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PROGRAM FIELD REVIEW AND EVALUATION - RESPONSE (Project to Reduce Truency (S-NP47-72-c2)

PROJECT P.I.S.A.

-PROJECT TO IMPROVE SCHOOL ATTENDANCE

ALVIN M. HOWARD Program Director NCJPS

SEP : 1076

PROGRAM AND FISCAL REVIEW FINDINGS

"Areas Requiring Adjustment or Corrective Action"

The following criteria are to be considered in determining if case is to become "active" (warranting continuing effort of center staff) or "routine" (isolated or infrequent instance of absenteeism with no other problems evident).

- 1. Poor school attendance; resulting either from truancy; or with parents sanction if reason for absence is not considered legitimate reason for missing school.
- 2. Indication of a behavorial or conduct problem which precludes child developing wholesome peer relationships, or relating positively to authorative figures; i.e. parent, teacher, police, etc.
- 3. Home-centered problem which interferes with child availing himself of provided educational opportunities; i.e. parental indifference or neglect, hardship circumstances, impaired family relationships, etc.
- 4. Past record of Juvenile Court involvement or deliquent behavior.
- 5. Evidence of involvement in "out of school" activities considered detrimental to childs welfare, or that could result in actual deliquent type
 behavior.
- 6. An untreated physical ailment, illness or defect which would hinder child's school adjustment.
- 7. Evidence of an academic problem or learning difficulty within school setting that could be leading to child's disenchantment with continued regular attendance.

A discussion with staff regarding "active" or "routine" cases disclosed that there was consensus regarding the various criteria to be considered. Varying interpretations, however, were made, especially in regard to the prevalence of these factors

in any individual case. The matter of individual professional judgement, however, cannot be ignored; great reliance must be placed on the relatively few "real" professionals who comprise the PISA operation, and likewise much credence must be given to their judgements. An important part of future staff development activities will be to try and elevate subordinate staff in their knowledge and skills so that sound judgement and appraisals can be made on every case. The afore-mentioned list of criteria and symptoms thereof will receive full discussion in subsequent staff meetings.

The variation between the five centers in the number of youngsters retained as part of an active caseload, obviously is the result of, the disparity of police apprehensions (referrals) between the centers. It is not the result of different screening procedures or criteria as stated in the fie eview. The center in question, #3, 4630 Gravois, because of the higher level to to-economic factors that pervade this area, as compared to the other center locations, has not received referrals in numbers comparable to the other centers. The result is simply that this staff has been able to extend a more intensive service to a much greater proportion of its referrals than could be done elsewhere. Presently, in centers where the number of referrals is quite large, priority is given to those youngsters whose problems seem most severe.

The director is at present considering the relocation of established centers within certain community areas; or the relocation of centers to other community areas
within the city as a means of effecting a more equal "flow" of juveniles through
the five centers. Relocation of staff is also being considered as a means of in'suring ample staff where the need is greatest.

"SUMMER PROGRAM ACTIVI Y"

The summer program now being planned will entail an expenditure of approximately \$10,000.00 in personnel cost. The hastily conceived and organized program of '73 did not prove a productive experience. The program director and field review person are in complete agreement on this.

The program contemplated for this summer has been in the planning stages for several weeks. It will feature the following:

Hopefully, approximately 200 youngsters will be involved in program activities at four (4) centers. The director considers it impractical to operate a program at the Gravois location.

Only youngsters with prior contact with the PISA Program will be involved. Some referees by the Juvenile Court would also be accepted.

Recruiting of youngsters for the summer program has already begun. The recruiting process will include parental contacts, contacts with regular classroom teachers of participating juveniles, signed committments by parents promising their support in effecting regular attendance by their youngster.

The program is planned to operate for a six-week period, three (3) hours a day, four days a week. Staff will be on duty four (4) hours; the additional hour for staff meetings and planning.

Attention will be given to the particular needs of the youngsters. This will include their academic needs in the basic learning areas, as well as their emotional needs. There are also plans for some cultural enrichment, which would include field trips and exposure to appropriate features and institutions within the community.

Specific types of activities:

Individual and group counseling

Home visits

Group games and athletics

Selected movies

Field trips, (tours of city and governmental agencies, local cultural features, a long field trip away from the city, i.e. state capitol, Springfield, Ill., etc.)

Tutorial program (remedial reading, basic math, etc.)

Major league baseball game

Crafts and hobby work

Separate records of registration and participation will be maintained on all youngsters involved in the summer program. Staff members will be expected to make an assessment of the value of participation for each youngster. Hopefully, there can be some "feed-back" to the schools (teachers, guidance counselors, social worker, etc.) regarding the special needs or adjustments deemed expedient toward helping the youngster.

The procedure for in-take, registration, classification of referrals ("new", "old", "active", etc.) recording of data and casework activities, and reporting have been established by the administration and are suppose to be standard throughout the five centers. The step by step procedure is suppose to be:

- 1. First referral of youngster; "new" referral. Intake card completed; card to remain in central registration file in each center.
- 2. Youngsters name entered into daily "in-take" log.
- 3. Subsequent referral of youngster; "old" or "repeater". Date of subsequent apprehension entered on registration card. Name entered in daily in-take log.
 - Daily in-take log for month should reflect all referrals to center during month including "new" and "old" referrals.
- 4. Assignment of case to staff person. Exploration that follows (contacts with parent, school, Juvenile Court, interview with youngster) should be basis for determining if youngster is to become "active" case (a part of the continuing caseload of the center) or "routine" (a case where no severe problem is evident and continuing effort by staff of center is not warranted.)
- 5. If case is judged "routine", after some minor counseling with youngster and/
 or his parent, he is returned by center personnel either to school, his home
 or remanded to the custody of a parent or responsible adult.
 - If case is deemed to warrant "active" status, it becomes a part of the center caseload and is the direct responsibility of a designated staff person.

 A casework notebook maintained by each staff person is suppose to contain all identifying information, pertinent data, statement of problem, and activity follow-up that is done with each active case.

