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THE SERVICES TO UNRULY YOUTH PROGRAM

FRANKLIN COUNTY CHILDREN SERVICES



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Additional copies of this report, as well as any additional information on the Services To Unruly Youth Program, may be obtained by contacting:

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THE SERVICES TO UNRULY YOUTH PROGRAM

Introduction

The Services To Unruly Youth Program has demonstrated success in providing a comprehensive, coordinated approach for dealing effectively with unruly youths (status offenders). Since 1975 unruly youth in Franklin County (Columbus), Ohio, have been referred to a children services agency for proper handling instead of to the juvenile court. The design of the Program, which consists of diverting unruly youth through a community social services system and prior to any formal involvement with the juvenile court, is truly unique.

Traditionally, "unruly youth" have been handled as delinquent youth, subject to the same processes and sanctions as are youth who have been involved in behavior which would be a crime if committed by an adult. In 1969, the Ohio General Assembly separated "unruly behavior" from "delinquent behavior" in the Ohio Revised Code. However, implementation was slow and five years later many youth in Franklin County were being handled the same as before 1969. This meant arrest by police, placement in a juvenile detention facility, court hearings, being placed on probation, and in some instances being committed to the Ohio Youth Commission.

In the Fall of 1974 Franklin County embarked on an effort to change this. Franklin County Children Services, with the cooperation of the Juvenile Court and partial financial assistance from the Law Enforcement Assistance Administration (LEAA), through the Columbus-Franklin County Criminal Justice Coordinating Council, began a program with the goal of providing service to unruly youth outside the juvenile justice system. In December, 1974, the John Howard Association was commissioned to make a study to assist Franklin County in its efforts to "coordinate planning and service delivery among existing community youth service providers in order to establish a comprehensive community-based network of social services, coordinated and delivered in behalf of unruly youth." The study, paid for under Grant #4991E-08-C3-74, recommended that Children Services serve as the lead agency in order to develop an integrated system. The overall goal of the project was to provide an alternative to the current juvenile justice system for that class of offenders known as unruly youth through the establishment of a network of community-based social services and by eliminating

institutionalization. The Program began full operation in January, 1975. Since July, 1975 no unruly youth have been detained in the Juvenile Detention Center for unruly behavior. A 24-hour Crisis Intake Center has been in operation for almost three years and three Decentralized Intake units are operational as well. The Community Services System has been developed with over 40 agencies involved in providing services to unruly youth who were formerly referred to the Juvenile Court. Prior to calendar year 1975 there were few community agencies providing services specifically to unruly youth as a separate program effort.

Since 1975 the Program has received partial funding for operational purposes from LEAA. The remaining support, approximately 75%, is from the operational budget of Franklin County Children Services.

The approach adopted by the Services To Unruly Youth Program is one that can successfully be replicated by other communities. The key to replication is the ability to foster cooperation and coordination between the police, juvenile court, schools, and social agencies.

Program Description

The Services To Unruly Youth Program is a specialized department of Franklin County Children Services. It provides crisis intervention and on-going counseling and other services to unruly youths and their families. The major purpose of the program is to divert youths from the juvenile justice system, and to serve them in a coordinated social services delivery system. Since January, 1975, the Program has served over 19,000 youths who have been brought to its attention. Most frequently, youths have been referred by parents, law enforcement agencies, schools, the Juvenile Court, as well as by other sources.

Franklin County Children Services is the public agency responsible for the care and protection of the County's dependent, neglected, abused, and unruly youth. Governed by a nine-member Board appointed by the County Commissioners, the agency receives financial support from a voter-approved levy and federal funds. Policies are implemented through an Executive Secretary. The Agency complies with the rules and regulations and standards of the Ohio Department of Public Welfare.

The Program operates a 24-hour per day, seven day a week crisis intake center, three decentralized intake centers, as well as three support units which provide on-going counseling. In addition, a major component of the Program is the Community Services

System, which is a coordinated community-based social services system. Over seventy agencies with varying funding sources, governing bodies, and philosophies, have been integrated into an effective social service delivery system which provides counseling and other supportive services to unruly youths and their families. Through use of the Community Services System, youths who could not or would not return to their own homes due to crisis situations have been placed in open community-based emergency shelter care facilities for up to fourteen days. Since July 1, 1975, nearly 1800 youths have received emergency shelter care, and have not been detained in the detention facility of the Juvenile Court for status offenses.

While the major purpose of the Program is diversion, another important goal is to improve the situation surrounding the handling of school truancy throughout the county. Prior to the beginning of the 1976-77 school year, a "Plan of Cooperation For The Handling Of School Truancy" was developed and signed by the parties involved. This agreement sets forth interface relationships involving Franklin County Children Services, the various school districts in the county, and the Juvenile Court. It includes school truancy classifications and the individual and collective responsibilities of all parties involved. The Decentralized Intake Units have the primary responsibility for referrals under the "Plan."

In conjunction with the above goal, the Program received funding under the Juvenile Justice and Delinquency Prevention Act of 1974 for a project entitled, "School Truancy Informal Intervention." This project is designed to improved the situation surrounding the handling of school truancy in Franklin County, Ohio as follows: through the development of community policies and services regarding school truancy; by expanding present services and developing new ones; through the development of community coordinated service delivery system on behalf of youths with school attendance problems; and by bringing about the institution of a school truancy informal intervention system on a county-wide basis. Through these mechanisms it is anticipated that incidences of school truancy will be reduced and that school truants will be kept from entering the juvenile justice system.

Referral Data

(A) Program Referrals

The Unruly Youth Program received 4850 new requests for unruly services during 1977. In addition, the Program handled 1051 night roster/ancillary requests for service. In total, the program handled 5901 new requests for service during 1977.

The Crisis Intake Units handled an average of 349 requests for service each month during 1977, and the Decentralized Units handled an average of 55 requests. The average number of night roster/ancillary requests handled was 88 per month.

Home truancy was the most frequent reason for all referrals (31%), followed by incorrigibility (26.5%), 'other' reasons (22.2%), school truancy (13.4%), curfew violations (4.3%), and endangering health and morals (2.6%).

Each month, the Unruly Youth Program handled averages of: 125 home truancy referrals, 107 incorrigibility referrals, 90 referrals for 'other' reasons, 54 school truancy referrals, 17 referrals for curfew violations, and 10 referrals for endangering health and morals.

