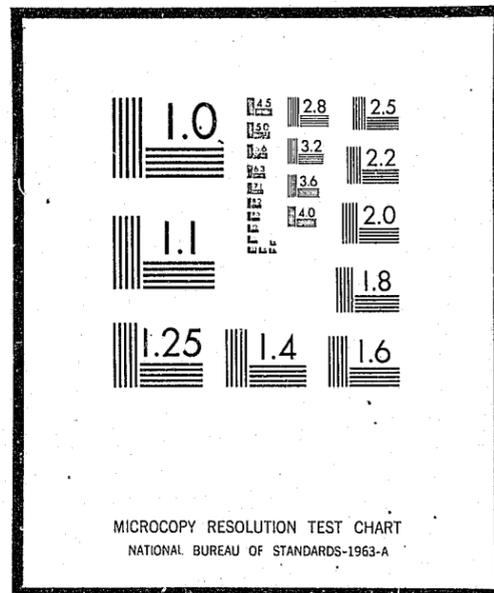


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THE WILMINGTON YOUTH SERVICE SYSTEM
A REPORT AND ANALYSIS

Submitted To The Executive Committee
of the
Delaware Agency To Reduce Crime

Written by
Harold W. Metz
Director of Evaluation

Assisted by
Bruce Morris, Program Analyst II
James Fritz, Program Analyst II
Susan Blindman, Program Analyst I
Nancy Barnes, Student Intern

3-6-75

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I. INTRODUCTION

A Youth Service (Bureau, Center or System) is usually a public agency functioning to divert children and youth from the juvenile justice system before they get into serious trouble, to coordinate community resources on their behalf, to strengthen existing agencies by purchasing services from them, to see that new resources are developed when appropriate services cannot otherwise be obtained, and to modify community attitudes and practices which create delinquency breeding situations.¹

The goals of the Wilmington Youth Service System are probably more diversified and less clearly defined than those for most other (city or state) criminal justice agencies. The absence of successful models, the span of control, the allocation of resources, the individuality of staff, and the responsiveness of the System to a host of societal pressures and governmental policies and procedures have combined to produce extremely vague and abstract purposes. For example, the stated goals of the Youth Service System were:

- To reduce duplication and fragmentation of services to youth in trouble.
- To implement an integrated strategy related to the delivery of services.
- To improve the quality and scope of services available.
- To insure a more effective prevention and diversion mechanism.

¹"The Youth Service Bureau: A Brief Description", National Council on Crime and Delinquency, New York, New York, June, 1970, p. 2.

Such distinctive features as key results to be accomplished, target dates for their accomplishment, cost benefits resulting from their implementation, and achievements relating to individual and agency accountability were either not developed or purposely omitted from the planning and implementation of this new endeavor.

According to the National Council on Crime and Delinquency, a Youth Service System should as a minimum²:

- Collect and disseminate reliable information on the activity and needs of youth in the community
- Identify and establish priorities for public youth services and facilities
- Seek and disburse funds on the basis of identified priorities
- Accept client referrals from authoritative agencies (police, schools, court) and inform the referring agency of the client's progress
- Act as an advocate of the child to see that he gets the needed services
- Provide a welcoming place for parents and youth to come for assistance in dealing with youth problems
- Strengthen existing agencies by performing an enabling or contractual function, thus assuring some measure of accountability, rather than itself attempting to fill gaps in services
- Seek to modify established institutions, attitudes and practices which discriminate against troublesome children and youth

²Ibid., p. 2-4

- Collect and determine where public funds should be invested on the basis of cost-effectiveness in reducing youth crime

Traditional approaches to assessing the achievements of such an endeavor have focused on observations of counseling techniques, number of referrals made and changes in client's behavior. The need for analysis now encompasses such organizational concepts as mission, goal, objective, function and role. The basic difference between the more traditional approach and that advocated by the Executive Committee is that in the former, the focus was on the individual, while in the latter, the focus is on the organization as a whole. Therefore, the Evaluation Unit was concerned not only with empirical data about the present System, but also with the problems and procedures in establishing a comparable program for another time and place.

II. THE PROBLEM

In response to the request of the Executive Committee of the Delaware Agency to Reduce Crime this report was prepared for the purpose of analyzing and assessing the goals, policies, resource allocations, and personnel performances which were established for the Wilmington Youth Service System. It was designed to serve as an extension to a previous evaluation report submitted by a select committee of the Supervisory Board May 9, 1974.³ The essence of that report is summarized.

1. The activity of project personnel for the grant period July 1, 1973 to April 30, 1974 was one primarily of planning and development. Although the original proposal implied that the System was on line and needed only to be operationalized, it was obvious by the types of activity recorded that this was a year of planning rather than implementation. It was discovered early in the grant period that the objectives of the project were far beyond what could be accomplished within the established time frame. Consequently, what was accomplished in the first year of the grant should have happened prior to the submission of the application.
2. Since the individuals who drew up the original proposal were different from those who were charged with its implementation, degrees of success were difficult and in some cases impossible to measure. This difficulty stemmed partially from a failure to relate the

total System to its related parts. Although the overall concept of an integrated youth service system and the detailed planning related to that concept had moved forward, the physical implementation of each component as outlined in the Work Plan had been far from satisfactory.

3. The many existing agencies within the community designed to divert children and youth from the juvenile justice system had long before established methods of operation, intake mechanisms, treatment procedures, and staffing patterns which were not completely understood or taken into account by those who formulated and wrote the project's original goals and objectives. Consequently, a certain degree of fear and resistance was created in the minds of existing personnel resulting in a reluctance on their part to understand or cooperate with the new concept. There was also further disenchantment and skepticism within the black and Spanish-speaking communities as to how this System was to operate and effect their members, resulting in a further lack of enthusiasm and cooperation.
4. The necessary activities of in-depth planning, problem identification, and establishing rapport with various agencies were the major accomplishments to date. Considering the immensity of the task, the evaluation team felt that these accomplishments were highly significant. In addition, the Youth Service Center had now joined the Youth Service System and the Police Bureau had placed two (2) officers in the West Center City area to begin police liaison activities.

The implications of this extended report are threefold:

- (1) to give the Committee additional knowledge about the project;
- (2) to aid project personnel in understanding and solving practical organizational problems; and (3) to serve as a guide in developing future projects which are of a similar nature.

If, the establishment of a Youth Service System is important to achieve, then it is essential that the criminal justice community do more than just talk about it in "fuzzy" terminology. Having identified the problem, one should be able to describe spe-

³James L. Ford, (Lieutenant Clarke V. Jester), William B. Merrill, Melvin A. Slawik and (Carl E. Russell), "Evaluation Committee Report Regarding the Wilmington Youth Service System, Delaware Agency To Reduce Crime", May 9, 1974.

cific performances or actions that will result in projected accomplishments.

III. THE APPROACH

In the development of any evaluation, two things are crucial; conceptual elaboration and empirical data. The first approach taken in this investigation was to ask specific subjects (see Appendix A) to volunteer perceptions relating to the concept, application, implementation and accomplishments of the Wilmington Youth Service System. All those volunteering information were directly involved in either planning, funding, implementing or using the concepts or services provided by the System.

Since an individual's perception, both volunteer and evaluator⁴, is not a test, it has no measurable validity or reliability. The information provided did not exist in a vacuum, but rather it was formulated within some social or political context. Since no individual came to the process tabula rasa the validity of information was dependent on what each individual brought to the process. Prejudices, values, vested interests, misinformation, irrationality and background information gaps were considered to be part of all observations. The interviewee's perceptions were very important to the analysis, but if such perceptions were

⁴The evaluators of the DARC staff were also forced in the majority of cases to make professional judgements and project assessments based upon subjective perceptions or "gut level" feelings.

tainted by threats to what he valued or wanted, then such perceptions may have had a significant affect on conclusions.

The second approach was to examine unobtrusive measures to verify the reliability of the interview responses. A major source of datum used in this investigation was the documentary record. The examination of data such as number of client referrals from authoritative agencies, number and types of client problems, number and types of services contracted to existing agencies, etc., was used to determine the amount and form of activity engaged in by the System.

The notion of a System is based on the proposition that there is some order and structure to its behavior, and that its behavior is not an assembly of individuals performing unrelated tasks, but rather is organized on the basis of some design or plan.

The investigation itself was aimed primarily at answering three general questions, "What exist?", "How does what exist relate to the original proposal?", and "What phenomena influenced the existing condition?" The major concerns were associated with philosophy and structure as observed by System performance and the modification of established institutions and practices which sought to assist and redirect pre-delinquent and delinquent youth.

IV. THE SYSTEM

The stated purposes of the Youth Service System were:

- (1) to develop an effective, continuing means of diverting youth from the juvenile justice system;
- (2) to become a vehicle for improving the coordination, delivery and evaluation of services to a target population of 350-450 youth living in the Central, West Center City and Westside areas of Wilmington;
- (3) to obtain specific commitments from 30 existing or created agencies to provide 75 percent of the essential services needed by the identified clients;
- (4) to demonstrate less juvenile system contact for target population clients than for non-clients;
- (5) to document significant changes both in quantity and quality of youth services previously provided within the City;
- (6) to develop and operationalize three new services to meet unmet needs of the youth population;
- (7) to improve staff expertise through coordinated training;
- and (8) to monitor and evaluate the implementation and accomplishments of the System.

