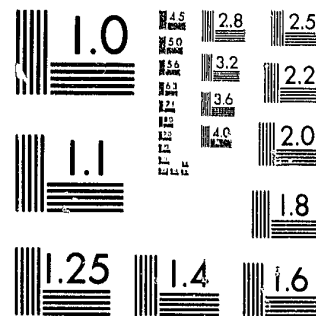


National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

3-26-80

Library
National Council on Crime & Delinquency
Continental Plaza
411 Hackensack Avenue
Hackensack, New Jersey 07601

(V.2) dup survey

THE MILWAUKEE COUNTY YOUTH SERVICE BUREAU SYSTEM

AN EMPIRICAL ASSESSMENT

Milwaukee, Wisconsin

APRIL, 1976

VOLUME II

The Five Area Youth Service Bureaus



60387

• National Council on Crime and Delinquency
Continental Plaza
411 Hackensack Avenue
Hackensack, New Jersey 07601



Library
National Council on Crime & Delinquency
Continental Plaza
411 Hackensack Avenue
Hackensack, New Jersey 07601

THE MILWAUKEE COUNTY
YOUTH SERVICE BUREAU SYSTEM

AN EMPIRICAL ASSESSMENT

Volume II

The Five Area Youth Service Bureaus

Milwaukee Wisconsin

April, 1976

* * * * *

Prepared by

Bernard M. Bennett, Robert D. Cain, Jr., William A. Lofquist
Associates for Youth Development, Inc.
2125 South Torrey Pines Circle
Tucson, Arizona 85710

NCDD. NATIONAL YOUTH DEVELOPMENT
CENTER.

This project was supported by Grant Number 74-06-03-01 and 75-06-04-01
awarded by the Law Enforcement Assistance Administration, U.S.
Department of Justice, under the Omnibus Crime Control and Safe
Streets Act of 1968, as amended. Points of view or opinions stated
in this document are those of the author and do not necessarily
represent the official position or policies of the U.S. Department
of Justice.

TABLE OF CONTENTS

Table of Contents.	i
INTRODUCTION.	1
I. Building a Viable Youth Service Bureau	3
II. The Eastside Youth Service Bureau.	23
III. The Northside Youth Service Bureau.	42
IV. The Southwest Youth Service Bureau.	56
V. The Northwest Youth Service Bureau.	67
VI. The Southside Youth Service Bureau.	77
Footnotes.	84
Appendices.	85
A. "Force Field Analysis: A Systematic Approach to Problem Solving".	86
B. "The Project Worksheet".	91
C. "Client Data Form".	93

THE MILWAUKEE COUNTY YOUTH SERVICE BUREAU SYSTEM
AN EMPIRICAL ASSESSMENT

VOLUME II

The Five Area Youth Service Bureaus

INTRODUCTION

The real vitality of a Youth Service Bureau as a community based delinquency prevention program can best be sensed by being with its staff in their own everyday surroundings. Hearing them describe the community they work in, the relationships they have with youth, the strategies they use to try to bring about change, the roadblocks and restraints they experience, the skills they have and those they would like to improve, the accomplishments they have achieved - these kinds of dynamics are what the program is made of.

People who work in Youth Service Bureaus need to have a finger on the pulse of the community, especially as regards the relationship of youth to it. In a way, young people tend to have the same kinds of problems in all communities. There are always hassles with parents, school more often than not is tolerated rather than enjoyed, options for leisure time activities that the adult world finds "acceptable" are usually limited and there are never enough jobs to go around. These, and many others, are recurrent themes that come into discussions when you talk with people in various locales about youth and the community.

But while there are many common characteristics about youth/community relations, each community is also unique as regards the specific "scenes" where youth spend their time. A dynamic under-

standing of the home/school/neighborhood/work situations as they exist in a specific area is not easily developed. Everyone has opinions about these situations, but few people have understanding about how they really affect young people. And rarely are youth respected by adults as being people who, if given a chance, can productively help to shape those situations into desirable realities.

It is a rare school indeed where one can find a principal who has good skills as a team leader, where the faculty works effectively together as a problem solving team, and where the students have the opportunity to participate actively as resources for problem solving.

It is a rare neighborhood indeed where youth and adults sit down together to discover and shape leisure time activities for youth that are acceptable to both.

It is unusual to find structured opportunities for parents and youth, police and youth, decision makers and youth, and other "authority figures" and youth to sit down together to "work things out," to plan together and to discover ways that the community can be improved for everyone.

If a Youth Service Bureau does little more than "react to" the individual after he has been singled out as having a "need," then it is doubtful that that Bureau will add much that is constructive to the well being of youth in the community.

The human service industry has strong sanction from the community to react to the needs of individuals. It has much less of a sense of direction, however, about how it can act upon the conditions which promoted that need in the first place. Part of the reason may be that the responsibility for those conditions being what they are and staying that way is shared by many people. And to change those con-

ditions will call for change on the part of many people.

Prevention, if it is seen as a positive process of community development, is basically a matter of planning change in tangible and specific ways in those arenas that are important to young people. A Youth Service Bureau, by itself, cannot prevent juvenile delinquency and youth crime, but it can help to mobilize the resources in the community for the task.

This volume of the report takes a look at the way the area YSBs are using their resources at present and suggests ways they might consider enhancing their capacity for prevention.

I. BUILDING A VIABLE YOUTH SERVICE BUREAU

As has been clearly indicated in Volume I of this report, the assessment team sees a number of restraints at work within the Milwaukee County Youth Service Bureau System which have tended to serve as roadblocks to the development of a strong and viable County-wide delinquency prevention program. These restraints need not be continuing obstacles, for they fall within the control of those who operate the YSB System. They are described in Volume I as (a) a condition in which the energies within the System are pitted against one another, (b) a number of organizational limitations within the System, and (c) a need for more imagination and experimentation in the conceptual development and program design of the System.

It is recommended in Volume I that the five area YSBs be allowed to move toward independent status on a planned basis, that the purchase of service program be discontinued as rapidly as possible, and that a comprehensive program of training and program development be undertaken to support a shift into more prevention and community development work.

While there are some obvious organizational and developmental needs within the YSB System, there are also many strengths that can be further developed and built upon. As should be expected, each of the area YSBs has its own capacities which make it unique. Also, while the assessment team does not believe the individual area YSBs should be "forced into the same mold," there are specific areas in which the various programs can learn from one another.

Prior to looking at each of the local area YSBs, several concepts, or perhaps program development "values," will be presented as background to the observations and suggestions which will be made in the later sections of the report.

Several ideas of this type have already been suggested in Volume I, including the distinction between developmental process and prescribed structural approaches, the concept of a range of direct remedial services and direct preventive services from which strategy choices can be made, and the idea that remediation focuses upon individual change while prevention/community development focuses upon changes in conditions.

In this section of the report the following areas will be explored: (a) Relating to the Community, (b) Youth Involvement, (c) Strategy Building "From the Ground Up," and (d) Planned Change as a Positive Venture.

A. RELATING TO THE COMMUNITY

Because juvenile delinquency and youth crime are community problems, it is important to develop strategies that engage community resources (human, physical, financial) in seeking solutions. This engagement should go beyond involvement at the Board level and collaboration between various parts of the human service industry, as

important as those are. There are numerous resources in the community outside the human service industry that can contribute to a well designed and positive program.

To build a strong base of support in the community, a program needs to have visability, credibility and efficacy.¹ The groups among whom these characteristics are important are young people, adult professionals and decision makers and other adult citizens.

Visibility relates to the general and specific awareness people in the community have of the Bureau, its program and its accomplishments. This awareness is best achieved through tangible accomplishment, though some "advertising" can be useful for letting people know about specific aspects of the program.

In a System such as that in Milwaukee there is need for visibility within the neighborhoods serviced by each YSB. This visibility needs to be individualized for each of the local area YSBs, and the restraints placed upon them by CR-SDC have made this kind of visibility difficult to achieve.

Another kind of visibility comes through community involvement. An important consideration here relates to the basic design of the YSB program. If remediation is the primary thrust, as it appears to be with the YSB System, it is difficult to create much visibility through involvement. This is because remediation takes place through a private relationship, and there is usually a strong concern for confidentiality. But prevention and community development are public transactions which openly involve people. There is no need for any confidentiality in prevention work, because there is no confidential information or identity to protect.

Another problem with remediation is that visibility brings

on more referrals. If the YSB feels compelled to take referrals for remedial purposes, it will be overextended beyond its capacity. This problem does not exist, though, with a prevention program. This is an argument against trying to mix remediation and prevention activities in the same program, for the external pressures will inevitably push the program in the remedial direction.

Visibility with a viable YSB program tends to have a "snowball" effect, because word gets around quickly when something "exciting" is happening, and others tend to want to come and join the action.

Credibility is the belief people have in the program and the capacity of its staff as an important ingredient and necessary undertaking in the community. Again, credibility is best gained through solid accomplishment in the arena chosen by those responsible for the program.

The problem of building credibility needs careful consideration. The assessment team became aware of some credibility problems with the YSB System because of the perception some people have of it as being basically remedial in thrust. If the credibility of the YSB System or any one of the local area YSBs is to be based upon its capacity in the remediation (or therapeutic) arena, then it is in for serious problems. This will be true even in the narrowly circumscribed area of intake and referral. There are numerous highly trained and sophisticated professionals involved in therapeutic activities with whom it would be difficult for YSB staff to ever gain credibility on the basis of the YSB's remedial work. Some persons interviewed by the assessment team were of the opinion that YSB staff needed training in therapeutic techniques so they would "be aware of their limitations," and know when to refer to someone more com-

petent (specifically, those making the comments).

Again, if the YSB is to focus its energies in the prevention area, it need not have to face this dilemma. Prevention and community development are basically facilitating roles which require leadership skills, but which never take on the full responsibility for "solving the problem." This is an important role that few others are attempting or have developed skills for. A prevention program tries to foster community development skills with others, so the activity itself is not as competitive within the human service arena as is the case with remediation.

The attitude behind community development is "let's work on this situation together," while in remediation it is "let me help you with your problem." So the basis for credibility is essentially different in these two arenas.

As was indicated in the discussion about Figure 2 on page 20 of Volume I, a viable YSB assumes a place somewhere between the human service industry and the community/youth scene. If it does its job well it will develop credibility within both of these arenas. The assessment team interviewed a number of people (mostly adults) who believed that the YSB staff were able to relate well with young people on the street. This is most important. We were not able, because of the small number of youth interviewed, to get any valid perceptions about the credibility of the YSBs among youth directly, however.

As a YSB demonstrates its capacity for prevention and community development activities, it is natural that there will be a growing appreciation for the program among an expanding number of people.

One reality that makes the credibility of the Milwaukee County YSBs difficult to ascertain is the purchase of service program. As

one would expect, people who were interviewed from agencies which have POS contracts spoke of the YSB System in positive terms. We do not know if those who spoke in less positive terms might have been persons who tried to get POS contracts and failed to do so. At any rate, as indicated in Volume I, the purchase of service program tends to bring an unfortunate kind of confusion into the YSB's relationships with other organizations, and this is part of the reason for recommending its discontinuance.

Efficacy relates to the ability of the project to produce tangible results in the accomplishment of stated objectives. Efficacy is best demonstrated through a program of evaluation which documents and confirms effectiveness. In a prevention/community development program the results of the work done by groups of people are usually highly visible, so others can get at least a sense of the efficacy of the effort from their own perceptions. The efficacy of remediation activities is harder to determine, but it can be done through evaluation.

It has already been stated that the data gathering program underway in the YSB System provides little feedback that is useful to the projects for either management purposes or evaluation. It has also been stated that there is no effort to determine the value of services purchased by the YSBs from other agencies. So in a technical sense, there is little way at present to know the efficacy of the YSB System's activities.

This problem relates to a number of factors that by no means are peculiar to the Milwaukee County YSB System. In fact, valid evaluation is almost totally lacking in human service programs of any kind.

An important aspect of a program's efficacy is the kinds of

goals it sets for itself. Part of the problem with some of the goal statements with which the Milwaukee YSB System works is that they were mandated for them at the state level. Some of them relate to areas over which they have no control, such as the number of referrals which must come from certain sources. This kind of goal statement also requires that the program be remedial in nature.

There is a better chance that the efficacy of the program can be demonstrated if (a) the goals set by the project are related to the particular circumstances and conditions of the community being served; (b) the selection of goals is done through a collaborative effort; and (c) a means of determining the extent to which the goals are achieved is designed into the strategy from the beginning.

Of the three aspects of the program's relations with the community described in this section, program efficacy is by far the most complex. It is a matter that needs constant exploration, and it should be a matter of on-going concern to the local area YSB Advisory Boards and staffs.

B. YOUTH INVOLVEMENT

The way the Youth Service Bureau is viewed by those responsible for it and the shape the program is given will determine in large measure its atmosphere or "life style" as viewed by youth. At the conclusion of Volume I the point was made that many youth focused human service programs exclude and possibly thereby alienate young people by the way they are planned, operated and governed. An important aspect of any assessment of a youth serving organization is the nature of youth involvement with it.

By and large youth focused human service programs place little

emphasis upon and demonstrate little skill for involving youth substantively in determining the nature of the program and how it operates. There are numerous ways a Youth Service Bureau can capitalize upon the resources that young people can bring to it.