The most frequent source of referral for all service requests was parent/self referrals (38.8%), followed by law enforcement agencies (29.3%), school (10.5%), court (7.4%), community agencies (7.2%), and other sources (6.8%).

The monthly averages for source of referral were: 157 self referrals per month, 118 law enforcement referrals monthly, 43 referrals from schools, 30 referrals from the court, 29 from community agencies, and 27 referrals from 'other' sources.

A total of 5873 referrals were handled for disposition during 1977 (this includes 80 referrals which had been pending from December, 1976). Of this total, 2773 (47.2%) did not require additional Unruly Program services because the request for service was either: information only (187 or 3.2%), the referral was already an FCCS open case (1535 or 26.1%), or the referral was a night roster/ancillary request (1051 or 17.9%). Of the total of 5873, 3100 referrals (52.8%) did require Unruly services and received the following dispositions: request met at the Intake Level (2054 or 35%), counseled and referred (260 or 4.4%), and case opened (786 or 13.4%).

Each month, the Program handled averages of: 171 referrals where the request for service was met at the Intake level; 128 already opened FCCS cases; 88 night roster/ancillary requests; 66 referrals who opened cases; 22 referrals who were counseled and referred; and 16 referrals for information only.

The Crisis Intake Units carried averages of 32 active cases each month and 40 pending each month, and the Decentralized Units had averages of four cases active monthly and 44 cases pending monthly. Central Case Management had an average of 124 cases active each month, while Unruly Support Units I-III had average active caseloads of 107, 98 and 89 respectively.

(B) Community Services System Referrals

The Community Services System (CSS) received 1537 referrals for service during 1977. The average number of referrals received each month was 128. The actual number of youths receiving service was 1264, since 17.6% of the youths received more than one service from the CSS.

Out of the 1264 youths referred to the CSS, 615 received shelter care services and 649 received counseling or compact services.

Nearly half (46%) of all the referrals in the CSS had a successful termination at the time of closing. An additional 16.4% were still receiving CSS services, and another 8.5% were in the process of linking up with the provider agency at the end of the year. Just one fifth of all referrals (20%) had terminated services unsuccessfully, and another 9% had never linked with the provider agency.

The most frequent reason for a successful termination of service was problem resolved or improved (72.3%). The most frequent reasons for unsuccessful termination were: child truant (37%), and little or no improvement made in the problem because the client avoided contact (29%).

The types of services delivered in the CSS were: shelter care (40.5%), family/individual counseling (34%), volunteer services (7%), educational day care (6%), group counseling (5%), employment services (3.8%), environmental support services (3%), and psychiatric and other services (.7%).

The average length of stay in all counseling providers was 4.4 months, with 76% of all referrals receiving service for six months or less. The average length of stay at all shelter care facilities was 5.8 days. Over half the youths (52.4%) stayed three days or less.

Overall, 51% of the CSS referrals were male and 49% were female. Just three quarters of all referrals were white, and one-quarter were minority referrals. Exactly 50% of all referrals were between 14 and 15 years old, and the average age was exactly 15 years old. Exactly half of all referrals were in the 9th or 10th grades, and the average grade was the ninth.

Technical And Citizen Support

- (A) The Inter-Agency Technical Team on Services To Unruly Youth was organized in 1975 and includes representatives of all agencies serving unruly youth in Franklin County. The purpose of the Team is to provide technical assistance to the Program. Membership on the Team includes all agencies providing services to unruly youth (called the "constituent membership") and 21 representatives elected or selected from the constituent agencies (called the "Primary Committee"). The constituent membership meets twice a year and receives all written reports of the Primary Committee, which meets at least every month.
- (B) The Citizen's Advisory Committee on Services To Unruly Youth is a community group organized in 1975 to perform the following functions:
- . Study, review and make recommendations to the Agency's Board concerning development and operation of a community-based coordinated services program for unruly youth;
 - . Promote community understanding, acceptance and interest in the problems and needs of unruly youth and in services for these youths;
 - . Assist the Board and the community in developing needed funding for services to unruly youth.

The Committee consists of 15 persons appointed from the community by the Board (at least five of these persons are consumers and/or youth). Committee members meet at least once a month except in July and August, and they prepare an annual report on Committee activities each June.

Staffing and Program Costs

(A) Staffing Pattern

The Program has 51 full-time employees and 8 part-time employees as follows:

Direct Service Staff

Full-time	-	30
Part-time	-	4 (weekends)

Supervisory Staff

Full-time	-	6
Part-time	-	1 (weekends)

Case Aides

Full-time	-	7
Part-time	-	3 (weekends)