The various structures and programs designed to carry out the stated purposes of the System are depicted in the following six Exhibits. Exhibit I represents the proposed administrative structure as illustrated in the original grant proposal July 1, 1973. Exhibit II depicts the operational structure that was

functioning February 1, 1975.

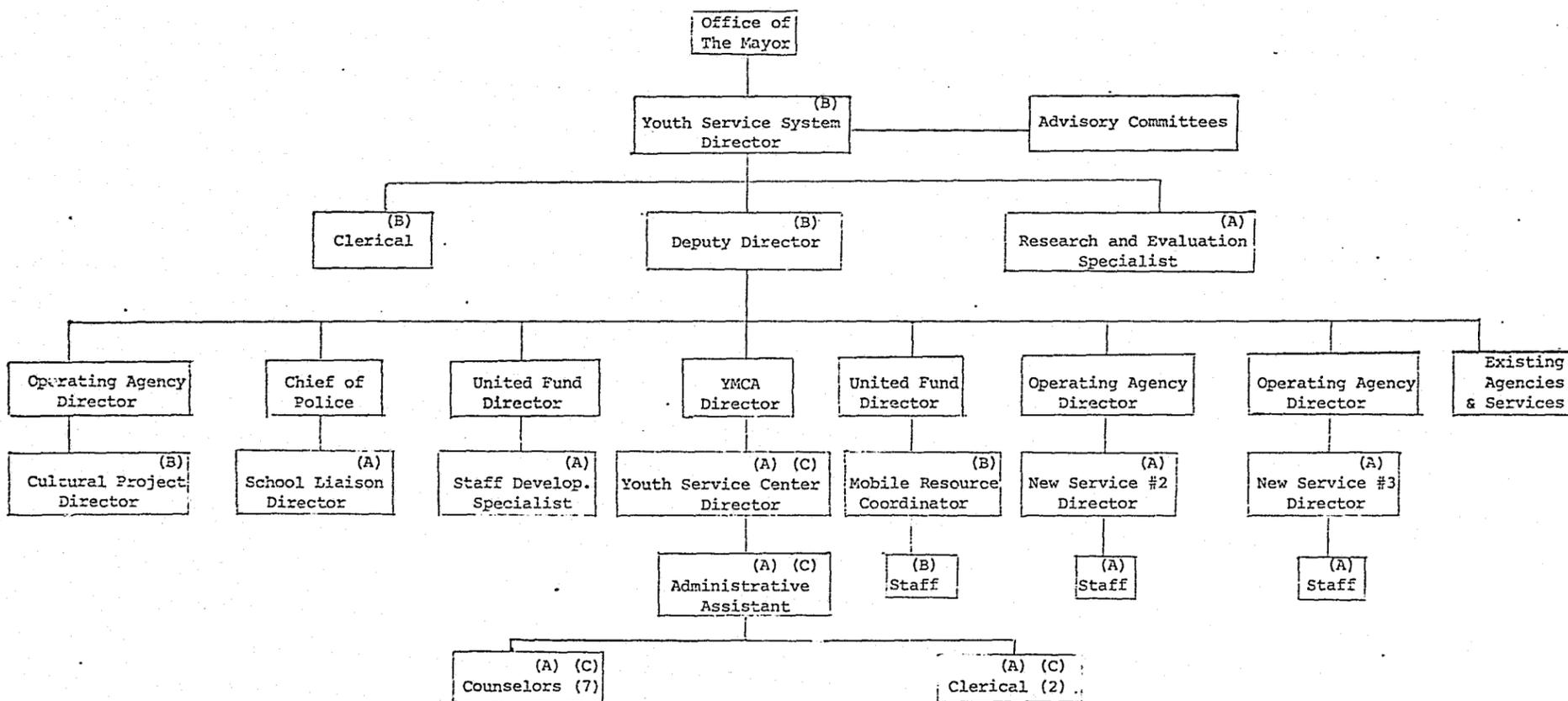
Exhibit III represents the proposed programs as identified in the original grant proposal July 1, 1973. Exhibit IV characterizes the actual programs that were being offered February 1, 1975.

Exhibit V represents a proposed client flow to be initiated by the Youth Service System. Exhibit VI attempts to count and place clients within a specific service area.

Exhibit VII lists chronological events and actions which had a significant effect on the project.

EXHIBIT I

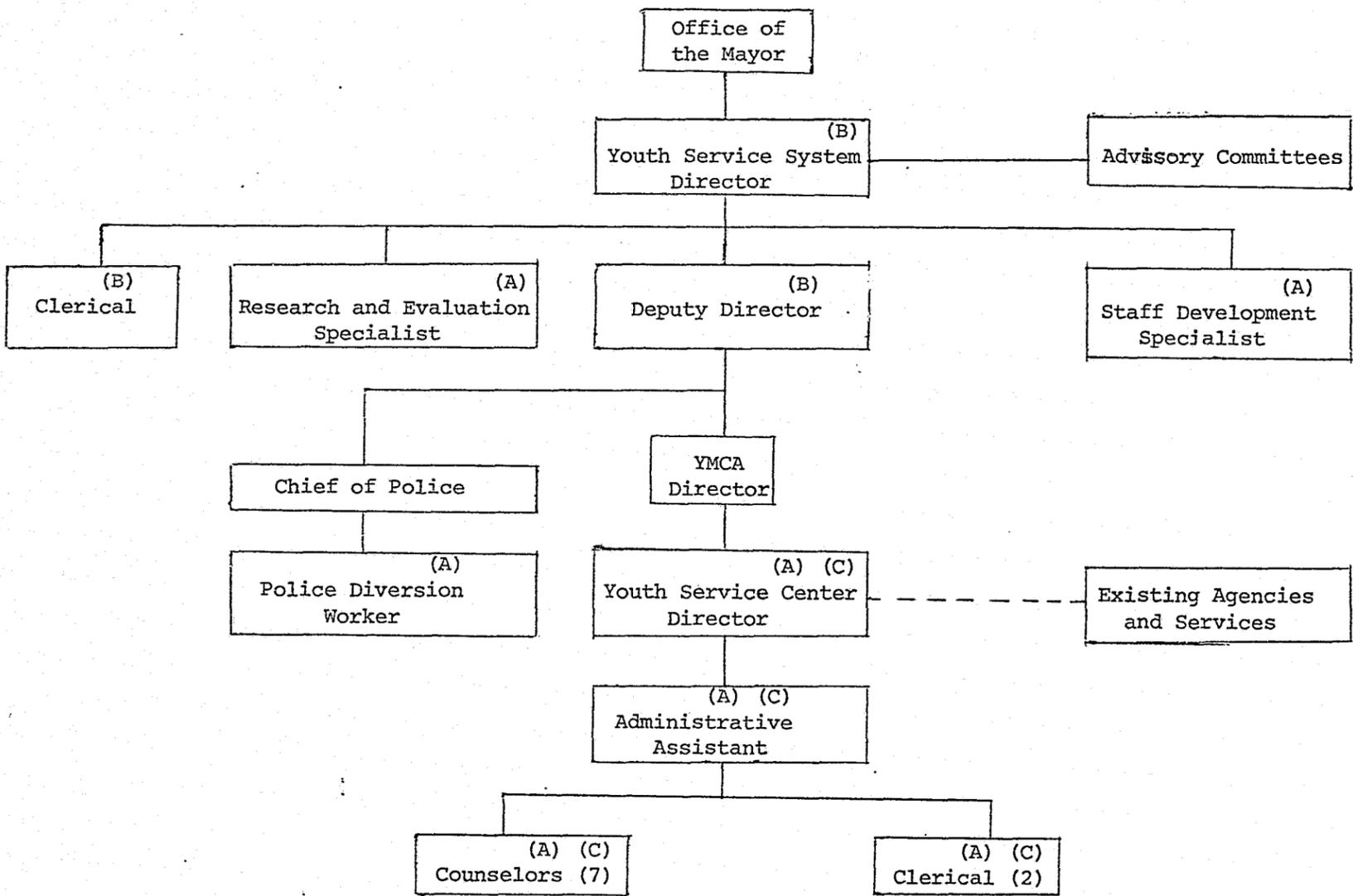
Proposed Administrative Structure: Wilmington Youth Service System
July 1, 1973



(A) Funded by the Delaware Agency to Reduce Crime
 (B) Funded by the Department of Health, Education and Welfare
 (C) Funded by Model Cities

