

COMMUNITY-BASED RESIDENTIAL TREATMENT FACILITIES:
THE CASE OF DREYFOUS HOUSE

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MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

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INTRODUCTION

Each of the two reports included in this volume pertain to discretionary¹ programs that substantially changed their operating procedures and the logic of their activities. Neither program was declared nonoperational by either the New Orleans Criminal Justice Coordinating Council or the LEAA, and both were granted adjustments that altered the scope of their activities. The objective of the present report is to highlight issues that surround the continuation of programs whose original purpose has been changed and to discuss the role of evaluation in this context.

The larger issue involves the decision to defund a program that is, for a variety of legitimate reasons, no longer able to implement the work plan identified in the grant award and, more importantly, incapable of accomplishing the original goals. The issue of defunding of discretionary programs brings into accountability the roles and decisions of these agencies: the LEAA (or the regional office), the CJCC or state regional planning district in which the program is operating, and the host or parent agency that is receiving LEAA funds to operate the program. The question for each of the agencies is, what are the conditions under which a program should have its funding ended? Historically,

¹The LEAA distinguishes between grants to state planning agencies for purposes of implementing their comprehensive law enforcement programs and discretionary grants that are earmarked for special priority programs as designated by the LEAA.

there is no clear answer to the question, either at the national or local level. For example, LEAA has no guidelines that apply to the defunding of programs as a result of changes in scope or goals.² That is, there are no criteria identified by LEAA to be used by the regional offices or the CJCC to assess the effects of substantive changes in grant adjustment requests or the capacity of the program to achieve the goals for which the program was initially funded. As near as we can gather, it is also the case that defunding is an uncommon phenomenon, irrespective of region, state, or locality. It appears that the removal of funds (once the grant is awarded) for reasons relating to problems encountered in the implementation of the program is an action rarely initiated by either the local planning agency or the host agency--or the type of action taken by regional offices when in receipt of information that suggests the program may be prevented from meeting its stated goals.

In short, the question of defunding appears to be treated as a nonquestion. Unfortunately, because of the myriad difficulties encountered in generating social programs, the problems of programs that no longer seem capable of fulfilling the conditions of their grants is a relatively common occurrence. For example, two, and

²The LEAA uses a general standard, i.e., non-compliance with the terms and conditions of the grant, but makes no direct reference to the relationship of the logic of the program to the decision to defund. (See Guide for Discretionary Programs, July 10, 1975, Chapter 2, p. 26 and 27.)

perhaps three of the eleven Target Area programs fall into this category, and this figure is thought to be lower than for other discretionary programs in other localities and other regions.

The issue is not, however, as clear-cut as we have suggested. There are at least two general categories of factors that confound the decision process. The first is the distinction that all government agencies make between the ideal goals of any program and the reality of funding, creating and operating the program. The distinction is important, and one that need be elaborated. In the case of the former, the format and, in fact, the justification for the program, is derived from scientific or quasi-scientific models of human behavior. Programs are treated in this approach as if they were controlled experiments, and the outcomes of the experiments (i.e., the products of the program) are seen as tests of hypotheses. Despite the obvious usefulness of such an approach, this view of bureaucratic organizations, the political environment, and human behavior, is often in direct contradiction to the realities of governmental administration. The magnitude of the gap between the scientific model and the routine operations of government is seen, by example, in this discussion of how to build into an evaluation component, criteria for continuing a project.

"The Evaluation Component should contain a discussion of how the results of the analysis will be used to determine project or program continuation. If any of the following circumstances occur, the question of continuation should be considered: (1) the success levels achieved in meeting objectives or goals are not within the specified tolerance limits of the predetermined expected levels; (2) the evaluation measures indicate that the project or program will not achieve its objectives or goals at the end of the implementation period; or (3) the subjective evaluation of the entire project or program indicates that the objectives or goals will not be met and/or that the crimes that are a target of the Impact program will not be reduced by this project or program."³

The only flaw in the logic of these procedures is that government and governmental administrators do not act in the manner described. Perhaps they should; but because they do not, scientific models of decision-making are generally not applicable as a description of routine governmental choice behavior. Those factors that tend to intrude and often dominate decisions are personal or unique; i.e., cash flow considerations, employment commitments, agency relationships, and continuity. Thus, agencies tend to "see" programs that have had problems in implementation more in terms of personal criteria rather than scientific objectives, and defunding is normally not perceived as a viable alternative.