Clerical

Full-time	-	4
Part-time	-	0

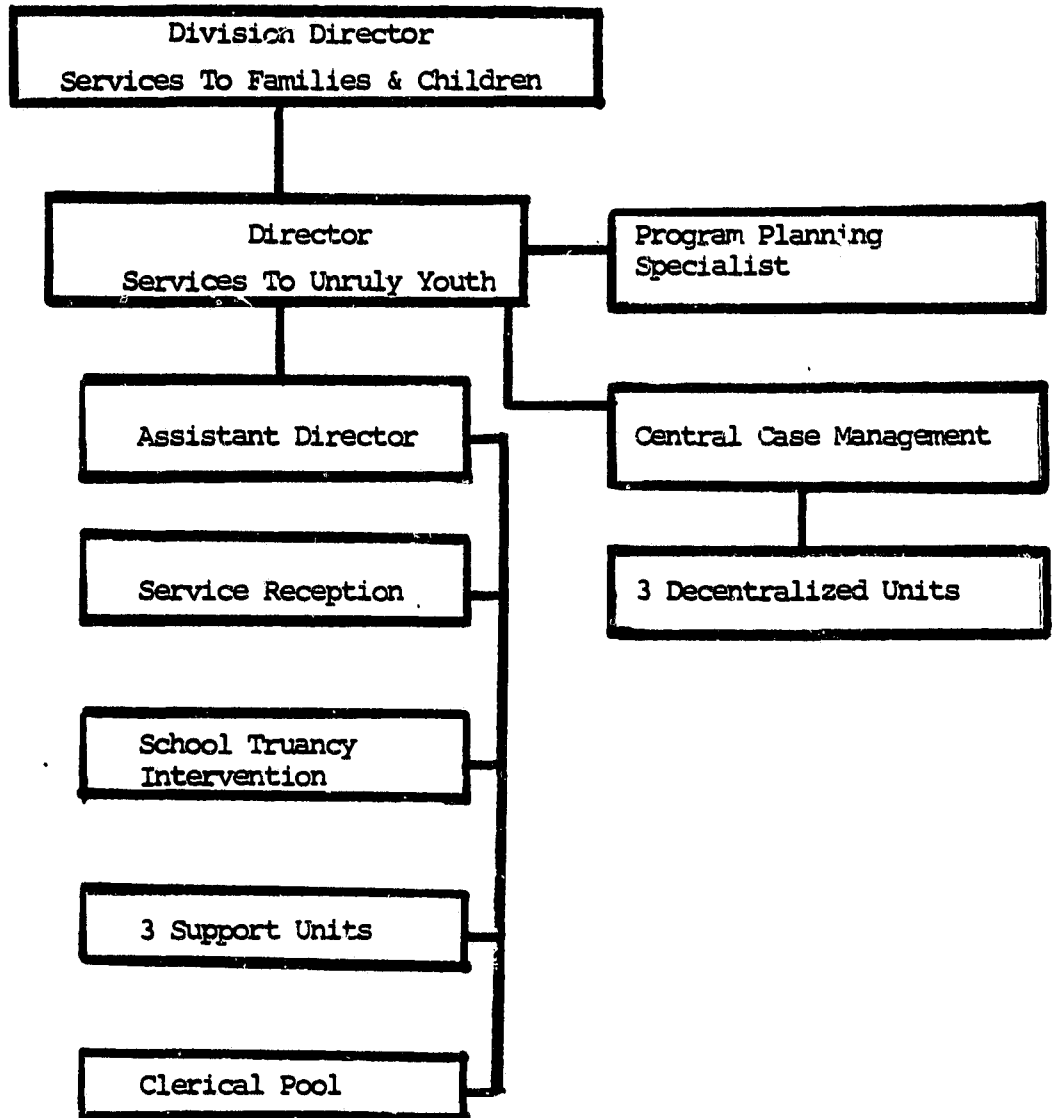
Administrative	-	4
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(B) Program Costs

Using all new requests for unruly services (N=4850), plus night roster/ancillary requests (N=1051), a total of 5901 requests were handled in 1977. The average cost for each request in 1977 was \$185. This included all costs related to crisis intervention, shelter care, support unit services, purchased counseling, and administrative and miscellaneous expenses.

ORGANIZATIONAL CHART

THE SERVICES TO UNRULY YOUTH PROGRAM



The Diversion Procedures

Listed below are the procedures used in the delivery of services to unruly youth. To the extent possible, these procedures are grouped and arranged according to the sequence in which they most often occur.

(A) Service Reception:

- (1) The Crisis Intake Center is the centralized and primary service reception entry point for the Unruly Program and offers service reception and related crisis intervention. The Crisis Center is open on a 24-hour, seven days a week basis, with a daily staff complement of three shifts. (The Crisis Center also handles all Agency service reception, including any telephone referrals on open cases after normal working hours.)

In the initial service reception process, the Crisis Service Reception worker, in joint planning with the consumer, obtains a personal history on the consumer—family, social, education, vocation, legal and related matters, to enable a full understanding and assessment of the consumers status and service needs.

Crisis Service Reception staff seeks to engage the consumer(s) in a helping relationship and provide immediate help to the consumer(s), as well as to develop a plan for service directed toward family reconciliation.

- (2) Decentralized Service Reception offers neighborhood service reception to unruly youth and their families and linkage to available services in behalf of unruly youth in specific target areas in the county.

Standard office hours for Decentralized Service Reception are 10:00 A.M. to 7:00 P.M., Monday through Friday.

Both the Crisis Center and Decentralized Service Reception provide crisis counseling services (direct services on an immediate basis to youth and families in crisis, including short term follow-up after the crisis). The primary difference is in the length of time required to resolve the crisis: the Crisis Center may provide up to 45 days of crisis services, while Decentralized Service Reception staff generally are limited to crisis services delivery in situations where the consumer's need can be met in a brief period of time. All other cases requiring short-term intervention or long-term counseling contract services are transferred or linked to supportive services.

(B) Support Units:

There are three support units that receive cases from Service Reception.

Generally, in cases handled by a Support Unit, the emphasis of service is to reduce the incidence of unruly behavior and family conflict by providing in-

tensive services over a period of 180 days or less. These services include counseling, arranging for available community services, helping parents and youth negotiate institutional systems such as schools, courts, etc., and arranging for placement of youths when necessary.

(C) Community Services System:

The Community Service System is a cooperative effort of community agencies coordinated through the Services To Unruly Youth Program. It is a system of services to unruly youth in Franklin County by participating agencies. The services are organized, related and tied together in an attempt to maximize the potential for services to unruly youth. The design of the system provides for service delivery, planning and coordination.

SUMMARY OF RESEARCH

During 1977, the Research Department at Franklin County Children Services undertook a major research project: that of evaluating the Services To Unruly Youth Program after its first two complete years of operation. The thrust of the research project was threefold: 1) to describe the socio-demographic characteristics of the youths served by the Program; 2) to assess the types and amount of services the youths received; and most importantly, 3) to measure the impact and effectiveness of the Program on the youths and their problems.

The major study centered around a sample of 492 youths who had contact with the Program from January to June, 1976. The sample of 492 youths consisted of: 194 youths who were opened for on-going service averaging five months, 195 youths who were not opened but were within the unruly target population, and averaged about one hour of service; and 103 youths who were not opened and were not eligible to be opened, since they were either not within the unruly target population, were from outside Franklin County, or were already an open case with FCCS. This time period was chosen in order to afford a minimum of a year and a half follow-up period for outcome variables. The outcome variables are explained in the section entitled Final Evaluation Report, Program Objectives and Findings, (p. 16), and include youths' post-program court contact for delinquency or status offenses, reduction in unruly behavior, increased parental understanding of the youths' behavior, and maintaining the child in intact families, as well as other outcome measures.

The primary mode of data collection was through case records and interviews with service workers, and through a court follow-up and client telephone follow-up survey.

The following consists of summaries of the major findings of the unruly research studies. The complete studies are available and will be gladly furnished upon request. All figures and percentages are based on a sample of 492 youths, unless noted otherwise.