EXHIBIT II

Administrative Structure: Wilmington Youth Service System
February 1, 1975

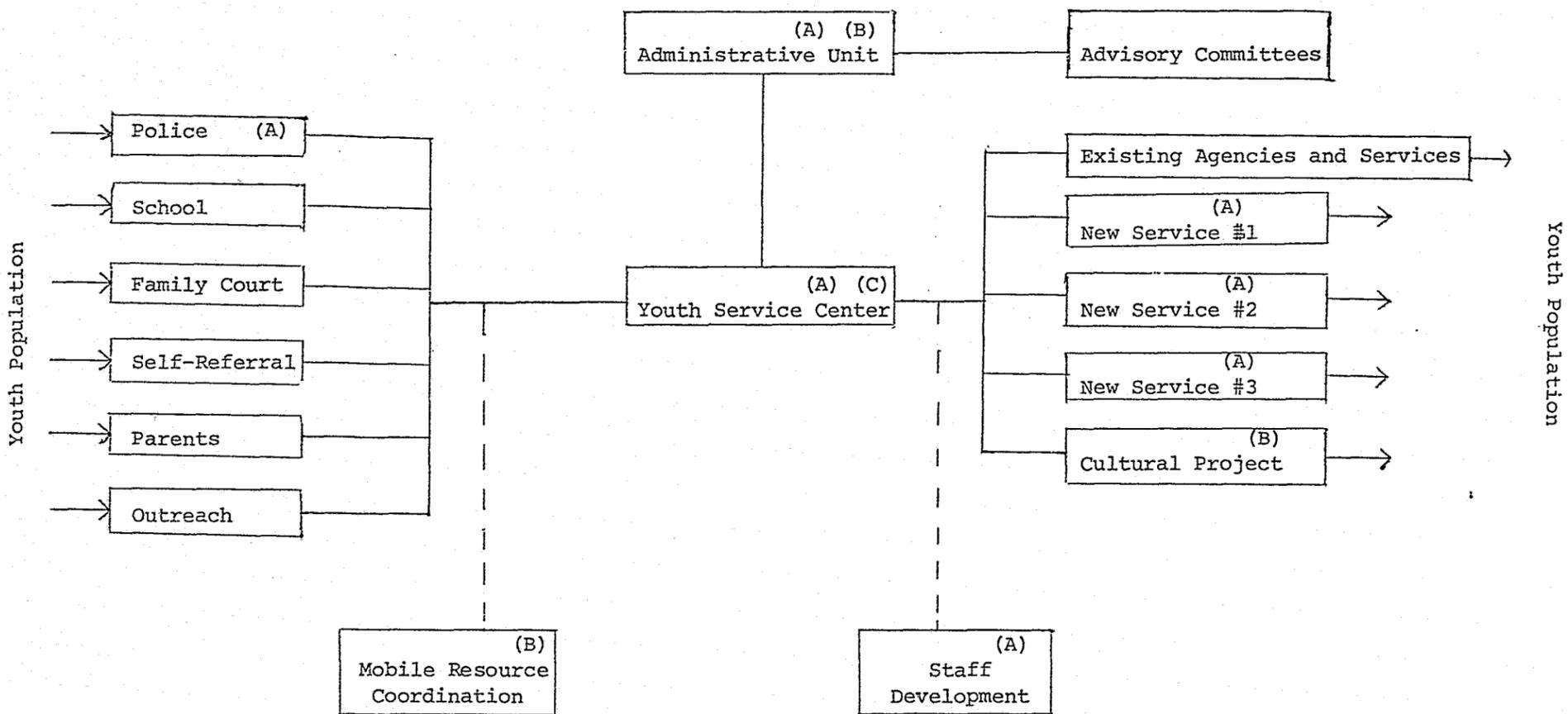


12

- (A) Funded by the Delaware Agency To Reduce Crime
- (B) Funded by the Department of Health, Education and Welfare
- (C) Funded by Model Cities

EXHIBIT III

Proposed Programs: Wilmington Youth Service System
July 1, 1973

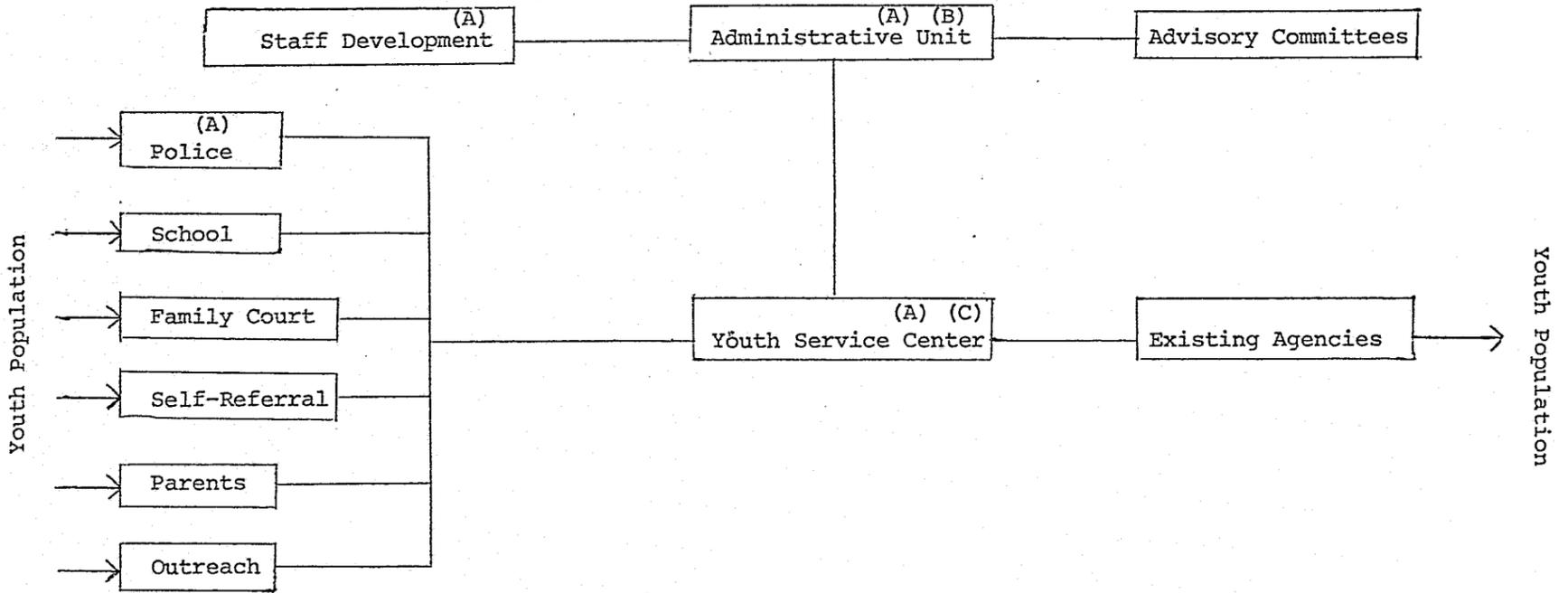


13

- (A) Funded by the Delaware Agency to Reduce Crime
- (B) Funded by the Department of Health, Education and Welfare
- (C) Funded by Model Cities

EXHIBIT IV

Programs: Wilmington Youth Service System
February 1, 1975



- (A) Funded By the Delaware Agency To Reduce Crime
- (B) Funded by the Department of Health, Education and Welfare
- (C) Funded by Model Cities

