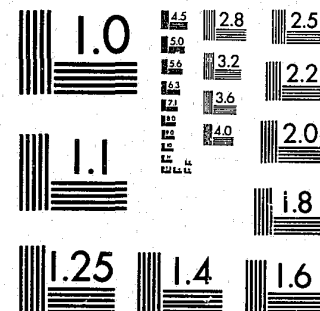


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Final Report

# Black Affairs Center

For Development/Leadership in Applied-Organizational and Behavioral Sciences, Inc.  
(202) 872-1787

A REPORT ON THE  
DEVELOPMENT OF YOUTH ARBITRATION MODELS:  
FOR PROGRAM AND EVALUATION  
(Report #7)

VOLUME III

Project:

WASHINGTON URBAN LEAGUE  
YOUTH ARBITRATION CENTER  
651 Florida Avenue,  
Washington, D. C.

Period Covered:  
September 1, 1975 - March 31, 1978

A Project Supported by the  
Law Enforcement Assistance Administration

1200 - 15th St. N.W., Suite 608

bae

Washington, D.C. 20005

This evaluation study was supported by a grant to the Washington Urban League and the Office of Juvenile Justice and Delinquency Prevention (LEAA). It was monitored by Ms. Judi Friedman and Ms. Charmaine Jackson (OJJDP) and the District of Columbia's Office of Criminal Justice Plans and Analysis.

The views and conclusions in this document are those of the evaluators and should not be interpreted as necessarily representing official views or policies, either expressed or implied, or the Office of Juvenile and Delinquency Prevention, the Washington Urban League or of the U.S. Government.

February 1978

OCJPA

GRANT NUMBER

77-DF-99-0026

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## PREFACE

Volume III, titled "Development of Youth Arbitration Models: For Program and Evaluation" was prepared to address the issue of program replication in the area of demonstration services for status offender diversion. The issue of replication in the evaluated non-legal juvenile diversion project, (outside the traditional juvenile justice system) known as the Youth Arbitration Center (YAC) was developed through the critical analyses of the project's basic model components for:

1. program services and
2. program evaluation

The results of the analyses are the models for program services and program evaluation presented respectively in Parts I and II of this Volume.

Part I, Model for Program Services, examines the Youth Arbitration Center's service strategy to include its intervention methods and assumptions, and its operational guidelines for organization, management and client interaction in the context of YAC's stated problem and goals. Part II, Model for Program Evaluation, similarly, explores the design, techniques and level of analysis implemented to evaluate YAC's effectiveness of service intervention and program operations. This report, Volume III, should be reviewed indepen-

dently and using Volumes I and II as a reference for more explicit examination of caseflow data, client characteristics and instrumentation developed for evaluating the YAC project.

It is the evaluators' conclusion that the Youth Arbitration Center does provide crucial youth and family services to the status offending client without "widening the catchment net" of the traditional juvenile justice. Thus, YAC has become a viable alternative to and for the court, the school and the family.

## I. INTRODUCTION AND BACKGROUND

Law Enforcement Assistance Administration's (LEAA) funding of status offender programs was authorized by the Juvenile Justice and Delinquency Prevention Act of 1974. These programs were designed to divert juvenile status offenders from the entire juvenile justice system through termination of contact with the juvenile justice system and referrals to non-system agencies. The diversion process occurs at any point between referral (or apprehension) and adjudication.

The status offender, often known as a person in need of supervision (PINS), is a juvenile whose offense behavior would be non-criminal if he were an adult. Examples of status behavior would include truancy, runaway and being ungovernable. The Juvenile Court was established to impact on such acts that may predict later delinquency if not addressed immediately. The intent of the 1974 Juvenile Justice and Delinquency Prevention Act was to provide still other avenues for positively and immediately dealing with the problems of juvenile crime and pre-delinquent behavior.

On September 1, 1975, the Washington Urban League (WUL) received a grant from LEAA to establish the Youth Arbitration Center (YAC) demonstration project which would provide voluntary diversion services to at least 400 Washington status offending youth over its first two years of operation. YAC was viewed as a de-

monstration model, in this regard LEAA included the requirement for a simultaneous evaluation program as a subcontract to the WUL grant. Through the competitive bid process the subcontract to provide an evaluation of the YAC effort was awarded to the Black Affairs Center, Inc.: For Development and Leadership in the Applied Organization and Behavioral Sciences (BAC).

This paper on Youth Arbitration Models Development, presents, in two parts, BAC's assessment and refinement the Youth Arbitration Services Model and the Evaluation Model developed by BAC to assess program effectiveness. These models are presented by the evaluator in response to LEAA - OJJDP's Special Conditions for Demonstration Programs paragraphs 10 and 11, to the District of Columbia's Office of Criminal Justice Plans and Analysis for Grant Number 77-DF-99-0026.

## PART I

### MODEL FOR PROGRAM SERVICES



## II. THE YAC PROGRAM MODEL

The philosophy that seemed to guide the development and organization of the YAC Model was that the pre-adjudicated status offender was in need of a responsive support system outside the traditional juvenile justice system. YAC determined to be a support system to area status offenders through the provision of social and psychological services, educational reinforcements, and programs created to enhance family interaction and understanding. YAC saw its responsibility for diverting youth from the traditional correctional system as a vital support to the youthful status offender and the total community.