(A) SOCIO-DEMOGRAPHIC ANALYSIS

- . The average age of Program youth has been exactly 15 years old each year.
- . The Program has consistently served 50% males and 50% females.
- . Nearly Half (46%) of all youth are from two parent families, 41% are from single-parent families.
- . Three-quarters (74%) of all youth are white, 26% are minority youth.
- . The most frequent reason for referral is home truancy (31%), followed by incorrigibility (27%), 'other' reasons (i.e. dependency, neglect, delinquency) (22%), school truancy (13%), curfew violations (4%), and endangering health and morals (3%).
- . The most frequent source of referrals is the parent (39%), followed by law enforcement agencies (29%), schools (11%), juvenile court (7%), community agencies (7%), and other sources (7%).
- . The average income of families who receive on-going services from the Program is \$7,000.
- . Eight percent of all youth who come in contact with the Program are runaways from outside Franklin County.
- . The most common areas of conflict which are causing the crisis situation at the time the family first contacts the program are over: undesirable friends (23%), use of drugs (23%), school attendance (22%), and refusing to obey parents rules (15%).

(B) TYPE AND AMOUNT OF SERVICES DELIVERED

1. Unopened Referrals

Over one-third (35%) of all referrals to the Program are within the unruly target population but do not choose to receive on-going services from the Program (referred to as unopened referrals).

The types of services these referrals receive are:

- crisis counseling - 45%.
 - information - 39%.
 - environmental assistance - 4%.
 - collateral services - 12%.
- . These youths receive an average of one hour of service, with half receiving more than one hour and half less than one hour. They remain in contact with the Program an average of 10 days.

2. OPENED REFERRALS

Thirteen percent of all referrals to the Program choose to receive on-going services from the Program (referred to as opened referrals). One fifth of these cases receive 45 day crisis service and 80% are referred to Support Units or the Community Services System. The types of services these referrals receive are:

- crisis and family counseling - 55%.
- information - 14%.
- environmental assistance - 5%.
- collateral services - 27%.

- . These referrals receive an average of 22 hours of service.
- . They receive services an average of six months.
- . Approximately one-third of these youths receive services from an agency in the Community Services System (a network of community agencies affiliated with the Program), rather than receiving services at the Program.
- . Over one-third (38%) of these youths receive emergency shelter care as a cooling-off technique during the crisis situation.
- . The average length of stay in emergency shelter care is three days.

3. OTHER REFERRALS

The remainder of the referrals to the Unruly Program are youths who are not within the unruly target population and do not have problems of an unruly nature. These referrals are handled by the Crisis Intake staff and most often consist of referrals who already have existing cases with the agency and need service or information, requests for information only, emergency services - such as abuse and neglect cases after hours, and referrals to appropriate community agencies.

These referrals receive an average of one hour of service, primarily consisting of information, collateral services, and environmental assistance.

(C) OUTCOME OF SERVICES - COURT FOLLOW-UP

The court follow-up studied all formal and informal contact youths had with Franklin County Juvenile Court at three time periods: prior to their receiving service from the Program, during their service period, and up to two years after service.

The following are the major findings of the Court Follow-Up Study, based on the sample of 492 youths:

1. Exactly 16% of all youths had contact with the Juvenile Court for delinquency prior to their contact with the Program.
2. Over half (52%) of this prior court contact was within six months of their contact with the Program.
3. Nearly two-thirds (64%) of this prior court contact was for delinquency (pre-dominantly theft, larceny, shoplifting and disorderly contact), 27% was for status offenses, and 9% was for child dependency.
4. 29% of Program youth had contact with the Juvenile Court for delinquency during the two-year follow-up period.
5. 63% of this court contact was within six months after a youth's initial referral to the Unruly Program.
6. 90% of all this court contact was for delinquency (mostly petit theft, larceny, breaking and entry, disorderly conduct, and violation of probation); 10% was for status offenses. An additional 3% of all youths had court contact for child dependency.
7. The most serious dispositions given out by the court were: Temporary Court Commitment to Franklin County Children Services - 8.5%; lectured and released - 7%; committed to Ohio Youth Commission for delinquency offenses - 6.3%; and probation - 6%.
8. There is an association between having prior court contact and after court contact: significantly more youths who had prior court contact also had after court contact, regardless of whether the case opened or not. That is, even youths in the unopened (eligible) group who had prior court contact had significantly more after court contact compared to youths who had no prior court contact.
9. A profile of youths who had after Court contact for delinquency would be (based on all youths who had contact, both opened and unopened): male, white, from a single parent family or living with relatives, friends, or in placement, in the 11th grade, referred to the program by the court for 'other' problems, such as dependency, delinquency, or multi-problem families, on TOC status (if an opened case), and who, more likely than not, had prior court contact.

(D) CLIENT TELEPHONE FOLLOW-UP SURVEY

A sample (N=101) of all cases opened for on-going services was interviewed in August, 1977, up to one year after contact with the Program. Fifteen percent still were receiving service from the Program at the time of the survey.

The following are some of the major findings of the client follow-up survey:

- (1) Over two-thirds (69%) of all clients said they got the kinds of services they wanted.
- (2) The most frequent reasons clients opened cases were: (a) they wanted someone to "straighten out" their child and make him or her obey (23%), (b) they wanted counseling for their child (23%), or (c) they wanted help for themselves in understanding their child (20%).
- (3) Half of all the parents interviewed reported that their child's behavior improved, and 71% of these parents said these were lasting improvements.
- (4) Nearly two-thirds of all clients (64%) were satisfied with the services they received. Of those parents dissatisfied, the most frequent reasons for dissatisfaction were: worker was not hard enough on child, and worker didn't follow-through enough.
- (5) Over one-third (41%) of the parents reported that counseling gave them a better understanding of their child's behavior.
- (6) Nearly three-quarters of all respondents (74%) felt their worker was qualified to handle their particular situation.
- (7) Nearly three-quarters (74%) of all respondents said they would return to the program if they had another similar problem or would recommend us to a friend with a similar problem.
- (8) Over three-quarters of all clients (79%) felt there was not too much paperwork involved in opening a case.
- (9) Over three-quarters of all clients (77%) reported they were seen as quickly as they would have liked.

- (10) The majority of the clients (62%) felt age had no influence on the worker's ability to help, and of those 38% who felt it did have some influence, 76% felt it was a positive influence.
- (11) The majority of the clients rated the facilities where they met with their worker as good (51%) or fair (22%).
- (12) Satisfaction with services was most highly correlated with parents thinking the worker was qualified to handle their problem, thinking counseling gave them a better understanding of their child's behavior, and thinking their child's behavior improved.
- (13) Parents who thought their worker was qualified would most often return to the Program again, were most often satisfied with services, and felt counseling gave them a better understanding of their child's behavior.