EXHIBIT V

Proposed Client Services: Wilmington Youth Service System
July 1, 1973

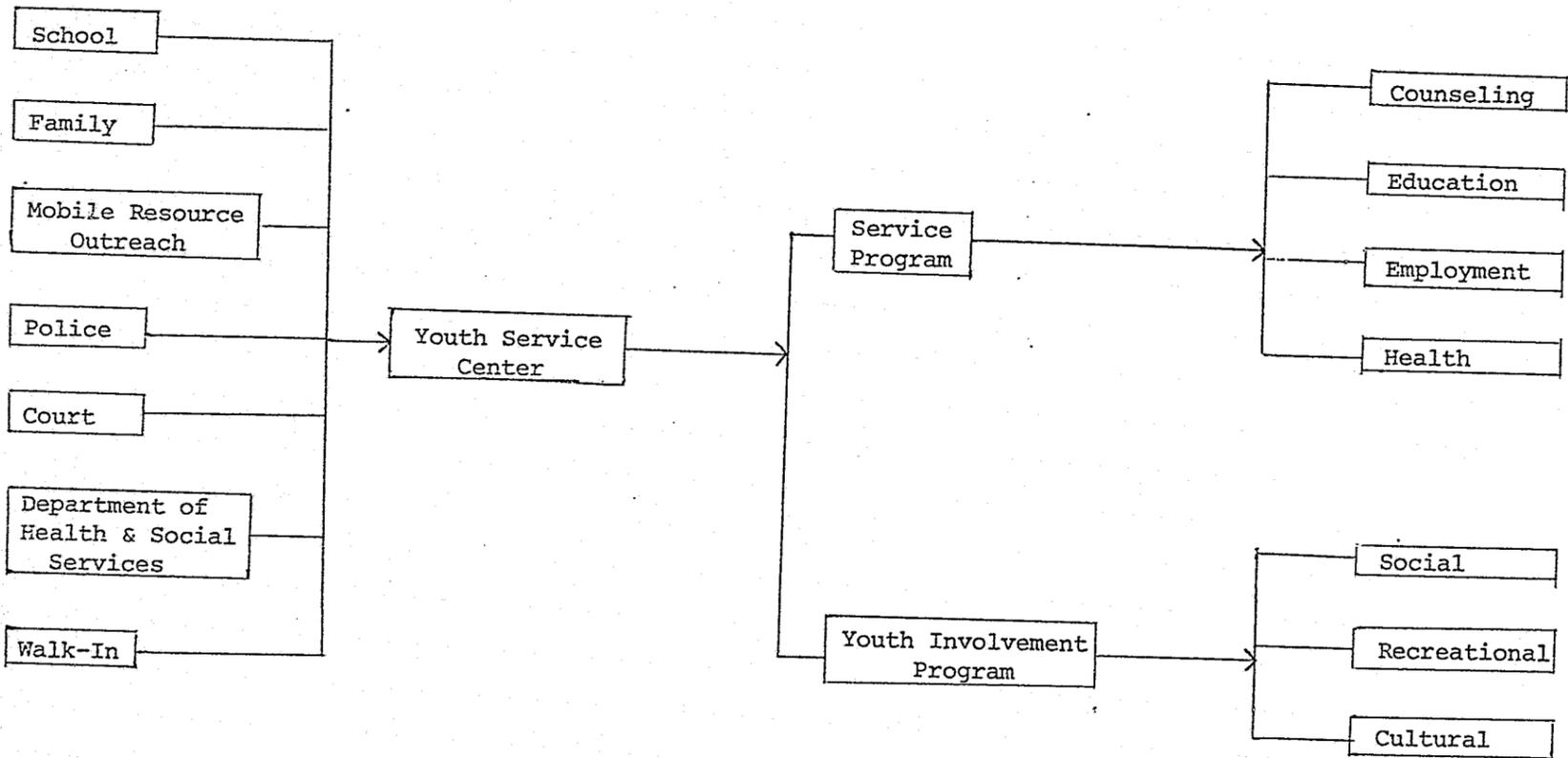
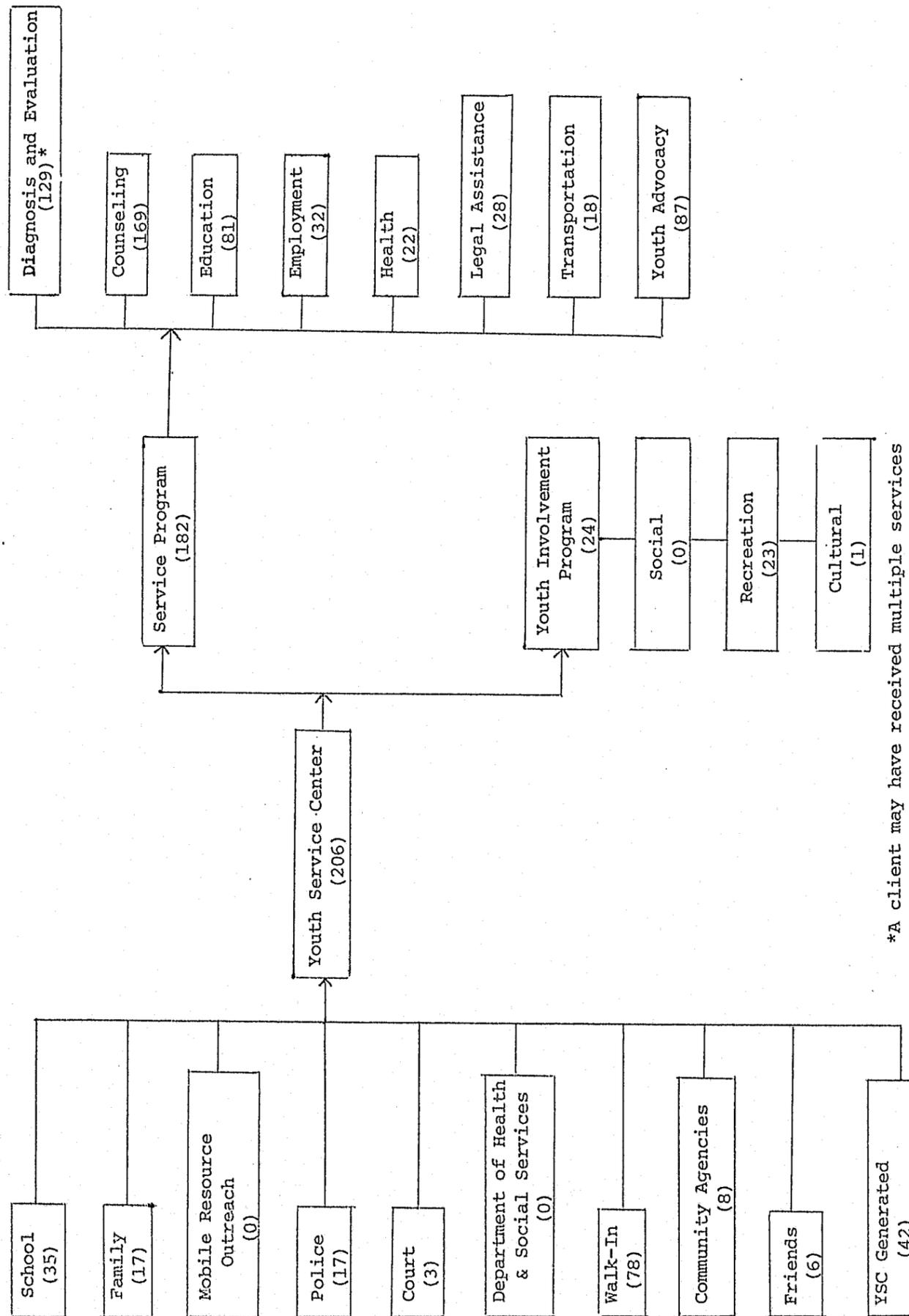


EXHIBIT VI

Client Services: Wilmington Youth Service System
July 1, 1973 to January 1, 1975



*A client may have received multiple services

EXHIBIT VII

Major Chronological Events: Wilmington Youth Service System
July 1, 1973 to February 1, 1975

- July 1973 - Youth Service System Funded (DARC, HEW, and Model Cities)
- August 1973 - Mobile Resources Unit was operationalized
- September 1973 - Administrative staff was hired (Executive Director, Deputy Director and Secretary)
- October 1973 - Research and Evaluation Specialist was hired
- December 1973 - Staff Development Coordinator was hired
- Citizens Advisory Board was appointed by the Mayor
- February 1974 - Staff Development Coordinator resigned
- Consultants were hired to assist with the development of reporting forms
- March 1974 - Youth Service Center became a part of the Youth Service System
- Contract awarded (\$10,000) to the Police/School Liaison program
- April 1974 - New Staff Development Coordinator was hired
- Reporting and Record Keeping Package was completed

EXHIBIT VII - continued

- May 1974 - Youth Service Center was fully staffed (7 counselors, 2 clerical)
- June 1974 - Youth Service System was granted an extension to December 31, 1974
- July 1974 - A part-time police/school liaison program was changed to a full-time civilian diversion worker
- The Mobile Resources Unit was terminated from the Youth Service System
- August 1974 - Cultural Enrichment Program was initiated
- Youth Service System was granted an extension to June 30, 1975
- September 1974 - Staff Development Coordinator requested written job descriptions for each individual employed in the System
- October 1974 - The concept of a city-wide service area was adopted
- December 1974 - Termination of contract with the United Fund Council for the position of Staff Development Coordinator
- Recommendation of the Wilmington Criminal Justice Planning Council to terminate the Youth Service System
- February 1975 - Internal evaluation of project conducted by the Research and Evaluation Specialist
- External evaluation of project conducted by the Evaluation Unit of DARC

V. THE FINDINGS: RELATED TO THE STATED OBJECTIVES

The following is a description and assessment of the five Units of the Youth Service System that were all or partially funded by the Delaware Agency to Reduce Crime. Each Unit was recognized in terms of its Budget (A), Personnel (B), and Objectives (C).

A numerical weight was assigned to each objective indicating the degree of effort that was made toward its accomplishment.

	0	1	2	3	4	5
	No	Little				Strong
	Effort	Effort				Effort

Statements which follow each objective were attempts to clarify and explain the numerical ranking.

I. Administrative Unit

- A. Budget: Amount
- | | |
|---------------------------------------|----------------|
| 1. Research and Evaluation Specialist | \$14,000 |
| 2. Benefits | 1,474 |
| | Total \$15,474 |
- B. Personnel:
- | | | |
|--------------------|------------------------------------|-------------------------|
| Mr. Laurie Solomon | Research and Evaluation Specialist | October 1973 To Present |
|--------------------|------------------------------------|-------------------------|
- C. Objectives:
1. To develop and implement an evaluation component for the entire Youth Service System.

	0	X	2	3	4	5
--	---	---	---	---	---	---

- Mr. Solomon cited unrealistic and undefined project goals as one of the major reasons for his failure to design an evaluation and monitoring component for the Youth Service System.
- Prior to the project start-up date, the planners and implementers had alienated actors who were essential to the collection and compilation of data that was pertinent to the assessment of the System.
- Mr. Solomon commented further "that no one in the System understood (and in most cases weren't even aware of) the project's goals and objectives".
- A major problem associated with Mr. Solomon's conformity to his job description was that most of his time was allocated to meeting HEW requirements and objectives rather than those of DARC. There appeared to be a major problem in understanding the separation and priority of HEW's and DARC's time demands and job requirements. His supervisor also assigned him additional duties, contract negotiations, drafting of position papers, etc., which were not a part of his job description.