The specific attainment of this support system comes through crisis intervention, family counseling, tutorial work, field trips, and the like. This paper will examine the methods and techniques employed in the YAC model over the past two years in the provision of a community support system for status offenders. The strengths and weaknesses of various procedures will be noted. Suggestions for modification and/or enhancement of the model will be presented. In all cases, the Washington Urban League's service delivery model as analyzed by BAC, will be the point of departure in this analysis with the paramount goal being to highlight its strengths and suggest ways to decrease the Program Model's weaknesses.

### Objectives and Components

The Model for service delivery devised has several key components under the broad operational units of "clinical" and "arbitration" services which merit description and discussion in this pre-

sentation. The specific program objectives which comprise YAC's voluntary, non-legal service delivery model are:

- The provision of a viable alternative to juvenile court processing of non-delinquents in trouble.
- The improvement of interpersonal relationships between the youthful offender and his family.
- The provision of short-term crisis intervention services.
- The determination of whether decentralized, free services for the offending youth and his family will decrease further family problems or delinquency.
- The assessment of the viability of mediation and arbitration as techniques in the resolution of family conflicts.
- The evaluation of the use of other families as temporary shelter homes for status offending youth.

The program components designed to meet the above objectives are described below.

### A. Crisis Intervention

According to the Youth Arbitration Center's evaluation study and its program narrative, on a twenty-four hour, daily basis the Center accepts referral calls and in most instances responds in person to request from local families and court authorities to intervene in crisis situations. The immediate objective in responding to these crisis is to resolve the presenting problem. If this cannot be accomplished during one contract, other project services are offered. The initial contact and interview with YAC is usually in time of crisis - an event has occurred, a youth is involved, and family/personal stability is threatened. More often than not these calls come from official agencies rather than individual family units. (See Evaluation Volume I's analysis of referral sources).

## B. Arbitration and Mediation

A unique feature of the YAC has been to combine traditional family counseling strategies with arbitration and mediation. A special effort is made in each case to bring the principle parties in a dispute to the "bargaining table" as equals. For instance, if a youngster and parent are feuding because the youngster will not respect parental curfews, mediation as equals may help. The two can present their cases with the support of YAC staff advocates, gain insight to problems of the other reach, a contracted temporary solution, and usually proceed to short-term family counseling that will yield a more permanent solution.

The Arbitration hearing is a last resort for YAC, but it can be effective -and by nature- compelling and binding. YAC's arbitrator has the authority to make a decision that is binding on the parties to the dispute if they are to remain in YAC's voluntary program. Involvement in the program itself has to be judged rather highly if arbitration is to be a workable program component. As with mediation, arbitration is followed up with other appropriate support services.

## C. Family Counseling

Unlike other diversion efforts the YAC model and staff employ a family-centered counseling strategy. This is in contrast to many programs which are strictly child-centered in orientation. The assumption which guides family-centered counseling is that the child's "problem" is merely a reflection of familial "problems" and that only through concerted family efforts can family "problems" be eli-

minated. When a youth becomes a part of the YAC caseload, the entire family unit becomes the client.

To support this orientation, YAC counselors are flexible in their scheduling of conferences, sessions, and other support activities. The convenience of the client group is of most importance to YAC staff, so sessions may be scheduled on lunch hours, after 6:00 p.m., and at family homes when necessary.

## D. Emergency Shelter Care

Because YAC does not operate from a group shelter home (as do other diversion programs), provisions were made for temporary, emergency shelter care. These are:

- Licensed group shelter homes for a maximum of two days;
- Temporary placement in the home of a relative or a close family friend;
- Temporary placement in the home of a non-related family recruited and trained by YAC to handle emergency situations.

## E. Educational Services

Educational services are provided as a regular part of the YAC program. The educational coordinator plans the overall educational program and designs specific assessments and activities to meet the needs of individual youth. These include ongoing liaison activities between YAC and the schools, educational guidance and direction for youth and their families, testing, and tutoring.

YAC youth are carefully prepared for re-entry into public schools or for the General Equivalency Examination if appropriate. An educational curriculum is devised and contracted for those youngsters who do not immediately return to school. In all cases, moni-

toring is close and consistent.

The focus of the tutorial program is the upgrading of basic skills. This upgrading is based on tested competency needs of YAC clients. Volunteers and student aids are used in the delivery of needed services.

#### F. Community Resources

YAC clients need much more than the Center alone can offer, so the community is continuously surveyed with reference to resources. Resources are especially useful in the following areas:

- Emergency Overnight Shelter
- Employment Development and Vocational Counseling
- Child Care Services
- Recreational and Socialization Activities
- Medical and Dental Services
- Clothing, Food and Social Services
- Legal Services
- Alcohol and Drug Rehabilitation
- Consumer Information/Protection

Diagram I details the ideal client flow through YAC. A client's contact with YAC is designed to last on an intensive basis for only 30 to 90 days. Follow-up will last up to one year after intensive contact is terminated.