When youth involvement is first accepted as "the thing to do," either because it is mandated or because it is something all the "in" youth programs are doing, a common pattern is to place two or three youth on the Board. This often ends in failure because it is at best little more than a gesture that neither the adults nor the youth have the experience or the skill to utilize to good advantage.

Board membership for some youth can be a productive experience, just as it can be for some adults. In both cases, selecting the appropriate people is the key. There is a variety of other approaches to involving people, including youth, that can become substantive and produce good results for the program.

Some of these might be (a) setting up *ad hoc* youth task forces to deal with particular matters; (b) hiring youth as staff; (c) hiring youth as consultants; (d) developing special projects with and for youth, such as street corner interviewing, preparing of film strips dealing with things important to youth, surveying youth opinion by youth; (e) teaming youth, either volunteers or staff, with other staff to facilitate selected projects, etc.

There is nothing particularly magical about youth involvement - it is really a very human undertaking. Youth Involvement is essentially people involvement. Youth, like adults, like to be involved in something interesting. They like it to have substance, and they like to believe that it will result in something productive.

and development.

Working together with youth can be an exciting venture that can enhance the visibility, credibility, and the efficacy of the program with both youth and adults in the community. This is an area that needs primary attention within the YSB System. The assessment team strongly recommends that it receive priority over the next fourteen months. It could become a key to the continuing existence of the local area YSBs.

C. STRATEGY BUILDING "FROM THE GROUND UP"

One of the assumptions underlying much of what has been said in this report is that the approach to strategy building becomes a significant aspect of the methodology of a prevention program. Youth and community involvement, making sure that the forces that shape the program come from within the community where it will be operational, seeing the planning process itself as a "direct-service" that becomes a legitimate part of the change strategy - these and other concepts are intended to point toward approaches to building strategy for a prevention program.

Another point that is of critical importance in regard to strategy building is the distinction between a developmental process model and a prescribed structural model for program design. This distinction was made in Volume I as part of the analysis of the dynamics of the developmental history of the YSB System. Here, however, it is used as a focus for considering strategy development.

A belief of the assessment team is that, generally speaking, a prescribed structural approach is more appropriate for the design and development of a remediation program, while a developmental process

approach is more appropriate for the design and development of a prevention program. In the former, the "service" to be rendered comes after the design takes place. In the latter, the design process itself becomes a part of the "service" being rendered. To put this another way, the facilitator of the design process in a developmental process approach is rendering a service to the community as he engages people from the community in developing and utilizing problem solving capacity in the community. Facilitation of carrying out the plan thus designed is a continuation of the service already initiated.

Two developmental process models are presented here. There are numerous others that can be considered. A resource that is rich with ideas about change models is Visualizing Change: Model Building and the Change Process, by Gordon Lippitt. As an attempt to encourage the use of this resource, a brief review of it is presented here.

This volume, through 137 illustrations and diagrams shows how to picture or visualize the process of individual, group and organizational change through the use of models. The author provides a fascinating exploration of change models and case examples. He explains how models enable one to step outside his situation and see the changing environment which influences our behavior. Guidelines, history, steps, benefits and limitations of model building are presented. Key behavioral science models, now together in one text, provide a non-mathematical classic for students and practitioners of the change process.²

The two models suggested here are Force Field Analysis (Appendix A) and The Project Worksheet (Appendix B).

Force Field Analysis is based upon the theory of Kurt Lewin. It states that in relation to any given condition there are "driving forces" and "restraining forces" that work against one another to maintain the *status quo*. Using this idea, change can be facilitated in the direction desired by working to reduce the restraining forces

and increase the driving forces. By analyzing the situation in this way, planned change can be given direction and those involved can maintain control of the change process to a greater degree simply as a result of knowing more clearly what is happening.

The Force Field process can be visualized as in Figure 1. Condition A represents the set of conditions that is of concern and Condition B is the goal, or the "end state" that is desired. The program of "planned change" is the set of action strategies that are designed as part of the process. The material in Appendix A provides a step by step guide for designing the change strategy. It is important to note that, as suggested in Figure 1, even when the desired end-state is reached, there are still driving and restraining forces at work that maintain the new *status quo*.

Force Field Analysis can be used to develop a plan to correct an undesirable situation, or to make a good situation better. The resources for change in the community can be engaged at any point, but if there are people involved in the design process itself, the potential for carrying out the action plan is greater among them.

The following diagram suggests the process:

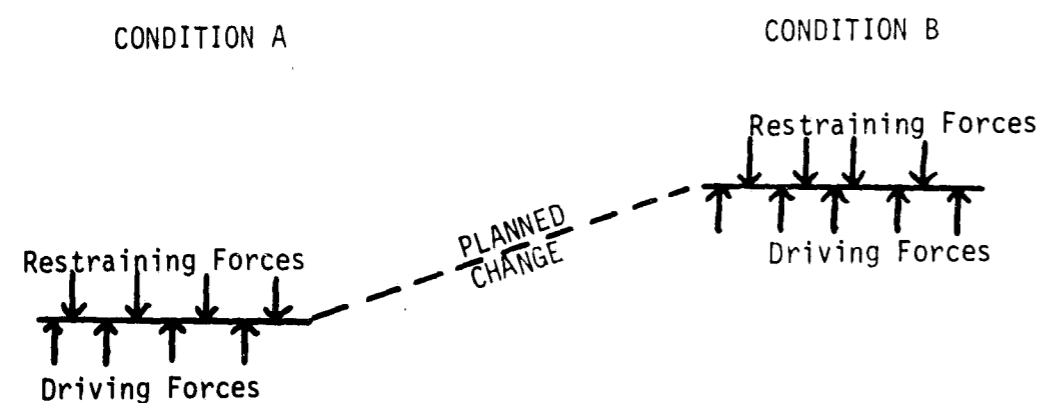


FIGURE 1

Further discussion of this model is available in the book mentioned above, Visualizing Change: Model Building and the Change Process, by Gordon Lippitt.³

The second developmental process model is outlined in The Project Worksheet (Appendix B). This is a planning outline that can be used in relation to particular situations wherein change is desired. They could be conditions that require only a week to achieve, or they could be more complex and require a plan that would take a year or more to carry out.

The occasion for using such a planning outline as this could be presented by a referral of a particular youth which would indicate, for example, a condition in his school that needs attention. Or it can be used in relation to a known condition in a neighborhood, such as the absence of recreational opportunities.

The purpose of The Project Worksheet is to encourage the constructive use of energy when something begins to develop that the program staff and Board see as deserving attention. The systematic process of assessing the situation, determining the goals and objectives, outlining the action steps, describing the resources needed, and building in a means from the beginning of knowing to what degree the goals have been achieved, is a way of assuring that energy and resources are used well.

Obviously this is a form of management by objectives. It is an effort to make MBO useful in a flexible kind of way. The Project Worksheet is not something that is done at refunding time to meet needs of people far removed from the scene of the program's action. It is a tool to give shape to an action plan that might be needed any day of the week.

Because The Project Worksheet has its own evaluation design built into it, it can help demonstrate the efficacy of the program. And, since the action taken will be consistent with the broader goals and mission of the organization, it can feed into the overall evaluation program of the YSB, if such exists. In this manner, the need for evaluation does not restrict the types of strategies that might be developed on short notice by the YSB staff to meet a need that arises.

The need for a "head count" to justify the continued existence of the program is obviously inconsistent with the operation of a prevention program, because with prevention the emphasis is on conditions and not on individuals.

The two process models suggested here can be used together to good advantage. The basic planning can be done by using The Project Worksheet, and the analysis of the situation as regards the restraints and the driving forces that will need to be considered can be developed through Force Field Analysis.

After usage, these kinds of analytical steps begin to be incorporated into the thinking processes of the staff team and the Board, thus enhancing the creativity, the purposiveness, and the productivity of the program. Also, as the YSB staff learns to work in this way, it becomes able to teach others in the community to increase their capacity for problem solving in the same way.

The primary consideration, though, is that this kind of approach allows the content and substance of the program to be developed in the community where the need is, by people to whom the need is

important, and in a form which has the greatest potential for meeting the need.

D. PLANNED CHANGE AS A POSITIVE VENTURE

A useful definition of *prevention* is that it is a process of planned change which results in conditions that promote the well being of people. When one's mission is the prevention of juvenile delinquency and youth crime, then, of course, the conditions to be changed are those which have to do with those phenomena. It was suggested in Volume I that since the best of minds and the vast experience to date have produced few "answers" to the problem of delinquency, then the "questions" raised by the problem and the way those questions are dealt with at all levels may lead to some useful insights about the problem.

We have further suggested that if an approach is used that engages the resources of the community in problem solving, the possibilities of discovering effective strategies may be increased, the level of commitment within the community to those strategies may grow, and the potential for continuing a program into the future beyond the termination of federal funding may be enhanced. Such an approach has been described as a developmental process.

Two developmental process models have been used as examples of the kind of framework that can give guidance and direction to the insights and energies of people without pre-empting their right and responsibility to participate fully in the search for solutions. These models do not impose any particular content upon the strategies to be developed. They can be used in relation to any arena in which change is seen as desirable.

One of the differences between remediation and prevention is that the primary responsibility for change in an individual is with that individual, while the primary responsibility for change in conditions is with that person, persons or organizations who have control over or influence with those conditions. This, in both instances, suggests that the matter of resistance to change needs to be considered as strategy is developed.

When Force Field Analysis is used as a developmental process, resistance to change would be seen as a restraining force, and the change strategy should include approaches to reducing the resistance. In a prevention program, as the restraining forces in the community are identified, it is usually recognized that many of those restraining forces reside within the very organizations which exist to serve youth and provide opportunities for youth. For this reason, much of the emphasis in the rhetoric of delinquency prevention over the past several years has included the words "systems modification."

While the funding proposals for most Youth Service Bureaus across the nation have stated that the project will do "systems modification," little in the way of concept or strategy has been articulated or described that would suggest what "systems modification" is or how to do it. In talking with YSB staff members in numerous communities there is found to be general agreement that the "system" needs modifying, but trying to achieve this is risky business that may actually be hazzardous to the very existence of the Youth Service Bureau. One gets the impression that this perception is based both upon an assessment of reality and a high degree of uncertainty about how to proceed with the task. This may, in fact, be one of the reasons remediation is so popular, for it is less fraught with

uncertainty. And it is not open to public view.

The challenge, then, is to approach the planning and implementation of change in a manner that is positive, that engages people and other community resources as allies, that includes clearly defined tasks and that minimizes the amount of resistance to be encountered.

It has been suggested that this view of prevention can be described as a process of community development. "Community," or a "sense of community," results when people work together toward mutually desirable goals. The "community" may develop within a family, or a classroom in a school, or perhaps even in an entire school. It can develop in a building of a housing project or in an entire neighborhood. When people get together around a common concern, when they collaborate to do something about that concern, a "sense of community" begins to develop.

We do not in any sense suggest that this is an easy task - it is certainly a most difficult one. It takes skill and a high level of confidence in one's ability to "turn others on" to wanting to join in a change effort. And it takes leadership ability to provide guidance while allowing participation.

Several important considerations enter into making planned change for the purpose of delinquency prevention a positive venture. One of these is the attitude of the person who seeks to promote the change. Because an inevitable part of any change process is overcoming resistance, the attitude of the advocate for change and the sensitive understanding that person has of the meaning of change to other people is of primary importance.

A second important consideration is the kind of skills that are

needed to facilitate change. Several items in the list of "Direct Service Options of Prevention/Community Development," found on page 31 of Volume I, suggest areas in which skills are needed. This list includes community assessment, planning, community organization, organizational development consultation and training. Again, if the process is one of inclusion and of engaging people in problem solving, these service options become direct approaches to dealing with specific aspects of juvenile delinquency and youth crime in the arenas of the community where youth spend their time. They provide the means by which the groundwork is done to develop new resources for youth, give direction to the efforts to build those resources, provide insight into and tools for overcoming resistance to change, and they serve to equip others in the community more fully for further community development.

One of the problems within the human service industry is that relatively speaking, little emphasis in the past has been placed upon these skill areas as direct service options. It is possible, however, that with a concerted effort the Youth Service Bureau can become a unique resource in the community as it builds its capacity in these areas of service in the interest of delinquency prevention and youth development.

A third important consideration is the development within the Youth Service Bureau System itself of the conditions which will encourage, allow and facilitate effective prevention work in the community.

One writer confronted this concern rather pointedly as follows:

Are Youth Service Bureaus to become another cog in the expanding wheel of human services characterized as being ineffective in impact, pyramidal in structure, territorially based, product oriented, and preoccupied with preserving and rationalizing

their existence? Are YSBs, as living organizations, in danger of developing the symptomatology of so many human service agencies which appear to be "sicker" than the clients they serve? Or are YSBs to become effective, viable agents for the development of community conditions and services which "prevent delinquency" and "divert youth from the juvenile justice system?" 4

The Milwaukee County Youth Service Bureau System has the potential of developing such effective, viable agents in each of the five areas of the County. There is much strength and vitality that can be built upon. There are many resources in the County that can be engaged. And there are numerous people who would willingly join an exciting effort that shows promise of being productive.