2. To quantify project goals and objectives.

X 1 2 3 4 5

- This objective was never operationalized.
3. To design data collection instruments which relate to required monthly, quarterly and annual reports.
- 0 1 2 X 4 5
- Although it caused some dissension among the different components of the System, a standardized "reporting package" was developed and distributed to all personnel. Albeit these forms were useful in the collection of data, there appeared to be little, if any, analysis or messaging of the data collected.
 - This new recording and reporting system was geared to HEW requirements, and did not always satisfy or relate to the stated project goals and objectives.
 - No sooner would a recording and reporting process be established than the System would change, resulting in obsolete or non-longitudinal information.

4. To prepare detailed written evaluations of individual components of the System.

X 1 2 3 4 5

- This objective was never operationalized.
- Mr. Solomon is presently preparing an evaluation of the entire Youth Service System which will be completed by February 28, 1975.

5. To insure that future funding requests will be supported by sound professional assessment of the effectiveness of the System.

0 X 2 3 4 5

- A grant was submitted to DARC in the Spring of 1974 to continue and expand the System. This grant was denied by the Supervisory Board due to the large balance of funds remaining from the 1973 award.

II. Staff Development Unit

A. Budget:

	<u>Amount</u>
1. Training Specialist	\$11,816
2. Secretary (1/3 time)	2,077
3. Benefits	1,737
4. Consultants (32 days @ \$90 per day)	2,880
5. Consultant Travel	650
6. Travel (unit personnel)	390
7. Training Materials	450
Total	\$20,000

(Budget items 4 and 5 were never expended during the project period.)

B. Personnel:

1. Mr. Ken Thomas	Training Specialist	December 1973 to February 1974 (3 months)
2. Ms. Alesia Cruchley	Training Specialist	April 1974 to Present (10 months)

0 1 2 ~~X~~3 4 5

- Three consultants have been retained to conduct specified training sessions. All provided their services free-of-charge.
 - a. Ms. Gloria Geddes, Assistant Professor, Temple University
 - b. Mr. Harlan Roberts, Family Service of Northern Delaware
 - c. Ms. Ann King, Children's Bureau

5. To develop a training capability within each unit of the Youth Service System.

0 1 ~~X~~2 3 4 5

- It would appear that only the Youth Service Center has developed the capability to offer some form of in-service training to its personnel. For example:
 - (a) Six out of the seven counselors are presently enrolled in a counseling program at the Delaware Technical and Community College,
 - (b) Members of existing community agencies have been scheduled to make presentations to the Center staff on their operation and types of services provided,
 - (c) A psychologist meets with the staff once-a-week to discuss counseling techniques and specific client problems.

6. To participate in the evaluation of training programs.

0 1 2 ~~X~~ 4 5

- The training specialist has conducted her own evaluation concerning the process of selecting and presenting the different training components. However, no evaluation has been made with regards to the effect or impact of such training on the operation of the System.

III-A. School-Police Liaison (March 1974 to July 1974)

A. Budget: Amount

1. Youth Aid Officers \$10,000
(2,000 hours @ \$5 per hour)

B. Personnel:

1. Youth Aid Unit officers were assigned to six selected area schools to participate in a counseling program on an overtime basis.

C. Objectives:

1. To make available Wilmington police officers to identify and counsel appropriate referrals to the Wilmington Youth Service Center.

0 1 ~~X~~2 3 4 5

2. To identify and refer 5-10 prime target area youth per month for intensive services and an additional 10-15 youth per month for short-term services to the Youth Service Center.

~~0~~X 1 2 3 4 5

- Between July 1973 and March 1974 (a total of eight months), this component of the Youth Service System was never operationalized. It was not until February 1974, that the Grants Advisory Committee was satisfied that the school-police liaison component could function as proposed in the application.
- By March 18, 1974, funds had been received and police officers were assigned on an overtime basis to the following schools.

<u>Officer</u>	<u>School</u>
1. Richard Spencer	Wilmington High School
2. William Brown	Howard High School
3. Roy McIntyre	P.S. duPont High School
4. Julio Burgos	Bayard Jr. High School
5. James Buchannan	Warner Jr. High School
6. Charles Betz	Bancroft Jr. High School

- This component of the System never came close to reaching its potential. By July 1974, only \$469 of the \$10,000 allotted had been paid to police officers for overtime duties, and no clients had been referred to the Youth Service Center. The reasons for failure were purported to be:

1. The rate of pay for overtime was not competitive with other agencies. While the Youth Service System paid five dollars per hour for overtime, the Wilmington Housing Authority offered seven dollars per hour. Coupled with the low overtime rate of pay, was the fact that the areas of the city in which the police had to work were generally the least desirable.
2. School teachers tended to turn their disciplinary problems over to the school-police liaisons. Students, therefore, began to perceive the police as disciplinarians, thus it was difficult to establish rapport with the youths.
3. The Youth Service Center operated for a target area and would only accept clients from the target population. Since the police performed their duties on a city-wide basis, many referred youths did not meet eligibility requirements. For those youngsters that did not meet geographic eligibility criteria, police were instructed to seek appropriate agencies to which they could refer youth. However, overtime could only be utilized after the normal working day; a time when most referral sources were closed.
4. Although police officers were oriented to the purposes, expectations and limitations of the Youth Service Center, referral procedures were never clearly defined.

As a result of these project limitations and other associated problems, the Supervisory Board gave approval to a program variance in July 1974. The new component consisted of one full-time Police Diversion Worker.

III-B. Police-Diversion Worker (July 1974 to Present)

A. <u>Budget:</u>	<u>Amount</u>
1. Funds remaining from original appropriation (\$10,000)	\$9,531
B. <u>Personnel:</u>	
1. Gregory Chambers Diversion Worker	July 1974 to Present

C. Objectives:

1. To interview, counsel and screen all youth who are brought to the Diversion Worker's attention by the Wilmington Bureau of Police.

0 1 2 X 4 5

- Of the 1,298 juvenile contacts made by the Youth Aid Unit of the Wilmington Bureau of Police, between July of 1974 and January of 1975, 38 were referred to the Diversion Worker. At the time of this writing the Diversion Worker indicated a significant increase in the last three months in the number of youth brought to his attention by the Youth Aid Unit.
- The source and number of referred clients to the Diversion Worker were as follows:

<u>Source</u>	<u>Number</u>
Family	3
Friends	3
Self	2
Police	38
Not Recorded	<u>1</u>
	47

2. To refer all eligible youth to the Youth Service Center or to another appropriate agency.

0 1 2 X 4 5

- Initially, it was envisioned that the police diversion component of the Youth Service System would

constitute the largest number of referrals to the Center from any single source. However, due to the geographical constraints of the Center, the Diversion Worker was not able to provide the number projected. The source and number of clients referred by the Division Worker were as follows:

- 47 Number of clients
- *24 Referred to the Youth Service Center
- 12 Referred to other appropriate agencies
- 10 Problems resolved without referral
- 1 Service not available

3. To refer all qualified youth (not limited to geographic constraints) to the Youth Service Center.

0 1 2 3 ~~4~~ 5

- With this shift in emphasis from a target population to a city-wide effort, the Diversion Worker began to perceive his role as a vital and necessary link to the Center. During the months of November and December approximately three-fourths of the youths brought to the attention of the Diversion Worker were referred to the Youth Service Center; compared to the one-fourth referral rate in the preceding four months.
- The Diversion Worker did not conduct or participate in any formal evaluation or follow-up of those clients referred to the Center or other appropriate agencies. He did, however, collect the following data for later comparative purposes.

- 34 Male (average age 15.1)
- 13 Female (average age 14.7)
- **92 Presenting problems

- 27 School
- 25 Social
- 11 Employment
- 10 Family
- 19 Legal

*Of the 24 referrals to the Youth Service Center, two (2) were not accepted due to geographical constraints or delinquency history.

**A child may have more than one presenting problem at the time of contact.

IV. Youth Service Center

A. Budget:

	<u>Amount</u>
1. Director	\$ 5,898
2. Administrative Assistant	5,813
3. 7 Counselors	24,333
4. 2 Clerk Typists	5,265
5. Benefits	7,409
6. Travel	1,004
7. Supplies	472
8. Operating Expenses	
a. rent, telephone, bonding	2,764
b. staff training	1,078
c. residential care	607
d. direct service	2,932
e. testing and evaluation	2,426
9. Equipment	1,348
10. Building Renovations	674
	Total \$62,023

B. Personnel:

1. Mr. George Poe, Jr.	Director	October 1972
2. Mrs. Retha Fisher	Adm. Asst.	January 1974
3. Mr. Julio Morales, Jr.	Counselor	February 1973
4. Mr. Larry Morris	Counselor	February 1973
5. Mr. Lawrence Roane	Counselor	February 1973
6. Ms. Ina Jetter	Counselor	May 1974
7. Ms. Christine Lolly	Counselor	May 1974
8. Ms. Nancy Sianni	Counselor	May 1974
9. Ms. Neidy Serrano	Counselor	May 1974
10. Ms. Raquel Cantres	Clerk Typist	March 1973
11. Ms. Evelyn Ortiz	Clerk Typist	July 1974

C. Objectives:

- 1. To continue and expand the operation of an existing Model Cities Youth Service Center.

0 1 2 3 ~~4~~ 5

- The Youth Service Center had a history which spans three funding cycles; 1972, 1973 and 1974. During that period the Center received two formal and one supplementary awards totalling \$121,528.