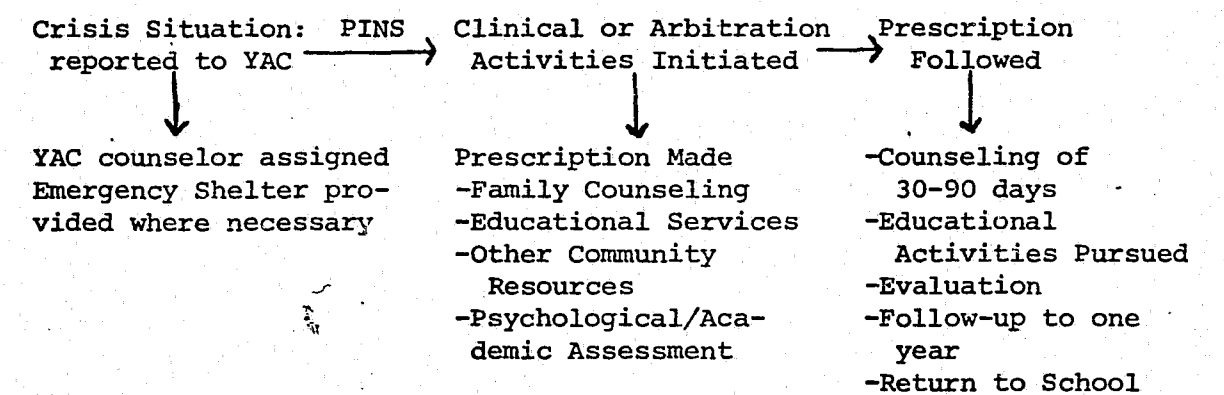
The simplicity of Diagram I may cloud the many processes that occur when a youngster and his family become a part of YAC's clientele. Actually the flow of a client through YAC can be unclear and not so smooth at many junctures.

For instance, abused and/or neglected youngsters may come to the YAC program for other referral reasons and other after several days may also be referred to the Department of Human Resource's (DHR) Protective Services Unit. This youth may remain a YAC client and DHR

client simultaneously.

Other cases may not be amenable to mediation or arbitration, and prescriptions for clinical services may be developed based on tests, interviews, and the like rather than arbitration strategies.

#### DIAGRAM I: YOUTH ARBITRATION CENTER IDEAL CLIENT FLOW





### III. YAC STAFF AND MANAGEMENT

A well-trained staff is needed to make the many fine distinctions such a diverse client group needs in terms of service and follow-up. YAC has been organized and staffed around service components. The project has a community resource specialist, clinical supervisor, arbitrator, family counselors, advocates and educational specialist. Project research and evaluation efforts as well as staff development and training are contracted outside of YAC. A project director coordinates the activities of all employees.

Operational guidelines as implied in Diagram I above suggest the need for project service components as well as clear areas of responsibility. Prescriptions for specific services to clients are filled by three of the four components. The fourth component-arbitration- ideally interacts with the other three in setting clinical/educational goals. The possibility for open communication between, within, and across the components is essential for answering the kind of client-related questions and needs for which YAC is set up. Projects such as YAC often have to sacrifice some organization/management effectiveness for the ultimate good of the client. This is particularly so during a program's start-up years. In the long run, however, such sacrifices are beneficial in terms of management and budget because they do increase the number of client successes. The YAC organization is designed for effective client service.

The duties of each are probably apparent from the job titles. Briefly the project director has been responsible for:

- Monitoring all activities and conditions of the grant
- Assuring that project objectives are met
- Supervising all project staff
- Developing a viable public relation program
- Coordinating essential support services
- Attending relevant conferences and meetings
- Coordinating project activities with LEAA officials
- Insuring that fiscal controls are adequate
- Monitoring research effort
- Insuring privacy of clients
- Coordinating with state planning agency, OCJPA
- Developing new approaches where necessary

The community resources specialist serves as a liason between the project and community service agencies negotiating for and acquiring needed services for YAC clients. The community resources specialist makes available housing, clothing and the like, and other services to YAC clients.

The clinical supervisor is responsible for planning, initiating, and managing all appropriate clinical services and the administrative effort required to fulfill the objectives for which YAC is organized. The clinical supervisor works closely with family counselors and youth workers in coordinating the services plan and contact with YAC families.

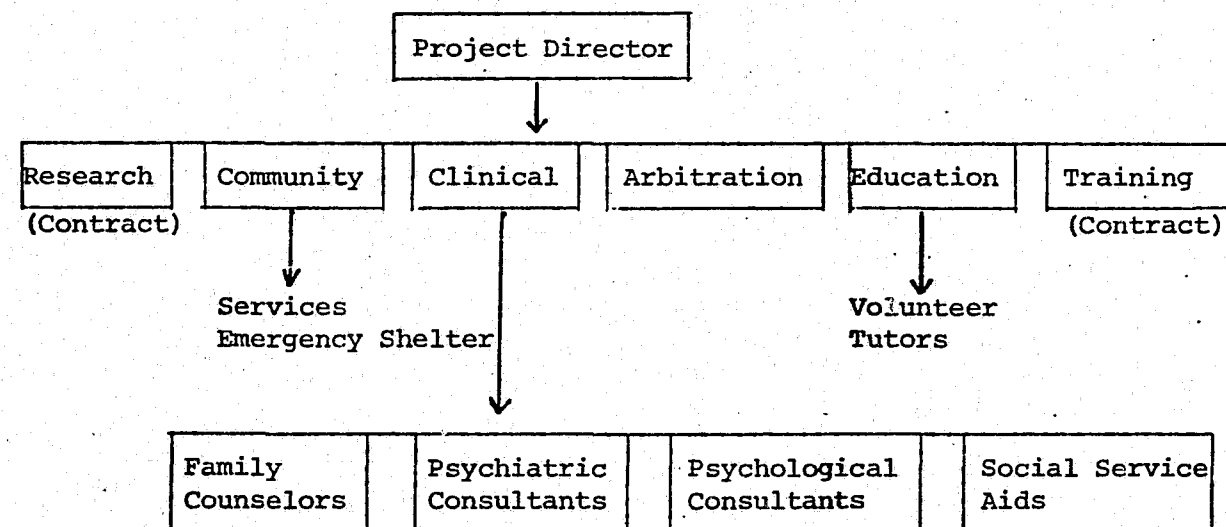
Under the supervision of the project director, the arbitrator will establish and maintain a process for mediation and arbitration for project family dispute settlements. The arbitrator will establish a system of rotation and coordination of family advocates for disputes and

the provision of appropriate training for staff advocates.