II. THE EASTSIDE YOUTH SERVICE BUREAU

A. HISTORICAL DEVELOPMENT

The Eastside Youth Service Bureau (hereafter referred to as the EYSB) of the Milwaukee County YSB System had an origin much like the four other community YSBs. There was a community planning body which was created, convened and charged with the development of a youth service plan for the "east side" of Milwaukee. There was a needs assessment conducted and the findings were transmitted to CR-SDC for inclusion in the formal grant application which was to be submitted to WCCJ. At that point in time, it appeared the Advisory Board of the EYSB felt that they would have some control over program development, personnel, policies, and budget. However, as time passed, the Board's feeling diminished and a degree of disillusionment replaced what had been characterized as a high degree of commitment and sincere interest on the part of the Advisory Board members.

An issue arose over which the EYSB Board, (and to an extent EYSB staff as well) and CR-SDC assumed conflicting positions. The issue was one of confidentiality. CR-SDC had developed a data gathering instrument which the YSBs were to use as a type of "intake" form. (See Appendix C) There is a set of blanks to be filled in which identifies the individual client being served by the YSB. The Board of the EYSB took exception to providing this identifying information to CR-SDC. Their claim was that the only information they should provide was non-personalized information which could never be traced back to the individual client. The net result of their position was their directive to the EYSB Coordinator to refuse to turn in the CR-SDC data forms until the matter could be satisfactorily resolved.

The EYSB Coordinator complied with his Board's directive and was thereafter suspended from employment by CR-SDC. Subsequently he was reinstated and the coded personal information form was modified in usage.

The incident pointed up the roles CR-SDC and the community Advisory Boards were to play in the continuing development of the YSB System. The feeling of community control or influence over the local YSBs had been further diminished and the authority of CR-SDC had been demonstrated and firmly established. While the notion of "popular participation" was not completely nullified, neither was it fully implemented. The net result - over time - has been high staff turnover, loss of credibility in the community, and a destructive decrease in the impetus which had been generated through the early planning process.

To the extent that any of this has been overcome during the past few months, the assessment team feels the EYSB staff is to be commended. They seem to be in the process of overcoming the more negative aspects of the situation within which they have had to operate.

B. PROGRAMS AND PROCEDURES

The EYSB is, in practice, somewhat committed to the CR-SDC mandate that they expend the greatest amount of their staff resources (and Purchase of Service dollars) on client centered, remedial services. To that extent they accept case referrals from schools, juvenile court, law enforcement, social agencies, parents, self-referrals, etc. Some suburban police have referred youngsters who have committed rather serious delinquent acts. (In those cases the EYSB is providing a true diversion resource. For had they not been

available, those cases would have been referred to Children's Court.) Others refer only status offenders or very minor delinquencies. On the one hand it is clear the EYSB is providing a service option for a youngster who would have entered the formal juvenile justice enterprise; on the other they may be providing services to children who would have been admonished and released from further expectations of involvement in social service activities. In the first instance they are clearly demonstrating a service value. In the second, the value is a bit more difficult to fully demonstrate.

The referral sources with whom the EYSB deals tend to see the Bureau in much the same way. The EYSB staff is to be credited for this leveling of understanding and expectation. The staff has made explanatory presentations to groups of school personnel (vice-principals, social workers, etc), suburban police departments, social service agencies, etc. These presentations have been both formal and informal. It is believed that the EYSB staff has done a good job in alerting and informing referral sources - both actual and potential - of their service capabilities and the over-all thrust of the YSB. The referral sources with whom the assessment team spoke all felt quite satisfied with the services provided by the EYSB. The factors which impressed them most favorably were the calibre of staff availability, follow-up and information feedback to the source of the referral.

In calendar 1975, the EYSB processed 169 "intakes." This was approximately 10% of the total "intakes" processed by the Milwaukee County YSB System. However, this data is rather misleading. The EYSB capacity during that period of time was tremendously reduced by staff vacancies. (The Coordinator's position was vacant for five

months, and the three outreach counselors positions were vacant for eight, six and two months during 1975.)

According to CR-SDC statistics the majority of referrals to the EYSB could be characterized as voluntary, non-offense related, self referrals. There is a direct correlation between staffing pattern and numbers of intakes. During those 1975 calendar quarters when the EYSB was at full staff the intake was the highest. Conversely, when the staffing was at its ebb, referrals were lowest. The EYSB quarterly intake for 1975 was: first quarter 59, second quarter 64, third quarter 25 and fourth quarter 20.

It is clear to the assessment team that the EYSB does well in the service arena within which it operates. The only substantive recommendation made by referral sources was about the need for the EYSB to increase its staff so as to be able to provide more of the same. This is understandable in terms of the mandate to the East Side and the other Milwaukee Bureaus, and also in terms of the message they have been conveying to these referral sources. However, the assessment team also found an appreciation for some of the concepts embodied in "preventive activities."

The EYSB staff seemed eager to move in the direction of developing an increasing array of staff options and activities ranging from the more traditional client centered activities in which they are now engaged to more creative efforts designed to work with and on conditions rather than results.

The thrust and focus of the Milwaukee YSB System is clearly on remediation in the stereotypical medical model. A client is referred by some constituted authority because he/she exhibited behavior which the authority found to be unacceptable. The client is then diagnosed

and a treatment plan is undertaken. The client then enters into a rehabilitative process (usually in a "purchase of service" agency) via which he/she will be cured of the presenting malady. That seems to be the essence of the Milwaukee System and the five Bureaus (to varying degrees): implementing program efforts within the boundaries prescribed by such a procedure.

It is easy to understand why this approach has been taken. The loss/risk potential is relatively low, activities are easy to document and monitor, and results (in terms of "clients serviced") are quantifiable. However, in the recent past more and more authorities are questioning the efficiency, economy, and effectiveness of maintaining a program emphasis on client centered remedial activities to the neglect of other approaches.

The EYSB staff may be well advised to extend its active presence into coordination activities. Certainly they will not be welcomed by and in all youth serving agencies who reside in the east side. However, given the further enhancement of their already established credibility, it is believed they would be welcomed by those agents and agencies who are struggling with the enormity of the problem of juvenile delinquency and would respond positively to the offer of assistance.

For example, during one of the EYSB staff interview sessions the assessment team held, a project idea began to take shape. Recognizing the lack of youth services in the northern Milwaukee County suburbs, the EYSB staff has begun to build relationships with school personnel. They will work toward developing a dialogue which will focus on problem identification and needs prioritization. From that would follow action programming. One such need already identified is leisure time, unstructured recreational opportunities. The EYSB

staff is talking of the possibility of seeking a consortium of service clubs who would investigate the possibility of temporarily providing such recreational opportunities. The EYSB could serve as initial convenor and offer technical assistance to the group.

This is but one rather modest idea of how the EYSB might become more assertive in their area and begin to directly work on existing conditions. Other staff immediately began to see the potential in these kinds of activities and other ideas began to emerge: a "latch key" program for the after school care of children of working parents, a "Big Brother/Sister type" volunteer program, a youth run "youth employment program," etc. The EYSB should be encouraged to continue to develop these program ideas and dedicate more staff time to planning in the broader areas of youth services.

The EYSB is in a rather enviable position in terms of its proximity to the University of Wisconsin - Milwaukee. The assessment team feels that the potential wealth of university resources should be utilized in future EYSB plans. Perhaps some volunteer time by select faculty members could be used for purposes of EYSB staff and program development. The EYSB could possibly be selected as a placement for student interns. There are many options and possibilities.

In this same vein, the absence of a volunteer component in the EYSB was noted. The assessment team feels that the vast potential resources volunteerism provides should not be over looked. We suggest that the EYSB immediately undertake the development of an imaginative volunteer component to its overall program.

C. STAFF & OFFICE

The EYSB has an authorized staff complement of five: a director,

three outreach counselors, and a secretary/receptionist. However, a review of the personnel history of the EYSB shows staff turnover and unfilled vacancies which undoubtedly negatively affected the functional operation of this Bureau. (In its operational life of nineteen (19) months, it was without a director five (5) months; without counselor #1, thirteen (13) months; #2, ten (10) months; and #3, four (4) months.)

Graphically, the staffing history could be displayed thusly:

Year Month	1974					1975												1976		
	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3
Coordinator	X	X	X	X	X	X	X	X	X	X	X						X	X	X	X
Outreach Counselor						X	X	X	X								X	X	X	X
Outreach Counselor	X	X	X	X	X	X	X	X	X	X	X									X
Outreach Counselor		X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Secretary								X	X	X	X	X	X	X	X	X	X	X	X	X

FIGURE 2

One can readily see that for a period of several months the EYSB had an in-place staff of two people - a counselor and a secretary.

It is the understanding of the assessment team that during this period of time, the YSB System Director managed the EYSB.

There have been several postulations offered in explanation of these extended periods of unfilled EYSB staff vacancies. The assessment team made no effort to validate or verify these explanations.

However, it is felt that extended periods of staff vacancies must work to the detriment of the organization wherein those vacancies exist: therefore, that situation should be avoided and mechanisms should be devised and installed which will result in the timely filling of staff vacancies.

At present the EYSB is at full staff. Excluding the secretary, the staff has an average time in position of three (3) months. They are an energetic and enthusiastic group who are in the early stages of coming together as a staff team. The professional staff is comprised of two college graduates and two persons who have had some post-secondary education. They have all had some experience in either youth work and/or community organization activities. (In fact, the current Coordinator was actively involved in the planning process for the EYSB. His involvement has remained constant since that point in time.)

The EYSB staff is reflective of the ethnic community within which it functions. There are two white staff members, two Black and one bi-lingual Chicano. They bring a complementary blend of experiences to the Bureau. One person has had many years of involvement in Milwaukee's lower East Side community affairs. Another staff member came to the EYSB from another Milwaukee YSB where he had been a job developer. Another staff person has been a Milwaukee resident for nearly twenty years and has worked in the streets with youth for quite some time. Still another came from a large eastern city where he was a school teacher in an inner-city school. This mixture of talents and experiences, ethnicity and education is a fortunate circumstance which should be used to full advantage. There are staff with experiences in community project organization, employ-

ment stimulation, street work with youth, and education. To dedicate this range of diverse skills and knowledge to a unit focus upon traditional, client-centered, remedial efforts may not be the most efficient or effective deployment of this rather scarce available resource, i.e. staff manpower.

In many instances the secretary/receptionist is the first contact a client and/or his family has with the EYSB. Also, the counselor(s) may be out of the office or otherwise temporarily engaged. She then is the only person who has an opportunity to allay fears or reduce anxiety on the parts of clients and families. Because of this, it seems wise that she be provided with some basic training in counseling methodologies.

Hopefully this will result in heightened understanding of the YSB and will assist in more fully integrating the total staff. Additionally, if the EYSB enters an expansion mode, it will have an opportunity to promote from within.

At present the EYSB staff work day is 8:30 a.m. - 5:00 p.m. Several staff members remarked that these restrictive hours require them to work in the evenings (when clients' working parents are available) on their own time. This problem can be solved internally as has been done by other Milwaukee County YSBs.

If the foregoing is accurate, there may be some value in considering an experimental, voluntary, rotation of counselor's working hours. For example, one counselor could work a week of standard work days while another worked 9:30 a.m. - 6:00 p.m. and the third 10:30 a.m. - 7:00 p.m. - or some variation thereof. The rotation could be changed weekly and an office "call board" could display the individual's work day.

The EYSB staff is well thought of throughout the community. The suburban police departments, city schools, and private and public social agencies as well, all had praise for the staff and their commitment to youth problem solving. It should again be pointed out that the current full staff has been together only a matter of weeks. In a very short time they have begun to rebuild the relationships which had been damaged by the staff rift of a few months ago. We feel they have done a remarkable job in this regard.

The assessment team interviewed a random selection of EYSB clients and their parents. Both groups were quite satisfied with the services they had received from the staff of EYSB. Both parents and youth expressed a high degree of trust in the workers. The parents felt if the EYSB hadn't been there, their children's problems would not have been dealt with. The EYSB staff is viewed as making appropriate referrals to resources and then monitoring the provision of services.

Here is a case example from the EYSB:

A fourteen year old boy who resides in the lower eastside was referred to the EYSB by his school because he was in a troublesome situation at school, i.e. attendance, grades, behavior. The most serious of his difficulties stemmed from his overly aggressive behavior.

The youth and his mother voluntarily appeared at the EYSB office and were interviewed by a counselor. That interview was followed by another after which the youth was referred to, and accepted by, one of the EYSB Purchase of Service counseling vendors where he is still being seen.

The EYSB worker also arranged for a private citizen to enter into a voluntary "big brother" relationship with the youth. This has proven most beneficial.

The assessment team interviewed the school personnel, the youth, his mother and the volunteer. They were all most happy with the out-

come. The EYSB counselor still conducts periodic follow up to be certain that appropriate services were maintained. The boy and his mother are getting along better. The school is quite pleased with the behavior improvement. And the boy and his adult volunteer have commenced a healthy and rewarding relationship.

All interviewed youth felt that if the EYSB had greater community visibility, many more young people would voluntarily avail themselves of the YSB services. However, the assessment team was led to believe that the public information/education function was the province of CR-SDC and the EYSB therefore is not able to undertake its own program. If that is the case, it is most unfortunate. Public education should be tailored to the audience for which it is intended. It would be quite difficult to devise and execute a campaign to apply to all segments of Milwaukee County's population. These efforts would be better undertaken by the five individual Bureaus of the Milwaukee County System.