Work with a youngster who is classified as an "active" case may commence while he is being detained in the center. Depending on the number of youngsters in the center at the time, however, actual casework efforts in his behalf may not be initiated until sometime subsequent to the date of his presence in the center. The physical processing of a youngster through the center is not the extent of the staffs work with the youngster. His return to school or his home is merely a practice to conform to the state juvenile code. It does not signify the termination of PISA staff efforts, which, depending on the severity of the problem, may continue indefinitely toward a desirable resolution or behavioral change.

Ultimately, a complete case history, and all other pertinent data relative to a child's problem and the efforts expended in his behalf, are to be contained in a case history folder filed centrally in each PISA Center. Both the casework notebooks and the case history file is subject to periodic inspection by supervisory personnel.

- 6. Cases are "closed" when no further effort by PISA staff is warranted.
- 7. "Reactivated" cases are cases which were once "closed" and subsequent apprehension or behavior by the youngster warrants re-newed effort in his behalf. Such cases are shown statistically as "repeaters" on reporting forms.
- 8. Monthly report forms to the administrative office should show by center:
 - 1. Number of "new" referrals for month
 - 2. Number of "old" referrals for month (repeaters)
 - 3. Total referrals for month ("new" and "old")
 - 4. Number of cases considered routine-"closed"
 - 5. Number of cases classified as "active"
 - 6. Names of youngsters classified as "active" for month are suppose to be listed on reporting form. (A separate 3"x5" card on each "active" case is suppose to accompany the center report to the director's office.)

Note: An innovation can be made in the monthly reporting form to record the current active caseload for each center.

9. A monthly <u>casework report</u> is standard in reporting procedures.

It is suppose to show the active caseload of each center and the activity that occurred during the month on each active case (contacts with the child, parent, home visits, school contacts, conferences, outside agencies involved, etc.).

A record of each official referral to Juvenile Court and other community agencies is suppose to be forwarded to the director's office.

Composite reports of total program activity are compiled in the director's office.

What variations or discrepencies between center records and composite reports emanating from the administrative office, as noted in the field review, has to be attributed to carelessness or poor record keeping within the center. The procedure for processing of juveniles through the centers is standard and variation from established procedure is not condoned by the administration. Likewise, the meanings of such terms as "new cases", "old cases", "active cases, "closed", etc. are quite definitive and should not be subject to varying connotations on the part of center personnel.

The program director feels that appropriate administrative measures on his part will correct any existing deficiencies that were detected by the field review unit. This is based on the assumption that the procedures and record keeping process established as standard is sound and workable; and would insure accuracy in reporting if adhered to by all staff personnel.

As a further means of correcting any malpractice in this respect, there are plans for implementing an individual report form to be submitted monthly. Each individual staff member will submit a case record report on each active case for which he or she is responsible. It will show monthly activity on each active case. These combined individual reports obviously must coincide by the center report on active cases. The director sees this, also, as a means of injecting more individual staff accountability into the program operation.

FISCAL FINDINGS AND APPRAISAL

The practice of reporting the "in-kind" match contribution on a percentage of the approved grant budget and an "after-the-fact" recumentation, which was deemed in conflict with federal procedures, has been corrected. Future quarterly reports will reflect accurately the "in-kind" contribution for the reporting period; proper documentation supporting the amount of the contribution will be kept current.

As stated in the field review, a letter dated March 5, 1974 from the Board of Education Controller's Office acknowledging and explaining the discrepencies in the December 31, 1973 D-1 Report, has already been received by the Region V fiscal officer.

Such deficiencies as were noted in items 7 and 8 have been corrected. The element of human fallibility, however, which is quite apparent in respect to both the program director and a single staff person in the Board's fiscal department, should be taken into consideration and so stated. Any indictment alluding to the fiscal operation or accounting procedures for the entire school system seems to be without factual basis and high presumptions.

EVALUATION REPORT: SUMMARY

The response to the evaluation section of the review will relate mostly to the section on conclusions and recommendations. Specific reference will be made to those conslusions and recommendations with which PISA staff would take exception with the evaluation.

In reference to the finding that there was no significant inprovement in the attendance of youngsters seen in the PISA Centers, nor lessened likelihood of Juvenile Court referral, it would seem that such a conslusion is very premature considering the short duration of the program. It seems totally unrealistic to expect a significant turnabout in the truancy and school absenteeism picture, and the involvement of juveniles with the Juvenile Court, in a community the size of St. Louis within the relatively short time span of one year. It should be considered, also, that the project in question, a pilot project with no prior experiences or precedents, is little removed from the experimental stage in which various techniques, methods, and procedures are being employed in an effort to determine the best ways of accomplishing established project goals and objectives.

Furthermore, it should be noted that the altering of human behavior patterns, which basically this project is trying to accomplish in juvenies, is not usually done with great facility.

In this sense, it is staff consensus that the conslusions mentioned in the review are quite premature. It is also opined that perhaps the evaluation itself might have been premature; and that it should have commenced with a period of operation in which more stability and organizational purpose had been achieved than was in evidence during the beginning stages of the program.

"The preponderant role of the PISA staff in practice now, appears to be to physically return a youth to school, and to impress upon the youth that if he is truant, he will be picked-up by the police."

This is an erroneous observation made by the evaluator. The initial process of a youth being brought to a center and ultimately returned either to his school or home is only the first phase of the staffs involvement with a truant youngster. By simply observing the processing of a youngster through a center, one cannot possibly get a complete understanding of the staffs efforts with a youngster; most of which occur outside of the center, and subsequent to the day of his apprehension. This has been explained previously in the section on program and fiscal review findings.

"....other techniques of relating more closely to the needs of truant population"

- 1. "on-the-street teams
- 2. "utilization of groups (youth and parent)....etc."
- 3. "basic change to focus on the needs of truants"
- 4. "possible expansion of program hours beyond 4:00 p.m."

With the exception of #3, above staff limitations and fiscal limitations have precluded the implementation of many such techniques as mentioned. Hopefully, under the ensuing funding period, some such techniques and methods can be implemented with the expanded program.

Items #6, 7, 8, have been alluded to in the program and fiscal findings section.

#9 - The job description of the Coordinator has been defined definitively.