³Evaluation in Criminal Justice Programs, National Institute for Law Enforcement and Criminal Justice, June, 1973, p. 44.

The second general category of intervening factors is the administrative decisions necessary in order to defund. The defunding process is involved, time-consuming, and often highly controversial. Administrators at all levels of government have shown themselves reluctant--and perhaps wisely so--to take on the task of defunding.

In the context we have described, the position of the evaluator is somewhat paradoxical. He is charged with the task of using research skills in order to examine the manner in which the "experiment"⁴ was implemented, and to assess the impact of the experiment on the goals (or hypotheses) identified in the grant award. The increasing employment of persons in evaluation capacities that have research backgrounds is evidence of the scientific function required of evaluators. This orientation does not, however, prepare the evaluator and particularly those that work within institutional contexts (i.e., in-house evaluators) to deal effectively with those programs that are no longer experimental.

The most difficult aspect for the evaluator is the point at which he is willing to make the judgement that the program is "no longer experimental." This judgement

⁴I have used the word experiment interchangeably with demonstration programs. All demonstration programs, and for that matter, all social action programs, are intended as tests of ideas to determine if the idea will bring about desired changes in human behavior. For readings in this area, see Weiss (1972) and Suchman (1967).

by and large is a lonely one, as the official positions of the LEAA, the regional office, the regional planning district, and the host agency, are nearly always for approval of the changes in scope, goals and objectives, and thus, an implicit statement that no substantial change in the original logic of the program has occurred. In this situation, it is clear that the professional judgement required of the evaluator will, on this issue, cause him to come into conflict with the agency position. If the evaluator accepts his professional responsibilities, how then can he best treat an analysis of the program; one that is no longer an experiment but still classified as demonstration?

The response of evaluators in the CJCC has taken on two aspects: practical and ethical. With respect to the latter, the clear answer is that a non-experimental program cannot be evaluated by means of a research design. That is, the original experimental design is moot in this instance, and to treat the program as if it were still an experiment is an obfuscation of professional responsibility. Moreover, unless the logic of the program was changed to deal with a different criminal justice problem, the use of a revised design is also inappropriate.

There are instances, however, in which the changes in the goals and scope of a program, although substantial, permit a revision of the original research design. This has

occurred at least on two occasions in the Target Area program: the Drug Enforcement Component and the Parish Prison Rehabilitation Program. Each of these projects retained qualities that allowed the evaluation to continue, although revised. These qualities included sufficient time to test the "idea," the existence of realistic program goals after the changes in scope were made, and the definition of a criminal justice problem that was linked to the goals.

Nevertheless, the question of treating programs that are no longer experimental is still to be addressed. The practical solution, particularly in those instances in which the evaluator works within an institutional context, is to try to provide an account of the forces that contributed to the demise of the experiment as originally planned. The purpose of such an account should be to raise issues that are recurring in the development of demonstration programs and to identify new problems. Those who subscribe to the belief that government can be improved incrementally should agree with this general approach. There are, however, two problems with this strategy.

The first obstacle is the feasibility of switching from a research format to a narrative in those circumstances in which the evaluator is on contract to an agency. Some of our colleagues, and especially Peter Venezia of the

National Council on Crime and Delinquency⁵ have urged that research evaluators are being paid to evaluate programs in an experimental framework and not to write commentaries. Venezia adds that it is the obligation of the evaluator who is retained on a contractual basis to exhaust all avenues of education, appeal, and persuasion with the director of the program under evaluation to make that person aware of the importance of retaining an experimental program. If those appeals fail, Venezia feels that the evaluator has no choice but to notify the agency that the services of an evaluator are no longer required.