The educational specialist designs, develops, and implements remedial education services for the specific needs of project youth. This person also administer tests where appropriate, recruit volunteer tutors and acts as liason with the public schools so that YAC clients can make smooth adjustment or re-entry to school system.

Diagram II is the YAC staffing pattern.

DIAGRAM II: YOUTH ARBITRATION CENTER STAFFING PATTERN



#### IV. PROJECT STRENGTHS

Most of the available literature on diversion programs for status offenders suggests that voluntary community - based and community-supported programs are viable alternatives to the traditional juvenile justice system, particularly, for serving the needs of status offenders and may inpart juvenile crime and anti-social behavior. A major strength

of the Washington Urban League's Youth Arbitration Center is its reliance on community support and resources. The staff of YAC has been fairly successful in developing a working relationship with and getting the community involved in the provision of services and the resolution of problems. Because of this, YAC is seen as an integral part of the immediate community and its structure.

The use of various crisis intervention strategies that are immediate and workable is another strength of YAC. The first contact with YAC is another strength of YAC. The first contact with YAC is a designed interview to get to the heart of the problem right away. While YAC values data and case study materials, the crisis is handled before data are collected where necessary. Most people in crisis find this approach very helpful and acceptable. Furthermore, some relief is offered the client in erisis immediately enhancing the client's view of YAC. Clients begin to believe at first contact that YAC can and will help in the resolution of their crises. This is an important asset for further service involvement in a voluntary setting. Similar projects might benefit from this approach.

A third project strength is the family-centered approach to counseling. The posturing of counselor to client via the entire family unit is not a new strategy, but for some agencies it has become forgotten strategy. It is refreshing to see it advocated and utilized by the WUL-YAC. Its use suggested strongly to the youthful client that responsibility for the offensive behavior will be accepted by the family unit and the client; it suggests that there are support systems available to the client beginning with the family.

For some clients centering on the family may be detrimental to the treatment/counseling task. This is because some families are not supportive of the youthful offender and may even resent being involved in the counseling procedure. In these instances individual counseling is available. The experiences of this evaluator are, however, the most hostile, non-cooperative family units can be won over when the counselor is patient, supportive, and frank regarding the benefits of family counseling in the long run.

One gets the impression that for those few cases where patient does not win over the family, the YAC clinical supervisor would with the family counselor make a determination to pursue individual treatment. Consistent monitoring of cases through staff conferences is a key of the YAC program and essential to the positive utilization of family-centered counseling and therapy.

The fourth strength to be highlighted in this critique of the WUL-YAC is the Center's use of mediation and where necessary arbitration. Mediation implies strongly a commitment to the individuality and equality of all principles to the disputes referred or that YAC learns about. Most of these disputes are between parent and child and can be characterized by failures at one level or another for the individuals in the dispute to communicate. Mediation handled by trained counselor advocates is an effective technique for discarding status differentials, even if only temporarily, and opening lines of communication. YAC is to be applauded for attempting this strategy.

The use of arbitration, as a last resort, is also to be applauded. Its employment as the final approach to short-term intervention clearly

demonstrates to the client and family that a decision will be reached and that YAC is not reluctant to impose standards on the participating individuals. The major weaknesses that many observers note in youth oriented programs are the failures to establish clear and agreed upon standards of socially, acceptable behavior for clients, their families, and the staff involved. YAC is to be commended for employing this option along with mediation and clinical services in the resolution family crises.

Another strength to be noted in this description of the YAC service delivery model, is the diversity of internal and external resources available to the program making it possible to devise several different treatment plans for agency clients. Many similar programs rely on only one or two approaches to treatment - tutorial or recreational - and miss the rich possibilities working with the community can yield. (A full analysis of YAC services rendered is available in Volume I of the evaluation report).

A final strength in terms of management should be discussed. The delineation of four clear project components based roughly on the ideal client flow is a significant note of progress. All clients receive some services from the arbitration component; other components become involved in relationship to specific client-related service prescriptions. While separate project component personnel communicate on cases, areas of responsibility are fairly clear and precise.

The six most outstanding strengths of the YAC service delivery model noted above are by no means all of the project strengths one could observe. These are the major strengths and perhaps unique features selected for comment here. Another judge may have selected other items.

## V. PROJECT WEAKNESSES

As above any number of project attributes could be singled out and judged to be weaknesses. In terms of this critique three areas of emphasis seem particularly noteworthy.

This first weakness is that the construction of the service delivery model, the progress of a case through the YAC system is not clearly tagged for the purposes of case monitoring. Check points for periodically determining the appropriateness of a particular treatment plan for a client were not clearly located. Nor was it clear how case conferences, psychological and psychiatric consultants, and in-house clinical supervision would be used in monitoring client progress through the service contract. The diversity of services noted above is a strength, but it does, however, require careful monitoring to be effective. Techniques for such client and resource monitoring are clearly apparent in the service delivery model.

A second area of weakness concerns the assumption that mediation of status offenses can occur best in the context of the family. The model for mediation presented does not include mediation between outside officials particularly the school and the child. Many status offenses do occur as a response to poor communication between the youth and his family; others as seen in the YAC evaluation do occur as a result of poor communication with outside officials such as the teacher, principal, or neighborhood store keeper. The service delivery model does not spell out how the latter disputes can be handled through YAC mediation.