It is primarily supervisory in nature, having major responsibility for coordinating the centers' activities toward total project goals. Further responsibility is insuring uniformity in techniques, methods, and operational procedures between the five centers. The coordinator also, with the project director, has the responsibility of in-service and staff development activities. The coordinator is considered the assistant to the project director to act either in his stead or at his direction.

#10 - The observation regarding staff meetings is a valid one and of like concern to the project director. The difficulties presently involved, such as the availability of the police department personnel, an appropriate time when the total staff can be assembled, which necessitates leaving four centers unstaffed, and the unpredictability of times when youngsters will be brought to the centers by the police, are trying to be resolved so that staff meetings can be held on a regularly scheduled basis. Staff members will have some impact regarding the agendas of such meetings.

#11 - Staffings of individual cases by center staffs is a part of standard operational procedure. It is considered by the project director to be an essential part of social casework practice. Laxity in this respect, on the part of center supervisory personnel, will be corrected by administrative action by the director.

#12 "lack of documentation of services provided to active cases"

The director and his assistant are aware of program deficiencies in this respect. They are equally as cognizant of the reasons thereof. Unfortunately, the skills and knowledge for proper case history preparation, are not possessed by a majority of the program staff. Such capabilities are held by the five professional social workers employed, but the majority of the remaining staff are deficient in this area.

Hopefully, during staff development activities, the total staff can be elevated in this area. Some consultant time in in-service training and case presentation and demonstrations, will be implemented toward this end. The program director plans to draw on his personal knowledge and years of experience in the field as an integral part of this training.

#14 - 15 Refer to section on programmatic and fiscal findings.

- #18 Regular dialogue has been established between PISA staff and the Juvenile Court. Some of the difficulties experiences in the past, hopefully will be resolved through this continuous communication.
- #19 Appropriate pamphlets, books, games and other materials will be acquired.
 Budget provisions have been made for this.
- #20 21 Both of these items, especially the latter, is considered important by the project director. His efforts with the police department in this regard will continue.

SOCIAL SERVICE DELIVERY EVALUATION

A response to only a minimum portion of this section is deemed necessary by the director.

One incorrect observation by the reviewer: "...evaluation of center staff is sometimes done on the administrative level rather than by center supervisors."

This observation is in error. The administrator independently evaluates only the coordinator, the five (5) center supervisors, and the secretary to the director. Evaluation of all other personnel is done by their immediate center supervisors.

Social Work Aides - The importance of the role of the social work aides cannot be over-emphasized. Most aides presently employed, bring training and skills far above the minimal requirements for this job category. The potential for professional growth and knowledge is quite apparent among these young persons. The director is attempting to up-grade the position, and trying to offer higher compensation that is more consistent with the duties they perform and the training they bring to the job.

"the transfer or threat of transfer of supervisors from one center to another to improve the program."

This observation seems to be without factual basis. If it is held by PISA personnel, it is likewise without factual basis. Only one change in supervisory assignments has been made since the programs inception. Neither party involved in the change was moved because of unsatisfactory individual performance, but moreso because it was deemed that their individual skills and capabilities could be put to greater advantage with the type of personnel and in the centers to which they were shifted.

SUMMARY STATEMENT

The project director feels that most of the observations contained in the field review report were as objective as possible, designed to present a true picture of the PISA Program. The exceptions he noted, most of which were contained in the evaluation section, he feels reflects a lack of total understanding of actual social casework practices. Many of the aspects of social casework practice do not lend themselves to the type of statistical measurement for which the evaluator was searching.

The director feels, also, that some conclusions were drawn regarding the project, the total operation of which extends beyond the confines of the five store-front centers, solely on the basis of observations made in the center locations. This seems to have resulted in a somewhat distorted or limited conception of the program operation.

Finally, the director and staff are still of the opinion that some indicia relavent to a program such as this, have been bypassed in making the evaluation. Specifically these are: some police department statistics regarding arrests and apprehensions of juveniles during the hours schools are in session, some sampling of parents whose youngsters were seen in the program, some sampling of school principals regarding their opinions, some effort to get opinions of storekeepers in areas where youth were known to loiter, and some quesstionnaire or similar instrument distributed among police personnel, especially the district commanders.

Hopefully, future evaluation plans will take these suggestions into consideration.



missouri law enforcement

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Region 5

May 23, 1974

Mr. Clyde Miller Superintendent St. Louis Board of Education 911 Locust Street St. Louis, Missouri 63101

Attention: Mr. Alvin Howard

Dear Mr. Miller:

Please reference my letter of April 15, 1974 forwarding a copy of the Field Review and Evaluation Report of project number S-MP47-72c2, Project to Reduce Truancy, and requesting that the project director reply in writing within three weeks with a corrective action plan. On May 9 we received and reviewed the project director's response. We appreciate the effort involved in the response, but the reply is not acceptable as a corrective action plan for the operational deficiencies pointed out in the Field Review and Evaluation Report.

Pending the development and submission by your agency of an adequate plan of action to remove the documented deficiencies in the project's operation, it will be our recommendation to the funding agencies (Crime Commission, MLEAC, Region 7) that funding of the project after June 30, 1974 be withheld.

An acceptable corrective plan should describe the specific operational changes to be made, such as specific actions to be taken, changes in organization that will occur, or new procedures which will be implemented. An explicit description of the modified activity, revised procedures, staff redeployment, etc. should be provided rather than a generalized statement of intent to "plan better," give "further consideration to," or provide for the "further discussion of" operational difficulties. Specific Items within the Field Review and Evaluation Report which must be addressed in this manner are indicated below.

A. Fiscal Section

Provisions within the fiscal and accounting systems which allow for the reporting of undocumented local share contributions must be modified.

