

The counselor as a friend is the quality of relationship most appreciated as helpful to parents and youth alike. Expectations for youth and parent behavior needs to be made clear by this counselor-friend. Such a procedure can help the counselor avoid being tolerated but not heeded by the youth and of being experienced as "too easy" on the parents.

The third question which organizes the data analysis is: "What evidences of having been helped do parents and youths report?" The findings show that the majority of the respondents found the program of value. While this information is important, the evidence to support it can be used by the counselors.

Parents and youths report that the youths feel better about themselves. They have learned to like themselves. They have learned how to stay out of trouble and that it is easier to stay out of trouble. Youths have learned to see better ways to do things like saying "no" to temptation and saying "no" to friends who pressure them. They have learned to live with situations they can't change. They are not as basically angry all the time. They have learned to stand up for their rights.

Both youth and parents report that the youngsters feel better about their parents and that they understand their parents better. Learning is reported in relation to a joint decision between parent and youth about a good set

of rules for the youth to follow.

Outside the home, parents and youth state that staying in school is easier and that the Alternate Routes counselor helped the school to understand the youths better. The youths have learned how to make friends. Parents and youth have learned that the police can be o.k.

Parents and youth feel that there is a qualitative change in the way the youths are relating to themselves, their parents and to other persons and to events. All of these changes are attributed to the activity of the relationship with the counselors.

The principal gains in insight reported by the parents are in relation to the reasons for the misbehavior of their youth. These reasons include the parents' problems, but the help to them stemmed from understanding the need to work on a constructive relationship with their youngsters.

While parents and youth report improvement in every area included in the questionnaire, the youth state there is less improvement than the adults report. Counselors should expect a consistent difference of opinion between the parents and the youths regarding improvement.

The fourth question organized the data according to: "What do parents and youths think about Alternate Routes as a source of help?".

Parents and youths agree that they should have been referred to the program and that they wish they had learned about Alternate Routes sooner. Likewise, there is agreement between parents and youth that they liked the Alternate Routes counselor.

While some parents and youths say they wanted to stop the Alternate Routes program, almost twice the number say they didn't want to stop seeing

the counselor. There is clear evidence that the youth didn't want to stop the program because their contacts with the counselor were valuable to them.

Further evidence supporting the positive attitude toward the program is that there is a ratio of 6 to 1 of the youth who would recommend Alternate Routes to their friends and a ratio of 15 to 1 among the parents who would recommend the program.

Finally, the parents are more likely to come back to Alternate Routes for further help if the youth's behavior is troublesome. The youth are more discriminating in their choice of circumstance that would cause them to seek further help from the counselor. They appear to be more concerned with staying out of serious trouble like involvement with the police rather than working on problems connected with interpersonal relationships.

This evaluation did not seek to learn specifically what the counselors did with the youth and their parents that was experienced as helpful other than teaching them how to arrive at a joint decision about rules for the youngster's behavior, or doing role play during peer group meetings. Further evaluation of the project should seek to learn from the recipients of the service what activities they experienced as helpful. Not only is number of times seen and the length of time spent during each contact by the counselor with the youth and/or his parents an important part of counseling, but what the counselor does during these contacts that promotes learning and fosters change in behavior is of special significance.

In further evaluative research it might be well to ask recipients of Alternate Routes services how they felt about such specific activities as the counselor taking the youth on trips, waiting to visit with them after

school, helping them with their homework, dropping in on the neighborhood ball game, being willing to talk about clothes and boy friends, and being available when a youth or his parents happen to drop in at the office. It also would be wise to specifically sample cases where the counselor has taken a "lay it on the line", confronting stance with the youth and his parents together and in separate sessions, or cases where the counselor has chosen the listening style of behavior with comments interspersed that reflect back to the parents and youth the feeling that is being expressed in the interaction. It would be necessary for counselors to identify the variety of counseling styles they employ in working with individual youth and groups of youth as well as how they behave with a family group, with groups of families and with groups of parents. The inquiry into counseling style in subsequent evaluative research should yield information as to whether the counselors' identified counseling method can be related to observable change in behavior reported by the recipients of the service as well as those in the community directly affected by the behavior of the youth.

A further line of inquiry would be to note the behavior of youth, their parents and the counselor as they start their contacts. Behavior that suggests resistance to the program, lack of trust, eagerness to get started, projection of trouble onto others, near total dependence on the counselor can be identified and evidence of change in this behavior can be elicited. Again, this kind of investigation should yield information about counseling techniques that are especially related to identifiable positive behavior change in youth and their parents.

Subsequent evaluation of this youth diversion program should seek to learn the counseling styles that promote behavior change and whether these styles change according to a given set of circumstances. Learning of this

kind about this Alternate Routes program should contribute to continued successful service to youth and their parents.

Section IV

WHAT DO COMMUNITY REPRESENTATIVES REPORT ABOUT THE PROJECT?

by

G. Ronald Gilbert

Introduction

Between the months of November 1972 and January 1973, a total of thirty-nine confidential interviews were held with representatives of various segments of the community to gain insight into the overall project's effectiveness. The interviews were basically unstructured and lasted between 45 to 90 minutes each. Interviewees were encouraged to point out both project weaknesses and strengths. The interviewees understood that the interview was being conducted to enable people in the project to gain a better sense of their individual and collective behavior. For just as we learn about ourselves through others perceptions, project personnel can learn of their projects. How do others see the project? Is there general agreement or disagreement about Alternate Routes among those occupying a variety of perspectives in our environment? Does project personnel agree with what those in their environment are saying about Alternate Routes? How are those in other related community institutions viewing the innovations initiated by this project?

Of interest in this survey was the opinions of others in the community about the project. Their level of satisfaction or dissatisfaction with the project is a central effectiveness criterion. The greater the satisfaction or lack of dissatisfaction, the more likely one may assume Alternate Routes is developing into a viable and functional resource and service in the community.

A written record of each interview was prepared. They were then studied in terms of their content. The various remarks of interest

were coded and their frequencies analyzed. The results of these analyses are presented in the following text. As this study was conducted six months ago, some follow-up contacts were made during the month of June. The information reported here is believed current unless otherwise indicated.