(E) FINAL EVALUATION REPORT, PROGRAM OBJECTIVES AND FINDINGS

In November, 1976, prior to the undertaking of the evaluation of the Services To Unruly Youth Program, the Research Department and Program staff committed the Program to eight specific objectives. The objectives were stated so as to be quantifiable indicators of success, and specific performance indicators which defined the objectives and data to be gathered were also stipulated in order to guide the research project. The majority of the data which comprises the findings for each objective has been drawn from the major research project based on a sample of 492 youths served by the Program in 1976, and a two-year follow-up of these youths.

Listed below are the objectives and the summary of findings from the research which were identified as indicators of successful achievement. For an objective to be rated as successfully achieved, it must have met all of its performance indicators at the required level. To be partially achieved, an objective must meet over half of its performance indicators; and if it is not achieved at all, an objective failed to meet the majority of its performance indicators. It should be noted that where the data is based on a sample with a given error level, if the data has fallen close enough to the required level that it has been achieved within the error level range, then it is said to have been achieved.

The following are the eight program objectives which were developed for this evaluation and which guided the overall Unruly Two Year Evaluation, which is concluded with this section. Each objective and the conclusion regarding each objective is presented below.

- (1) Seventy-five percent of all youths served by the Unruly Program will remain out of the Juvenile Justice System (Court) at least six months after receiving service: Partially Achieved. While 90% remained out of court for a status offense, and 71% stayed out for a delinquency offense, only 67% remained out of court for both types of offenses.
- (2) Seventy-five percent of opened cases report improvement was made in the unruly problem as a result of receiving services: Partially Achieved. While 75% of the workers cited some improvement was made in the problem by the time of closing, only 55% of parents reported their child's behavior improved as a result of services.
- (3) Seventy-five percent of the families served should be maintained intact upon the completion of services: Achieved. Exactly 78% of the families were composed of the same family members at the time of closing as they were at opening.
- (4) Seventy-five percent of those youths not maintained in intact families should be placed in successful placements, where this is in the best interest of the youth involved: Achieved. Over 75% of those youths not maintained in the original family situation were placed in successful community placements or had been emancipated and were on their own.
- (5) Seventy-five percent of all referrals to the Unruly Program will be satisfied that services were available and accessible: Achieved. Over 75% of clients found services to be available, accessible, easy to reach, and not involving too much paperwork.

- (6) At least sixty percent of all services delivered will secure parental and child participation in problem resolution: Achieved. Three-quarters of all children, and 84% of all parents who were opened participated in services.
- (7) Seventy-five percent of all referrals to the Unruly Program will be satisfied that a professional and trusting relationship between service worker and all members of the family who participated in services was established: Achieved. Three-quarters of all respondents in the client survey reported that they were qualified to handle their problems, and that they would return to the Program if they had another similar problem.
- (8) Ninety-five percent of all shelter care placements will be used as temporary placement for the following three situations: 1) as a cooling-off technique due to family conflicts or where youths refuse to return home or parents refuse to allow them to return home; 2) safekeeping for runaways; and 3) temporary care until placement out of the home can be arranged: Achieved. One hundred percent of all shelter care placements were used for these three reasons.

3. Performance Indicators and Findings

OBJECTIVE 1: Seventy-five percent of all youths served by the Unruly Program will remain out of the juvenile justice system (court) at least six months after receiving service.

PERFORMANCE INDICATORS

1. The percentage of youths who had post-program court contact for a status offense.
2. The percentage of youths who had post-program court contact for a delinquency offense.
3. The percentage of youths remaining out of the court for either a status offense or delinquency offense.
4. The percentage of youths formally filed on by their parents for an unruly offense.
5. The percentage of youths (seen via the School Truancy Plan of Cooperation) who were formally filed on by the schools for school truancy.

FINDINGS

1. Based on a two-year follow-up sample of 492 youths who had contact with the Unruly Program from January-June, 1976, 46 youths (10%) had post program court contact for a status offense.
2. Based on the same sample of 492 youths, 143 youths (29%) had post-program court contact for delinquency.
3. Based on the sample of 492 youths, 161 (32.7%) had post-program court contact for either a status offense or delinquency offense. Therefore 67.3% of all referrals did not have court contact for either offense.
4. Based on the study of 492 youths, 46 youths had 57 court contacts for unruly offenses. Out of these 57 contacts, 45 or 79.0% were informal conferences where the youth was lectured and released. Only 12 (21%) contacts were formal filings made by the parents.
5. A total of 507 youths were referred to the Unruly Program via the School Truancy Plan of Cooperation during the 1977-78 school year. Of those 507 youths; 105 (20.7%) were seen at the juvenile court on school truancy charges. Only 39 out of the 105 youths, or 8% of all 507 youths, were seen in court on a formal filing. The other 66 youths who had court contact were all seen on informal school truancy charges.

Conclusions: Partially achieved: While 90% of all program youth remained out of the juvenile court for status offenses, only 71% remained out for delinquency, and 67% remained out for either status offenses or delinquency. Four out of five performance indicators were met.

Objective 2: Seventy-five percent of opened cases report improvement was made in the unruly problem as a result of receiving services.

PERFORMANCE INDICATORS

FINDINGS

1. The percentage of cases who, in the service workers assessment, experienced resolution or improvement of the referring unruly problem at the time of termination of service.

1. Out of the 194 open cases in the study, 143 (73.7%) had terminated service at the time the study was completed (January, 1978). Service workers assessment of the Unruly problem were gathered from the case records, or in the absence of such data, the workers were asked for their assessment of the case. The following were the workers assessment:

	N	%
Situation greatly improved	16	11.2
Situation somewhat improved	73	51.0
Situation showed a little improvement	18	12.6
Situation not improved	24	16.8
Situation worsened	12	8.4
	143	100.0

A total of 74.8% of the cases assessed were assessed as at least a little improved, somewhat or greatly improved.

2. The percentage of clients who felt their child's behavior improved as a result of services.

2. Based on the telephone survey of open cases conducted during August, 1977 (N=98 on this question), 48 respondents (49%) said their child's behavior improved as a result of services.

Based on a subsequent telephone survey (April-June, 1978) of open cases who received service from an agency in the Community Services System (N=51 on this question), 32 respondents (62.7%) said their child's behavior improved as a result of services.

If the findings of the two surveys are combined, then 80 respondents out of 149 (54.7%) reported their child's behavior improved as a result of receiving services.