As has been noted earlier, the present staff of the EYSB has been together as a unit for a very short time. With the exception of the secretary/receptionist, the person with the longest amount of time in his position is the Coordinator, who has held that post for four months. It is therefore abundantly obvious that they are still in the process of determining operational style, approach to management, inter-personal/inter-positional communication patterns, etc. However, the interviews with the staff - both singularly and as a group - gave the assessment team some foundation for the feelings of what probably will emerge.

The EYSB office is rather casual and informal and the staff wants it that way. Communication seems excellent and all staff seem

to fit rather harmoniously into the whole. The staggered start and relative newness of the personnel has created a sort of healthy interdependence and has worked to foster consultative relationships among the staff. It has also afforded a sense of "togetherness" in designing and building their program. The assessment team feels certain that a highly participatory management style will emerge. This style is predicated on the individual's capacity to sustain high quality communication. The team believes the EYSB has made a good start toward that end.

SUGGESTIONS:

The EYSB staff is in need of practical developmental training. This should be multi-faceted and should include management training, crisis intervention strategies, short term counseling and community and resource development techniques and activities. This training should be coupled with ongoing conceptual clarification and theory building.

The EYSB should plan on adding a female counselor should such a staff vacancy come about. They are serving more and more female clients and at the moment the secretary/receptionist is the only female staff member.

The EYSB is located on a major traffic street on Milwaukee's lower east side. It is a storefront office in a building with several small retail businesses. The second floor consists of apartments.

The office space itself is essentially one large room with temporary partitions which divide the available space into three somewhat distinct offices. At present one of the partitioned offices is occupied by the Coordinator, another is occupied by the three Out-

reach Counselors, and the third is vacant. There is a reception and waiting area next to the secretary's desk. There is also a private room used as the staff/counseling room. It provides the only privacy in the offices. The toilet facilities are inconveniently located in the basement.

The temporary partitions which create the office spaces are quite low and the room ceiling is quite high, detracting from any sense of privacy. The three counselors who share office space are cramped and, although this closeness may tend to increase compatibility, the costs of continuing this arrangement should be calculated. Private, personal conversations are quite impossible under current conditions. This must cause some discomfort on the part of some clients. Even though the staff/counseling room is used frequently, there have been instances where interviews were at least begun in the partitioned office spaces. On those occasions confidential or sensitive information would not have been easily elicited.

The EYSB is located on a city bus line and the office is quite easy to locate. There is no street parking available in the vicinity.

The assessment team is not familiar with office space availability or cost on Milwaukee's east side. It is believed that the EYSB should investigate the possibilities of securing more adequate satisfactory quarters. The EYSB does not have a firm and distinct identity with its present locale and perhaps what little identity might be lost via a move would be more than offset by gains in staff morale and productivity, and client comfort.

The geographic area served by the EYSB is quite large, ranging from the central city north to the County line. In road distance this may well be more than twelve miles.

The EYSB has recently begun to move more vigorously into the northern suburbs and in so doing has stimulated interest and referrals from that section of the County. As more referrals are received and more activities are undertaken in those suburbs, logistics will become a greater problem. It is fair to assume these things will eventuate.

The assessment team feels that planning the future would dictate the EYSB locate and secure a satellite office somewhere in the northern suburbs of Milwaukee County. Perhaps, on a demonstration basis, space could be contributed by some agency and staffed, say, two half-days per week. Once the need is clearly established and documented, other more permanent arrangements could be investigated.

D. RELATIONS WITH COMMUNITY

The EYSB enjoys fine relationships with agents and agencies within the Eastside area where it functions. The assessment team interviewed a wide range of agency personnel, both private and public, and area citizens. We talked with representatives of city schools, law enforcement, various social agencies, runaway housing centers, an array of counseling agencies (some under P O S contracts), alternative schools, housing action groups, and citizen activists. Without exception they spoke positively of the EYSB and the staff. Some random quotes from those persons we interviewed are illustrative:

The coordinator and his staff have really improved the impact of the EYSB on the area. (P O S vendor).

For the tasks they have to do they are well qualified. (P O S vendor).

I have gotten re-involved because of the coordinator. (community activist).

I am most supportive of the EYSB. (Community Organizer).

They are meeting a clear community need. I have never heard any negative feedback about them. (High school administrator).

They are doing an excellent job. (Agency director).

The staff is remarkably dedicated and has accomplished a great deal against great odds. (Agency executive).

They are a legitimate diversion resource. I am satisfied with the services and the feedback. (Police officer).

The EYSB has been doing well since the staffing problems were solved. (Agency Director).

They are filling a gap in community services. The current staff has restimulated an interest in the EYSB. (Police officer).

I have routinely referred youth since the new staff took over. (Police officer).

The EYSB should develop creative programs. They have the capacity to do so. (Community activist).

And so it went.

Heard with almost as much frequency was the theme of re-establishing local autonomy and area control of the program. There is a clear sense of the desirability of having the program "locally owned and operated."

E. ADVISORY BOARD

At the time of the assessment team's visit the EYSB Advisory Board consisted of some fifteen members. In keeping with a mandate, the Advisory Board has youth members (3), agency members (2), and community members (10). They had recently completed a set of By-Laws which had not as yet been approved by the CR-SDC.

Three members of the Board were members of the original Board. The EYSB has held all monthly meetings as scheduled. A quorum consists of one-third of the voting members. (Some ex-Board members

do not have membership because of their purchase of service agreements with the YSB and the conflict of interest stemming therefrom. However, some still attend meetings.)

Section I of the Statement of Purpose of the EYSB Advisory Board reads: "The East Side Youth Service Bureau Advisory Board will serve in an advisory capacity to the East Side Youth Service Bureau and provide the community input into the policies and planning of the Community Relations - Social Development Commission - Youth Service Bureau System through representation on the Policy Coordinating Committee."

The EYSB Advisory Board By-Laws state their responsibilities as:

- (1) Elect representatives to the Policy Coordinating Committee.
- (2) Screen and recommend local Bureau Coordinator.
- (3) Recommend the purchase of services to the Policy Coordinating Committee.
- (4) Assess needs, recommend strategies and participate in the development of local MBO (Management by Objectives).

These By-Laws were written in compliance with a set of requirements and guidelines set forth by CR-SDC.

The Advisory Board has three Committees which relate to the above stated responsibilities: Personnel Committee, Purchase of Service Committee, and Program Committee.

The current Board is described as being in a state of flux, resulting in the main from the introduction of new members.

The Board seemed to have a fair grasp of the EYSB and its program. They back the staff in its efforts to offer services to young persons in need of assistance.

Their direct contact with CR-SDC is thorough the Policy Coordi-

nating Committee on which the EYSB (and other YSBs in the System) have two of their members. These members serve a one year term on the P.C.C.

Membership on the EYSB Advisory Board is for a period of two years.

The assessment team feels more emphasis should be placed on Board orientation as to Bureau goals, philosophy, resources, activities, etc. In a real sense, a Board has the potential of being the most listened to spokespersons for the Bureau.

Training for members of the Advisory Board should be designed to be (1) a process which is (2) problem solving oriented and (3) cumulative. It should not be a training project which is highly structured and terminates at a certain point.

In the view of the Board members with whom the assessment team spoke, the role of Board has changed rather dramatically. They see a situation where the community Boards (system wide) went from having some control and responsibility to the current state of affairs where the Boards are seen as *pro forma* and perhaps exist in order to meet some special grant requirement. The zeal and zest which comes from a sense of ownership has been greatly diminished. Much of the momentum created via the community planning meetings and the needs assessment process has been lost. It is difficult to gauge how long it will take to regain that momentum. Nonetheless, efforts to accomplish that should be undertaken.

The assessment team suggests:

- (1) The Advisory Board should be more than advisory.
- (2) It needs to establish its own community credibility as a legitimate agent capable of acting on the exist-

ing conditions it wishes to address.

- (3) Its autonomy has to be guaranteed at the same time it is intertwined with the other elements of the social ecology within which it functions.
- (4) Interaction between these elements must be insured via mechanisms for high quality and frequent communication.

F. PURCHASE OF SERVICE

The EYSB, via CR-SDC has a series of Purchase of Service agreements with several vendors from whom they buy services for their clients. Included among these are:

<u>VENDOR</u>	<u>CONTRACT MAXIMUM</u>
<u>PRIDE, Inc.</u>	\$9,792.00
TYPE OF SERVICE =	They were to provide "Educational services for youth to prepare for the General Equivalency Diploma (GED) examination.
<u>PRIDE, Inc.</u>	\$1,323.92
TYPE OF SERVICE =	Plus a recreational agreement - "to divert Eastside Youth Service Bureau referred clients from the Juvenile Justice System by involving them in structured recreational activities."
<u>WISCONSIN FAMILY COUNSELING SERVICES, Inc.</u>	\$11,340.00
TYPE OF SERVICE =	They were to give "short term individual counseling on a one to one basis," and "Family counseling, crisis intervention, short or long term counseling for youth and appropriate family members to resolve those family problems which adversely affect youth."
<u>FAMILY SERVICE OF MILWAUKEE</u>	\$8,400.00
TYPE OF SERVICE =	They were to provide "Individual and/or family counseling; crisis intervention; as appropriate to resolve those individual and/or family problems which adversely affect youth."
<u>THE COUNSELING CENTER OF MILWAUKEE, Inc.</u>	\$19,334.80
TYPE OF SERVICE =	They were to provide several varieties of services: "Temporary shelter care including

provision of basic material needs (housing, food, clothing, necessary transportation) and counseling." "Individual and/or family counseling; crisis intervention; as appropriate to resolve those individual and/or family problems which adversely affect youth."

"Guided group interaction to facilitate communication skills, self awareness, improve self image and working through of individual problems and group interactional problems."

COMMUNITY INDEPENDENT LEARNING PROGRAM \$9,200.00

TYPE OF SERVICE = "Alternative educational services toward a diploma for youth from an institution accredited by the North Central Accreditation Association."

The assessment team has some serious questions relating to the efficacy of the POS program as operated by the Milwaukee County YSB System. Aside from the design, bidding, selections, contracting, organization, and monitoring problems, we feel a crucial question has to do with effectiveness. Has there been any attempt to assess the results of these expenditures - from either a cost/benefit or a resultant outcome perspective? Perhaps the most relevant question is - Did the results (if they can be ascertained) have any noticeable or demonstrable effect on the conditions which caused the program to be established? We have seen no statements, evidence, or proof which relate to this question. We have seen expenditures, and activities. We have not seen validated results.

III. THE NORTHSIDE YOUTH SERVICE BUREAU

A. HISTORICAL DEVELOPMENT

The developmental history of the Northside Youth Service Bureau (hereinafter referred to as the NYSB) was essentially the same as the four other Bureaus in the Milwaukee County System. This is especially true in view of CR-SDC's charge to coordinate and unify the pre-program planning on a County wide basis. As was true of the other area planning groups, citizens and agency representatives alike came together to examine youth problems in their area. From this beginning, a process of setting action priorities and developing program thrusts took shape. The needs assessment was documented and forwarded to CR-SDC which incorporated the NYSB information in its system wide plan and grant application.

Again, like the other YSB areas in Milwaukee County, the degree of area involvement and input was highest during these pre-program stages. It appears to have decreased steadily since that time. The general feeling throughout the NYSB area is that the amount of local control of the NYSB has continued to diminish to the present which finds it at its lowest level.

B. PROGRAMS AND PROCEDURES

The NYSB has implemented the required program thrust of the Milwaukee County YSB System. They essentially accept case referrals, conduct "diagnostic" counseling sessions, make case referrals to other (usually POS) community agencies, and "monitor" the services provided by those other agencies. Although this case by case approach is of questionable efficiency, the NYSB staff seem to have accepted it as a reality they are in no position to drastically

alter.

The issue of "direct vs. indirect" services to be provided by the NYSB staff was raised repeatedly. It has caused much confusion and has led to, if not created, several problems which are still unsolved. The CR-SDC mandate against the provision of "direct services" is not clearly understood either in terms of the motivation for such a mandate nor its practical meaning. This reality was pointed up when the staff endeavored to express and amplify upon their interpretation of which activities are "direct" and which are "indirect." There was a wide range of responses which were ascribed to both categories. The assessment team feels the whole matter of prescribed and proscribed services should be carefully reviewed. The limits on staff activity have most certainly limited staff creativity as well.

The assessment team interviewed a number of the youth clients of the NYSB as well as some parents of these clients. All clients were interviewed individually and all spoke highly of the NYSB and its staff. These interviews tended to support the assessment team's impression that the NYSB is engaged in the provision of "direct" counseling services. Some of the clients have maintained personal relationships with the NYSB staff since their referral many months ago.

A "typical case" of the NYSB would be a youth who was referred to the YSB by the Milwaukee County Children's Court Center's Intake Diversion Project. An intake interview would be held, and perhaps one or two more interviews as well. Whenever possible the youth's parents would be involved in these. The NYSB workers are encouraged

to see each client in his/her home at least once. After a case "work up" has been accomplished, the client would be referred - most typically - to one of the Purchase of service vendors under contract to CR-SDC. The NYSB worker would then conduct a follow-up review to ascertain whether or not the client is availing him/herself of these services. These follow-ups are supposed to be made at intervals of one, three, and six months.