In general, based upon satisfaction criterion used, the Alternate Routes project appears to be highly effective; having considerable impact upon institutions, youth and the traditional systems through which juveniles are processed due to unlawful behavior. The project is, according to community representatives interview, essential and appropriate. It is a highly effective and viable alternative to the more traditional juvenile justice system. School administrators and counselors and police report the program is responsible for effecting absolute diversion of youth from the juvenile justice system in at least 60% of the cases referred to them.

Those interviewed include:

PLACENTIA

<u>Name</u>	<u>Title</u>
Jack Meadows	Principal, El Camino Real High School
Bob Jones	Vice Principal, El Dorado High School
Marvin Stewart	Principal, El Dorado High School
Jerry Jertberg	Vice Principal, El Dorado High School
Norm Traub	Chief of Police
Jim Robertson	Sergeant, Placentia Police Department
Will Waite	Vice Principal, Valencia High School
Don Harrington	Counselor, Valencia High School
Don Shaffer	Counselor, Valencia High School
David Heil	Asst. Principal, Kraemer Jr. High
Bert Lewis	Chairman, Citizens Advisory Board
Edwin Powell	City Administrator
Robert Langer	Mayor
Betty Escobosa	Community Representative
Gene Kreyche	Placentia Unified School District

FOUNTAIN VALLEY

<u>Name</u>	<u>Title</u>
Rocky Hill	Psychologist, F.V. School District
Det. Remillard	Police Department
Sgt. DeNisi	Police Department
Jim Neal	City Manager
Ron VanScoyoc	Counselor, Los Amigos High School
Teri Rodriguez	Counselor, Los Amigos High School
Kit Snider	Asst. Principal, Los Amigos High
Lt. Beddow	Police Department
Mickey Lawson	Chief, Bushard Fire Station
Dan Dolan	Principal, Cox School
Jan Wilhelm	Chairman, Citizens Advisory Committee
Karen Ackley	Superintendent of Parents Council
Mike Brick	Superintendent, F.V. School District
Bill Reid	Advisor to Youth Commission
Fred Voss	F.V. School Dist. Board, Teen Help Bd.
Capt. Fortin	Police Department
Joan Ponn	President, Coordinating Council
Juanita Halloran	Counselor Dean, F.V. High School
George Bell	Vice Principal, F.V. High School
Eleanor Dennis	Counselor, F.V. High School
Lois Abrams	Counselor, F.V. High School
Al Hollinden	Mayor

OTHER

<u>Name</u>	<u>Title</u>
Keith Concannon	Orange County Criminal Justice Dept.
Wayne Warner	Orange County Welfare Department

Five project criteria for effectiveness were used in this analysis:

They include:

1. Project Impact - Noticeable changes in the community which are directly related to project operations.
2. Appropriateness - The degree to which the specific project; i.e., its goals, operations and outcomes, are considered appropriate for the community in which it is intended to serve.
3. Worker Performance - Assessment of things workers do.
4. Project Management - Assessment of overall project policy planning.
5. Environmental Considerations - Outside influences upon the project as well as the environment which is considered relevant to the overall viability of the project.

CONTINUED

1 OF 2

Overall project performance as indicated by each of these criteria is reported below.

Project Impact - Placentia

Conversations with police and school employees indicated a consensus that the Alternate Routes project is having a positive effect upon diverting youth from the juvenile justice system. School representatives' estimates ranged anywhere from 67% to 100% of all youth referred by the schools to the Alternate Routes project in the past year would have otherwise been referred into the juvenile justice system, be it either through petitioning the courts due to truancy or contacting policy for other violations. A school petition required from two and one-half to three months time to process in order to obtain court supervision. During the past year, Alternate Routes has provided an alternative to the schools wherein the youth receive immediate care and supervision without the two and one-half months delay. An unintended consequence of this diversion identified by the schools has been the elimination of school costs required for paperwork processing as well as ongoing care of the youth prior to court supervision. Thus, considerable school costs incurred in order to file a petition against a youth have been reduced due to the Alternate Routes project.

Alternate Routes is seen as having direct influence upon improved communication among police, probation, schools and other community agencies with regard to service provisions for problems related to youth misbehavior. Communications among these agencies has vastly improved and Alternate Routes has been identified by several resources

as having had considerable influence in this regard.

During the interviewing, many cases were recorded and identified wherein Alternate Routes staff intervention clearly enabled a child and/or his family to improve the child's functioning without need of processing the youth in the traditional juvenile justice system. By having Alternate Routes as an additional resource, the schools have been enabled to engage in more direct counseling than in the past year.

The police department has indicated a desire to have a probation officer assigned to it on 24-hour call. It is believed the experience with Alternate Routes has influenced the police department's acceptance of the probation-oriented worker as a meaningful resource who may serve as viable adjunct to the police in the community.

With the reduced time required of the schools to refer a youth into the juvenile justice system as well as the increased incidence of diversion as a result of the Alternate Routes project, both social cost savings as well as direct tax dollar savings were identified by the interviewees, and such savings were attributed to the Alternate Routes project. From the standpoint of impact, the Alternate Routes project must be viewed as being highly effective.

Project Impact - Fountain Valley

Considerable impact was noted in both police and school institutions. Representatives of the police department indicated their interest in securing a probation officer to work directly in the police department in the future if Alternate Routes were no longer continued. One interviewee from the police department indicated that he was highly

skeptical of the program in its beginning stages, but is totally convinced of its worth now - after having seen the program in operation. He indicated that he believed a program like Alternate Routes should be developed in every city.

Of the two high schools in Fountain Valley - Fountain Valley High and Los Amigos High - it was revealed that the Alternate Routes' counselors have affected the overall treatment programs in their respective schools. As a result of Alternate Routes, the high school counselors are more able to do their jobs.

It was estimated by a police department representative that about 80% of those referred into the Alternate Routes project are clearly diverted from the juvenile justice system - in that they do not repeat illegal offenses - whereas in the past only 20% of offenders remained out of the juvenile justice system. Thus, Alternate Routes, according to the judgment of a police representative, has accounted for a 60% decrease in repeat offenders in the City of Fountain Valley. School representatives indicated that approximately 75% of those referred to Alternate Routes by the school would have otherwise been referred into the juvenile justice system, whether through petition or else committing illegal offenses. Several case examples were provided by the interviewees indicating Alternate Routes had clearly served to keep youth out of the juvenile justice system as well as from repeating unlawful acts. It was noted by the interviewees that much of the knowledge with regard to project results were based upon personal experience and that there was a need for Alternate Routes to identify and communicate its results to others in order

that the project's impact may be more clearly understood and recognized.