B. Conclusions and Recommendations Section

The conclusion and recommendations section in the report relates to the operational difficulties cited in the contract compliance review section of the report, the preliminary evaluation of effectiveness section, and the evaluation of social service delivery section. Specifically, the proposed plan of action should relate to the following items, as numbered in the report on pages 8 through 11:

- Item 1: The implementation of a randomly assigned experimental and control groups is critical. A corrective action plan should indicate your staff's commitment to cooperate with such a design.
- Item 2: A plan for inservice training including a minimum time commitment should be described by area of concern (e.g., case history preparation, general orientation to purpose of PISA, counseling techniques).
- Item 3: Though not mentioned in the response, the expanded PISA concept does address several of the issues raised in this recommendation. In addition, a corrective action plan should indicate obstacles to, or plans for, greater involvement within the school setting and a reduction in the number assigned to centers awaiting the delivery of youths.
- Items 4 and 5: These items were not addressed in the response and thus we assume that the PISA staff did not "take exception" to them. (See page 10, paragraph one of the response). Required for a corrective action plan, however, are the methods to be used to implement these recommendations.
- Item 6: The response indicates that reallocation is being considered.

 (See page 2.) A <u>decision</u> regarding the reallocation is mandatory.
- Item 7: The response lists 7 criteria "to be considered in determining if case is to become 'active' . . . or 'routine' . . . (See page 1.) It is unclear what the minimum requirements are to become an active case (e.g. must youth meet two criteria, or criteria #1 plus another or what?). Furthermore, the emphasis on truancy as the target population is not apparent. It is suggested that criteria emphasize the requirement that the youth have poor school attendance. Preferably, what "poor" means could be specified, e.g., absent a minimum of 10 percent of the school days for the current semester.

- Item 8: The response indicated the current operating procedures that are "supposed to be" followed. The field review recommendation is to have line staff outline areas needing clarification, given that discrepencies were found between centers, and that staff indicated a need for greater specificity.
- Item 10: The difficulties in implementing this recommendation are quite appropriately indicated in the response. Needed, however, is an indication of the approach to resolution of these problems and the staff decision regarding the regularity of these meetings. (E.g.: Bi-weekly meetings will be scheduled and held to occur after 2:30 P.M., so as not to interfere with the staffing of the centers during hours when truants are brought in by the police.)
- Item 11: The "administrative action" to be taken to resolve the problem needs to be explained.
- Item 12: Specific responsibility for auditing the documentation of services should be indicated, since this has been a continuing problem in the program.
- Items 13 and 14c: Subsequent to the PISA Field Review and Evaluation, a monthly reporting system was implemented for all Impact projects. The completion of the form attached to the April 29, 1974 letter from Floyd Richards discussing the monthly reporting system would satisfy this recommendation.
- Item 15: The description of the proposed summer program of a recreational/cultural enrichment nature with incidental tutorial elements is unacceptable as responsive to the educational growth needs of PISA clients. It should be restructured to indicate the relative emphasis on the tutoring activity, the specification of the use of volunteer tutors, if that is envisioned, and the minimum required attendance for students, e.g., students willingness to attend 5 tutoring sessions to be eligible for field trip activities. In addition, the corrective action plan should indicate the reasons, if any, that MIEAC should not consider the \$18,007.55 spent for the 1973 summer program a disallowed cost and subject to return to MIEAC.

Items 16 and 17:

See comments above under Items 4 and 5.

Item 18:

The "regular dialogue" which has been established with

the Juvenile Court should be described.

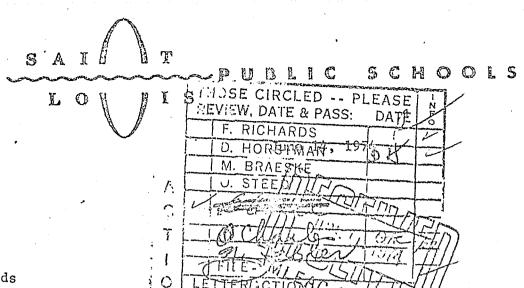
We will be pleased to provide any technical assistance needed to develop a corrective action plan.

Yours truly,

Otto G. Heinecke,
Executive Director
St. Louis Commission on Crime and
Law Enforcement

cc: Alvin Howard
William Pearson
John Windom
Jerald Moeller
Dr. Charles Naylor

Floyd D. Richards, Executive Director, MLEAC Region 5



FISCAL REVIEW

Project PISA
Administrative Office
1153 N. Kingshighway
St. Louis, Missouri 63113
367-1017

Mr. Floyd D. Richards
Executive Director
Region #5, M.L.E.A.C.
812 Olive Street, Suite 1032
Saint Louis, Missouri 63101

RE: Field Review & Evaluation Project: S-MP47-72c2

Dear Mr. Richards:

This is in reply to your correspondence of May 23, 1974 relating to the Field Review and Evaluation Report of the above named project; Project to Reduce Truancy.

The contents of your letter, which itemizes those areas in the director's response which need further clarification and detailed plans for correction, have been reviewed thoroughly by the PISA staff. Additional scrutiny and review was made by the program director and his assistant, with Dr. Gerald Moeller, the Assistant Superintendent responsible for the PISA Project. Subsequent to these meetings, the program director and other staff persons met with the Region #5 Reviewers, Mrs. K. Ratcliff and Mr. O. Charles, in an attempt to arrive at consensus as to what would constitute an acceptable response to the items listed in your letter.

I have numbered and responded to each item separately as they appear in your letter. Hopefully, this report will reflect the collective thinking of that series of meetings. Special effort was made to comply with the expressed opinions of the Region #5 reviewers.

Following the first review of the project, the program director and staff were accorded the opportunity of discussing with the reviewers their findings and observations prior to the finalization and release of the report. It is regrettable that these discussions did not take place at this time; much of the inconvenience that has been imposed on all parties concerned would have been avoided.

Mr. Floyd D. Richards Page 2 June 14, 1974

I hope that the enclosed response will prove satisfactory. Please be assured that it is my sincere intent, as program director, to administer this program on a sound and practical basis. Board of Education officials would have it no other way.

Sincerely,

ALVIN M. HOWARD

Director

AMII:ga

Copies to: Otto Heinecke

Clyde Miller Gerald Moeller John Windom RESPONSE BY PROGRAM DIRECTOR

TO

REGION #5 EVALUATION AND FIELD REVIEW

(Specific reference to letter from Executive Director dated May 23, 1974)

ITEM #1 - The staff is perfectly willing to cooperate with a design for evaluation purposes that involves an experimental and control group. The staff, however, is desirous that Board of Education evaluation and research personnel have some input into the design planning, and in the overall evaluation design for the project.