As much as I respect his position (because of its internal logic and ethical nature), the routine actions of persons and firms in this situation are otherwise. In short, the absence of the experimental nature of a program is rarely, if ever, brought to the agency's attention by the evaluator on contract. It is unfortunate, but nevertheless this is a more accurate description of the behavior of evaluation contractors. It would seem that the catalyst for a change in evaluation format--from experimental to narrative--must originate within the agency underwriting the evaluation.

The second difficulty in effecting a shift from the experimental design to a narrative is the format, limitations,

⁵These comments are taken from an evaluation seminar conducted by Dr. Venezia in Tucson, Arizona, January, 1976. Any misquotation or misinterpretation is unintentional, and to the best of my memory, this is an accurate representation of what was said at the seminar.

and objectives of the narrative. The problem arises because as controversial as research evaluations can be, narratives have the potential for a higher level of controversy. This phenomenon occurs because unlike the research evaluation, the narrative has no recognized parameters. There are no hypotheses to be tested, no previously stated goals, and no operations objectives. Moreover, the purpose of the narrative is not to determine if the program was successful, but why it failed to develop.

In the present instance, we have chosen to use a modified case study approach in which a chronology of the program's life is arrayed and factors relevant to the "demonstration" of the program are discussed. We have tried to provide as much information as is available to us, and although we (CJCC planners and evaluators) have discussed and debated (1) the motivations of the actors and (2) the weighting of the factors, each report remains the sole product of the author.

The objective in publishing these case studies has been to highlight problems that are continually present in the planning and implementation of demonstration programs. These studies do not represent, and should not be interpreted as a consensus opinion or an agency position. They are analytic assessments by the two writers, who have relied upon all available documentation and have used their judgment to integrate the documents within a framework of

analysis and interpretation. To our knowledge, the use of case study techniques as an evaluative tool has not previously been attempted. We see it as a necessary and valuable function of evaluation and hope to see similar efforts from our colleagues.

Robert Sternhell
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MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

CASE STUDY

Project: Community-Based Residential Treatment Facility

Project Number: 72-ED-06-0017-TA-8

Subgrantee: Department of Welfare,
City of New Orleans
Morris Jeff, Director

Date of Report: July 1, 1976

Director of Evaluation: Robert Sternhell

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Grant Award: LEAA - \$300,618
Subgrantee - \$138,309

Total Budget - \$438,927

Subgrant Period: September 1, 1973 to March 31, 1976

Project Staff: Mary E. Jordan, Project Director
James Williams, Program Director

Authorized Official: Moon Landrieu, Mayor
City of New Orleans

INTRODUCTION

The Problem

A Community-Based Residential Treatment Facility was established in New Orleans as part of an attack on the increasingly serious juvenile crime problem. Juvenile crime was increasing at an alarming rate. Between the years 1960 and 1970, the total arrests of juveniles rose by 99%. Additionally, there was a 100% increase in the number of repeater arrests. These rates were rising at the same time total population figures were decreasing. This trend continued through the early 1970's until a decline began in 1972. Available data indicates that although there was an increasing number of total arrests in the period from 1970 to 1971, the number of first offenders and individual repeater arrests was declining. These data lend credence to the argument that recidivism is the primary reason for rising juvenile crime rates. A core group of approximately 350 individuals were identified by the Juvenile Bureau of the New Orleans Police Department as contributing significantly to the rising juvenile crime rate.

A second feature of the environment at the time was the unavailability of treatment alternatives for juvenile offenders. While a large number of juvenile offenders were identified as having severe emotional disorders, there was no institution equipped to treat those problems. The

Louisiana Training Institute (LTI) was overcrowded, understaffed, and not designed to treat emotional problems. While it was recognized that institutionalization at LTI was not the most beneficial treatment possible, there were few alternatives available to the Juvenile Court judges in dealing with the more serious offenders (here identified as those with arrest recidivism and/or more serious arrest records). For example, during the period March, 1972, through November, 1972, the Diagnostic Unit of the Youth Study Center recommended institutionalization at LTI of only one individual. During that same time period, however, the court sent approximately 150 juveniles to that system.¹ In an attempt to expand upon the available treatment alternatives, the notion of the "Half-Way In" house was developed as a prototype for future treatment alternatives in New Orleans.