Appropriateness - Placentia

The project was identified as extremely fitting and appropriate by all persons interviewed. It is providing vital assistance to the police. The schools indicated that they had recognized the need for a community service resource to do the things that Alternate Routes is doing and thus, Alternate Routes has filled a void. There is some difference of opinion as to the level of appropriateness of Alternate Routes counseling services. Several individuals representing different agencies or institutions indicated their need or desire to have Alternate Routes services extended to include lock up and other direct means through which youth behavior may be structured. This represents a considerable departure from the basic working philosophy of the Alternate Routes team. However, it does point up felt needs representatives of outside community institutions do have for another resource in the community through which dysfunctional youth behavior may be controlled. It should be further noted that there was not unanimity among those commenting about this issue. In fact, one interviewee indicated that the fact that Alternate Routes does not use lock up and other authoritarian means was a prime reason for its success.

Perhaps the most substantial indicator of Alternate Routes appropriateness was the fact that in Placentia not one representative of a major institution indicated that Alternate Routes should be under another institutional arm. Alternate Routes was perceived as having "no strings attached" to any major institution. As a result, it was

seen as being more responsive and creative to institutional needs as dictated by the community itself. Being "independent" Alternate Routes was seen as having a "...significant role as a buffer against more established conventional institutions." This lack of attachment was interpreted as also helpful in terms of the project gaining youth acceptance, as youth were believed to have viewed the counselors' concern as being more authentic than would be the case if a counselor were identified with a major institution. It is interesting to note that when a school administrator was asked what he would do with the money that Alternate Routes received, his response was he would fund Alternate Routes rather than start a program directly through the schools as Alternate Routes would be much more effective.

Appropriateness - Fountain Valley

Several accounts were reported wherein youth at the two high schools had told their counselors how much the project had helped their friends (as well as themselves). A youth related, when interviewed, that Alternate Routes was a "fantastic" project for kids that need some adult companionship and guidance. The project was recognized by police as keeping youth in the community and that this was seen as a very positive step in terms of the youth's adjustment into the community as a whole.

Many of the interviewees commented on the responses of other institutions as well as the community people at large noting to them their belief that Alternate Routes was an appropriate diversionary program in Fountain Valley and believed to be highly desirable.

The Alternate Routes project was evaluated by school personnel as

providing more supervision for youth than does the more institutionally oriented probation officer. This more intensive supervision was considered highly desirable and effective. The police department indicated that if Alternate Routes was not funded another detective would be needed at the police department itself. The elementary schools indicated that if there were more Alternate Routes workers considerable use of them would be made at the elementary schools where it is believed early intervention with youth having adjustment problems is needed. There is considerable need for an increased number of Alternate Routes workers as articulated by the police, high schools and elementary schools. Such counselors were perceived as needing to work with a greater number of children than its current manpower load provides as well as a larger geographical boundary, i.e., Huntington Beach, Westminster, Santa Ana. A random sample of youth arrested by the Fountain Valley Police Department during the months of October, November and December, 1972, revealed 36% were eligible for Alternate Routes as they lived in the city. One half of those eligible were referred to the project, while the other half were petitioned. A total of 60% of the youth arrested lived outside the city, an additional 4% lived outside the entire county. This geographic restriction makes diversion measurements based upon city statistics most impractical and inaccurate. (Since this survey was conducted, Alternate Routes has expanded its services to include all youth residing in the Fountain Valley High School District - thus partially alleviating this expressed need for expanded service.) A need for another Alternate Routes outreach in the elementary schools was voiced. (The project has elected to concentrate its limited resources primarily upon the high school age youth and those younger youth identified by police).

Worker Performance - Placentia

One interviewee explicitly stated that he was basing his evaluation of the entire project on his deep respect for the Alternate Routes staff. In almost every interview, it was made clear by the interviewee that the Alternate Routes staff was seen as having superior professional skills, were easy to work with, liked by professionals and youth in the community, were working at a high level of competence, were open to criticism and not at a high level of competence, were open to criticism and not defensive. These perceptions of the Alternate Routes workers are suggestive of a high degree of satisfaction by those working in other institutions with the work that Alternate Routes staff is doing. In several instances specific cases were presented by the interviewee which were illustrative of competent, dedicated and effective counselors.

During the past year, the Alternate Routes staff in Placentia experienced a 67% turnover, due to promotions to higher level positions in the Probation Department. It is believed this resulted in less effective staff operations. In almost every interview, a noticeable change in the relations between the current Alternate Routes staff with those prior to the turnover was indicated. In every case the change was interpreted in less than positive terms. At the time of the interviews, two new staff (replacement staff) had been employed by the project for at least two months. However, in two cases, one counselor's name was not known to persons representing an institution in the community who would be expected to have daily contact with the Alternate Routes project. Comments such as the following were made: "There is not as great a feeling of trust and faith in the project this year as there was last year." "Perhaps the new workers have a different motivation than those who started with the project a year ago." "The new people are not as determined to work with the

kids as with the old". The program was negatively affected by the turnover experienced within Alternate Routes. Increased effort to redirect new staff to have more direct and daily contact with the counselors was subsequently made.

It is believed that the changed relationship between Alternate Routes and the institutions in Placentia with which it works was not due to lesser competence upon staff currently on board, but rather due to a change in work priority. It seemed evident at the time of these interviews that new staff needed to give more emphasis toward having contacts on a daily basis with representatives of police, schools and the like in order to gain more confidence from them. Follow-up interviews in June, 1973, revealed the "new" Alternate Routes counselors have developed excellent reputations on their own. They successfully filled the perceived void which resulted following the staff turnover. The representative who was most guarded in his support for the new staff six months ago stated in a follow-up interview: "Things have really changed. We're getting real good feedback and more personal contact." It appears the project personnel in Placentia have resolved the difficulties associated with the turnover.

Alternate Routes is characterized as having extremely well qualified professional employees and it is always difficult to replace a good professional employee with another once a relationship has been established. The practice of promoting highly competent staff out of the Alternate Routes project may merit further review by the Probation Department.