This view is supported by Board of Education officials responsible for the project; it was also accepted by the Region #5 reviewers in a conference regarding their recommendations. The program director has accepted the responsibility for setting up a meeting involving the Region #5 evaluators and appropriate Board of Education personnel.

TTEM #2 - At the beginning of the Summer Program 1974, there will be two (2) days of in-service training for the entire summer staff. At this time, there will be a general review of the program, individual roles, the various forms and the general expectations of the program. Schedules of individual students and projected activities will be confirmed.

In the beginning of the 74-75 school year, PISA staff will participate two (2) days in the Pupil Personnel Services general orientation. The following three (3) days will be set aside for in-service training for the entire PISA staff solely. A part of this time will be devoted to reviewing the PISA Manual and making the necessary revisions in content. The prescribed operational procedure will be discussed, specific job roles will be clarified, and all matters considered relevant to effecting a uniform operational procedure will receive the staffs attention.

The remainder of the time will be devoted to staff development involving those areas mainly where there is apparent need for enhancing the knowledge and skills of the non-professional personnel that comprise a large part of the PISA staff. Topics

and areas to be stressed are:

- 1. PISA target population; i.e. criteria for selection, active case status, etc.
- 2. Interviewing techniques
- 3. Counselling techniques
- 4. Record keeping
- 5. Proper case history preparation
- 6. Referral procedures; i.e. for Board of Education services, for services of other community agencies, etc.

On the last Friday of each school quarter, the entire PISA staff will be brought together for review of program progress, matters of concern involving the total staff, and for administrative matters. Efforts will be made to evoke innovative responses to the problems that occur in the respective centers, as well as suggestions for improving the total program operation

ITEM #3 - The expanded PISA Program will afford the implementation of certain recommendations made in this section of the review.

Staff limitations would preclude the consideration of "on the street" teams at this time. The suggestion, however, does have merit. It would necessitate, however, a larger and somewhat more diversified staff. It would also necessitate an increased committal by the Police Department, since it would be expedient to have a police officer as a member of the "on the street" team.

The extension of the program operation beyond 4:00 p.m. will result in more parental contacts and home visitations. This will work to a particular advantage in respect to working parents who are not available during school hours.

A much greater benefit, however, to be derived from the expanded operation, will be the utilization of group training techniques with both youngsters and parents. Plans include regularly scheduled parent training sessions, in addition to peer group work with the youths. Budgetary provisions have been made for outside consultant services with such groups when there is a need for professional expertise not inherent in the regularly assigned PISA staff.

The review further suggests that there should be greater involvement of PISA staff efforts into the school setting and a concurrent reduction in the center staffs engaged in receiving truants.

Firstly, it should be noted that presently there is input by PISA staff into the school setting. The school principal, teacher, and guidance counselor are apprised of PISA efforts with a youngster, along with recommendations and suggestions for resolving a youngsters problem when it is deemed to be school-centered.

In some instances this is accomplished through personal visitations to the school by PISA staff. Generally, however, this input is done on a collaborative basis with the regularly assigned school social worker of the Pupil Personnel staff. This is the more logical person to implement any "in-school" program adjustments, corrective measures, or techniques deemed expedient to the resolution of any school-centered problem.

There are limitations and obstacles to complete involvement of PISA staff in "in-school" work with youngsters which should be noted:

1. The availability of classroom teachers for conferences. Elementary classroom teachers are occupied with a full schedule of teaching duties. Some principals are averse to interruptions in classroom routine, especially by outside personnel.

2. The matter of professional courtesy and ethics which dictates that
PISA personnel refrain from infringement or usurping the responsibility
of a school assigned social worker, who as a school staff person, has
the first responsibility in working with problem students.

The collaborative approach, based on regular communication between the assigned school social worker and the PISA staff, seems to be the most workable means of effecting proper "feedback" to the schools. As a means of inproving this process, the program director plans to involve the PISA social workers in the staff meetings of the Pupil Personnel Division. Social workers in the schools in a district served by a PISA Center, will likewise be invited to center staffings.

In an effort to increase the number of home visitations, agency contacts and where practical, school conferences, the director is designating the portion of the workday after 2:00 p.m., as the time to be used in this type of field work. This is not intended to imply, however, that no field work will occur at other times of the day. Obviously, the amount and the frequency of field work efforts at times prior to 2:00 p.m., will depend on the frequency of police apprehensions and the presence of youngsters in a center at any given time. Neither of these factors can be controlled or regulated by PISA staff.

It should be noted, also, that the recording of pertinent data and follow-up efforts and maintenance of case history files as current as possible, is a very time-consuming process in social casework practice. During periods of lulls in police delivery of juveniles to the centers, staff time is expected to be used productively for this purpose.

ITEM #4 - The director has immediate plans for the establishment of an advisory board for each center. Hopefully, the board would include one school principal, a teacher, two or more parents, a representative of the police district in which the center is located, a neighborhood or community person from the business world, or any other preson representing the community or center environs. who would have input considered beneficial to the program operation.

The recruiting of board personnel for each center will commence this summer.

Ultimately, an executive advisory board, whose concern would be the total program, would consist of representatives from the five center boards and the expanded PISA operation. This, however, must be considered as tentative pending further finalization of plans for the expanded evening program.

ITEM #5 - The "Field Intreview Report" is a form in use by the St. Louis Police
Department. It is not a part of the PISA Program, nor is a record thereof contained
in any part of the program files.

It is alleged that the complicion of the "F.I.R." form is mandatory on all detentions and apprehensions made by on-duty police patrolman. It is assumed that it is a record of accountability of police officer time, as well as an account of varied police activities during any specified tour of duty.

The director has no knowledge concerning the future use of these forms for purposes of identification of youngsters brought to the centers. Nor are they used for categorizing or labeling youngsters as truants as parts of a permanent police record.