- With respect to implementing the Youth Service Center, the pre-operational period (July 1972 to January 1973), can best be characterized as a period of confusion and misunderstanding between DARC and the City of Wilmington. Major problems centered around: (1) criteria for admission; (2) definition of terms; (3) description of project goals and objectives; (4) identification of project participants; (5) interpretation of contracts for existing agencies; (6) development of new services; and (7) the physical location of the Center.

- The present staff, which now totals 11, perceived the Center as a neighborhood demonstration project that had been successful in dealing with youth problems. The underlying assumption upon which they operated was that in the process of helping a youngster, the child learns, the parent learns, the counselor learns, and the community can be provided with the information to assist it in establishing new services.

- Staff working hours were divided into a 3 shift day; 8:30 a.m. to 1:00 p.m., 1:00 p.m. to 5:00 p.m., and 6:00 p.m. to 10:00 p.m. Each counselor was assigned to two of the three shifts per day and all worked a minimum of three nights a week. Geographical assignments were as follows:

<u>Counselor</u>	<u>Place</u>
Christine Lolly	3rd and West Parks
Ina Jetter	Conrad Park
Neidy Serrano	8th Street Park
Nancy Sianni	10th & Lincoln Park
Lawrence Roane	2nd & Clayton Park
Larry Morris	Windsor Street Park
Julio Morales	Cool Spring Park
All Counselors	Peoples Park and 7th and Madison Streets

- 2. To be in full operation within the Youth Service System by December 1, 1973.

0 1 ~~X~~ 2 3 4 5

- The Youth Service Center did not become a functional component of the System until March of 1974.

- 3. To receive referrals of 140-175 youth, to identify individual problems, and to determine appropriate corrective action.

0 1 2 ~~X~~ 4 5

Number of Clients

	<u>Feb. 73 to June 73⁵</u>	<u>July 73 to Jan. 75</u>	<u>Total</u>
Number Admitted	20	206	226
Black	16	135	151
Spanish Speaking	4	43	47
White	0	28	28
Number Terminated	2	144	146
Average Number of Clients (March 74 to Dec. 74) Per Youth Counselor Per Month			8
Average Length of Service (March 74 to Dec. 74) Days Per Client			50

Distribution of Monthly Active Clients (See Exhibit VIII)

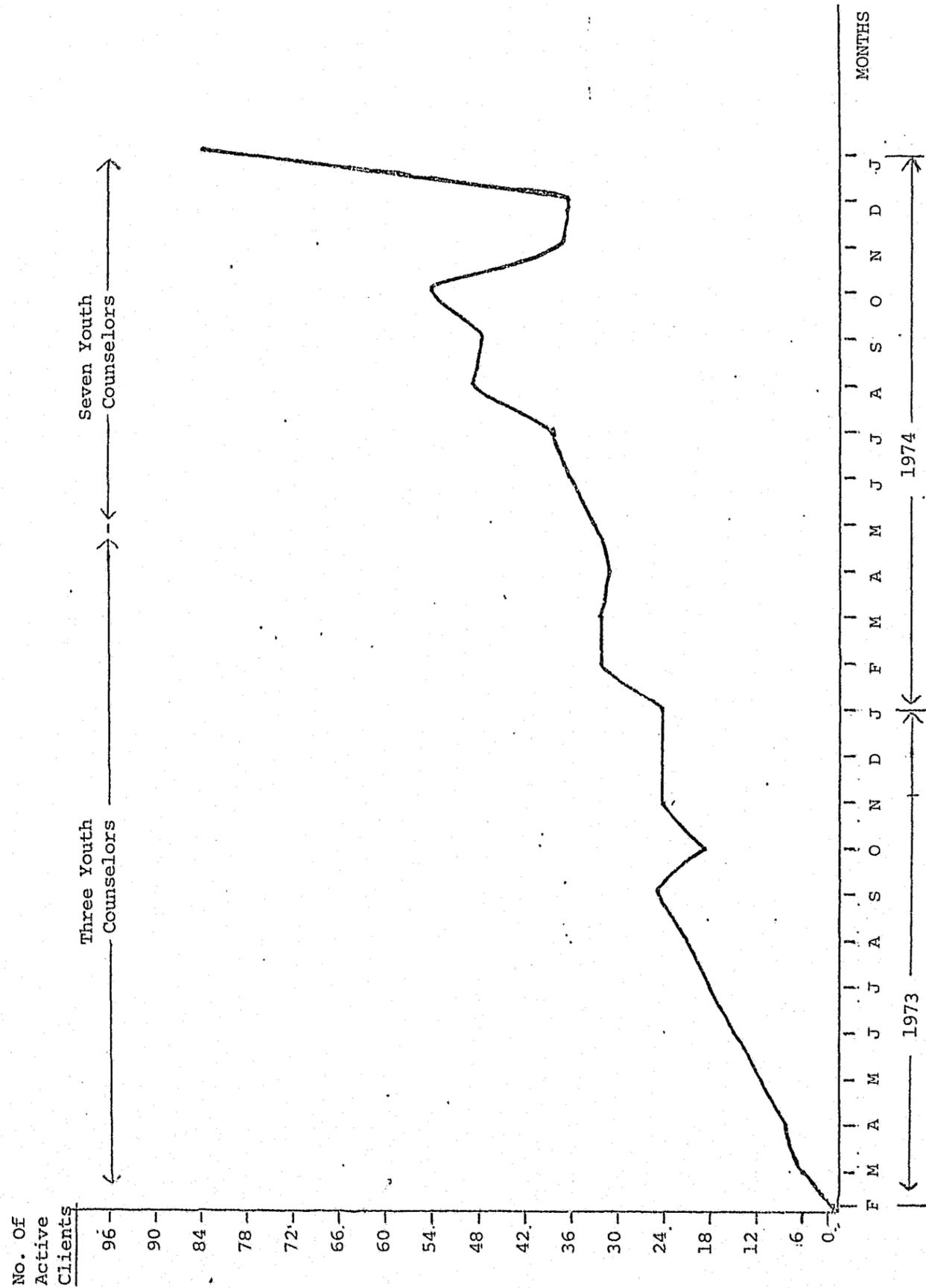
- Home and school problems were encountered most frequently.
- A general area of concern expressed by the staff of the Center was the lack of referrals from the other components of the System. It was their belief that a more effective mechanism for referring youth, both in and out of the Center, should be established.
- The following agencies submitted letters of support and cooperation in regards to their intent to serve as a referral source.

⁵Period of operation prior to DARC funding.

EXHIBIT VIII

Distribution of the Monthly Active Clients of the Youth Service Center

(For the Period February, 1973 through December, 1974)



- a. Wilmington Bureau of Police
- b. Wilmington Public Schools
- c. Family Court - Treatment Services
- d. Department of Parks and Recreation
- e. Big Brothers of Delaware

4. To obtain commitments from outside agencies to provide services to Youth Center clients.

0 1 2 3 ~~4~~ 5

• Exhibit IX lists those agencies which have signed agreements to provide services to clients of the Youth Service Center.

• A client was defined as one who formally meets intake criteria. Efforts were made however, to assist anyone seeking help.

5. To provide intensive follow-up of all Youth Center clients.

0 1 ~~2~~ 3 4 5

• In order to ascertain whether or not there had been a continual resolution of the client's problem, a brief discussion was held with each client three or four weeks following termination from the project.

V. Direct Services

A. Budget: Amount
 1. Direct Services Contracts \$62,503

B. Personnel:
 To be determined at a later date.

C. Objectives:
 1. To deliver direct services to 350-450 youth.

OUTSIDE REFERRAL AGENCIES

<u>Name of Agency</u>	<u>Date Agreement Signed</u>
* 1. Family Court's Neighborhood Counseling Service	12-14-72
* 2. Employment Services Division, State of Delaware, Department of Labor	12-19-72
3. YMCA of Wilmington and New Castle	12-19-72
* 4. Neighborhood Youth Corps	12-20-72
5. Model Cities Training and Employment Program	12-21-72
6. Division of State Service Centers	12-27-72
7. Family Services of Northern Delaware	12-27-72
8. Community Legal Aid Society, Inc.	12-27-72
9. Division of Drug Abuse Control	3-15-73
10. Model Cities Motivational Center	4-10-73
11. Big Brothers of Delaware, Inc.	7-26-73
* 12. Delaware Guidance Services for Children and Youth, Inc.	8-24-73
* 13. Latin American Community Center	8-30-73
* 14. West End Neighborhood House, Inc.	8-30-73
* 15. La Boringuene	8-31-73
16. DelMarVa Council, Inc. - #81 Boy Scouts of America	9-6-73
17. Olivet Community Center	9-11-73
18. The Girls Club of Wilmington	9-14-73
19. West End Mental Hygiene Clinic, Division of Mental Health	9-26-73
20. 4th Street Workshop	10-22-73

*Indicates those agencies to which the majority of youth were referred.

X 1 2 3 4 5

- Services were to be determined and developed when needs became apparent.
 - This objective was never operationalized.
2. To establish three (3) new programs to deal with key youth problems.

X 1 2 3 4 5

- This objective was never operationalized.
- The funds allotted for Direct Service Contracts were diverted in 1974 to the continuation of the other four Units; Administrative, Staff Development, Police-Diversion and the Youth Service Center.