Worker Performance - Fountain Valley

The Alternate Routes staff in Fountain Valley has made an exceptionally positive impression on those with whom it comes in contact. Interviews with representatives from both high schools revealed no negative experiences or weaknesses in staff performance. A 100% expressed satisfaction on the part of police, high schools and youth was reported. The staff is viewed as highly competent, "good people", and the like. While it was noted that staff has not provided a high degree of consultation and training to agencies in the community, such was indicated as desirable. Community people recognize the high degree of expertise among Alternate Routes staff and want to learn from them. Numerous examples of staff intervening with children and families experiencing behavior difficulties were reported and all accounts revealed a high degree of effectiveness on the part of staff. Alternate Routes staff was seen as much more effective than probation workers. It was indicated by school personnel that there was need for more outreach at the elementary school level by the Alternate Routes workers and that prompt feedback is needed to the elementary schools when Alternate Routes workers come in contact with the students. In general, the Alternate Routes workers appear to have established an extraordinarily high degree of rapport and acceptance throughout the community. Based upon reports on the numerous people interviewed, they have performed at an extremely high level of effectiveness.

Management - Placentia

As the overall evaluation of Alternate Routes in every case was positive, such results must reflect highly competent program planning and management.

The high level of professional competence among staff, the program's flexible structure, its lack of institutional identity, the appropriateness of its service and their impact upon the reduction of monetary and social costs are further suggestive of solid management practices in Alternate Routes.

Some specific criticisms which would appear to be related to management practices were posed by the interviewees. Clearly, it was a felt need upon the part of the interviewees to have greater feedback from the Alternate Routes project. One interviewee indicated he would like to see printed progress reports which would be easy to read yet meaningful to the reader indicating "how are we doing?" Another interviewee told how he liked having a fact sheet to review yet he had asked for it this year as it was not provided him. Many indicated that they did not understand the new staff assignments, did not have up-to-date telephone numbers of staff, were not sure who was in Alternate Routes and who was in the SMILE Project in Placentia nor who was in charge of Alternate Routes. (Follow-up interviews indicate the project has alleviated these problems).

Within the police system it was noted that the uniform police are not as informed about the Alternate Routes project as are the investigators, and they are not contacted as much by the Alternate Routes staff. Alternate Routes staff has not made meaningful contact with new officers or those on the 11 p.m. to 7 a.m. shift and such contact is desirable.

Management - Fountain Valley

The general planning and control of the Alternate Routes project appears to be working at a highly effective level in Fountain Valley. Excellent staff have appeared to have been selected and trained as well as an appropriate

program developed. The Alternate Routes project was often compared with other projects in the community and always rated at or among the top by the people interviewed. With the exception of the elementary schools, the project has maintained excellent communications with the institutions with which it works. Even among persons most skeptical of social innovative programs, Alternate Routes was viewed as highly effective and this can only be attributed to good overall management, planning and execution.

Representatives of the elementary schools have indicated a need for the Alternate Routes program and a willingness to assist the project in gaining entrance to its system. They also indicated greater communications as well as public relations required on the part of Alternate Routes in order to gain access to their schools. (The project has not worked as closely with the elementary schools as it has placed its priorities at the high school level).

Alternate Routes is viewed as a smoothly operating program which provides appropriate and effective treatment to troubled youth and their families with a minimum of red tape. It is well staffed and well managed in Fountain Valley; it is viewed as a social program that needs to be expanded, both in terms of the age ranges of youth with which it works as well as the geographical boundaries. Since the initial survey six months ago, the project has elaborated its geographical district to include all youths in Fountain Valley High School. This is viewed to be an appropriate change.

Environment Considerations - Placentia

The Alternate Routes project is functioning in a changing environment of which little is known. It is difficult to capture, based on present

record keeping procedures in the community, what changes are taking place; i.e., drug use, unemployment, family relationships, increase or decrease of crime and the like. While the Alternate Routes project has been perceived as having marked influence upon the diversion of youth from the juvenile justice system, a review of police records on a monthly basis as well as school records do not confirm clear reduction in the incidence of specific youth-related crimes and problems in school which merit referral into the juvenile justice system. For instance, a review of Valencia High School records in the past two years, 1971 and 1972, reveals that the referral to the juvenile justice system for truancy and incorrigibility has not substantially dropped. However, it is important to note that at both Valencia and El Dorado High Schools it was indicated that an increase in truancy reports and filings reflect some internal school policy changes rather than a greater degree of misconduct on the part of the youth. Thus, one senses the high degree of interrelationship between the changes in the environment with other environment changes and the difficulties involved in establishing cause-effect relationships when analyzing the Alternate Routes program.

In discussing the positive aspects of the Alternate Routes project, one interviewee commented on the high level of outreach in the community which the Alternate Routes project staff is making. Alternate Routes staff members are seen as sincerely interested in community affairs and this is viewed as very positive by other agencies who are working to improve the community as is Alternate Routes.

Environment Considerations - Fountain Valley

Alternate Routes is viewed as a very positive addition to the overall environment of Fountain Valley. Whereas the juvenile justice system was labeled as a "farce" by some in the community, Alternate Routes has been recognized as a viable addition to promoting guidance and treatment for youthful offenders.

Summary and Conclusions

Alternate Routes is viewed by community representatives to be extremely effective from a variety of perspectives. It is seen to be filling service and treatment voids, saving money and time in processing youth, and diverting youth from the juvenile justice system. It is effecting change in a highly acceptable manner.

In Placentia, the only substantial areas of concern voiced by community representatives were related to staff turnover. These appear to have been resolved by the new staff developing their own relationships with outside agency personnel. In Fountain Valley, the greatest need appeared to be identified with elementary school aged youth. It seems there remains some misunderstanding by elementary school personnel as to the policy Alternate Routes has adopted - concentrating more upon high school age youth and police identified problems involving younger youth.

Continued efforts by Alternate Routes to communicate its results and integrate its activities with other related institutions in Orange County is to be encouraged. Representatives of the two communities report an enthusiastic acceptance of the project thus far in its development.