The purpose in having the center police officer complete the "F.I.R." was solely a cooperative measure to facilitate the return of the apprehending police officer to more urgent police matters. It was opined by police officials that having to complete

the form on each youngster apprehended might prove a deterrent to the on-duty patrolman and result in the by-passing of many juveniles who should be brought to the centers.

The director is not desirous of changing established police department procedures. He will, however, confer with appropriate police department officials regarding the feasibility of having the "Field Interview Report" completed by the apprehending officer away from the center locations.

ITEM #6 - In respect to the status of Center #3 (4630 Gravois), the director and staff are not in agreement with the reviewers that the center staff has occupied its time with youngsters problems that are not related to the overall goals and objectives of the truancy program. The mere fact that referrals are limited only to truant youngsters would seem to negate this observation.

The director, however, is very cognizant of the disparity in the referral rate between this center in question and the other centers that comprise the total program. Of like concern, though overlooked by the reviewers, is Center #1 (3809 Page). The director does not envision our being able to effect complete parity between the five centers in the number of referrals. Neither does he expect that the same absolute quality or types of cases will comprise the active caseloads of the respective centers. Varying socio-economic factors and neighborhood compositions must be considered in this respect.

We are in complete agreement that we should consider certain alternatives in an effort to effect; 1. as equal a referral rate to the five centers as possible.

- 2. a workable caseload for the assigned personnel of each center.
- 3. tyring to insure that services of the program are available in areas where the target population is greatest.

The two alternatives to accomplishing this are:

- 1. Complete re-location of center or centers
- 2. Re-allocation of center personnel

In respect to Center #1 (3809 Page), plans are to re-locate the center to an area somewhat north of its present location. Hopefully, this move would mean that Center #1 would then absorb some of the referrals to Center #5 on East Grand. This move would also serve the purpose of providing larger and more adequate facilities for the Center #1 operation.

In respect to Center #3 (4630 Gravois), plans are to reduce the assigned personnel at the center. Two staff persons (D.J.O. and Social Worker Aide) would be added to the Center #5 (East Grand) staff.

To effect this re-allocation, however, larger facilities for the East Grand Center are a necessity. Suitable facilities have already been located; hopefully, the necessary arrangements and the ultimate move will be completed for the ensuing school term in September, 1974.

Subsequent to this alteration in center staff and center shift, the 4630 Gravois location will be closely appraised to consider the feasibility of complete re-location of the center to another section of the city.

- ITEM #7 Criteria to be considered in determining if case is to become part of "active" caseload.
 - 1. Truancy: Absence in excess of 10% of possible days of attendance; absence without parents sanction when parent assumed child to be in attendance in his or her assigned school setting.

2. Other absence: Absence in excess of 10% of possible days of attendance, even with parents sanction, when such absence is unauthorized or for reason not considered legitimate reason for missing school.

To be consistent with the project goals of decreasing school absenteeism which results in juveniles wandering about the streets during school hours, the target population of the program obviously will be youngsters found on the streets or in other unauthorized places during school hours. Youngsters otherwise absent from school will remain the responsibility of the Board of Education Pupil Personnel Services Division.

The judgement of the staff person seeing the child, despite the above-mentioned criteria, has to be involved in determining if a youngster is to become a part of the active caseload of the program.

In instances where the initial exploration of a youngster's problem does not disclose the presence of either of the above criteria, but discloses the presence of another problem which would seem to warrnat professional attention, then the appropriate school person, or other agency liason person will be properly notified. Some types of problems in this category could be:

- 1. Home-centered problem which indicates a breakdown in parental control or responsibility in keeping child in regular attendance, and results in child loitering and wandering about the streets in lieu of attending school at his assigned school location; i.e. parental indifference or neglect, hardship circumstances, impaired family relationships, etc.
- 2. Past record of Juvenile Court involvement or deliquent behavior.
- 3. Evidence of involvement in "out of school" activities considered detrimental to childs welfare, or that could result in actual delinquent type behavior,

- e.g., property destruction, petty thefts, exposure to drug or alcohol abuse, illegal employment, etc.
- 4. An untreated physical ailment, illness or defect which would interfere with childs regular school attendance.
- 5. Evidence of an academic problem or learning difficulty within school setting that could be leading to childs disenchantment with continued regular attendance.

ITEM #8 - The program manual has been printed and distributed to key staff personnel. In it are described the various roles of the staff members as well as intake and general procedures. There have been some variations in prescribed procedures from location to location. This would seem to be due, however, to variances in the populations brought to the centers, the variances in the geographical and socio-economic conditions of the respective locations, and the differences of the personalities and experiences of the staff members themselves. Our staff brings to the program a broad array of abilities and experiences. The administration wishes to attest to this and it confidently relies on their expertise to adapt the program to their locations and staffs.

Manuals will be passed to the entire staff in the fall semester. Adequate time will be allowed to review the manual in detail and every effort will be made to insure clarity and uniformity. As the program advances, the staff has become more experienced with PISA policy and it is apparent that there are less discrepancies as the program advances. Taking into account the wide variation of needs in the five centers, the judgement of this administration is that the staff has evolved remarkably well and manifest a high degree of uniformity.

TTEM # 10 ~ Reference was made in Item #2 to plans for general staff meetings. The obstacles to such meetings, as mentioned in the response, can be resolved when the need for such meetings is apparent. Four such meetings are planned.

Commencing with the beginning of the school year in September, 1974, the administration is making weekly center staff meetings mandatory for all centers. These meetings are scheduled for Friday afternoons from 2:30 to 4:00 p.m., except for the last Friday in the month. A center staff meeting on this Friday is optional with the center supervisor.

The following items will comprise the agenda of the weekly center meetings:

Recording techniques

Interviewing techniques

Counselling techniques

Proper use of established PISA forms

Case history preparation

Matters or problems of center concern

Available community resources and referral techniques

Center administrative matters, etc.

Bi-weekly staff meetings with the administration will be scheduled for all program personnel by job categories. The time for these meetings will be 2:30 to 4:00 p.m.

Each job category will meet on a separate day; i.e. social workers - Mondays, D.J.O's - Tuesday, etc. Secretarial help will have meetings once monthly, preferably on the last Friday of the month. The content of these staff meetings will comprise the following areas:

- 1. Discussions and clarification of roles (job descriptions, etc.)
- 2. Social casework procedures and techniques.