Conclusions: Partially achieved: While 75% of the workers cited some improvement was made in the problem by the time of closing, only 55% of parents reported their child's behavior improved as a result of services. Only one out of two performance indicators was met.

Objective 3: Seventy-five percent of the families served should be maintained intact upon the completion of services.

PERFORMANCE INDICATORS

FINDINGS

1. The percentage of temporary placements, i.e. with relatives, friends, or in emergency shelter care, which were experienced by youths during the service period.

1. Based on the study of open cases (N=194), 56 youths (29%) experienced emergency shelter care placements during their service period; 17 youths (8.8%) were in shelter care and were placed out of the home temporarily with relatives or friends; and 13 youths (6.7%) were temporarily placed out of the home with relatives or friends one or more times during the service period. Therefore, a total of 86 youths (44.3%) experienced one or more temporary placements during the service period.

However, the majority of these youths who received temporary placements did return home prior to the end of the service period. Only 33 youths (17%) were in formal or informal placements at the end of the service period. Therefore, 83% of all open cases were placed in formal placements, and 8.8% were put in informal placements. (Objective 11 presents the type of placements these youths were in).

2. The percentage of families that were composed of the same members at the end of the service period as at the beginning.

2. Based on the study of open cases (N=194), 151 families out of 194 (77.8%) were composed of the same members at the time of closing as at the beginning of service. (The reasons for the different family compositions of the other 43 cases are presented in Objective 11.)

Conclusions: Achieved: 78% of the families were composed of the same family members at the time of closing or the end of the study period as at the beginning of service.

Objective 4: Seventy-five percent of those youths not maintained in intact families should be placed in successful placements, where this is in the best interest of the youth involved.

PERFORMANCE INDICATORS

1. The percentage of informal placements, such as with relatives, friends, free homes, and other family homes as the permanent placement; and the percentage of formal placements, such as, foster homes, adoptions, group homes, and institutional placements as the permanent placement; and the percentage of youths who were emancipated.

FINDINGS

1. Three sources of data are available on the proportion of youths not maintained in intact families. The findings from each source follows:

- (a) Based on the study of open cases (N=194), 43 out of 194 families (22%) did not have the same family composition at the end of services as at the beginning. The following were the reasons for the different family compositions:

	<u>N</u>	<u>%</u>
Child placed with relatives or in free home	17	40.6
Child placed in institution	8	18.6
Child placed in group home	4	9.3
Child committed to Ohio Youth Commission	4	9.3
Child emancipated or in military service	4	9.3
Child ran away	6	13.9
	<u>43</u>	<u>100.0</u>

The chart shows that 77.8% of these youths not maintained in intact families were in community placements or emancipated. 23.2% were in the Ohio Youth Commission or had run away.

- (b) Based on the telephone follow-up survey one year after service (N=100), 62 of the youths (62%) were currently living at home in the original family composition. Those 38 youths who were not living at home were away for the following reasons:

	<u>N</u>	<u>%</u>
Living with friends or relatives	14	36.9
Institutional placement	4	10.5
Committed to the Ohio Youth Commission	4	10.5
In jail or detention	3	7.8
Child emancipated or in military service	7	18.5
Child ran away	4	10.5
Child in shelter care	2	5.3
	<u>38</u>	<u>100.0</u>

Therefore, 71.2% were placed in successful community placements, both informal, formal, or the youth was emancipated. 28.8% were in the Ohio Youth Commission, jail or had run away at the time of the follow-up.

Objective 4 . (Continued)

PERFORMANCE INDICATORS

FINDINGS

(c) Based on the total caseload at the Unruly Program during May, 1978, there were 492 cases open, which had a total of 705 children. Over three-quarters of all these children (553 or 78.4%) were placed with their parents. Therefore, 21.6% of all cases were in formal or informal placements, or were AWOL. The following presents the status of those youths not placed at home:

	N	%
Child placed with relatives or in free home	45	29.6
Child in institutional placement	52	34.2
Child in group home	5	3.3
Child in detention home	3	2.0
Child AWOL	27	17.8
Child in shelter care	<u>20</u>	<u>13.1</u>
	152	100.0

Therefore, based on this data, 80.2% of all children not placed with parents were in formal or informal placements. Only 19.8% were in detention or had run away (AWOL).

Conclusions: Objective 4 has been successfully achieved. Two of the three sources of data available for the measurement of this objective showed that 78% and 80% of those youths who were not maintained in their original home situations were placed in successful community placements or had been emancipated and were on their own. The other source of data that showed 71% of those youths not maintained in their original home situation were placed or emancipated was based on a sample with a +5% error level, so it can also be said that the true value is between 67% and 75%, therefore, it may also have been achieved.

OBJECTIVE 5: Seventy-five percent of all referrals to the Unruly Program will be satisfied that services were available and accessible.

PERFORMANCE INDICATORS

FINDINGS

- | PERFORMANCE INDICATORS | FINDINGS |
|---|---|
| 1. The percentage of clients who felt the crisis intake offices were easy to reach. | 1. A sample (N=194) of all cases opened from January to June, 1976 was interviewed during August, 1977 to determine their satisfaction with services. After eliminating 17 out of county youths from the survey, a total of 101 interviews with parents (or 57%) was completed. Nearly three quarters of all respondents (72.5%) felt the crisis offices were conveniently located. |
| 2. The percentage of clients who dropped out of the program because services were too difficult to reach. | 2. Based on the sample of 101 clients, only 6 respondents (7.4%) reported that they missed appointments because the offices were too difficult to reach. No one cited dropping out all together due to the location of the offices. |
| 3. The percentage of clients who felt they had to wait an unreasonable amount of time before they were seen for services. | 3. Over three quarters (76.8%, N=73) of the respondents reported they were seen as quickly as they would have liked when they first came down to the Unruly Program. Only 11 clients (11.5%) reported that they had to wait to be seen. |
| 4. The percentage of clients satisfied with the length of time it took to open a case. | 4. Nearly two thirds (64%) of all respondents were satisfied with the services they received from the Unruly Program and the community agencies. Out of the 36% who were dissatisfied with services, 12% cited the length of time it took to open a case as the reason for dissatisfaction. Therefore, only 3% of all respondents cited dissatisfaction for this reason. |
| 5. The percentage of clients who felt there was too much paperwork involved in opening a case. | 5. Over three-quarters (78.5%) of all respondents felt there was not too much paperwork involved in opening a case. Just 21.5% felt there was too much paperwork. |

Conclusions: Objective 5 was successfully achieved: four out of five indicators showed that over 75% of clients found services to be available, accessible and not involving too much paperwork. The fifth performance indicator (#1) was achieved since, with a $\pm 4\%$ error level, its true value lies between 68.6% and 77.4%.