The Group Home Concept

The "Half-Way In" house was designed with the intention of:

"providing a meaningful placement alternative for adjudicated youths with needs which lie between the two extremes of institutionalization and free community living."²

¹Target Area Crime Specifics Plan, Mayor's Criminal Justice Coordinating Council, p. 34-35.

²Ibid., p. 35.

It is residential in nature, housing a small group of youths (usually 10-15) of a specified age group. The house is located within the community in a location where local services are readily available. "Half-Way In" houses attempt to remove from the youth's environment those influences which are perceived to be negatively affecting the youth's behavior patterns and to prepare the youth for more responsible behavior.

In other words, the "Half-Way In" house was to be a residential treatment facility to accommodate those youths who could not benefit from the traditional forms of court dispositions, primarily probation or incarceration at a training institute. Probation is often viewed as having little therapeutic benefit because the home environment is a source of the problems exhibited in a youth's delinquent behavior. By removing a youth from the home setting to a Community-Based Residential Treatment Facility (CBRTF), rehabilitation can begin and can include interaction with the individuals in the home environment in attempts to establish a more suitable relationship. As an alternative to the traditional training institutes, the CBRTF is also viewed as an advantageous source of treatment:

- (1) It allows for parental involvement in the rehabilitation of the child. Traditional institutionalization generally removes the child from the community in which he lives, thus inhibiting the potential for family involvement.

- (2) The size, which is small by design, allows for the institution to concentrate on rehabilitative efforts rather than the maintenance functions served by training institutions.
- (3) The community setting eliminates much of the reintegration of the child back into the community, necessitated by the nature of traditional institutions.
- (4) Finally, the potential for adequate education and/or vocational training is higher when one can make use of community resources. Generally, at the institutional level, education has often been neglected.³

Goals and Objectives

As originally intended, the "Half-Way In" house was to include those emotionally disturbed youth who had encountered problems with the criminal justice system or in their personal lives. Also, it was to include some juveniles who had been adjudicated delinquent (this was originally intended to be the primary participant; but as will be detailed later, the adjudicated juvenile was to be excluded).

The goals and objectives include the following:

Goals:

- (1) The reduction of recidivism rates among juvenile participants in the program by 50%.

³For further discussion regarding the advantages of community-based treatment, see R. W. Kobetz and B. B. Bosarge, Juvenile Justice Administration, IACP, 1973, pp. 546-557.

- (2) An increase in regular school attendance among program participants.
- (3) The direction of juveniles toward satisfactory employment either as a supplement to regular school attendance or as a continuing vocation.
- (4) Acceptance and support of the program by the immediate community.
- (5) The expansion of the "Half-Way In" model to other areas of the city.
- (6) The reorientation of the juvenile participant's "life-style".

Objectives:

- (1) Providing an alternative system of diversion from the traditional juvenile institutions by creating a "Half-Way In" house.
- (2) The establishment of close relationships with relevant education officials in order to maximize educational opportunities.
- (3) The utilization of an employment service both in the public and private sector with adequate compensation and reasonable opportunities.
- (4) A continuing public relations effort directed at the immediate community--particularly in those months preceding the opening of the home.
- (5) A continuing information flow from program to relevant city officials, including the Criminal Justice Coordinating Council and other interested agencies and individuals.⁴

⁴Target Area Crime Specifics Plan, pp. 36-37.

decision by the youth and the home. The basic treatment modality was to be Guided-Group Interaction, which is based on peer pressure as the primary therapeutic element.⁵

Ancillary services were to include individual therapy, vocational services, medical services, and other related services that might direct the juvenile to responsible behavior. Residency was expected to be for a term of six to eight months with release occurring in stages.