VI. THE FINDINGS: RELATED TO INDIVIDUAL PERCEPTIONS

As described in Section III, specific subjects were asked to volunteer perceptions which related to the concept, application, implementation and accomplishments of this project. The assemblage and arrangement of those perceptions provide the focus for this concluding Section.

A. Concept:

1. Prior to the project's implementation, there was a strong feeling, both by participants and observers, that what was being proposed could not be achieved. Project goals and objectives appeared to have been formulated on the basis of federal requirements (DARC, HEW and Model Cities) rather than on actual needs and problems identified within the City of Wilmington. Several individuals referred to the project as a "paper concept" based heavily upon the simple fact that federal funds were available.

2. Due to the problems and ill-feelings resulting from the selection of the project's Executive Director, its cooperative nature (the essence of its success) was severely impaired before it ever started. Many of its original designers and supporters backed away from the project and in some cases even became its severest critics.

3. Members of the Youth Service System Advisory Board perceived their role as one involving administrative and control functions, i.e., decision-making responsibilities. Others, however, perceived the Board's role as advisory only. The Board has yet to be formally notified that the project has been terminated as of June 30.

4. The staff was given the impossible task of resolving and implementing the wishes and desires of nine separate supervisory and/or advisory units.⁶ Some advisory members viewed the project in terms of a systems oriented coordinating function, while others expected specific juvenile reduction services to be performed. The staff itself, failed to deal with or resolve this basic conflict; consequently, its mission was never fully identified and months were used in planning activities rather than implementing programs that would have had an immediate effect on reducing delinquency.

5. Prior to their hiring, the project staff was led to believe that: (1) policies had been established; (2) agreements had been made; (3) objectives had been set; and (4) technical

⁶Mayor's Office and associated personnel
Mayor's Citizens Advisory Board
Wilmington Criminal Justice Planning Council
DARC Supervisory Board
HEW Regional Office
Model Cities (Model Neighborhood Council)
Youth Service System Advisory Board
Youth Service Center Advisory Board
YMCA Advisory Board

assistance would be provided. All that was needed were the actors to implement the System and evaluate its results. They were soon to learn that the "paper concepts" were far from reality, and their ability to deal with these problems never quite matched the obstacles encountered.

B. Application:

1. In essence, the DARC Supervisory Board approved an incomplete and deficient grant application. Key action steps were left for future deliberations and decisions. For example, the two phrases, "a detailed program description and budget will accompany the contract when submitted" and "detailed procedures for the review, approval, and supervision of such expenditures will be prescribed by the Administrative Unit" were used a total of seven times in the application.

2. Both the goals and objectives of the application were written in very broad, general and abstract terms. Seldom did activities specify primary results to be accomplished or a target date for their accomplishment.

3. Project personnel were made accountable for goals and activities for which they had minimal or no direct influence or authority over their achievement or outcome.

4. Procedures were not identified to carefully monitor referrals to other community agencies. Steps should have been de-

veloped to provide an on-going quality check on each and every outside referral source.

5. Two crucial aspects of the system, costs and benefits, were not directly related to characteristics which could be measured. Provisions which would have indicated maximum payoff on the required investment in time and resources, as compared with the previous fragmented approach to youth services, were not identified or designed.

C. Implementation:

1. It did not appear that the goals and objectives of the project were willingly agreed to by both superior and subordinate. Consequently, a lack of understanding, and in some cases discontent, developed between the different Units of the System.

2. At times, the relationship between the Youth Service Center (YSC) and the Youth Service System (YSS) could be characterized as strained and unharmonious. Conflicts which arose over the establishment of a record keeping system and other policy oriented decisions were never resolved to the satisfaction of both parties.

3. Rather than to develop a comprehensive set of functions and services, the project was controlled and manipulated by crisis situations which forced the project to deviate from its planned activity.

4. The project staff expected more programmatic technical assistance from the DARC staff than was actually provided. However, due to a lack of programmatic knowledge and professional expertise with regards to a Youth Service System, the DARC staff was unable to provide the types of assistance that might have resolved selected implementation problems relating to the grant.

5. A formalized procedure for follow-up was never developed. If the System ever hoped to measure its impact or effectiveness, it would have had to develop a control group with which to compare its client population or implement a follow-up study to assess the duration and permanency of its results.

D. Accomplishments:

1. The Wilmington Youth Service System provided a forum for the discussion of common problems associated with the diversion of children and youth from the juvenile justice system. Police, courts and correctional officials along with the general citizenry now realize they are all part of a complex problem and that only through a coordinated effort can any meaningful solution be achieved.

2. The project delivered direct services and referrals to 312⁷ youngsters at a direct cost of \$162,410, which was an

⁷Total figure is computed on the basis of 206 clients from the Youth Service Center, 47 client contacts from the Police Diversion Worker, and an estimated 59 new clients over the next 5 months.

average cost per client of \$521.⁸ It was estimated that an additional 150 boys and girls received assistance without any formal admission to the project.

3. The School-Police Liaison and Police Diversion components of the System have generated greater police interest into the causes and prevention of juvenile delinquency. In turn, the relationship between youth and police within the target areas has improved and each is now beginning to engage in a meaningful dialogue to resolve future problems.

4. The Youth Service Center has successfully:

- (a) trained seven (7) non-professional Model Cities residents as para-professional youth workers,
- (b) prevented two rival gangs from engaging in confrontation,
- (c) established a bilingual education program in the Wilmington Public Schools, and
- (d) involved youth, parents, community members and existing social service agencies in problem resolution.

5. Personnel of the Wilmington Public Schools were particularly impressed with, and supportive of, the Youth Service Center. The counselor's particular ability to cope with and assist problem youngsters was considered an asset to the total school program.

⁸A similar project in Philadelphia had an average cost per client of \$533. The average cost per client for People's Place II and the Conrad Youth Center was \$210 and \$147 respectively. (Estimated)

APPENDIX A

INTERVIEWEES

Beverly Barnett, Program and Staff Development Officer, Family Court

William Brown, School-Police Liaison Officer, Wilmington Bureau of Police

Julio Burgos, School-Police Liaison Officer, Wilmington Bureau of Police

Gregory Chambers, Police-Diversion Worker, Wilmington Bureau of Police

Alesia Cruchley, Training Specialist, Wilmington Youth Service System

Eugene Dickerson, Director, Wilmington Youth Service System

Judy Drexler, Director, Division of Services to Children and Youth, Department of Health and Social Services

Retha Fisher, Administrative Assistant, Wilmington Youth Service Center

Charles Grandison, Director of Model Cities

Edgar Huffman, Director of Planning, United Fund Council

Ina Jetter, Youth Counselor, Wilmington Youth Service Center

Joanne Kellum, Guidance Counselor, Bayard Middle School

Gary Koch, Program Specialist, Office of Youth Development, Department of Health, Education and Welfare

Christine Lolly, Youth Counselor, Wilmington Youth Service Center

Rose Magle, Assistant Principal, Wilmington High School

Julio Morales, Jr., Youth Counselor, Wilmington Youth Service Center

Larry Morris, Youth Counselor, Wilmington Youth Service Center

George Poe, Director, Wilmington Youth Service Center
Lawrence Roane, Youth Counselor, Wilmington Youth Service Center
Neidy Serrano, Youth Counselor, Wilmington Youth Service Center
Nancy Sianni, Youth Counselor, Wilmington Youth Service Center
Edward Sikora, Regional Director, Office of Youth Development,
Department of Health, Education and Welfare
Laurie Soloman, Research and Evaluation Specialist, Wilmington
Youth Service System
Felix Stickney, Executive Director, YMCA
Carl Webster, President, Youth Service System Advisory Board

APPENDIX B

YOUTH SERVICE SYSTEM BOARD

BY-LAWS ADOPTED BY THE
BOARD ON JANUARY 22, 1974

Article I: NAME

The name of this body shall be the Youth Service System Board (hereinafter referred to as the Board).

Article II: PURPOSES

The purposes of the Board shall be as follows:

- 1) The board shall be responsible for directing the policy of the Youth Service System (YSS.)
- 2) The Board shall act as the liaison between the Office of the Mayor and the Community (residents, parents, youth, public and private social agencies, and YSS funding agencies), in regard to the Youth Service System.
- 3) The Board shall be responsible for informing the Community about YSS by providing speakers to community groups, holding public forums on YSS, and any other means deemed necessary by the Board.
- 4) The Board shall be responsible for the review of all proposals that are and/or will be funded through the YSS. The Board shall make written positive and/or negative recommendations on those proposals to the Mayor and to the Director of the YSS.
- 5) The Board shall be responsible for the monitoring and the evaluation of the Administrative Unit of the YSS and the projects funded through the system. The written recommendations of the Board shall go to the Mayor and to the Director of the YSS.
- 6) The Board shall be responsible for the screening of all applicants for positions in the Administrative Unit of the YSS, and make their written recommendations to the Mayor and to the Director of the YSS.
- 7) All of the Board's written recommendations to the Mayor and to the Director of the YSS (with copies to all funding agencies) shall receive written response from the Mayor and the Director of the YSS within seven (7) days.