OBJECTIVE 6: At least sixty percent of all services delivered will secure parental and child participation in problem resolution.

PERFORMANCE INDICATORS	FINDINGS
1. The percentage of cases in which at least one parent was involved in receiving service.	1. Based on a sample of open cases (N=194), 163 (84%) of the cases had at least one parent or guardian involved in Unruly services. Based on a sample of referrals within the unruly target population who did not open a case (but were eligible to open), (N=195), 168 (86.2%) of all referrals had at least one parent or guardian involved in Unruly services.
2. The percentage of cases in which the parent was involved in services the majority of time during which the case was receiving service.	2. In two-thirds (67.4%) of the sample of open cases (N=194), the parent or guardian was involved throughout the majority of the service period.
3. The number of times in which the parent did not show up for requested services.	3. Nearly three-quarters (141 or 73%) of the sample of open cases did not miss any counseling appointments. Out of the 27% who missed services, 15 parents (7.7%) missed one session, 16 (8.2%) missed two sessions, and 22 (11.4%) missed three or more sessions.
4. The percentage of youths who are involved in services the majority of the service period.	4. In 136 cases (75.1) out of 194 in the opened group, the child participated throughout the majority of the service period.
5. The percentage of times the youths did not show up for requested services.	5. In 130 cases (67%) out of 194 open cases, the youth did not miss any counseling sessions. Out of the 33% who missed services, 21 youths (10.8%) missed one session; 24 youths (12.4%) missed two sessions, 19 youths (9.8%) missed three or more sessions.

Conclusions: Objective 6 has been successfully achieved: 84% of all parents and 75% of all children who opened a case participated in service. All four performance indicators were successfully achieved at better than a 60% level.

OBJECTIVE 7: Seventy-five percent of all referrals to the Unruly Program will be satisfied that a professional and trusting relationship between service worker and all members of the family who participated in services was established.

PERFORMANCE INDICATORS

FINDINGS

1. The percentage of clients who felt the service worker was qualified to handle their problems.

1. Based on the sample of open cases interviewed during the follow-up survey (N=93 on this question), 69 people (74.2%) reported that they felt their worker was qualified to handle their particular situation. Of those 24 persons (25.8%) who felt their worker was not qualified, the following were some of their most frequent reasons for dissatisfaction: worker put parents down/sided with child (N=6), worker was inexperienced (N=5), wanted a worker of the opposite sex of child (N=3), child could outwit caseworker (N=3), and parents felt worker didn't understand the problem (N=2).

2. The percentage of clients who felt the worker handled the case satisfactorily (i.e., they were satisfied with services).

2. Based on the client follow-up survey (N=100 on this question), 64 people (64%) said they were satisfied with the services they received. Of those 36 people who were dissatisfied, the most frequent specific reasons cited for dissatisfaction were: worker didn't do enough/worker was not hard enough on child (N=9), worker didn't follow-through enough (N=4), disliked worker or his/her advice (N=3); staff was incompetent (N=3).

Based on a second client follow-up survey of cases served through agencies in the Community Services System (N=52) during second quarter, 1978, 42 persons (80.8%) reported that they were satisfied with services. If the two surveys are combined, then out of 152 people, 106 (75%) were satisfied with service, and 46 (25%) were dissatisfied with service.

3. The percentage of clients who felt the age of their worker was satisfactory.

3. Ninety of the respondents (90.7%) in the client survey (N=97 on this question), reported that they felt the age of the worker was satisfactory or an asset to their case. Over one-third (38.1%) of the respondents (N=37) felt their caseworker's age had an influence on his or her ability to help, but 28 of the 37 (75.7%) felt it was a positive influence, and only 9 (24.3%) people felt the worker was too young.

OBJECTIVE 7 Continued

PERFORMANCE INDICATORS

FINDINGS

4. The percentage of clients who would return to FCCS if they had another problem they felt the agency could help them with.

4. Nearly three-quarters (72 or 74%) of the respondents in the client follow-up survey (N=98 on this question), said they would come back to the Unruly Program if they had a similar problem again.

Conclusions: Objective 7 was successfully achieved at 74% or better for all four performance indicators: three-quarters of the respondents felt their workers were qualified, that they were satisfied with services, and that they would return to the Unruly Program if they had another similar problem.

OBJECTIVE 8: Ninety-five percent of all shelter care placements will be used as temporary placement for the following three situations: 1) as a cooling off technique due to family conflicts or where youths refuse to return home or parents refuse to allow them to return home; 2) safekeeping for runaways; and 3) temporary care until placement out of the home can be arranged.

PERFORMANCE INDICATORS

1. The percentage of youths whose primary reason for shelter care is for a temporary reduction of home conflicts; 2) the youth refuses to return home; or 3) where parents refuse to allow them to return home.
2. The percentage of local youths whose primary reason for shelter care is temporary placement for safekeeping until parents can be located.
3. The percentage of out of state or out of county youths whose primary reason for shelter care is temporary placement until parents can be located and their return home arranged.
4. The percentage of open cases whose primary reason for shelter care is as a first step in placement out of the home.

FINDINGS

1. Based on the study of unruly open cases (N=194), 73 youths had 117 shelter care placements. This shows that 37.6% of all open cases, and 15.6% of all referrals to the Unruly Program received temporary shelter care. Out of the 117 shelter care placements, 51 placements (43.6%) were for cooling off due to home conflicts, or where the youth refused to go home or the parent refused to allow the youth to return home.
2. Four shelter care placements out of the 117 (3.4%), were for safekeeping local runaways until parents could be located.
3. Eighteen shelter care placements out of 117 (15.4%) were for safekeeping of out of county or out of state runaways.
4. Forty-four shelter care placements out of 117 (37.6%), were either to hold the child til a court hearing date; because of an Emergency Court Order or Temporary Court Commitment on the child; or as temporary care until longer-term placement could be arranged.

Conclusions: All four performance indicators in Objective 8, when summed together, total 100% of all shelter care placements. Since achievement of 95% was needed for success, this objective was achieved.