Section V

A COST COMPARISON STUDY
WITH ALTERNATE ROUTES

by

G. Ronald Gilbert

INTRODUCTION

A primary goal of Alternate Routes is to reduce costs associated with processing youth through the juvenile justice system. It also seeks to reduce the amount of time between arrest and treatment via professional counselors. This inquiry was conducted to determine if Alternate Routes has accomplished these two objectives. In essence, this study is concerned with two basic research questions:

1. Is there a difference between the costs required to process youth through the Alternate Routes program and that of the juvenile justice system?
2. Does it take less time to provide professional treatment to youth and their families after arrest in the Alternate Routes program than in the more traditional juvenile justice system?

STUDY DESIGN

In an effort to conduct a study such as this, a considerable degree of information, not previously available, was required. First there was a need to identify the components of the juvenile justice system and the interrelationships of their events. The costs at each of these events also needed to be identified as well as the time it takes to process a youth from one event to the next. Sample populations from which comparisons could be made between the two systems needed to be identified as well. The procedures used to realize each of these study needs are identified below.

Identifying the Populations for Study Comparisons

Basic to this study was a comparison of the Alternate Routes youth with youth having a similar arrest pattern who did not have the Alternate Routes

intervention or treatment.

A random sample of Alternate Routes youth was taken. A total of 142 Alternate Routes cases were analyzed. Of the 142, 87 were arrest cases and were used for purposes of comparing treatment and penetration into the system of the Alternate Routes youth with a comparison group. Alternate Routes youth having only one contact with the project, counseled and then released were excluded from the sample. The comparison group was identified through a matched random sample of 1970 youth arrested in Fountain Valley (N=190 cases)*. These youth were matched with the Alternate Routes sample in terms of the kinds of offenses committed prior to arrest. Having identified these two randomly sampled populations, the comparison study was then conducted.

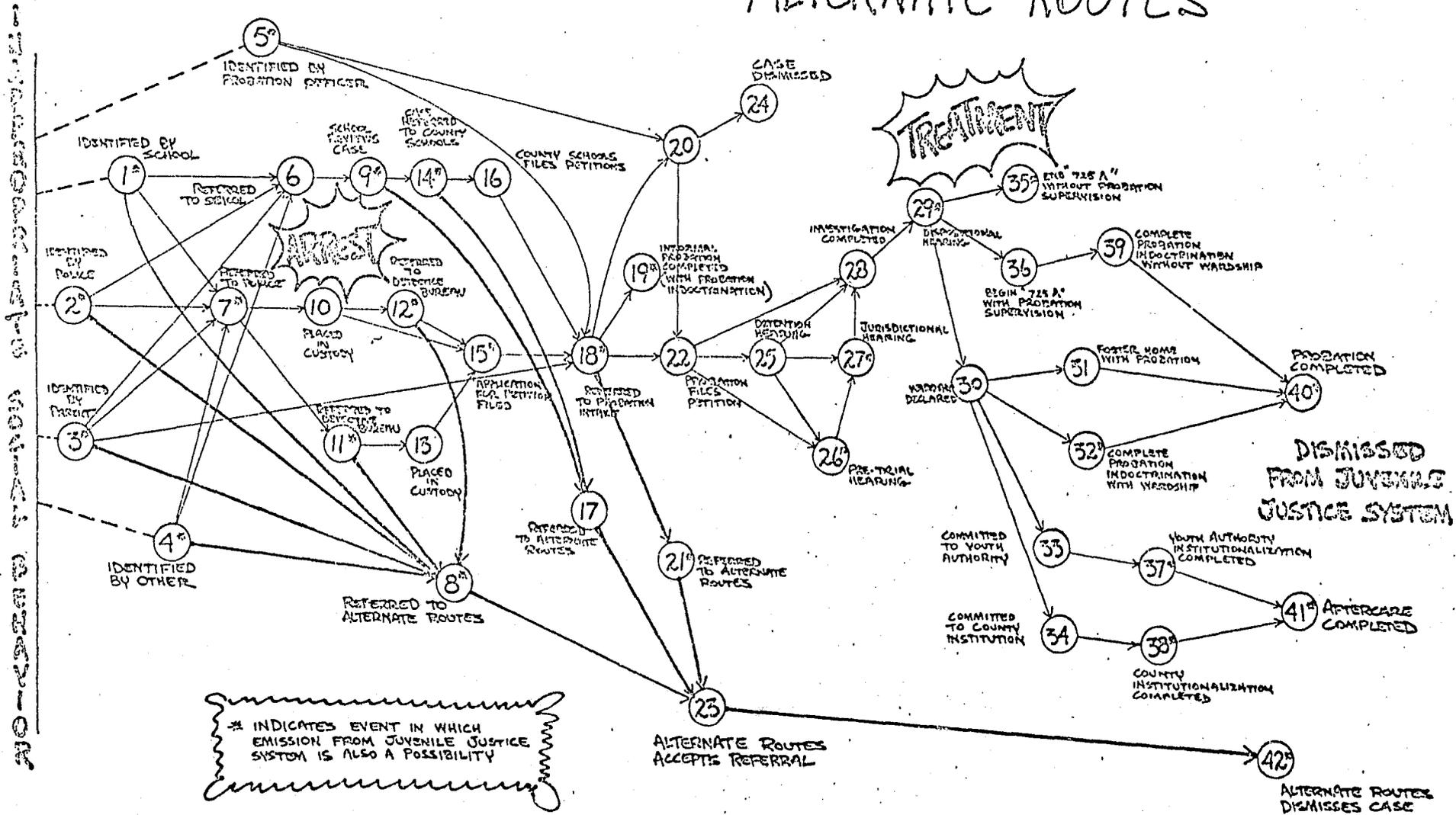
Developing a Network Flow of the Juvenile Justice System with Alternate Routes

A study was made to identify the various avenues or pathways through which youth enter either the juvenile justice system and/or Alternate Routes. Essentially, there were four basic stages in the system which were considered: (1) Inappropriate behavior identified by parents, schools, police, self, others; (2) arrest; (3) probation and courts; and (4) aftercare. Alternate Routes attempts to divert youth following identified inappropriate behavior and prior to court action. Figure I depicts, in some detail, these stages in the juvenile justice system and the points in which Alternate Routes seeks to effect diversion.

*NOTE: The City of Placentia was not included in this study as its records of youth arrested in 1970 were not considered sufficiently stable for this research endeavor.