An exhibit displaying this referral process might look something like this:

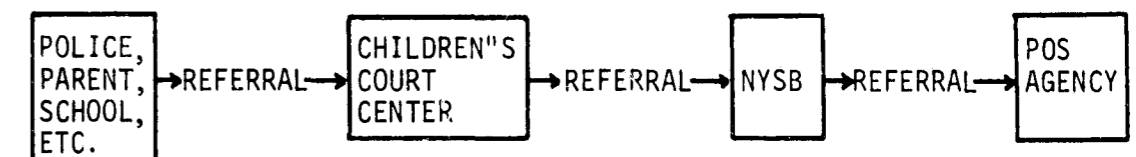


FIGURE 3

The assessment team would urge the NYSB to emphasize intervention in the community prior to the referral to the Children's Court Center. As things stand now, a child has to go through three separate layers of referrals before receiving any service.

An interesting additive to the typical services offered by the NYSB is an on-call capability which they have instituted. The Coordinator has an "intercept" on the NYSB telephone number during the hours the office is not open. Those calls made to the NSYB number are routed to her home phone. This allows her to do some crisis intervention work herself or call one of the Outreach Counselors and ask them to respond to the stated needs. Once again, the NYSB is to be lauded for its obvious concern for service delivery to its clients.

A statistical report compiled by CR-SDC showed that the NYSB processed 33% of all the intakes into the Milwaukee County YSB System during 1975. This amounts to 559 intakes by the NYSB. The major referral source for the NYSB was the Milwaukee County Children's Court Center. Most of the referrals from the Court Center were status offenders. The coercive aspect of these referrals from the Court Center were status offenders. The coercive aspect of these referrals is somewhat suspect. There is some feeling that those youth are overtly or covertly intimidated into contacting the NYSB. If that is so, the voluntary nature of the YSB is comprised. Assuming the NYSB is to maintain some of its emphasis on client centered, remedial efforts, a review of the referral process seems to be in order. The objective should be a referral process that allows the prospective clients voluntary access to the YSB and its services.

(In the context of statistics, the NYSB keeps their own case counts. They also keep records of the statistics they forward to CR-SDC. Their statistics and those of CR-SDC do not correspond. Their records show that they have handled many more intakes than do the records of CR-SDC. The assessment team feels that such unresolved disagreements will do harm to internal organizational harmony and we therefore suggest that this matter of statistical record keeping and case enumeration be fully examined and that a mutually agreeable resolution to the current disparate situation be found.

One of the newer and promising areas of program development undertaken by the NYSB has to do with a project developed in cooperation with Planned Parenthood. Recognizing the large and growing number of teen-age parents in the NYSB area, the Coordinator initiated conversations with Planned Parenthood about the prospects of starting

an information clinic aimed at this population. Once the preliminary design work had begun, the NYSB Coordinator presented her proposal to CR-SDC to secure its approval. It took several months to get CR-SDC approval for the project.

The arrangement is for NYSB to provide the space for the Planned Parenthood Teen Clinic. (They intend to use a portion of the second story of their office building.) The program itself will provide for physical examinations for teens; sex education including literature will be provided; and a peer group counseling course is being developed. The program will operate from mid-afternoon till mid-evening one day a week and will attempt to focus on youth from the immediate area. There are no POS funds involved. Planned Parenthood is volunteering time and materials and the NYSB is providing the space.

The assessment team feels this effort is a good example of how limited resources can be applied to a potentially large audience in an effective "preventive" modality and at an absolute minimum of cost. The NYSB is to be complimented for initiating this program and encouraged to continue to develop program components in the same manner in the future.

There is a feeling that the NYSB staff would welcome an opportunity to become more involved in these types of activities; however, there appears to be some CR-SDC organizational restraints against such involvement. It has been said that "one major policy shift may be worth more than 100 expanded agencies." To the extent that that is true, perhaps the aforementioned organizational restraints should be re-examined.

C. STAFF AND OFFICE

The Northside YSB has a staff complement of six full time employees; a Coordinator, four Outreach Counselors, and a Secretary/Receptionist. (One of the Counselor positions is a CETA placement.) According to the YSB System Director, the historical staffing pattern of the NYSB shows that during the nineteen months since the program started, only two positions have remained filled by the same persons. (The Secretary and one of the Counselors have been in their positions essentially since the YSB started.)

The staff has been together a very short period of time. Staff vacancies have taken a long time to fill. For example, the current Coordinator was promoted to that position in September, 1975. The Counselor position she vacated to accept the promotion was left unfilled for six months.

When the assessment team conducted the individual and group staff interviews, three of the six NYSB employees (all Outreach Counselors) had been on the job one month or less. The Coordinator has held her position for the past six months.

One person on the NYSB staff has a college degree, although all professional staff have had some post secondary education. The Counselors are quite young with a median age of 25 years.

The NYSB staff have all had experience in various aspects of youth work. They have worked with Boys Club, various diversion programs, community civil rights groups, inner-city cultural enrichment programs, youth opportunity projects, Upward Bound educational program, etc. Their commitment to working on youth problems is very high.

During the process of conducting the NYSB staff interviews the assessment team probed the level and degree of understanding of the YSB, its function and its place in the community. Although all staff had somewhat differing perspectives, because of their "newness" to the YSB, the recently employed Counselors did not appear to have a sound grasp of the conceptual foundation of a community based delinquency prevention project. The assessment team sees this as a training area which should receive early attention. We would suggest that an in service training program be undertaken as soon as is practicable.

The staff of the NYSB was hired for, among other reasons, their skills and abilities related to individual client centered activities. Their collective experiences attest both to their interests and abilities which lie in this arena. Given the design and functions of the YSB System in Milwaukee County, such hiring decisions were appropriate. However, if the NYSB intends to expand its service offerings and move into the areas of resource and community development and initiate activities to act as convenor, enabler and catalyst, skills other than those presently required will be needed. The assessment team feels a training program geared at concept building and understanding, technique teaching and skill development should be introduced into the NYSB.

Although most of the staff is quite new, the assessment team observed some individual capacities for moving from a total commitment to client centered, remedial activities toward an approach which combines those activities with others which would begin to focus on "causes" via social institutions. Certainly with the very limited resources which the NYSB possesses and the practically limitless demand which could be placed upon those resources, some new planning and

delivery approaches should be investigated. The trade-offs involved in instituting new or additional program thrusts need to be carefully reviewed and analyzed in terms of the YSB goals. Nonetheless, the team feels the NYSB staff could develop and implement some new program endeavors which would result in their being able to stretch their limited resources further in the pursuit of their Bureau objectives.

The NYSB holds routine weekly staff meetings. They provide a regular, scheduled opportunity for all staff members to get together and exchange ideas and work on improving intra-office communication. The agendas for these meetings are wide ranging and usually constructed by the Coordinator with input from other staff. The assessment team encourages the continuation of these meeting and would suggest these get-togethers might provide an opportunity to bring in persons from collaborating agencies for purposes of information exchange and staff development.

The NYSB Coordinator has the respect and confidence of her staff. They clearly look to her for leadership and direction. She and the counselor who has been on staff for a year and a half fill consultant/adviser roles for the three new counselors. It is a situation in which all parties seem comfortable and which can serve to accelerate and enhance the in-service orientation of the new workers. The Coordinator's management style is quite democratic and she encourages staff input and participation in management decisions. Intra-office information flow appears good.

The NYSB staff works on a staggered work day. They are therefore available in the evening hours when some clients' working parents are also available. They are to be applauded for building concern

for their clients into their work plan.

The staff seems quite compatible and interpersonal friendships are obvious. The assessment team feels the NYSB staff will develop into a harmonious working unit.

If natural attrition were to result in a staff vacancy, the assessment team would suggest that serious consideration be given to the employment of an individual with demonstrated community organization and development skills and background.

Another avenue worthy of pursuit is the use of student interns from the University of Wisconsin - Milwaukee who would be placed in the NYSB. The assessment team urges the NYSB to vigorously pursue this possibility.

The NYSB was started with the first staff hirings which took place in August of 1974. However, they were without office space until January, 1975. During those intervening months the existing staff worked out of the Coordinator's home.

They now occupy offices at 928 W. Burleigh near the geographic center of Milwaukee's Black community. The staff is entirely Black and clearly reflects the community within which it operates. (Eighty-one percent of all Black clients taken into the Milwaukee YSB System during 1975 were taken by the NYSB.)

The offices themselves consist of a large room which is partitioned into four separate Counselors' offices, a Secretarial/Receptionist area and a small waiting area. The Coordinator has a private office room. The YSB office is a store front located on a bus line on a heavily travelled street. The YSB also uses the second floor of their building. It is a converted apartment consisting of several rooms, the largest of which is used as a staff and meeting room. The office

space seems adequate to the needs of the NYSB. However, as is true of some other Milwaukee YSBs, the office partitions are quite low and detract from any feeling of privacy. This may work against developing confidential or personal conversations with the clients. However, the NYSB staff did not seem to mind the situation and apparently did not feel that the concern over sensitive conversations is a problem.

The assessment team was informed that the NYSB budget has no provision for the purchase of office maintenance/janitorial services. If that is so, it is clear the situation needs to be adjusted to provide for office maintenance by and for each YSB.

D. RELATIONS WITH COMMUNITY

The assessment team talked with representatives of the social service and educational community within which the NYSB operates. Those persons with whom we spoke expressed their satisfaction with the NYSB - especially the staff. This was true of POS vendors as well as non-purchase agencies and representatives of the central office of Milwaukee Public Schools.

However, it should also be mentioned that the level of understanding of the concept of Youth Service Bureaus as well as the practice of the NYSB was remarkably low. Those who tended to have the highest opinion of the NYSB were also those who seemed best informed. Perceptions of the NYSB ranged from an agency that worked with truant children to an agency which can expend POS dollars in the community.

The agency personnel interviewed felt the strongest assets of the NYSB were staff availability and commitment. They felt the

youth in the area served by the NYSB were becoming more aware of its presence and predicted an increasing number of walk-in clients in the future. They did not feel that the NYSB should undertake a program to heighten its visibility in the community. They agreed the inherent danger in this is the increase in demand for services without a corresponding increase in supply of those services.

The only suggestions this group of interviewees could offer as to how the NYSB might improve their services were (1) to increase and stabilize their staff, and (2) to secure more program and policy control within the area served by NYSB.

The assessment team observed a very wide spectrum of views of what "a YSB" and "the NYSB" is.

We would suggest that the NYSB undertake an agency education or awareness project which would inform, with clarity and in detail, those area agencies with whom the NYSB deals, of the purpose, scope, function, etc. of the NYSB.

E. ADVISORY BOARD

The Northside YSB Advisory Board is designed to have 21 members, providing for equal representation for persons from the community, persons from social agencies, and youth. Currently there are 16 members, all of whom are elected for two year terms. The Board meets the first Monday of every month. There are a prescriptive set of By-Laws drawn up by CR-SDC which are to be used by all YSB Advisory Boards.

The monthly meetings are fairly well attended. The NYSB Coordinator prepares packets of information relating to the meeting which are distributed to the Board members prior to the meeting.

(The assessment team observed that those information packets were of notable high quality.)

At the time of the assessment team's site visit, it was fortunate enough to be able to attend an informal meeting of the NYSB Advisory Board. (It is the teams understanding that the Board is trying to change the Bureau's name to the Adam Clayton Powell, Jr. Youth Service Bureau.)

The developmental history of this Board is very much like that of other Advisory Boards of the Milwaukee County YSB System. The community planning process, needs assessment, etc. was also like that undergone in the other YSB areas of the County.

The NYSB Board, again like the other Boards of the YSB System, laments the fact that their role in the development of their YSB has been diminishing in direct proportion to the amount of control exhibited by CR-SDC. They feel they should have some direct control over their program's future. The taking of control by CR-SDC caused the departure from the Advisory Board of several persons who became discouraged over the lessening of community control of their YSB.

F. PURCHASE OF SERVICE

The NYSB, like the other YSBs in the Milwaukee County YSB System, have, through CR-SDC, entered into POS (Purchase of Service) agreements with several social service vendors in their area. Among these are:

<u>VENDOR</u>	<u>CONTRACT MAXIMUM</u>
TRANS-CENTER FOR YOUTH, Inc.	\$4,400.00
TYPE OF SERVICE = "Full time alternative educational services toward an accredited diploma. To provide for the cultural and educational enrichment of individuals in	

society to the extent that their capabilities permit, lifting levels of aspiration and achievement. Development of higher standards of literacy and educational qualifications within all segments of the community and reducing and preventing school truants and drop-outs."

FAMILY OUTREACH SOCIAL SERVICES \$11,000.00

TYPES OF SERVICE = "Counseling to provide family, group or individual counseling as appropriate to the needs of the clients on a short term basis not to exceed three months."

INTERESTED VETERANS OF THE CENTRAL CITY, A CHAPTER OF NATIONAL ASSOCIATION OF BLACK VETERANS, INC. (Project W.H.E.R.E.) \$11,000.00

TYPE OF SERVICE = "Counseling to provide family, group or individual counseling as appropriate to the needs of the clients on a short term basis not to exceed three months." "Long term informal individual counseling to be provided through 'rap centers'."

COMMANDOS PROJECT I \$50,000.00

TYPE OF SERVICE = "Alternative accredited education to equip students with skills required to develop academic competency toward diploma or H.S. equivalency. Additionally, assurance that the institution has an adequate counseling department that provides personal vocational and academic counseling to give the young people direction in choosing careers, course selection and personal development without additional fees.