The third project weakness to be listed here concerns the utilization of outside consultation. It is not clear how outside consultation on project research and evaluation, staff development and training, and case assessments will be used and monitored. This coupled with non-specific lines of communication between staff could create serious management problems for the YAC project director. Well selected consultants are a boon to any project but where their role is unclear problems do emerge. Management has to be very sensitive to staff needs and the fact that consultants are often viewed as a threat to staff competence. It is no secret that staff see outside consultants as being used when the staff is inadequate. This is, of course, not true, but the myth prevails among staff. One way to decrease these problems is to clarify the consultant role, task and integration of their work with that of the staff.

Weaknesses in YAC management are not damaging, but their elimination would certainly increase project effectiveness. There is not clear client intake unit in the organization/management scheme of YAC, nor is it clear how client intake is monitored. This monitoring process seems to be handled informally by all project component supervisors. From the perspective of a demonstration project, such a critical area should be formalized and measurable lines of communication established.

In the same vein, the location and management of the 24 hour referral service is not identified in the organization chart. This is a key service whose management ought to be highlighted.

The emerging role played by the arbitration unit at YAC suggests

that it ought to be more clearly integrated in terms of its relationship to other project components. Two purposes would be served through this refinement: (1) the functions of the arbitration might then specifically include intake, and (2) clarity of roles and responsibilities would be increased.

Finally, an area of project weakness is the failure to specify how disputes within and between service components regarding client treatment/progress would be handled. It appears that such disputes are handled by consensus reached after team consultation with the project director acting as final arbiter on client disposition.

Again, it is imperative to note that weaknesses in YAC management are not damaging, but areas for improvement elimination would increase project effectiveness.

#### VI. SUGGESTIONS FOR INCREASING PROJECT EFFECTIVENESS

While YAC is viewed as innovative, efficient, and positive in this presentation, any effort can profit from suggested refinements. Four such suggestions are outlined below.

##### A. Use of Volunteers

The YAC model has built in the use of community volunteers for the delivery of various services. This community-based orientation to service delivery is heralded elsewhere in this document. One way to increase the usefulness of community-based volunteers would be through the development of a volunteer family buddy system. Many of the family units YAC has contact with are experiencing a crisis around the youthful status

offender's problem. In addition these families are probably troubled by long-term situations that the behavior of one family member merely highlights. A community family "buddy" can be trained by YAC staff to listen reflectively, provide problem-solving skills, and refer more difficult problems back to YAC. The first suggested addition is the more creative use of community-based volunteers through the development of a family buddy system.

##### B. Expanded Use of Peer Counseling and Mediation

Counseling and mediation, as occasionally used with YAC's educational tutoring, by ones peers can be an important vehicle for building trust between the youthful status offender and YAC. As discussed above YAC staff can train teenagers to listen reflectively to the concerns of their peers, provide problem-solving, and refer more difficult problems to YAC staff. Peer group counseling has been used effectively in many locations and is offered as the second suggested refinements to the YAC service delivery model.

##### C. An Expansion of Internship Experiences for Howard University and University of the District of Columbia Students

A labor supply not always used well is that provided by local institutions of higher education and training. Arrangement for course credit and/or internship experience should be worked out with the appropriate departments and professors so that college and graduate students can be creatively involved and rewarded for these services and learning experiences. Students can provide counseling, big "brother/sister" activities, chaperone where necessary, be alternative career models, and generally be available to enhance YAC staff services and skills. This is the third suggested addition.



#### D. Alternative School Experiences

Eventually YAC and other diversion programs will have to seriously confront the needs of status and juvenile offenders for alternative school experiences. Many of the problems YAC clients have --as seen in the Evaluation reports-- are the direct result of non-productive experiences with the traditional and at times insensitive school system. It seems foolish to force these youngsters back into a system that has proven negative for them. YAC, particularly with the Urban League's past experience, can develop and provide alternative academic experiences for youthful offenders.

#### VII. A NOTE ON COST EFFECTIVENESS OF YOUTH DIVERSION PROGRAMS

Few documents such as this evaluation would be considered complete without at least a little attention being paid to the "economics" of such efforts.

Do youth diversion programs such as YAC make economic sense? Sadly, a definitive answer for this and other diversion, deinstitutionalization, and social re-integration programs cannot be presented at this point. It simply is too early to measure all the possible follow-ups (recidivism, later juvenile delinquency or adult crime, community cohesiveness, and so forth), that would be required to effectively answer this question. However, there are some observations that are suggestive of what the long-term effects of such project will be:

- While it is still early in the implementation period of youth diversion programs, national trend practically all demonstrate that juvenile crime in target areas does decrease after a program is established.
- The trends in the YAC target area are similar to the national with respect to reduction of juvenile crime in the target service area.

- YAC seems to be utilizing its financial allocations wisely. Some examples are in:

- (1) the relatively wide range of services available to clients.
- (2) the rather large number of clients served.
- (3) YAC average per client costs.
- (4) the well qualified staff whose salaries are not exorbitant.
- (5) the creative use of community resources.

Finally, it might be wise to consider the often posited notion that the costs of salvaging the liver of the nation's youth and future cannot be measured only in dollars and cents. The human costs associated with not attempting diversion efforts and other general child welfare and educational programs are probably much greater than any of these attempts. Every reasonable effort to improve the quality of life for the nation's youth ought to be attempted. It is often said that "a nation which does not respect and invest in its youth has no future." It is time our national policy raised the value of its children and youth to a level which exceeds that of oil or gold. Programs such as YAC seem to be cost effective in the dollar and human values.