- 3. Matters or problems related to individual job roles; i.e. "social worker", D.J.O's", "police officer", "aides", "clerk".
- 4. Special presentations by outside persons; i.e. agency representatives, outside consultants.
- 5. Purely administrative concerns.
- 6. Discussion and review of operational procedures, etc.

Staff input will be solicited and encouraged regarding topics and content of staff meetings. In some instances PISA staff personnel will assume responsibility for structuring and conducting the staff session.

As budget limitations permit, outside consultive services will be utilized in bringing to the staff subjects and expertise not inherent on the PISA professional staff; e.g., new casework concepts and techniques, behavioral manifestations, psychological evaluation, learning difficulties, Juvenile Court procedures, etc.

On some occassions the bi-weekly meetings will be joint meetings involving the personnel representing two or more of the staff job categories. Such joint meetings would be scheduled in lieu of the separate staff meetings for that week.

Proceedings of each staff meeting will be recorded and filed. They will reflect the items and topics covered and pertinent staff collective opinions. Where procedural or operational matters become staff consensus, the administration will assume full responsibility for the implementation thereof and adherence to by all staff members. Periodically, newly implemented procedures or practices will be reviewed with the staff to evaluate their effectiveness and to determine if they are serving their designed purpose.

An instrument that is designed to assist administrative and supervisory personnel in insuring compliance with established procedures and checking the efficiency of the center operation, is already in use. It will be mentioned in a subsequent item of this response.

ITEM #11 - The suggestions in this review item have been alluded to in responses #10 and #12.

In addition to those administrative efforts directed toward total staff, the program director has at his disposal the evaluation and rating of individual staff performances. This is in accordance with established Board of Education regulations. which make periodic personnel evaluation mandatory.

Where individual staff performances are deemed to be sub-par, a conference with the person and their immediate superior is usually arranged. This involves punctuality, attendance record, personal appearance, as well as on the job performance.

When employees are evaluated, they are given the opportunity to review the ratings and affix their signature acknowledging that they have seen the evaluation.

Employees with unsatisfactory ratings are given ample time to show improvement.

Continued sub-par performance can result in withholding of salary increments, or eventual dismissal.

All pertinent letters and evaluation data are contained in the employees personnel folder in the private files of the program director.

ITEM 12 - The "Administrative Review of Center Performance" (form attached), has been in use this current year for the purpose of detection and correction of deficiencies in documentation and record keeping. A copy of this form was given to the reviewer.

The procedure has been for the assistant director or director to visit the centers on a monthly basis for this express purpose. In-take cards and daily in-take logs are examined. Cards are selected on a random basis and the center social worker is expected to present all documentation and related records corresponding to any case selected. During this visit, various records are examined and case history files checked.

Results of the review are noted on the form and deficiencies or irregularities are discussed with the center supervisor (social worker). The signed form is then given to the program director for his perusal and appropriate action. This could mean a conference with the center supervisor regarding their responsibility for center operation and record keeping. The director might suggest a meeting with the total center staff. He may direct that a center weekly staff meeting be devoted entirely to proper record keeping, documentation, etc.

Increased vigilance will be exercised by the administration during the ensuing year to insure a quality performance in this respect.

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ADMINISTRATIVE REVIEW OF CENTER PERFORMANCE

Check list of items to be reviewed:

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ITEM 13 & 14 - The monthly form implemented by the Region #5 staff will be a part of regular reporting procedures. Copies will be appropriately forwarded to the Region #5 office.

ITEM 15 Summer Program - A schedule of activities for the summer program shows that approximately fifty percent (50%) of the time will be spent in activities of direct relevence to the needs of the youngsters comprising the PISA work load. These are: individual and group counseling; and tutoring in the basic learning areas. In addition to these activities, the program also has plans for some home visits and parental conferences as the need is indicated. The purposes of such conferences will be to help parents toward a better understanding of their children's problems, and to enable the staff to gain greater insight into the youngsters home life and family background. All such activities cited herein are considered to be directly related to the special needs of the youngsters involved in the summer program.

The other activities planned as part of the summer program are considered to be of a more pleasurable nature, or the "fun" type activities; i.e. crafts, field trips, recreation, etc. Such activities are also deemed to be an important part of a summer program of this nature, a program in which participation by youngsters cannot be made compulsory. Such activities are considered to be a necessary accompaniment of the more important counselling and tutoring program, lest the participating youngsters look upon the program merely as an extension of the regular school routine with its academically oriented focus. This could be a deterrent to their continued participation in the program.

It is also generally accepted, however, that there are other benefits to be derived from such pleasurable activities. Group games, crafts, selected films; field trips, etc. serve various purposes; such as: improvment of self-image, enhancing interpersonal relationships, learning to work with others, development of hobbies or whole-

some leisure time activities, respect for authority, etc.

Accompanying this response is an example of a schedule of activities that would be structured for the individual youngster depending on his or her individual needs. The youngster rould be expected to avail himself of all the activities programmed for him, and to attend the full three hours of the program daily. The staff will be alert in detecting those youngsters who show inclination to participate only in the "fun" type activities and miss the tutoring and counselling. This practice will not be permitted, and the cooperation of the parents will be solicited when their parental influence is deemed necessary.

ITEM #15 173 Summer Program - Several factors worked toward the detriment of the summer program in 1973. They are:

1. The program staff did not have sufficient time advantage to plan adequately for a constructive program.

Considering that past the close of the school year in June 1973 the grant application, still being processed, was pending; with word of approval not forthcoming until August 27, 1973. With this degree of uncertainty involved, the staff was quite hesitant to enter into any extensive committals or fund encumbrances too far in advance of the close of the school term.

This uncertainty also hampered recruiting efforts. Efforts at recruitment for this type of youngster, to experience any degree of success, must involve actual parental contacts for purposes of interpretation and persuasion. Such recruiting efforts should begin several weeks in advance of the close of school. The time factor in respect to the '73 program made this impossible.

2. Lack of prior experience or precedent in trying to structure a program that could meet the special needs of the youngsters seen in the PISA Program.