The Treatment Facility - Accommodations

The project called for a structure that would have four sleeping rooms sufficient to accommodate the live-in counselors and all project participants and their belongings. Other areas of the facility were to be designed with regard to the safety of participants and the functions to be served by particular rooms.

The primary concern regarding the structure was its location, which later proved to be a problem. It was located in:

"a racially, culturally, and economically diverse community which offers advantages to mixed populations. The area must be zoned properly. Public transportation and commercial services should be within walking distance."⁶

⁵Larsen, C., Guided Group Interaction: Theory and Method, Department of Court Services, Minneapolis, Minnesota, pp. 17-21.

⁶Target Area Crime Specifics Plan, p. 52.

The Project

The Community-Based Residential Treatment Facility (TA-8) was created as a result of a planning process and grant award made by the Law Enforcement Assistance Administration (LEAA) to be administered by the Welfare Department of New Orleans. The original grant award was announced July 15, 1973, for a total budget of \$438,927; LEAA funding amounting to \$300,618; and the remainder (\$138,309) being provided by the City in cash and in-kind match. Funding for the project was released in September, 1973, budgeted for a two-year period. Due to substantial remaining funds at the scheduled conclusion date of this and several other projects of the Target Area Crime Specifics Program (of which TA-8 is part), there was a reallocation of remaining funds, thus extending the project through March, 1976.

The Treatment Facility - Participants

The home was designed to be a therapeutic community which would accommodate approximately fifteen male youths between the ages of 14 and 16. They were to be referred by the Youth Study Center through discretion of Juvenile Court. The Court would have ultimate control in determining whether or not the adjudicated delinquent would have the choice of entering the project rather than the Louisiana Training Institute. The final choice would be based upon

The Staff

The administrative structure of the Community-Based Residential Treatment Facility (Dreyfous House) was under the direction of the City Welfare Department. There was to be a Project Director who would be responsible for supervising the administrative and operational developments of the project. A Director of Community Resources was to develop relationships with the community which would enable project participants the use of existing services. The Chief Counselor was to supervise all house counseling activities (to include staff operations and training) and to conduct initial participant interviews. Additionally, there were to be two Counselors and two Assistant Counselors to participate in the operation of the program.

Project Development

The Department of Public Welfare, the subgrantee of the award, was notified of the award in July, 1973. By September, 1973, project administrators had begun to implement the project. Plans were made for hiring of project personnel, a task that was nearly complete by February, 1974. An architect was hired to make plans for the renovation of the building to be used as the project base. By May, the project staff had moved into temporary quarters for the project. During the entire period, negative community reaction inhibited development and implementation

of the project (to be detailed below), and therefore, construction on the building to be renovated did not begin until July of that year. Project participants moved into the renovated facility in January, 1975. (See Table 1 for a chronology of critical events in the development of Dreyfous House.)

THE COMMUNITY RESPONSE

The project was to have numerous delays and changes previous to the entry date of its first client and full implementation of the project. As indicated in the six-month report, most of the delays took place as a result of adverse community reaction and the possible legal consequences of that reaction.

The residential treatment facility (eventually to be known as Dreyfous House) was to be located on the grounds of the Milne Boys' Home, which is operated by the City Welfare Department. It was anticipated that community reaction would be minimal because the existing facility was already providing services to youths similar to expected participants in the project. The magnitude of the reaction was underestimated.

Announcement of the grant award, however, was interpreted by some community members as indicating the project was to include "hard-core" juvenile offenders. Neighborhood organizations responded quickly and strongly to this apparent threat to community safety with a resolution opposing any such rehabilitative effort on the Milne grounds (September, 1973). Community relations efforts were begun to ameliorate the fears of the neighborhood residents, and the District Councilman was contacted to enlist his support. Additionally, several thousand fact sheets were

distributed regarding the planned participants of the home, and the Superintendent of Milne Boys' Home had several speaking engagements with civic groups in the area to generate further support for the project. The Superintendent had been a long-time employee at Milne and, thus, had established a relationship with the community which potentially could have been a basis for understanding the project. In November, however, the Superintendent died, and the rapport with the community disintegrated. By that time, it appeared to Welfare Department officials that the negative community response had subsided, that the residents had an understanding of the nature of the planned project.