GLOSSARY OF TERMS

Began Services During Quarter - A CSS status where those clients who linked with and began services at the provider agency during the present quarter, and were still receiving services at the end of the quarter.

Cases Opened - Referrals who agree to engage in on-going services from the Unruly Youth Program, through either the Crisis Center, the Unruly Support Units, or agencies in the Community Services System. The types of services delivered in the CSS are defined under Types of Services.

Central Case Management - A program unit of SUY primarily responsible for coordinating and monitoring all services which are provided by other community agencies through the Community Services System.

Community Services System (CSS) - A coordinated, social services network administered by the Services To Unruly Youth Program. The CSS is composed of over forty community-based agencies which provide services to unruly youths and their families in Franklin County.

Counseled and Referred - Referrals who contacted the Crisis Center regarding unruly problems and received information and/or counseling services and were referred to another agency for additional services.

Crisis - Referrals received at the Crisis Center, 515 South High Street, Columbus. The center is open 24 hours per day, seven days per week, for the purpose of offering crisis intervention counseling, emergency shelter care, and other services to unruly youths and their families.

Curfew Violation - Youths who are found to be out after hours, in violation of a city curfew ordinance.

Decentralized - Referrals received at any of the three offices located throughout Franklin County. These offices operate from 12:30 - 9:00 P.M., Monday through Friday, and offer the same services as the Crisis Center. They also function as specialized service units for handling school truancy referrals from the various school systems throughout Franklin County.

Disposition of Requests - The manner in which referrals were handled and the types of services delivered to consumers by the Crisis or Decentralized staff. Six dispositional categories are utilized by the Program: Information Only; FCCS Open Cases; Night Roster/Ancillary Requests; Request met at Intake; Counseled and Referred; and Case Opened. For definitions of these categories, see the specific disposition.

Educational Day Care - A treatment oriented educational setting for girls 12 through 17, and boys 12 to 16, who show maladaptive behavior in their present school situation. A treatment-team approach is used in designing an individualized program for each student.

Employment Services - Skill and vocational training and work experience provided to youths who have dropped out of school, which will assist them to function more adequately in their environment.

Endangering Health & Morals - Youths who are found to endanger their own or others safety or well-being through engaging in activities such as visiting or patronizing a place prohibited by law, associating with vagrant, or immoral persons; or engaging in an occupation prohibited by law.

Environmental Support - An array of specially designed community "opportunities and experiences" to assist unruly youth. Specific services include recreational activities, skill development, and cultural enrichment experiences.

Family/Individual Counseling - Treatment to either the family or individual members in which some form of interviewing either individual or conjoint, is the primary treatment technique.

FCCS Open Case - Current FCCS clients who contacted the Crisis Center for information or assistance regarding their case which is already open with the agency.

Group Counseling - Treatment of youth in which group interaction is stressed through discussion and examination of parental and peer relationships, in order to enhance the social functioning of the individual youth.

Home Truancy - Youths who run away from home or are AWOL from placement. These also include out of county and/or out of state runaways.

Incorrigibility - Youths who do not subject themselves to the reasonable control of their parents, teachers, guardian or custodian, by reason of being wayward or habitually disobedient.

Information Only - Referrals who contacted the Crisis Center for information only relating to an unruly or other problem.

In Process - A CSS status where those referrals were in the process of linking with the provider agency at the end of the quarter.

Never Linked - A CSS status where referrals did not receive any services from the provider agency.

Night Roster/Ancillary Requests - Referrals for service handled by the Crisis Center staff during the hours from 5 P.M. to 8 A.M. and on weekends, when FCCS Central Service Reception is closed for non-unruly youth. These referrals are most frequently for child abuse, dependency and neglect.

Other (Reasons) - Youths who are referred to Services To Unruly Youth for non-unruly problems, i.e., coming from multi-problem families, being a dependent child, engaging in delinquency, and using drugs or alcohol.

Psychiatric and Other Services - Diagnostic and treatment planning, and psychological evaluation and testing provided to youths to assist staff in understanding unruly youth who have, or are suspected of having, mental, emotional or behavioral problems.

Reason for Referral - There are six types of reasons which categorize the unruly behavior of youths referred to the program. These categories are: Home Truancy; School Truancy; Incorrigibility; Curfew Violations; Endangering Health and Morals; and 'Other' reasons.

Receiving Services From Previous Quarter - A CSS status where those clients who were still receiving service at the end of the present quarter who had linked with a provider during a previous quarter.

Request Met at Intake - Referrals who contacted the Crisis Center regarding unruly problems and received information and/or counseling services from the Crisis Center staff.

School Truancy - Youths who have established a pattern of habitual, unexcused, non-attendance at school.

Shelter Care - Open community-based homes and facilities which provide up to 14 consecutive days of room and board for those youths who, at the point of crisis intervention, are either unable or unwilling to return home. This service provides a "cooling-off period" as an aid to assisting in family reconciliation.

Source of Referrals - The manner in which unruly referrals learn about or come in contact with the program, i.e., hearing about the program through the police, schools, community agencies, or previous contact with us, or being brought to us by the police. 'Other' sources of referral most often include friends, neighbors and churches.

Status of Referrals - Six categories are utilized to describe the current place of the referrals in the Community Services System. These six categories are: Successful Completion; Unsuccessful completion; Began Services During Quarter; Receiving Services From Previous Quarter; In Process; and Never Linked. Each of these categories is defined separately under their name.

Successful Completion - A CSS status where the client or provider agency reported that the referring problem was improved or resolved at the time of termination of services.

Support Units - Three casework units of SUY which provide intensive counseling services to unruly youths and their families who receive service beyond the Crisis Intervention process.

Type of Services Delivered in The Community Services System - Eight different types of services are delivered through the participating agencies in the CSS. These services, which are defined under their individual names, are: Family/Individual Counseling; Shelter Care; Volunteer Services; Educational Day Care; Group Counseling; Employment Services; Environmental Support; and Psychiatric and Other Services.

Unit of Services - The amount by which services or activities are measured. For example, a unit of counseling is one hour; a unit of emergency shelter care is one day or any part thereof; and a unit of environmental support services, is the completion of an activity, regardless of time.

Unsuccessful Completion - A CSS status where the client or provider agency reported that little or no improvement had been made in the resolution of the referring problem at the time of termination of service.

Volunteer Services - Voluntary adult companionship provided to unruly youth who need guidance to help them achieve better personal and social relationships. Volunteer services usually take the form of a big brother/sister role model services to the youth.

END