NETWORK ANALYSIS:

ORANGE COUNTY JUVENILE JUSTICE SYSTEM WITH ALTERNATE ROUTES



per client are kept.

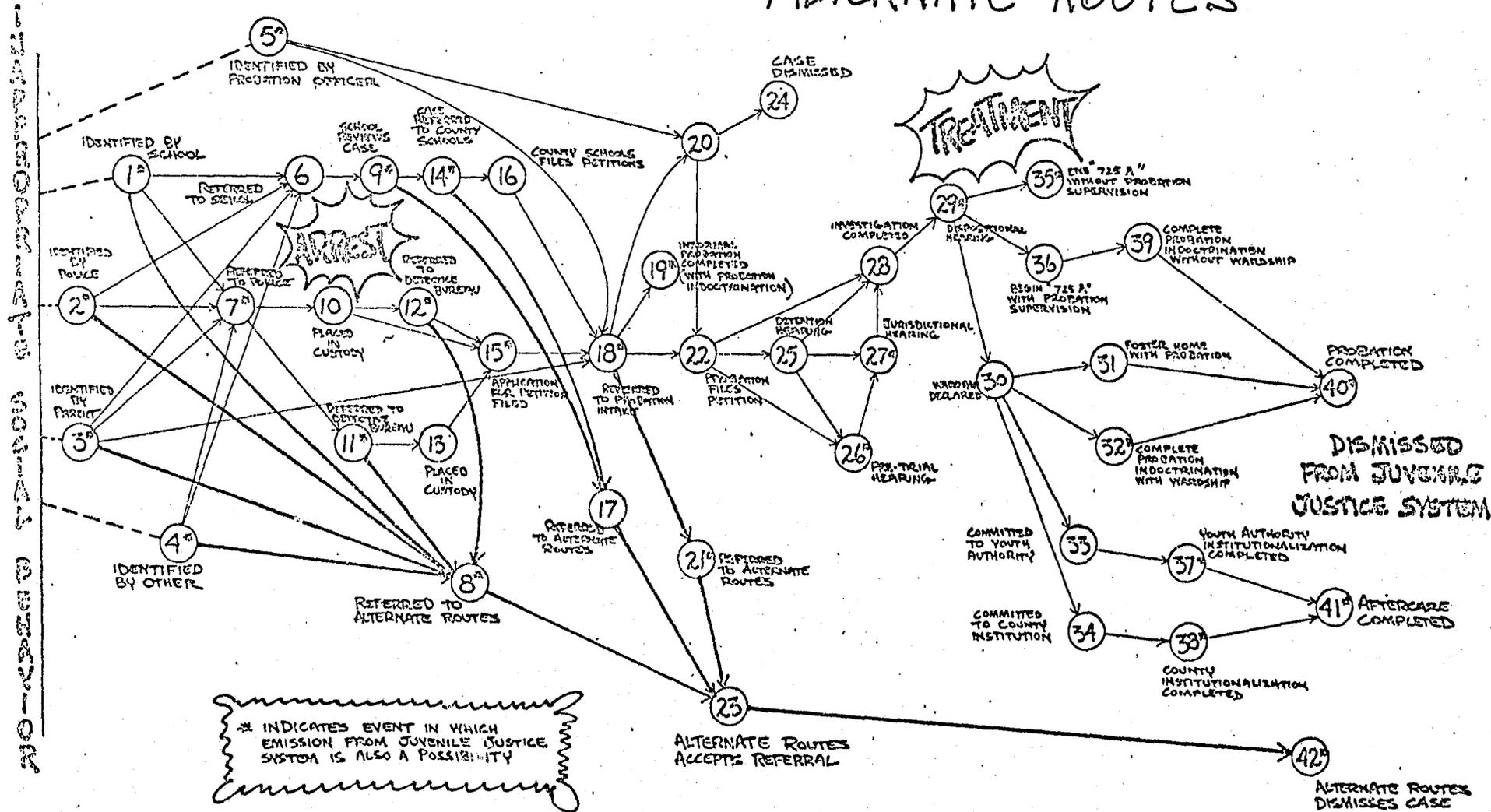
Thus, in the first attempt to compare Alternate Routes costs with other youth, we were not able to thoroughly identify costs per youth at each event throughout the system. We were able to identify some costs, however, and these costs were used for comparison purposes.

Table I presents the interfacing of events which correspond to the "Network Analysis", Figure I. The number of youth in each sample who passed through each event are also presented as is the percentage of the sample population represented by the number who passed through each event. Additionally, the average cost required by agencies in the juvenile justice system to process youth through each event is shown when agency estimates were provided.

The failure to identify all costs in the network flow would not seem to invalidate a cost comparison study such as this where the question is raised as to possible differences between costs associated with another. It is believed any identifiable difference found to exist in this study between costs identified in each of the two sample populations would be a valid indicator that one system costs more or less than the other. The weakness in such a study where all costs are not assigned throughout the network is that the actual number of dollars difference between one system and the other remains unknown. In brief, the cost data available may be used to estimate direction (reduction or expansion of costs) in dollar expenditures for cost comparison purposes, but it does not provide satisfactory baseline data to estimate total dollar savings. The difference in identified costs between the two systems would be conservative as they do

NETWORK ANALYSIS:

ORANGE COUNTY JUVENILE JUSTICE SYSTEM WITH ALTERNATE ROUTES



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not include all the resources (court, police, etc.) involved to process a youth through each event - only those costs provided by probation and California Youth Authority.

Time

Once the systems flow was developed, the average time required to process a youth from one event to the next was estimated. These estimates were developed following an evaluation of expert judgments provided by police, probation and school personnel in the justice system. They estimated least possible, most likely, and most lengthy possible times required to penetrate from one event to the next (three time estimates between one event to another). The three time estimates were then computed using an accepted formula to estimate the expected time (T_e in PERT technology). The expected times, where identifiable, were then assigned throughout the network flow. Table II, "Time Comparison of Two Youth Samples," reflects the time estimates in days (T_e) between one event and another in the network flow of the juvenile justice system. It also identifies, by sample populations, the number of youth penetrating through each event as well as the percentage of youth in each group.