- 8) The Board shall be responsible for an Annual Report on the YSS to be presented at the annual meeting in April.
- 9) The Board shall be responsible for a Semi-Annual Report on the YSS to be presented at the Bi-Annual meeting in November.
- 10) The Board shall be responsible for the distribution of all Board meeting minutes to all Board members within ten (10) days of a meeting.

Article III: MEMBERSHIP OF THE BOARD

- 1) The Board shall consist of twenty-five members. The Nominating and Membership Committees shall submit names for membership. The members shall be elected by the body, subject to the confirmation of the appointment by the Mayor's Office.
- 2) The composition of the Board shall be as follows:

Five (5) parents, six (6) youth, five (5) agency representatives, seven (7) community youth workers, one (1) Youth Service Center Board member, one (1) Model Neighborhood Council member.
- 3) Board members shall be appointed at the Annual Meeting for the following terms of service:

Community Youth Workers and agency representatives for 3-year terms; youth and parents for 2-year terms; YSC & MCNC Board members for 1-year term.
- 4) In case of any vacancy in the Board through death, resignation, disqualification, or other cause, the remaining members, by affirmative vote of the majority thereof, may elect a successor, confirmed by the Mayor's Office, to hold office for the remainder of the vacated time.
- 5) A Board member shall be disqualified from holding membership on the Board when the member is absent at three successive Board meetings without a legitimate excuse, such as employment, illness, or other cause.

Article IV: Ex-Officio Members

- 1) The Mayor, the Administrative Unit of the YSS, the staff of the YSC, and the project-directors of YSS-funded projects, shall be ex-officio members of the Board. The Chairperson may designate others as ex-officio members as seen fit.
- 2) All ex-officio members shall act as resource personnel for the Board.
- 3) No ex-officio member shall hold voting rights on any matter before the Board.

Article V: VOTING RIGHTS

- 1) All members of the Board shall have full voting rights, on all matters, except that: (a) the ex-officio members shall not vote on any matter and (b) no member shall cast a vote on a question concerning allocation of funds to an agency by which he is employed or in which he has a financial interest.
- 2) Except as hereinafter stated, all motions shall be carried by a simple majority of those members present and entitled to vote.
- 3) The number of dissenting votes on any question shall be recorded in the minutes of the meeting. Any member wishing to have his vote recorded by name shall so indicate at the same time the vote is taken.
- 4) All voting shall be done in person.

Article VI: MEETINGS

- 1) Regular meetings - The Board shall meet monthly for the transaction of business at such place as it may designate from time to time.
- 2) Special Meetings - Special meetings of the Board may be called by the Chairperson or a simple majority of the Board for anytime or place. Reasonable notice of the time, place and business to be transacted thereat shall be provided to each member of the Board before the time appointed for such meeting.
- 3) An Annual Meeting shall be held in April of the year for the purpose of electing officers for the coming year, transacting other required business, electing new members,

- 4) A Bi-Annual Meeting shall be held in November of the year for the purpose of submitting a Bi-Annual Report to all members of the Board.

Article VII: QUORUM

- 1) For the transaction of regular business, a simple majority of the active members shall constitute a quorum of the Board.
- 2) If a quorum is not present at any meeting of the Board, the members present may pass resolution on any business matter to be approved at the next meeting where a quorum is present. The Board shall uphold these resolutions if passed.
- 3) A quorum of any committee of the Board shall be a simple majority of the members appointed to the committee.

Article VIII: OFFICERS

- 1) Executive Officers - The Executive Officers of the Board shall be a Chairperson, a Vice-Chairperson, a Secretary, and a Treasurer. All officers shall be elected for a two-year term at an Annual Meeting and shall take office immediately after the election.
- 2) Vacancy - If any office of the Board should become vacant due to resignation, death, or any such cause, the Board shall elect a member recommended by the Nominating Committee to hold office for the remainder of the vacated term.
- 3) The Chairperson - Subject to the direction of the Board, the Chairperson shall be the Chief Executive Officer of the Board, and shall perform such other duties as from time to time may be assigned to him by the Board. The Chairperson shall be an ex-officio member of all committees. The Chairperson shall have full rights of discussion and voting.
- 4) Vice-Chairperson - The Vice-Chairperson shall have such power and perform such duties as shall be assigned to him by the Board or the Chairperson. In case of the absence or disability of the Chairperson, the duties of the office shall be performed by the Vice-Chairperson.

- 5) The Secretary - The Secretary shall keep the minutes of all proceedings of the Board and of the Executive committee, in books provided for such purpose; he shall have custody of such books and papers as the Board may direct, and he shall in general perform all duties incident to the Office of the Secretary, subject to the control of the Board and the Chairperson; and he shall perform such other duties as may be assigned to him by the Chairperson or by the Board.
- 6) The Treasurer - The Treasurer shall review all receipts, funds, and securities of the Board and shall perform all duties incident to the Office of the Treasurer, subject to the control of the Board and the Chairperson. He shall perform such duties as may from time to time be assigned to him by the Board or by the Chairperson.
- 7) Subordinate Officers - The Chairperson with the approval of the Board, may appoint such officers and agents, as the Board may deem necessary, who shall hold office at the pleasure of the Board, and who shall have such authority and perform such duties as from time to time may be prescribed by the Chairperson or by the Board.

Article IX: COMMITTEES

1) General Provisions

- (a) The committees of the Board, other than the Executive Committee, shall be headed by a Chairperson appointed by the Chairperson, subject to the approval of the Board, and each Chairperson shall have power to make rules for the government of of his Committee.
- (b) The members of each Committee, other than the Executive Committee, shall be selected by its Chairperson, who shall advise the Board promptly of the composition of such Committee.
- (c) Each Committee, other than the Executive Committee, shall consist of more than seven (7) members and no less than five (5) members and, of that number, a majority shall constitute a quorum.
- (d) The Board shall have the power to revise or amend the decision of any Committee.

- (e) Each Committee shall have the power to adopt such rules as it shall deem proper and to establish, with the approval of the Executive Committee, subcommittees and to delegate to those subcommittees such parts of its duties and responsibilities as it may desire to delegate.
- 2) Standing Committees - The Standing Committee shall be as follows:
- (a) Executive Committees - There shall be an Executive Committee of the Board consisting of the Chairperson, Vice-Chairperson, Treasurer and Secretary, the Chairperson of all Standing Committees, and a youth member-at-large, appointed by the Chairperson. This Committee may have and exercise all the powers of the Board, including the management of the business and affairs of the Board when, in it's judgement, it is not reasonable or expeditious to call a Special Meeting of the Board. The Executive Committee shall not have the power to amend the By-Laws of the Board. The Chairperson shall preside when present, and, in his absence, the Chairperson shall preside when present, and, in his absence, the Vice-Chairperson shall preside.
 - (b) The Proposal Review and Evaluation Committee This Committee shall be responsible for the in-depth review and evaluation of all YSS proposals and programs. The Committee shall review, partialize and negotiate changes in narrative description of proposals in relation to the function of the YSS, with the approval of the Board. This Committee shall recommend program changes and policy changes were necessary to the Policy Advisory Committee.
 - (c) Policy Advisory Committee - This Committee shall be responsible for negotiating with the Mayor and the YSS Director changes in policy and program and other changes deemed necessary as they affect the Youth Service System and the Advisory Board. This Committee shall be an arm of each committee of the Advisory Board.

- (d) Public Action Committee - This Committee shall be responsible for insuring continued cooperation from the community concerning the workings of the YSS, utilizing each committee for direct support and participation in carrying out this objective. This Committee shall hold community forums on the YSS, provide speakers on the YSS to any community groups and provide any other service-oriented programs to the community as deemed necessary.
- (e) Nomination & Membership Committee - This Committee shall be appointed annually by the President with the approval of the Executive Committee. The Committee shall make nominations for the election of officers, and any officer vacancies that occur on the Board. This Committee shall be responsible for actively seeking and soliciting memberships in the Board on a continuing basis. In making such nominations, the Nominating Committee may nominate more than the number of vacancies to be filled. A written copy of the Nominating Committee's report shall be delivered to all members of the Board one week prior to the meeting at which such report is to be presented. Nominations to fill unexpired terms in the Board shall be submitted in writing to the Board at least one week prior to the meeting at which such election is to be held.
- (f) Budget & Finance Committee - This Committee shall be responsible for the general finances of the Board and shall advise the Board thereon at each Regular Meeting in a form deemed suitable to the Executive Committee. This Committee shall be responsible for actively seeking, soliciting, and maintaining funding for the Board.
- (g) Personnel Committee - This Committee shall be responsible for the screening of all applicants for positions in the Administrative Unit of the YSS for informing the Board's approval. The Committee shall be responsible for the continued evaluation of the personnel in the Administrative Unit of the YSS.

3) Other Committees - There shall be other committees as the Board shall deem advisable and subject to such

regulations as the Board shall adopt, other than as provided in Article I hereof.

Article X: PARLIAMENTARY AUTHORITY

Except where in conflict with these By-Laws, Robert's Rules of Order shall be the parliamentary authority for the Board.

Article XI: AMENDMENTS

The Board shall have the power to make, amend and repeal the By-Laws of the Board, by vote of 2/3 of the members present, at any regular or special meeting of the Board, provided that notice of intention to make, amend or repeal the By-Laws in whole or in part shall have been given at the next preceding meeting.

/ed
1/23/74

END