To provide family, group, or individual counseling as appropriate to the needs of the clients on a short term basis not to exceed three months.

CAREER YOUTH DEVELOPMENT, Inc. \$20,000.00

TYPE OF SERVICE = Sex education workshops and counseling.

Historically, there has been some disagreement emanating from the POS allotments to the area YSBs. The NYSB through its Advisory Board has taken the position that they are serving the largest number of clients in the YSB System and they are functioning in the highest crime and delinquency area of the County. They maintain that these reasons warrant a correspondingly higher percentage of available POS dollars for the NYSB.

The Purchase of Service model being used by CR-SDC is reportedly one of the U.S. Department of Justice developed for equipment procurement. Its application to the acquisition of human services has not been without problems. To monitor such a contractual model for compliance with equipment purchases is quite simple. To attempt to apply the same compliance monitoring techniques to the purchase of human services is unreasonable and perhaps not possible.

As mentioned in other sections of this report, the question regarding POS relates to the results or effectiveness. Nowhere have we seen any evidence of the results of the services provided under the POS contracts. The dearth of data which addresses the effectiveness of these efforts results in decisions relating to these programs becoming dependent upon factors other than efficacy. We must therefore question the continuation of P.O.S.

IV. THE SOUTHWEST YOUTH SERVICE BUREAU

A. OVERVIEW

The Southwest YSB was formally established in August of 1974 as part of the county-wide Youth Service Bureau System implemented under the auspices of the Community Relations - Social Development Commission (CR-SDC) of Milwaukee County.

The geographic area served by the SWYSB includes southwestern portions of the City of Milwaukee (west of S. 35th St. and South of W. Howard Avenue) and the ten (10) southern suburbs of Milwaukee, including: (1) Cudahy; (2) Franklin; (3) Greendale; (4) Greenfield; (5) Hales Corners; (6) Oak Creek; (7) St. Francis; (8) South Milwaukee; (9) West Allis; and (10) West Milwaukee.

This geographic area is nearly one-half of Milwaukee County, with a population of approximately 300,000.

The SWYSB office is located at 4404 South 68th Street in Greenfield, Wisconsin. This location is reasonably central to the 110 square mile area served by the Bureau.

Due to the large geographic area served by the SWYSB, two part-time outstations have been established. One outstation office is operated at the Warnimont Park Youth Center in Cudahy from 2:00 P.M. to 8:00 P.M. on Tuesdays in cooperation with the Milwaukee County Department of Recreation. The other outstation is operated at the West Allis Health Center on Monday evenings.

In serving this vast area the SWYSB has established on-going working relationships with all 10 suburban police departments and the 9 suburban school districts serving the area.

During calendar year 1975 the SWYSB served 244 clients. It is estimated that by June 30, 1976 approximately 500 youths will have been served by the SWYSB since it began.

Current rates by referral source are 39.6% by local law enforcement authorities, 31.8% by area schools, 9.8% by Children's Court Center, 9.8% by parents, 9.0% by miscellaneous sources. Of the clients referred 32.1% are female and 67.9% are male. The ethnic breakdown is 95.9% Anglo, 3.3% Mexican American and .8% Native American.

B. PROGRAMS AND PROCEDURES

The south suburban communities of Milwaukee County are generally lacking in services and opportunities for young people. Because of this lack of resources, very little service brokerage and coordination is accomplished by the SWYSB.

However, the SWYSB has negotiated referral agreements with the following service agencies: (1) Crossroads Academy, Inc.; (2) De Paul Rehabilitation Hospital, Inc.; (3) East-West Counseling Services, Inc.; (4) Family Centered Services, Inc.; (5) Family Social & Psychological Services, Inc.; (6) Family Therapy Associates, Inc.; (7) Inter-Action Family and Individual Counseling, Inc.; (8) Marriage & Family Counseling Associates, Inc.; (9) Southeastern Medical and Social Services, Inc. and (10) Wisconsin Family Counseling Services, Inc.

According to the SWYSB Coordinator these agencies have agreed to accept third party reimbursement referrals from the Bureau. He further indicated, however, that "utilization of the above agencies has been low due to the relatively low number of persons in the area

who are eligible for federal dollars under Title 19 of the Social Security Act, have appropriate insurance coverage or who are capable or willing to pay service fees." According to Bureau staff, many clients have too much income to be eligible for Title 19, but not enough to pay for services.

Many clients receive direct remedial services from the SWYSB staff. According to the staff and Advisory Board members interviewed, it has been both necessary and appropriate for the Bureau to provide direct services to clients because of the lack of agencies in the area to provide needed services.

The SWYSB is attempting to use purchase of service funds to facilitate the development of services in the area which will remain after the federal funding is no longer available. This has been difficult because of the inability to attract existing youth serving agencies which exist in other areas of the County into the Southwest on more than a temporary basis.

Because of this approach, and the CR-SDC restriction against contracting for purchase of service with profit making agencies, the SWYSB has developed and manages only one purchase of service contract. This contract is with Family Services of Milwaukee.

Most SWYSB clients are now referred to Family Services of Milwaukee. This agency has expanded its operation into the Southwest area as a result of the SWYSB purchase of service contract with them. Under this agreement, Family Services of Milwaukee provides a wide range of services, including individual counseling, vocational counseling, parent group training and psychological evaluation. While these services are identified as those most frequently needed and provided, other counseling services are also available.

Most of the effort by Family Services to date has been in the mechanics of obtaining office space and in preparing to provide the agreed upon services. While on site, the assessment team was advised that the preparations were complete and that Family Services is now fully staffed and ready to provide the level of service anticipated by the POS contract. Although the level of service provided to date has been far below the level anticipated, the SWYSB staff have been well pleased with the quality of services which has been provided.

During the start-up of services under the POS contract the SWYSB staff and Family Services staff met weekly to resolve problems and to develop on-going working relationships to facilitate referral and feedback procedures. Now that this resource has been established and is operating reasonably well there is more dependence on written referral and feedback material, and the joint staff meetings have been reduced to a bi-weekly schedule.

Other program development efforts to date have included the development of a Drug-Training Program for teachers in cooperation with the Milwaukee County Council on Drug Abuse. Because of drug-related problems affecting youth in the Oak Creek area, the Principal of the Oak Creek High School and the Juvenile Officer of the Oak Creek Police Department approached the SWYSB early in the fall of 1975 to request assistance in developing an in-service drug training program for various professionals in the Oak Creek Community. This program development effort has had the support of the Mayor, the Police Chief and the Superintendent of Schools in Oak Creek. The program which was developed has been successfully implemented with high school teachers. The teachers participating in the training are given in-service credits through the school system. Other area schools

have expressed an interest in this program and the SWYSB plans to continue this effort as needed and practical.

The SWYSB also assisted the St. Francis Police Department in the preparation of a successful grant application to establish a Youth Aid Bureau with a full-time juvenile officer. This program is now in operation and has the full encouragement and public support of the Chief of Police in St. Francis.

Also the SWYSB occasionally calls the Juvenile Officers together to talk about problems and mutual concerns.

The Coordinator and one Outreach Worker are active members of the Milwaukee County Juvenile Officers Association. Much effort has gone into the development of effective liaison and positive working relationships with the suburban police departments in the SWYSB area. This effort is reflected in the referrals to the SWYSB by the various police departments.

"The Bureau has also assisted in the development of the Youth Resource Development Corporation, which has achieved corporate status as a non-profit corporation. Persons involved in the organization are interested in developing or facilitating the development of youth services, shelter care and are recognizing needs and looking for effective means to meet them. Even more significantly, there is an interest to work with adjoining communities in program development to meet common needs."

This section was excerpted from a recent informational memo circulated by the SWYSB in an effort to assist people in understanding what the YSB is doing.

The SWYSB staff and Advisory Board members interviewed all stressed the need for more services and opportunities for young people.

However, they are understandably reluctant to generate short-term programs that have no lasting impact. There is a clear recognition by SWYSB staff as to the difference between "activity" and long-term development which will have lasting effect.

Specific Suggestions:

(1) That a systematic case record keeping system which meets the internal needs of SWYSB be developed and installed as soon as possible, and that this system be followed by all SWYSB staff; (2) that a systematic program of team review of cases be implemented; and (3) that an area wide approach to public information and education about the SWYSB be undertaken.

All of the school administrators and social workers as well as the representatives of the several law enforcement agencies the assessment team interviewed were unanimous in their praise for the SWYSB personnel and services. The attributes and procedures they found most commendable were staff availability and enthusiasm, quality services and follow-up and information feedback to the referral source.

Some quotes from school and police administrators are illustrative of the level of their satisfaction with SWYSB:

"As far as I'm concerned, the YSB is doing a lot of good."

"Without the YSB we would have no place to get these services because the bureaucracy won't or can't help."

"After all these years of study we know what works - the YSB works."

"We are pleased with this program. We can use it and get results."

"We have been pleased with the YSB and would like to see it continue."

This group of interviewees had several suggestions as to how the SWYSB could improve its overall services:

1. Expansion of staff - to allow them to do more direct service client counseling; even to the point of long term counseling.
2. Higher staff salaries - to retain the quality of workers they have obtained and reduce staff turnover.
3. Local (community) autonomy and program control.

The level of agency support is very high and should be capitalized upon when planning discussions focus on future local funding possibilities. This group of agencies would make excellent spokespersons for the SWYSB and their assistance should be enlisted when the SWYSB embarks upon a public education campaign.

F. PURCHASE OF SERVICE

We have already spoken to the POS contract with Family Services of Milwaukee. However some additional comment may be warranted.

The SWYSB put all of their POS funds into one contract, with Family Services of Milwaukee, because of the desire to develop a service that would be around after the federal funds. Although the working relationship between the SWYSB and FSM is good, there is a problem with the contract and the way it has been managed.

The original contract was for \$50,000 but was not entirely clear that CR-SDC expected face-to-face contact with clients on a per hour basis. FSM has (until 12/31/75) received monthly payments toward the \$50,000 but did not see many clients because of the time necessary to secure and renovate office space and to recruit and transfer staff to the Southwest. Now that they are set up and operational, CR-SDC-YSB is requiring that FSM make up the deferred

hours of service for which they have already been paid (in excess of 1,200 hours) before any further payment is made. On a "per hour cost" FSM has received just under \$100 per hour according to available cost analysis records.

FMS, on the other hand, has seen the early payments as enabling them to get established and able to serve the area. Although they have agreed to make up the deferred hours of service and to respond more quickly to referrals, they want to keep the POS payments constant so they can meet their on-going financial obligations. However, it is apparent that there is no way they can either receive or service the number of referrals required to justify this amount of payment within the present contract period.

Because the funds are not being used, the SWYSB Coordinator recommended, and CR-SDC concurred that the dollar value of the contract be reduced to \$40,000 and that would free up \$10,000 to use elsewhere.

During the site-visit to Milwaukee by the assessment team, CR-SDC-YSB was notified that FSM was filing suit against them to seek a legal resolution to this situation.

Also, the SWYSB would like to contract with some profit making agencies to provide services in the area - but have been denied because of the OEO regulations which are applied to the POS. They understandably feel that the fact that other Bureaus were permitted to contract with profit making agencies (when those same guidelines were in effect - but not yet applied to the YSB) and those contracts were/are permitted to continue is an unjustifiable double standard.

The SWYSB would like to contract with profit making agencies in the area because of the lack of traditional agencies and services

in the Southwest.

C. STAFF AND OFFICE

The SWYSB experienced several personnel problems in getting started: (1) the 1st Chairman of the SWYSB Board wanted to be the Coordinator - but was hired as an Outreach Worker; (2) the initial Coordinator quit after two months; (3) the present Coordinator was hired in 11/74 and had to dismiss an Outreach Worker soon after he began; (4) the dismissed worker sued Cr-SDC-YSB (and received an out-of-court settlement.) This has been a point of contention by SWYSB staff who feel that CR-SDC gave in on this and should have fought it.

The SWYSB staff are enthusiastic, work well together, respect each other and are proud of the SWYSB and their work and are pleased when others recognize their effort. The assessment team was impressed with the obvious enthusiasm about their work. The assessment team was also impressed with the frankness that prevailed throughout its discussions during the two days it spent at the SWYSB.

To a large degree, the moral and enthusiasm can be attributed to the Coordinator's leadership and management style, which is direct, but open.

The staff would welcome training to help them do a better job. They have handled some difficult cases and aren't certain where to turn for assistance when particularly difficult problems arise. Generally they look to the Coordinator. Also, they informally turn to each other. Because of the difficulty of some cases and the lack of service resources in the area, the staff are tempted to get more into direct services but feel inadequate to do it. Also, they are

very much aware that they aren't supposed to build up long-term direct service caseloads.

The assessment team observed that all of the staff are better equipped to be generalists than specialists. If they could receive some training in team management, and some technical assistance in resource development and advocacy techniques, they could do a lot more.

The staff are clearly open to suggestion and are interested in learning how they can do a better job in serving the Southwest area.

The "community school concept" would offer an approach to systems modification and resource development - but they were generally uninformed about it.

The SWYSB staff have been doing a good job at what they do, but their approach has been primarily reactive. It is partially due to lack of experience (not lack of ability) and the requirements and/or restrictions imposed on them by CR-SDC-YSB.

Also, some training and operational technical assistance in the planning and implementation of "youth involvement and advocacy" would be useful. With the possible exception of the 3 young people serving on the Southwest Advisory Board - there isn't any youth involvement of substance taking place at all.