TECHNIQUES USED IN THE ANALYSIS

Costs

Each youth in the 1970 and Alternate Routes sample groups was tracked in terms of how far he penetrated the network flow. Each time a youth penetrated to an event in the juvenile justice system network flow where an

average cost had been identified, the cost was added to an accumulative cost estimate for each of the two groups. The total accumulative cost estimate was then divided by the number of arrest cases in the corresponding sample population and an average cost to process youth in each of the two systems was then estimated.

Times

The same tracking process was used to identify the time required to process youth through the system in 1970 and in 1972 with Alternate Routes. Each youth in each of the two sample groups was tracked to identify the events in the network flow through which he passed. The expected times (T_e) associated with each event were then accumulated. The total accumulated T_e 's for all youth in each of the two groups were compiled. The 1970 group accumulated T_e 's were divided by the number of youth in the sample to obtain an average time required to process youth in that system. The same process was used to obtain the average time required with Alternate Routes. The times for both groups were analyzed from the point of arrest (Event Number 10 in Network Flow, Figure I) to treatment (Event Number 29, "Dispositional Hearing") in the 1970 group, or to acceptance of the youth by Alternate Routes (Event Number 23, Alternate Routes Accepts Referral).

TABLE I - COST COMPARISON OF TWO YOUTH SAMPLES

INTERFACINGS OF EVENTS	NUMBER OF YOUTH PROCESSED		PERCENTAGE OF SAMPLE		ESTIMATED COST TO PROCESS PER CASE
	1970 (N=190)	ALTERNATE ROUTES* (N=142)	1970	ALTERNATE ROUTES*	
1 - 6	2	1	1.0	0.7	Not Known (N.K.)
1 - 7	6	1	3.1	0.7	N.K.
1 - 8	0	32	0.0	22.5	N.K.
2 - 7	176	58	92.6	40.8	N.K.
2 - 8	0	3	0.0	2.1	N.K.
3 - 7	4	23	2.1	16.1	N.K.
3 - 8	0	11	0.0	7.7	N.K.
3 - 18	0	1	0.0	0.7	\$25
4 - 6	0	0	0.0	0.0	N.K.
4 - 7	2	3	1.0	2.1	N.K.
4 - 8	0	9	0.0	6.3	N.K.
5 - 13	0	0	0.0	0.0	\$25
5 - 20	2	0	1.0	0.0	N.K.
6 - 9	2	1	1.0	0.7	N.K.
7 - 10	184	77	96.8	54.2	N.K.
7 - 11	1	8	0.5	5.6	N.K.
8 - 23	0	104	0.0	73.2	N.K.
9 - 14	2	1	1.0	0.7	N.K.
9 - 17	0	0	0.0	0.0	N.K.
10 - 12	114	76	60.0	53.5	N.K.
10 - 15	72	1	37.8	0.7	N.K.
11 - 8	0	8	0.0	5.6	N.K.
11 - 13	0	0	0.0	0.0	N.K.
12 - 8	0	40	0.0	28.1	N.K.
12 - 15	60	35	31.5	24.6	N.K.
13 - 15	0	0	0.0	0.0	N.K.
14 - 16	2	1	1.0	0.7	N.K.
14 - 17	0	0	0.0	0.0	N.K.
15 - 18	133	35	70.0	24.6	\$25
16 - 18	2	1	1.0	0.7	\$25
17 - 23	0	1	0.0	0.7	N.K.
18 - 19	2	0	1.0	0.0	\$334
18 - 20	44	0	23.1	0.0	N.K.
18 - 21	0	36	0.0	25.3	N.K.

18 - 22	89	0	46.8	0.0	\$76
20 - 22	2	0	1.0	0.0	N.K.
20 - 24	44	0	23.1	0.0	N.K.
21 - 23	0	36	0.0	25.3	N.K.
22 - 25	37	0	19.4	0.0	\$67
22 - 26	0	0	0.0	0.0	N.K.
22 - 27	33	0	17.3	0.0	N.K.
22 - 28	17	0	8.9	0.0	N.K.
23 - 40	0	95	0.0	66.9	\$335
25 - 26	1	0	0.5	0.0	N.K.
25 - 27	12	0	6.3	0.0	N.K.
25 - 28	25	0	13.1	0.0	N.K.
26 - 27	0	0	0.0	0.0	N.K.
27 - 28	12	0	6.3	0.0	N.K.
28 - 29	58	0	30.5	0.0	\$448
29 - 30	55	0	28.9	0.0	N.K.
29 - 33	1	0	0.5	0.0	N.K.
29 - 36	5	0	2.6	0.0	N.K.
30 - 31	0	0	0.0	0.0	N.K.
30 - 32	35	0	18.4	0.0	N.K.
30 - 33	5	0	2.6	0.0	N.K.
30 - 34	9	0	4.7	0.0	N.K.
31 - 40	0	0	0.0	0.0	N.K.
32 - 40	32	0	16.8	0.0	\$334
32 - 37	12	0	6.3	0.0	\$4,000
34 - 38	6	0	3.1	0.0	\$4,500
36 - 39	4	0	2.1	0.0	N.K.
37 - 41	2	0	1.0	0.0	\$715
38 - 41	5	0	2.6	0.0	\$334
37 - 41	8	0	4.2	0.0	\$334

* For purposes of this cost comparison study only those youth referred by police following arrests were analyzed. The percentages shown are based on the original sample size of 142 for Alternate Routes. The referrals by schools, parents and the like are included in the percentage data in addition to referrals after arrest. The cost study only includes referrals after arrest (N=87).