#### VIII. Summary

This analysis of the Washington Urban League Youth Arbitration Center Model of Service Delivery has been deliberately brief but inclusive with:

- the key attributes of the model being reviewed,
- strengths and weaknesses noted, and
- suggestions for program additions were made.

The general view was that YAC has developed an extremely, adequate

service delivery model strengthened by the number of services available, the use and relationship to community resources, and the use of mediation and arbitration. A few areas for reinforcement were noted, and refinements were noted and refinements were suggested which would continue to enhance the YAC model's adequacy.

## PART II

### MODEL FOR PROGRAM EVALUATION

## I. THE MODEL FOR DIVERSION PROGRAM EVALUATION

Part I of this paper will examine the methods, techniques and model employed by BAC in the conduct to this evaluation over the past two years. The strengths and weaknesses of various procedures used in the model will be noted. Suggestions for modification and/or enhancement will be presented. In all cases, the BAC evaluation model as applied to the Youth Arbitration Center will be the point of departure in this discussion with the paramount goal being to highlight its strengths and suggest ways to decrease its weaknesses.

## II. EVALUATION DESIGN AND YAC OBJECTIVES

### A. YAC Objectives Evaluated

The scope of work and the primary measurement objectives of the evaluation project were derived by BAC from the YAC's initial statement of program objectives. The evaluation was, therefore, designed to evaluate YAC's demonstrated ability, as stated in its program objectives to:

1. Provide a viable alternative to juvenile court PINS procedures for non-delinquent youth in trouble, thus, keeping non-delinquent youth out of the criminal justice system and discouraging their detention;
2. Improve the interpersonal relationships between the youth referred and their families by resolving crisis situations which threaten family breakup, thereby, reducing the number the juveniles in contact with the criminal justice system;
3. Reduce juvenile crime and delinquency (in the target service area);\*

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\*Added for clarification by the evaluators due to the unlimited scope of YAC objective 3.

4. Provide youth and parents with a range of services designed to resolve short-term crisis situations and long-term conflicts that cause continuing stress on all family members;
5. Evaluate whether decentralized and free services for the non-delinquent youth and families decrease future family problems and delinquency and reduce the incidence of juvenile incarceration;
6. Assess the effectiveness of non-residential and limited residential assistance in solving serious family problems involving youth;
7. Provide the project with an on-going evaluation capability to assess the program's effectiveness and diversionary capability as a result of getting youth and their families to resolve conflicts.
8. To test the use of conciliation, mediation and arbitration as viable methods when combined with behavioral scientific practices and techniques in the resolution of family conflict in cases of status offense accused youth.

### B. Evaluation Techniques

The specific techniques and methods used to assess each of the above objectives are listed below.

1. To assess YAC's general ability to provide a viable alternative to juvenile court for PINS youth, the evaluators made the following observations:

- A careful analysis of PINS trends citywide and in the targeted geographical service area was conducted. This included an assessment of trends before and during YAC's presence.
- An examination of the number and characteristics of cases handled from intake to termination by YAC over time.

2. To assess the ability of YAC to improve interpersonal relationships between youth and their families, the evaluators used these techniques:

- Before and after measures of adjustment of youth using standardized instruments and interview guides generated for the evaluation.
- Follow-up studies with selected youth and their families.

3. To assess the ability to YAC to reduce juvenile crime and delinquency in the target service area, the evaluators made the following observations:

- A careful and complete analysis of PINS trends in the target geographical service areas was conducted. This included an assessment of trends before and during YAC's presence.
- An examination of the number of cases handled from intake to termination by YAC over time.

4. To assess the ability of YAC to provide youth and their parents with a range of services designed to resolve short-term crisis situations and long-term family conflicts, the following techniques were employed:

- A complete assessment of YAC organizational structure.
- An analysis of the development of YAC organization.
- An analysis of caseloading with reference to sources of referrals, services recommended, and services utilized by clients.
- A study of the length of the case service period.

5. To evaluate whether decentralized and free services for non-delinquent youth and their families decreased family problems and delinquency, the following analysis were conducted:

- Service analyses by percentage of treatment services as opposed to families serviced.
- Analysis of client age and sex distributions.
- Extensive and carefully planned follow-up studies.

6. To assess the effectiveness of non-residential and limited residential assistance in solving serious family problems involving youth the evaluators conducted:

- Extensive and careful follow-up studies.
- Some controlled observations.

7. To provide YAC with on-going evaluation capability, the following services were provided to YAC:

- Preparation of various forms to facilitate intake, case monitoring, case termination, and selected follow-up.
- Orientation to the evaluation effort, the administration of tests, use of forms, and expanding service procedures, e.g.: arbitration.
- Case conferencing and consultation.

8. To test the use of conciliation, mediation and arbitration as viable methods when combined with behavioral scientific practices and techniques in the resolution of family conflict in cases of status offense accused youth. The evaluators conducted:

- a study of cases serviced through the arbitration hearing method.
- an analysis of the emerging selection criteria for referring cases to arbitration

#### Summary of Methods

Briefly then the evaluation model is highlighted by four analytical approaches. These are:

- Secondary analysis of PINS data and juvenile crime statistics for geographical target area.
- Analysis of organizational development.
- Objective assessment of adjustment data on YAC clients and their families.
- Careful and well planned follow-up studies.