In summary, the assessment team was impressed with all of the SWYSB staff. They represent a valuable resource which is at present not being developed and utilized to the fullest extent possible by the YSB System.

E. ADVISORY BOARD

The SWYSB Advisory Board members interviewed saw no value in

being part of a "system" and in particular did not see any benefit to being attached to CR-SDC.

The SWYSB Advisory Board has 13 members: 3 youth, 5 agency and 5 community representatives. The youth representation and participation is nominal. The most vocal and active members are the agency representatives.

The Board would like to regain its autonomy and operate free of CR-SDC policy and controls. Initially the Board was involved in hiring staff and in planning and development - before CR-SDC took over those functions.

The Board meets monthly. Attendance is not very good, but those who do not attend are active and involved.

The SWYSB coordinator says of the "quality" of the involvement, "Now I have a very good functional Board. In fact, I would say it's one of the best Boards I have ever worked with."

The Advisory Board Chairperson is very involved with the SWYSB. She was formerly a Social Worker for the Franklin Police Department. She has become much more involved with the SWYSB since she is no longer employed.

Two suggestions seem appropriate regarding the SWYSB Advisory Board:

1. That a systematic effort be undertaken to recruit and develop lay leadership in the communities where the YSB works.
2. That a real effort be made to facilitate youth involvement in the SWYSB Board and community program.

V. THE NORTHWEST YOUTH SERVICE BUREAU

A. HISTORICAL DEVELOPMENT

The Northwest Youth Service Bureau (NWYSB) serves a large area with a total population of 275,600, according to the 1970 census. Of this population, about 2,700 are Spanish sur-named, and about 9,000 are Black. The area, therefore, is predominately White.

The activity leading to the establishment of NWYSB was, in many respects, similar to the other four YSB areas in that they proceeded under the same guidelines. It would appear that a strong and active group of people formed to do the planning. Many of these same persons remain active, either as Advisory Board members, staff or purchase of service agencies, or interested persons.

The planning process got underway in mid-1973, and culminated in the hiring of the Coordinator in August, 1974. During the year of planning several developments occurred which are important for the present operation of the NWYSB.

As seems to be the case in each area, the planning group, led mostly by human service professionals, became deeply involved in carrying out the tasks of the planning phase. A review of the minutes of meetings during this period indicates this was done with a presumption that the area groups would exercise relative autonomy. The group appears to have taken its work quite seriously.

The original proposal presented by this group included the following descriptive statement of a Youth Service Bureau:

Youth Service Bureaus are non-coercive, independent public agencies which: (1) mobilize community resources to solve the problems of youth by (2) strengthening

existing resources and developing new ones, and by (3) promoting positive programs to remedy delinquency breeding conditions. Youth Service Bureaus operate, by definition, on two levels. In terms of the individual, the bureau acts as a referral agent for youth in need of services and as an advocate for youth to insure that needed services are received. At the same time, the bureau acts as a catalyst, generating new programs and developing new resources. Youth Service Bureaus exist, in short, for purposes of delinquency diversion, resource development and systems modification. Variations in the design and manner in which bureaus function result from the varying needs of the communities for which they have been developed.

Some difficulty developed in July, 1974 related to the selection of the Coordinator. Three candidates were picked from among the applicants and submitted to CR-SDC according to procedure. Following a complaint from one of the candidates, the Northwest group was instructed to begin the recruitment process over again. This action was reacted to quite negatively by the planning group, and the Chairperson of the Personnel Committee resigned in protest. Very shortly after this, the Coordinator was hired and the program was initiated.

Everyone with whom the assessment team talked who had been involved in the formation of the program had very strong feelings about the way the relationship with CR-SDC has developed. After the initial enthusiasm, when it became increasingly apparent from July, 1974 until the early months of 1975 that CR-SDC was to exercise almost complete control of the area programs, there began to develop an atmosphere of frustration and disillusionment. This was the prevailing situation at the time of the site visit.

B. PROGRAM AND PROCEDURES

The basic program of NWYSB is somewhat circumscribed. This is due in large measure to the uncertainty which exists between the area programs and CR-SDC around the types of program thrusts that are permissible. As the assessment team talked with the NWYSB staff it became apparent that the exact meaning of "direct services" was unclear, as were the boundaries of what is permissible within that term.

The NWYSB staff is quite conscientious about meeting the various expectations held for the program, and a result is that program development has been rather modest. At one time NWYSB was involved in a job development and employment program for youth. Several persons interviewed outside the staff indicated this had been a useful program even though jobs were difficult to find, and it is regrettable that this service is no longer available.

Most of the activities of the staff, from a program standpoint, are focused upon the acceptance and making of referrals. A descriptive statement of services offered by the NWYSB is as follows:

1. Short term individual and family counseling (including crisis intervention, drug abuse and sex education counseling.)
2. Information on community services available to youth and referrals to those services.
3. Follow-up to insure that young people get the services they need.
4. Job information and placement for young people.

As the assessment team probed with the staff about the latitude they had for program development, it became clear that there is a high frustration level at the present time. The staff would like

to explore new program areas and develop ways to broaden the impact of their activities.

It was apparent, too, that the staff is eager for stimulation about strategies and approaches that can make inroads into some of the areas where they have had little success. The schools are the primary area of concern.

One activity of which a number of people are aware is the organizational work the NWYSB Coordinator has been doing in forming a group of agency representatives in the area. This is seen as a much needed development, and the general feeling was that the Coordinator has done an effective job in this regard. The primary purpose is to improve communication in the area between youth serving agencies.

In regard to the remedial services offered by NWYSB, the following figures describe the activities which took place from May, 1975 through January, 1976. They refer to clients "seen" by NWYSB staff.

The total number of clients seen in this nine month period was 481. The low month of August, 1975 had a total of 14 clients; the high month of October had 73. The average number per month was 35.5. As this count was made from Intake Forms, this probably is a count of new referrals. This included 280 males and 201 females. Most of these clients were 14-16 years of age. There were 335 White, 107 Black, 11 Native American, 10 Mexican, 9 Puerto Rican and 7 other youth seen.

Referrals came mostly from self, schools, probation officers, friends, and parents. Due to the policies of the Milwaukee Police Department, no referrals come from that source. The Wauwatosa Police Department made 9 referrals during this period.

The two most prominent reasons for referral were "Truancy/School" and "Seeking Employment."

The assessment team is of the opinion that the NWYSB staff wants and can benefit greatly from some program enrichment in the form of training to expand their skills and program development assistance to diversify their range of activities. Their outlook at this point is that of rather traditional remedial services, and that within narrow limits caused by other perceived restrictions on the number of times they have sanction to see clients.

Some of the persons interviewed were of the opinion that the staff does a good job with what they do, but they questioned and did not really understand the value of the YSB serving as another "layer" in the referral system before people get to a source of assistance. The feeling was that the YSB staff could probably do more themselves to help young people and their families.

C. STAFF AND OFFICE

The office of the NWYSB is located at 4707 West Lisbon Avenue, which is in the southeast corner of the large area served by the project. In October, 1975 NWYSB staff began working on a part-time basis in two outstation locations in the Northwest Health Center and the Silver Spring Neighborhood Center.

The staff consists of a Coordinator, two Outreach Counselors and a Secretary/Receptionist. Except for a recent change in Secretaries, the staff has remained rather constant since the project's initiation.

The assessment team was impressed with the attitudes of the staff and their apparent commitment to the purposes of the YSB.

As has been indicated, however, there is a mounting frustration within the group which suggests that their talents are not being utilized to their fullest, nor is their creative potential allowed to express itself.

The Coordinator received a Masters Degree in Social Welfare in May, 1974. Previous experience was as a Peace Corps Volunteer in Niageria, a teacher of mathematics in the Milwaukee Public School System, and a child Care Supervisor in the Detention program at the Children's Court Center. It is apparent that he is respected by other professionals in the area served by the NWYSB.

One of the Outreach Counselors had previous work experience in a youth program in the City of Chicago and as a counselor in a neighborhood service center carrying out a variety of youth related activities.

The other Outreach Counselor worked as a Group Worker at Neighborhood House for several years. This settlement house program is also located in the northwest Milwaukee area. She also has worked in a residential program for delinquent girls and a day care center.

The Secretary for NWYSB, who has been with the program only a short time, brings much enthusiasm and talent to the program. She has worked in human service organizations previously.

The staff is supplemented by several students from colleges and graduate schools in the city. They appear to be an integral part of the staff team and participated fully in the discussion with the assessment team.

The assessment team was impressed with the staff of NWYSB

as a group. They appear to have achieved a high level of rapport that further gives one the impression that they are capable, both individually and collectively, of much more than they are doing.

It is strongly suggested that specific steps are taken to allow the NWYSB staff to expand their horizons and explore some new directions beyond the remedial activities they are carrying at present. Such a reappraisal of the program and its basic thrust would probably serve as a stimulus and give a morale boost, something the assessment team felt was sorely needed at the time of the site visit.

D. RELATIONS WITH COMMUNITY

Discussions with persons from the community about the NWYSB program paints a mixed picture as regards the project's nature and accomplishments to date. There is a general level of confidence expressed in the staff, particularly in regard to the Coordinator, who has more visibility in the community than other staff.

The mixture of feelings seems to come from a number of factors, some related to the project and others not. Persons who work with agencies receiving POS funds were generally positive in their statements. Some other felt that the staff probably lacks sufficient capacity to do their jobs, but this appeared to relate to credentials more than to a specific awareness of the staff members. There were several comments related to follow-up on referrals made to NWYSB, some positive and some less so. These comments appeared to be related to a very limited number of situations, however.

It appeared that the awareness others have of the program is quite limited. A strong interest of the staff and Board is to

mount an effort in the community to let people know about the program, but they have been restrained by Systemwide policy on this. This issue has been a real point of contention.

Unless some clarification of program thrust is developed, however, wider awareness of the program's present services may result in a large increase in referrals, and one may well question the value of such a development.

It would seem that interpretation to the community needs to be preceded by an internal assessment of what the real nature of the program is and should be over the next year. Then the NWYSB staff and Board can more clearly communicate what the program is about.

E. ADVISORY BOARD

The Advisory Board at present consists of seven community members (adult), four agency representatives and three youth. One of these three youth resigned just prior to the site visit.

The assessment team talked with several people who had been on the Board earlier and had either resigned out of frustration or had been required to vacate their position because of the POS conflict of interest requirements. The assessment team was impressed with the insight and forthrightness of these people as they described their experience with the program. They generally felt that the original concept of community involvement had been betrayed as CR-SDC exercised increasing control. Their belief was that the program would have developed more soundly had there been more community autonomy. Some questioned the appropriateness of refunding the program if it continues as it is at present, and it was wondered if the program can have lasting value.

No one with whom the assessment team talked was neutral toward the program, especially as regards CR-SDC's relationship with it. The assessment team sensed a tremendous amount of interest in it. With one present Board member in particular, the level of frustration was quite high, but that person's involvement has remained constant from the beginning of the planning process.

As has been stated, an opportunity to reexamine the thrust of the program and some return to the local area YSB of the autonomy it believed it had in the early months would obviously be welcomed. One gets the distinct impression that the momentum could be gained if this were permitted.

F. PURCHASE OF SERVICE

According to the information received by the assessment team, NWYSB has five POS contracts at present. These are as follows:

1. Family Service of Milwaukee - This contract is for individual and family short and long term counseling to include, when appropriate, financial counseling, drug and alcohol counseling and sex education.
2. Kingsley-Galena Youth Program - This contract is for educational services. Alternative approaches to education and remedial education will provide the equivalent of a junior and senior high school education; provide for issuance of a high school diploma or its equivalent to those successfully completing course of study; provide a remedial education program for young people who are behind grade level and wish to catch up. A second contract is for supervised social/recreational activities combined with counseling as needed during the recreational period.
3. Lutheran Social Services of Wisconsin and Upper Michigan - Under this contract persons referred by NWYSB will receive individual and family short and long term counseling to include, when appropriate, financial counseling, drug and alcohol counseling and sex education.

4. Trans-Center for Youth, Inc. (Shalom High School)- This contract is for the same educational services as listed under Kingsley-Galena above.

While it is probable that some quality service is rendered under these contracts, it is appropriate to raise questions about this kind of use of Youth Service Bureau funds. It appears quite difficult to determine if, for example, the funds for the counseling services are in fact purchasing something that would not be available otherwise. One benefit seems to be that access to the program is facilitated when the YSB makes a referral under the POS contract.

As regards the educational and recreational programs, these kinds of alternative schools seem to be a real need in Milwaukee. Several youth interviewed in this program referred by NWYSB were genuinely positive about it and were appreciative of the YSB making it possible for them to go there.

The real results of the POS program, however, are probably impossible to evaluate. Because the POS program cannot last more than another year anyway, it is suggested that NWYSB focus its attention and resources on strengthening its program as a community based delinquency prevention agency.

VI. SOUTHSIDE YOUTH SERVICE BUREAU

A. HISTORICAL DEVELOPMENT

The Southside Youth Service Bureau (SYSB) was initiated, as were the other area programs, with the establishment of a planning task force which was to survey the needs of the community and develop a proposal. It appears that the effort on the southside began with vigor and gained in strength quickly. As described to the assessment team, the group had a relatively clear sense of direction about the shape the program should take quite early in its experience.