TABLE II - TIME COMPARISON OF TWO YOUTH SAMPLES

INTERFACINGS OF EVENTS	NUMBER OF DAYS REQUIRED TO PROCESS YOUTH (Te)	NUMBER OF YOUTH PROCESSED		PERCENTAGE OF SAMPLE	
		1970	ALTERNATE ROUTES	1970	ALTERNATE ROUTES
1 - 6	0	2	1	1.0	0.7
1 - 7	Not Known (N.K.)	6	1	3.1	0.7
1 - 8	N.K.	0	32	0.0	22.5
2 - 7	17	176	58	92.6	40.8
2 - 8	2	0	3	0.0	2.1
3 - 7	N.K.	4	23	2.1	16.1
3 - 8	N.K.	0	11	0.0	7.7
3 - 18	N.K.	0	1	0.0	0.7
4 - 6	N.K.	0	0	0.0	0.0
4 - 7	N.K.	2	3	1.0	2.1
4 - 8	N.K.	0	9	0.0	6.3
5 - 18	N.K.	0	0	0.0	0.0
5 - 20	N.K.	2	0	1.0	0.0
6 - 9	0	2	1	1.0	0.7
7 - 10	1	184	77	96.8	54.2
7 - 11	1	1	8	0.5	5.6
8 - 23	3	0	104	0.0	73.2
9 - 14	152	2	1	1.0	0.7
9 - 17	1	0	0	0.0	0.0
10 - 12	2	114	76	60.0	53.5
10 - 15	1	72	1	37.8	0.7
11 - 8	3	0	8	0.0	5.6
11 - 13	5	0	0	0.0	0.0
12 - 8	N.K.	0	40	0.0	28.1
12 - 15	3	60	35	31.5	24.6
13 - 15	3	0	0	0.0	0.0
14 - 16	N.K.	2	1	1.0	0.7
14 - 17	1	0	0	0.0	0.0
15 - 18	5	133	35	70.0	24.6
16 - 18	7	2	1	1.0	0.7
17 - 23	3	0	1	0.0	0.7
18 - 19	N.K.	2	0	1.0	0.0
18 - 20	N.K.	44	0	23.1	0.0
18 - 21	N.K.	0	36	0.0	25.3
18 - 22	19	89	0	46.8	0.0

20 - 22	N.K.	2	0	1.0	0.0
20 - 24	N.K.	44	0	23.1	0.0
21 - 23	3	0	36	0.0	25.3
22 - 25	3	37	0	19.4	0.0
22 - 26	14	0	0	0.0	0.0
22 - 27	17	33	0	17.3	0.0
22 - 28	27	17	0	8.9	0.0
23 - 40	74	0	95	0.0	66.9
25 - 26	7	1	0	0.5	0.0
25 - 27	14	12	0	6.3	0.0
25 - 28	15	25	0	13.1	0.0
26 - 27	13	0	0	0.0	0.0
27 - 28	16	12	0	6.3	0.0
28 - 29	16	58	0	30.5	0.0
29 - 30	0	55	0	28.9	0.0
29 - 33	180	1	0	0.5	0.0
29 - 36	0	5	0	2.6	0.0
30 - 31	1	0	0	0.0	0.0
30 - 32	5	35	0	18.4	0.0
30 - 33	6	5	0	2.6	0.0
30 - 34	7	9	0	4.7	0.0
31 - 40	185	0	0	0.0	0.0
32 - 40	360	32	0	16.8	0.0
32 - 37	165	12	0	6.3	0.0
34 - 38	120	6	0	3.1	0.0
36 - 39	5	4	0	2.1	0.0
37 - 41	1400	2	0	1.0	0.0
38 - 41	250	5	0	2.6	0.0
37 - 41	180	8	0	4.2	0.0

STUDY FINDINGS

Our findings suggest that following arrest, youth and their families are being provided treatment more quickly and the cost required to process these youth is considerably less expensive to the taxpayer than in the more traditional juvenile justice system.

Our analysis revealed that the average time from arrest to professional counseling was reduced from 48 to 21 days or a total of 27 days reduction due to Alternate Routes intervention. Additionally, counting only the costs noted in the network flow analysis, Figure I, the costs involved to process a youth through the juvenile justice system has been reduced from an average of \$688 per arrest to \$234. Thus, this study suggests a net savings to the juvenile justice system of \$454 per arrest is being demonstrated by the Alternate Routes program in Fountain Valley. The findings should be interpreted as indicative of direction of cost savings potential rather than actual total savings accrued. The cost figure is believed to be very conservative as other costs required to process youth through the courts were not included. The findings revealed a lower percentage of Alternate Routes youth entered the courts than did the 1970 sample. This diversion resulted in other savings associated with court processing.

The difference between the 1970 process and that with Alternate Routes is reflected in the percentage of youth, in each group, who passed through various events. Most notable is the total absence among the Alternate Routes sample of youth penetrating the traditional system beyond "Application

for Petition Filed" (Event Number 18) whereas 46.8% of the 1970 sample penetrated beyond that point with 45.6% going into the court system. Future studies most certainly will show a higher percentage of Alternate Routes youth penetrating further through the network flow than was revealed in this study. Therefore, these findings must be viewed tentatively pending time and further study. This is not to negate the obvious. That is, the study findings clearly reveal the program is providing another alternative to that previously employed to treat youthful offenders. It has diverted youth from probation and courts.

An analysis of the percentages of the total sample population of youth participating in the Alternate Routes project (n=142) reveals about 23% of the youth were referred to the program by the schools. (Note: Representatives of the schools claim about 75% of their referrals to Alternate Routes would have otherwise been referred to police or probation). Parents are responsible for 8% of the referrals while 36% were referred to the project by police and about 7% of the referrals to the program were either self referrals or referrals made by others in the community prior to arrest. Probation accounts for 25% of the referrals to the program.

The analysis of time as partially presented in Table II revealed an average of 154 days to process youth in 1970. With the Alternate Routes sample, the average youth is engaged in the treatment process an average of 63 days. As is indicated in other studies prepared by Institute staff, the parents, community representatives and youth have a very positive opinion of the Alternate Routes treatment program.

SUMMARY

This cost comparison study clearly suggests Alternate Routes has demonstrated it does, in fact, provide professional treatment to youth and their families following arrest more quickly than the other system. A cost reduction from the more traditional system is also indicated. However, the cost savings must be viewed with more caution than the savings in time which has been demonstrated, for the time saving is a result of the new procedures utilized through Alternate Routes. Similar savings in time can be projected for all cases handled by Alternate Routes as long as the procedures remain in effect.

The cost savings, however, reflect only the period studied. The cost savings indicated could be effected by changes in the behavior by either or both of the sample groups. That is, if further study reveals the 1970 sample has a higher incidence of arrest or probation intervention than was shown in the study, a savings greater than that projected here would be realized. Conversely, the cost savings projected here would be reduced if there were found to be a higher incidence among the Alternate Routes group. Additional studies are needed to determine the long-term relations of the two groups. The Institute plans to make this assessment during the next funding period.

END