The PISA staff itself was going through a learning experience in trying to properly implement a brand new and innovative program of only about four (4) months actual operation. It was apparent quite early that the hastily put together program did not involve the varied activities that were needed to serve as a real incentive for wholehearted and enthusiastic participation by the PISA youngsters. The dearth of properly planned and organized activities resulted in waning interest on the part of many of the youngsters.

3. Personnel and staff limitations.

During the latter part of the spring semester of '73, the director experienced a "turn-over" in staff resulting from resignations of three key staff persons (two social workers and one deputy juvenile officer). In addition to the losses on the professional staff, four (4) social worker aides also left the program during the latter stages of the school term.

Several other staff persons, employed on a ten-month basis, and not anticipating summer employment, had made committments for furthering their education or travel, and were not available for the summer program.

The personnel problem was further compounded when, as a result of a general Board of Education cut-back in clerical positions, all six clerical employees were replaced, leaving the program with six new clerical employees to whom the PISA operation was entirely new.

The director would ask that any judgement regarding the summer activities of 1973 be based on sincerity of intent and purpose, rather than actual results. He feels that the factors mentioned above, most of which were beyond our control, serve as a sound basis for this request.

The staff feels that we were not remiss in any way in our obligation to the proper use of federal funds. There was no mis-use of funds; nor variations from grant specifications.

We readily admit that the difficulty in recruiting youngsters resulted in a much lower enrollment than we had anticipated. We are mindful, also, that a clear understanding of the criteria for eligibility for participation was not held by all staff personnel. The participation of ineligible youngsters, which resulted from this misunderstanding, however, was abruptly terminated by the program director as soon as he learned of this infraction.

Capitalizing on our past mistakes and experiences, we feel that we have structured a worthwhile program for this summer that will prove a profitable experience for PISA youngsters.

SUMMER PROGRAM

NAME;	Doe,	John	B.D.		
2011001				0	

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY
9:00 - 9:45 a.m.	Counseling	Craft	Tutoring	Counseling
10:00 - 10:45 a.m.	Tutoring	Counseling .	Counseling	Tutoring
11:00 - 11:45 a.m.	Craft	Craft Sports Field Trip Etc.	Field Trip Craft Sports Films	Craft
. 12:00 ~ 12:45 p.m.	Lunch Staff planning, development, record keeping, etc.	Lunch Staff planning, development, record keeping, etc.	6 -	Lunch Staff planning, development, record keepin etc.

Arrangements have been made for use by P.I.S.A. when needed, the gymnasium and one (1) classroom in four (4) school buildings in close proximity to each center location.

Center #1 - Bates School, 1912 N. Prairie Ave.

Center #2 - Wyman School, 1547 S. Theresa Ave.

Center #4 - Washington School, 1130 N. Euclid Ave.

Center #5 - Bryan Hill School, 2128 Gano Ave.

Provisions have been made with the Mayor's Council on Youth, through their food program, to provide participating youngsters with a light lunch daily.

PISA SUMMER PROGRAM

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ITEM #18 Regular Dialogue with Juvenile Court - In the beginning of this current year, a request was made to Wilfred Long of Juvenile Court for an orientation session for PISA Deputy Juvenile Officers. Two sessions were arranged and Mr. Al Hayden of the court made the presentation.

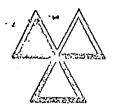
PISA administration then requested that the court appoint to PISA, a representative of the court to act as regular liaison between the court and the PISA Frogram.

Mrs. Betty Patton was appointed by the court to act in this capacity. Mrs. Patton and the PISA coordinator held two conferences to establish acceptable procedures.

These were held in March. At the time, Mrs. Patton was expecting some procedural changes in court referrals and she asked that we wait until the first of May as the date when we would follow these procedures. As of June 7, 1974, these procedures have not met with formal approval of the court and the Board of Education. We await that approval.

Also, early in May PISA staff Deputy Juvenile Officers met with the entire intake personnel of Juvenile Court in order to achieve greater rapport. At that meeting, at the direction of Mrs. Patton, PISA staff is to make all court referrals directly through Judy O'Radnick.

A sound working relationship has been established between the Juvenile Court and the PISA staff. It has been functioning well and it is anticipated to continue to do so.



missouri law enforcement

THE JUSTICE SYSTEM:

POLICE . COURTS . CORRECTIONS



812 OLIVE, SUITE 1032 SAINT LOUIS, MISSOURI 63101

assistance council

314 421-2323

REGION 5

June 28, 1974

Mr. Clyde Miller Supt. of Schools Board of Education 911 Locust St. Louis, Missouri 63101

Attention Mr. Alvin Howard

Re Project to Reduce Truancy S-MP47-72-c2

Dear Mr. Miller.

This is to acknowledge receipt of Mr. Alvin Howard's response to my letter of May 23, 1974 and to indicate that this office considers that response acceptable as a corrective action plan, even though responses on some items remain vague. The areas of deficiency noted in the field review and evaluation report were considered by this staff to be very crucial ones in the successful implementation of the PISA program. As a result, they will be the primary concerns this summer and fall during observations and audits of the PISA project.

Of immediate concern of course, is the summer program. It is our understanding, as outlined in your grant and supplemented by your field review responses, that you are planning a six week program for approximately 200 active PISA youths who will attend for 3 hour periods four days a week and that, overall, half of the student time will be devoted to counseling and tutoring. Given that there were difficulties in summer program implementation last year, it is our recommendation to the funding agency as a special condition in the grant through a copy of this correspondence that your staff take immediate corrective action if the program implementation varies from the stated methods and goals; such corrective action could include limiting the operation of the program to fewer centers and/or fewer staff, or intensive recruitment efforts of active PISA cases during the first week of the program if the youths recruited prior to the beginning of the program fail to show up.

Page 2 June 28, 1974 Mr. Clyde Miller

Attention Mr. Alvin Howard

If you have any questions regarding this grant, please be in contact with the Crime Commission.

Sincerely,

Ployd D. Richards

Executive Director

FDR/mg

cc: Alvin Howard Otto Heinecke

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