#### III. A CRITIQUE AND COMPARISON OF THE EVALUATION MODEL FOR YAC WITH THE "NATIONAL EVALUATION DESIGN FOR DEINSTITUTIONALIZATION STATUS OFFENDER PROGRAMS."\*

The critique of the evaluation model used for YAC can be furthered through the examination of another evaluative model. The one selected

\*This discussion is based on National Evaluation Design for the Deinstitutionalization of Status Offender Program OJJDP - LEAA, U.S. Government 1977.

for description here has been used to evaluate similar programs in a national research effort. The National Institute for Juvenile Justice and Delinquency Prevention is required to provide for evaluation of federally assisted juvenile delinquency programs. De-institutionalized Status Offender Programs (DSO) are a part of this national to remove juveniles from institutions and program drive to decrease juvenile delinquency. YAC while emphasizing diversion is a DSO program, and the objectives and techniques appropriate to evaluating DSO's will be discussed here.

The central evaluation objective of the DSO program to determine:

1. The extent to which status offenders already in detention and in correctional institutions, as well as those newly defined as status offenders during the life of the programs;
2. The progress achieved in the development and utilization of community-based services; and
3. The impact of these services on (a) the social adjustment and recidivism of program clients; (b) the acceptance and support of the program by community opinion leaders, personnel of collaborating private and public social service organizations, and by the juvenile justice agencies; and (c) the fiscal, organizational, and personnel problems of the juvenile justice system.

The specific data required to meet the above objectives are noted below:

1. To determine the extent to which status offenders have been removed from detention and correctional institutions and prevented from entering these facilities as a result of DSO's was measured through the analysis of demographic data on each client. In addition an analysis of the flow of status offenders through the juvenile justice system was conducted.
2. To determine how effectively community-based services have been developed and utilized, five dimensions were identified which could facilitate or obstruct the implementation of DSO projects.

These are:

- Community tolerance for juvenile misbehavior as measured by (a) number of complaints to the police and courts made

directly by community residents, (b) number of school expulsions in the community, and (c) comparison of detention rates before and after the DSO.

- The volume of youth services and treatment resources available in a program site as residential and non-residential facilities with particular attention paid to the range of treatment services available.
- The character of statutory provisions related to the treatment of status offenders not only in terms of the existence of the legislation but its mandatory of discretionary provisions.
- The success with which programs are free of coercive control by agencies of the juvenile justice system as measured by the proportion of program staff selected and supervised by juvenile system and justice system budgetary control.
- The success with which programs avoid imposing coercive controls on their clients measured by delabelling of clients and (b) the detail with which the activities of clients are regulated.

In addition, the measurement of objective number two (2) is enhanced by a narrative history of program development and a detailed organizational analysis.

3. To determine the impact of the DSO services on the social adjustment and recidivism of program client basic demographic data were analyzed, diagnostic measures were employed, before-after tests were administered, and self-reports of client delinquent behavior were collected.

To determine the impact of the DSO program on the private and public agencies and the juvenile justice system, data were collected on systems rates, program multi-attribute utility, and comparative costs.

The essential components, then, of the national evaluation design flow from the client to the local community/service area to the larger juvenile justice system. Data are of various types.

#### IV. A COMPARISON OF THE YAC AND NATIONAL EVALUATION DESIGNS

Tables I and II describe the evaluative techniques employed by



TABLE I: TECHNIQUES FOR MEASURING EVALUATION OBJECTIVES - THE YAC MODEL

Objective	Technique	Level of Analysis
1. To assess ability to provide viable alternative to juvenile court for PINS youth.	<ul style="list-style-type: none"> <li>- Trends analyses of PINS cases before and after agency.</li> <li>- Analysis of number and nature of agency cases.</li> </ul>	<ul style="list-style-type: none"> <li>- Secondary</li> <li>- Primary/Secondary</li> </ul>
2. To assess ability to improve interpersonal relationships for client and his family.	<ul style="list-style-type: none"> <li>- Before and after measures of adjustment.</li> <li>- Follow-up studies.</li> </ul>	<ul style="list-style-type: none"> <li>- Primary</li> <li>- Primary</li> </ul>
3. To assess ability to reduce juvenile crime in target area.	<ul style="list-style-type: none"> <li>- Trends analyses of PINS cases before and after agency.</li> <li>- Analysis of number and nature of agency cases.</li> </ul>	<ul style="list-style-type: none"> <li>- Secondary</li> <li>- Primary/Secondary</li> </ul>
4. To assess agency ability to provide range of services.	<ul style="list-style-type: none"> <li>- Assessment of agency structure.</li> <li>- Analysis of agency development.</li> <li>- Analysis of caseloading.</li> <li>- A count of case length.</li> </ul>	<ul style="list-style-type: none"> <li>- Secondary/Primary</li> <li>- Secondary/Primary</li> <li>- Primary/Secondary</li> <li>- Secondary</li> </ul>
5. To evaluate whether agency can decrease family problems and delinquency.	<ul style="list-style-type: none"> <li>- Service analyses of several types.</li> <li>- Follow-up studies.</li> </ul>	<ul style="list-style-type: none"> <li>- Secondary</li> <li>- Primary</li> </ul>
6. To assess effectiveness of non-residential programs.	<ul style="list-style-type: none"> <li>- Follow-up studies.</li> </ul>	<ul style="list-style-type: none"> <li>- Primary</li> </ul>

TABLE I. TECHNIQUES FOR MEASURING EVALUATION OBJECTIVES - THE YAC MODEL - Continue

Objective	Technique	Level of Analysis
7. To provide agency with on-going evaluation capability.	- Preparation of various forms	- Primary/Secondary
	- Staff orientation	- Primary
	- Staff consultation	- Primary
8. To use "arbitration" as a viable method for resolution of family conflict..	- Study of cases referred	- Secondary/Primary
	- Analysis of referral criteria	- Secondary