At first it was understood that CR-SDC would serve as a conduit for the funding, but that the local area would have responsibility for governing the neighborhood centers, control purchase of service monies, hire and fire staff and write the job descriptions. People in the planning group were sensitive to the possible directions the systemwide program might take, and during the planning phase it began to become apparent to them that CR-SDC would exercise control over the direction of the program.

Several ideas about the shape of the program did emerge during the planning phase that were important to the southside group. One of these was the outstation concept whereby staff would be deployed around the target area so they could be more responsible to local area needs.

A number of persons active with the program from the beginning continue to be committed to it. Various aspects of the history of SYSB will be described in the sections that follow.

B. PROGRAM AND PROCEDURES

The program developed by the SYSB has had a distinct community development thrust from the beginning. There are a number of instances in which new resources have been developed, other agencies have involved SYSB staff to assist in institutional crisis, needs have been surveyed and people engaged in various kinds of problem solving. At the same time the staff have met the expectations for individual case service.

The assessment team was impressed with the manner by which SYSB has persisted in this thrust despite the frustrations which have continually been mounting. Evidence of this frustration is that just prior to the site visit the Coordinator who had been with the project from the beginning resigned from her position.

One reason given for the strength of the program is the combination of the togetherness of the Board, the leadership of the Coordinator and the knowledge of the community possessed by Board and staff.

Two examples of the way the program has developed are as follows:

In the Bayview area there were no organized recreation facilities. A SYSB staff member, working with people in the community, facilitated a process of planning the resources needed, developing a proposal, arranging organizational relationships to sustain the program, securing the funding and implementing the new resource. Application was made for SYSB POS funds, and part of the support for this program is now coming through SYSB.

A SYSB staff member was concerned, along with others, about the need for foster care and other residential facilities for Latino children. This particular staff person was the only Latino licensed foster parent in the State of Wisconsin. He organized a campaign to recruit new Latino foster parents, and this

became blocked by the "bureaucracy." There was also need for resources for runaway Latino young people. The SYSB staff and Board worked together to organize various resources to set up a house for runaways. A proposal was prepared, agreements were developed with physicians and other needed resources. Letters of support were solicited. A federal grant was applied for and received. A non-profit corporation was formed, and at the time of the site visit a house was being secured for the program.

The staff of SYSB described an approach to their jobs which impressed the assessment team as being responsive to the needs of the community. There is an obvious awareness of the program in the community. SYSB staff are called upon to assist in crises within local schools.

There is a general feeling that the SYSB could develop a more relevant program if it were not under the present restraints of the YSB System and CR-SDC. While there seemed to be general understanding of why the past Coordinator resigned, this development was viewed with regret by staff and Board alike because of the leadership she had given and the creative approach she used was now lost to the program.

The assessment team is of the opinion that the SYSB staff and Board have an unusual degree of understanding of community change processes and resource development that are important ingredients in a viable YSB program. It is suggested that this creative energy be allowed to express itself as fully as it can in the southside area. It is also suggested that this strength be utilized for program development purposes elsewhere in the YSB System.

C. STAFF AND OFFICE

The staff of SYSB consists of five persons: the Coordinator, three Youth Counselors and a Secretary/Receptionist. One of the Counselor's positions was vacant at the time of the site visit because a person in this position had recently been appointed as the new Coordinator.

The new Coordinator and the two Youth Counselors had been with the program from its initiation. The previous Coordinator had also been in that position from the beginning, so the SYSB staff has been quite stable. One of the Youth Counselors was originally hired as the Secretary, but she was moved into a Counselor position. The present Secretary has been on the job for only several weeks, so she is quite new.

Most of the staff are from the southside of Milwaukee, so they are familiar with the area. Two of the staff are bi-lingual and are actively involved in the Latino community of the southside. One of these persons grew up on the streets and has a demonstrated capacity to relate with young people on the street.

There is an impressive kind of rapport and mutual appreciation among the staff of SYSB. As the assessment team discussed their ways of working with them there was an obvious respect for each other and a strong sense of a team approach. This was true in spite of the impact of the recent resignation of the Coordinator.

They saw the loss of the previous Coordinator as a real blow to the program, but they were still enthusiastic about the value of the program in the community.

The style of operation of the staff is quite flexible. There

appears to be a good appreciation of the dynamics of the community and knowledge of people in the community.

The opinions of others toward the staff seem to be quite positive. Several persons indicated their respect for the staff and their ability to relate with young people.

The office of SYSB is the upstairs section of a storefront building. Another agency is located downstairs, the Director of which is also the Chairman of the SYSB Board. This relationship is quite strong, and communication is frequent and positive.

The office is centrally located in the area served by SYSB, and there are two outstations also operated by SYSB. There apparently has always been a strong intent to maintain a presence in each area of the southside.

While the office facilities themselves might be a cause of difficulty for many groups, the SYSB staff seems to take the situation in stride. Most of the client contacts are on the street or in the community, and the staff appears to be comfortable with that.

One problem the staff expressed is around the amount of paperwork required in the individual client services they offer. It was estimated that about 40% of the staff time is consumed with record keeping.

D. ADVISORY BOARD.

The SYSB is fortunate to have a strong Advisory Board which appears to have a clear sense of direction for the program. They were described as being a very "together" group. They appear to have a good understanding of the situation under which the staff

works.

The Board, as evidenced by some of the community development work it has done, has a real sense of how the SYSB can benefit the larger community through resource development. The POS funds have been used quite creatively, and while they are allocated on an individual service basis, they have been used as a stimulus for new resources and as a support for viable existing ones.

While the assessment team did not get a clear understanding of the extent of youth involvement in the program, it seems this is an area in which some emphasis might be placed.

All in all, the SYSB program is dynamic and well related to the area of the County it serves.

E. PURCHASE OF SERVICES

The SYSB has POS contracts with the following programs:

1. Independent Learning Center - Alternative Education Services - individualized learning programs that (a) increase reading, writing and math skills of each student by at least one year for each year enrolled, (b) reduce student's truancy, court appearances, court-ordered probation, and school drop-out pattern, and (c) meet bilingual/bicultural needs of Latin students.
2. Latin American Union for Civil Rights, Inc., Bilingual Bicultural Program - Supplemental educational services that will assist students to function more adequately within the Milwaukee Public School System, to include (a) assessment of child's learning style, (b) communication with parents/school, (c) activities to improve basic reading and other skills and classroom performance and (d) meet bilingual/ bicultural needs of Latin students.
3. Centro Cultural Educativo Chicano - Boricua, Inc. - Same as Independent Learning Center above.

4. Milwaukee Christian Center, Inc.-
Supervised recreation program(s) that involves youth in (a) contact with non-contact league sports, (b) constructive leisure time activities (arts, wrestling, others), and (c) develop special interest groups that involve youth in planning and coordination of their activities.

The assessment team was impressed with this use of POS funds though it is difficult to ascertain the precise benefits that accrue from them. The funds have been used to stimulate new resources.

FOOTNOTES

Volume II

1. This material was first presented in similar form in The Racine County Youth Services Coordinating System: An Empirical Assessment, NCCD National Center for Youth Development, Tucson, Arizona, November, 1975. pages 40 and 41.
2. Quoted from "Publications and Learning Materials in Organizational Development, Education, Community Development, Interpersonal Development, Laboratory Education and Group Relations Training, Current Social Issues and Exercises in Simulation," Learning Resources Corporation, 2817 N Dorr Avenue, Fairfax, Virginia 22030.
3. Gordon Lippitt, Visualizing Change: Model Building and the Change Process (Fairfax, Virginia, NTL Learning Resources Corporation, 1973) page 29.
4. Phillip W. Cooke, "YSB and Organizational Development" SOUNDINGS ON YOUTH, November/December, 1974. page 7.

APPENDIX A

FORCE FIELD ANALYSIS

A Systematic Approach to Problem Solving

These worksheets are designed to help you in analyzing a problem in organization, management, or human relations --any problem which involves people working or living together.

These worksheets are programmed. That is, they are presented in a series of separate steps or "frames" each of which contains a complete and separate idea, question or instruction.

Be sure you understand and have completed each frame before going on to the next.

APPENDICES

1. The first step in this process of analysis is for you to identify the problem you wish to work on.

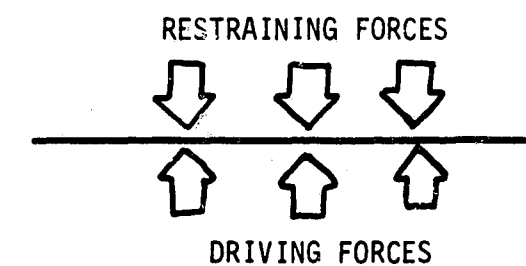
Describe the problem as you now see it.

2. Most problem statements can be rephrased so that they describe two things:

- A. The situation as it is now (presenting problem)
- B. The situation as you would like it to be (the ideal) or (objective)

Restate your problem situation in these terms.

3. Most problem situations can be understood in terms of the forces which push toward improvement and the forces which resist improvement--in other words, driving forces and restraining forces.



4. It is useful to analyze a problem by making lists of the driving and restraining forces affecting a situation. Think about these now, and list them.

Be sure to list as many as you can, not worrying at this point about how important each one is.

RESTRAINING FORCES

DRIVING FORCES

5. Now review the two lists, and underline those forces which seem to be the most important right now, and which you think you might be able to affect constructively.

Depending on the problem, there may be one specific force which stands out, or there may be two or three driving forces and two or three restraining forces which are particularly important.

6. Now, for each restraining force you have underlined, list some possible action steps which you might be able to plan and carry out to reduce the effect of the force or to eliminate it completely.

Brainstorm. List as many action steps as possible, without worrying about how effective or practical they would be. You will later have a chance to decide which are most appropriate.

RESTRAINING FORCE A.....

Possible action steps to reduce this force:

RESTRAINING FORCE B.....

Possible action steps to reduce this force:

RESTRAINING FORCE C.....

Possible action steps to reduce this force:

7. Now do the same with each driving force you underlined. List all the action steps which come to mind which would increase the effect of each driving force.

DRIVING FORCE A.....

Possible action steps to increase this force:

DRIVING FORCE B.....

Possible action steps to increase this force:

DRIVING FORCE C.....

Possible action steps to increase this force:

8. You have now listed possible action steps to change the key forces affecting your problem situation. Review these possible action steps and underline those which seem promising.
9. List the steps you have underlined. Then for each action step list the materials, people, and other resources which are available to you for carrying out the action.

ACTION STEPS

RESOURCES AVAILABLE

10. Now review the list of action steps and resources in the previous frame, and think about how they might each fit into a comprehensive action plan. Eliminate those items which do not seem to fit into the overall plan, add any new steps and resources which will round out the plan, and think about a possible sequence of action.
11. The final step in this problem-solving process is for you to plan a way of evaluating the effectiveness of your action program as it is implemented. Think about this now, and list the evaluation procedures you will use.

12. Now you have a plan of action to deal with the problem situation. The next step is for you to implement it.

THE PROJECT WORKSHEET

A Guide for Systematic Planning

The Project Worksheet is a simple approach to planning. It can be an aid in program and organizational development. It can also give structure and purpose to a program's activity, as well as provide a basis for evaluating and measuring results.

The Project Worksheet can be used in relation to planning with an individual client and his family, it can be used to develop a program component, or it can facilitate achieving a solution to a community problem.

As an organizational development tool, several Project Worksheets describing different components of a program taken together can serve as a comprehensive description of that program. This could be used as a funding proposal for the total program. As such, each functional area of that program would have its own budgetary needs described.

The Project Worksheet can assist in sound deployment of staff resources, giving more purpose and clarity to staff assignments. It can also define the resources outside the program's budgeted capability that are needed to complete a task.

Importantly, the Project Worksheet provides for the development of an evaluation design for measuring the extent to which the goals of the work have been achieved. The emphasis on time-tables and the intent to accomplish certain tasks by particular times helps give specifically to the process.

All in all, the Project Worksheet promotes goal directed activity within an organization. It encourages optimum utilization of resources. And it provides a basis for determining whether or not, or to what extent, the desired outcome has been achieved.

The Project Worksheet with a definition of each section is on the next page.

PROJECT WORKSHEET

Project Focus _____ Date of Initiation _____

Project Manager _____ Date of Completion _____

I. Statement of Need, Problem, or Area of Concern:

(This is a brief description of the problem under attack, or the area in which some change is to be sought.)

II. Mission, Goals, Objectives:

(The Mission is a general statement of the purpose of the organization related to the project. The Goal is a clear statement or statements of the end results or conditions to be sought. Objectives are descriptive of shorter range and more specific conditions to be achieved in pursuit of the goal. Deadlines are useful in developing goals and objectives. They should be limited enough to be achievable in a reasonable period of time. They at best, are stated in a way that it is evident when they are achieved.)

III. Activities:

(This describes a set of specific steps capable of achieving the above objectives and goals. A time frame for activities is used for planning progress.)

IV. Resources:

(This describes the resources needed to carry out the above activities. This should be comprehensive, including time of specific staff persons, space and facilities, financial needs, volunteers, other agency personnel, materials, etc.)

V. Evaluation Design:

(This should provide clear and specific indication of the extent to which the goals are achieved. If Sections I through IV are carefully developed, the completion of the evaluation design will be easier than if the goals are unclear.)