TABLE II: TECHNIQUES FOR MEASURING EVALUATION OBJECTIVES - THE NATIONAL MODEL

Objective	Technique	Level of Analysis
1. To determine extent to which status offenders have been removed from detention and correctional institutions.	- Demographic analyses.	- Secondary
	- Analysis of case flow.	- Primary/Secondary
2. To determine how effectively community-based services have been developed	- Assess community tolerance.	- Secondary/Primary
	- Assess volume of services and resources in target area.	- Secondary
	- Examine character of statutory provisions.	- Secondary
	- Assess independence of program from justice system.	- Secondary/Primary
	- Assess extent of coercion imposed on clients.	- Secondary/Primary
3. To determine agency impact on client adjustment and the juvenile justice system	- Before-After Tests.	- Primary
	- Self-Reports of clients.	- Primary

each unit in the conduct of evaluating youth diversion programs. The research objectives and techniques employed are more similar than dissimilar with a great deal of overlap observed between the two designs. If the eight YAC evaluation model objectives were collapsed into three as the national model uses, the overlap would be even more apparent.

1. For instance, YAC objectives number, 1, 3, and 6 can easily be one objective; objectives number 2, 4, 5, and 8 can be a second objective; objective 7 can be a third objective. A good approach seems to be to have two or three measurable objectives with subparts as does the national model. The YAC model may have its only weakness in an overlisting of objectives.
2. A second comparison can be made in terms of the techniques used. Again there is a great deal of similarity between the two on this dimension. One is impressed, however, by the addition of community tolerance measures in the national design as well as measures of program independence with respect to the juvenile justice system. These components would be more useful if strengthened in the YAC evaluation model.
3. A third comparison can be made in terms of program involvement in the evaluation effort. The BAC model is strengthened by the inclusion of objective 7, and its effort to leave behind tools and skills of evaluation. The national model has no such provisions.

The YAC model compares more than favorably to a national evaluative model. If the YAC model can be described as having weaknesses, these may be in terms of the delineation of research objectives.

#### V. SUGGESTED REFINEMENTS TO THE EVALUATION DEVELOPMENT PROCESS AND DESIGN

The Evaluation model is essentially observed to be strong, objective, and responsive to the needs of youth diversion programs. The techniques and levels of analyses for assessing program effectiveness in its many facets as noted in Table I are replicable and ought to be

used in the evaluation of other similar programs. These measures are sufficient. However, even such a positive model can profit from modifications, and there are additions the evaluators may want to consider for future efforts.

1. Though the Youth Arbitration Center and the evaluator mutually agreed upon research objectives and techniques, the evaluator would be wise in the future to rely less heavily on agency generated objectives. It can be generally observed that agency objectives tend to be:
  - more overstated and likely to be biased, than those generated by the evaluator;
  - the agency is likely to be overly anxious about evaluation and research;
  - the agency is likely in pursuit of the grant to overlook key notions which ought to be systematically observed, counted, and analyzed.
2. A concept that needs to be reinforced in the evaluative analysis is that of the relative viability of arbitration, negotiation, and/or mediation in the resolution of problems between a juvenile and his family. While this method of conflict resolution was operationalized only in YAC's second year the notion is extremely vital to the development and operation of the Youth Arbitration Center - its name implies such. Future designs should include more than a narrative description of the uses of arbitration negotiation, and/or mediation. Plans should be initiated to collect more useful data on this service methodology in subsequent evaluations.
3. A second issue that was limited to impressionistic interview and evaluative description was the impact of staff training (development) on staff performance. Much training was provided staff to assist them in using arbitration and counseling strategies with clients. Changes in staff performance should be more adequately assessed through the refinement and use of before-after measures of staff performance.
4. While assessed in terms of juvenile court, another refinement might be a more rigorous assessment of the impact of the agency being evaluated on other community youth services. Did YAC encourage other community youth services to become more or less involved with pre-de-

linquent youngsters or was no change observed. This would be an interesting extension of the assessment strategy.

5. A more sophisticated examination of YAC's ability to gain juvenile justice system support and local community support might be included in later evaluation models.
6. A final expansion of the evaluation design would include comparative cost data between the costs of crisis intervention and long-term foster care; between personality testing and counseling; between residential programs and temporary shelter programs. There are many other such comparisons which could be used to highlight the financial benefits or limitations of youth diversion programs. However, the initial scope, evaluation refinements, data collection and sophistication of data analysis procedures must be realistically developed in terms of the available evaluation budget.

#### VI. SUMMARY OF EVALUATION MODEL

This assessment of the approach to evaluating the effectiveness of YAC's status offense diversion program has presented the objectives and techniques of the BAC evaluation model. This model designed as a non-legal alternative "not to widen the net" of official juvenile behavior, was contrasted with a national evaluation model developed for LEAA. It compared favorably on the levels of technique and analysis. Suggested refinements were listed in the context of eliminating future weaknesses in the evaluation model.

In an overall sense, the YAC evaluation model attempted four basic objectives in assessing YAC's diversion services.

1. An assessment of project outcomes focused on changes in behavior, attitude and referral patterns.
2. An examination and description of the project's programmatic development and process.
3. A demographic assessment of status offense and delinquency patterns in the target area and the city as a whole prior to and during the project.
4. And, the development of new data and understanding of status offense behavior in the target area to facilitate assessment of implications and project recommendations.

END