Assuming neighborhood agreement to the project and understanding of the behavioral background of project participants, the project administration proceeded with hiring staff and planning for renovation of the building to be used for the project. Early in 1974, however, the District Councilman proposed that implementation of the project be stopped until the City Council could conduct hearings on the acceptability of the project.⁷ These actions necessitated a move from project implementation to a greater community relations effort. By June, 1974, the City Council had passed a resolution that implementation of the project

⁷This resolution failed as the result of a 3-3 tie vote.

be halted until a Citizens' Advisory Committee (comprised of professionals and neighborhood residents) could be established (the committee being created as a result of a prior resolution of the City Council). Finally, by the end of June, the Citizens' Advisory Committee was formally appointed and the project allowed to proceed subject to that committee's scrutiny. At that time, the project was permitted to operate under strict monitoring.

Throughout the summer, questions regarding the use of the Milne grounds for youth legally defined as delinquent persisted. Admission to Milne had been questioned earlier (1958-1960), based upon the design of the will of Alexander Milne. Juveniles were to be excluded from Milne if they were determined to be delinquent by the City Welfare Department.⁸ This position was in opposition to the one taken by the community group; the group interpreted the will to exclude juveniles who had legally been found delinquent (the City opinion was based on a social definition of delinquent). The issue was resolved on September 19, 1974, when the City Council passed a resolution prohibiting admission into Milne Boys' Home to any youth adjudicated delinquent after October 1, 1974. The Community-Based Residential Treatment Facility was to follow the admission criteria for Milne Boys' Home.

⁸ During the three-year period, three ordinances specifying these points were written.

Table 1

CHRONOLOGY OF EVENTS

July 15, 1973	Target Area Crime Specifics Program announced. Included Community-Based Residential Treatment Facility.
September, 1973	Funding released by Law Enforcement Assistance Administration (LEAA) to subgrantees--Department of Public Welfare, City of New Orleans.
September 6, 1973	Resolution by neighborhood civic groups protesting rehabilitation facility for "hard core" juvenile offenders.
October, 1973	Community relations effort begins: (1) fact sheets distributed, (2) superintendent of Milne makes speeches.
November, 1973	Superintendent of Milne Boys' Home dies. Architect hired to plan renovation; operating director hired.
February, 1974	Staff hiring nearly complete. District Councilman meets with neighborhood groups.
March, 1974	District Councilman proposes resolution prohibiting implementation. Community relations efforts continue.
April 4, 1974	Councilman's March resolution defeated by City Council (3-3 tie vote).
April 18, 1974	City Council passes resolution creating a Citizens' Advisory Committee.
May, 1974	Project staff moves into temporary quarters.
June, 1974	First project participants admitted.
June 6, 1974	City Council passes resolution halting further implementation until committee established.
June 20, 1974	Resolution proposed by District Councilman--re: succession of Milne Citizens' Advisory Committee named by City Council.

July, 1974	Renovation begins on project facility.
July, 1974 - September, 1974	Concerned parties discuss intake procedures of Milne Boys' Home (relative to June 20, 1974 resolution).
September 19, 1974	Resolution excluding juveniles adjudicated delinquent subsequent to October 1, 1974 passed by City Council.
January, 1975	Project moves into renovated quarters.
April, 1975	Renovated quarters dedicated--Dreyfous House Residential Facility.
March 31, 1976	LEAA funding ends. Project picked up by City.

CASE STUDY PROCEDURES

The Dreyfous House Community-Based Residential Treatment Facility was created to provide a treatment alternative for juvenile offenders. It was designed to be a therapeutic community for the juvenile who had needs between the traditional forms of treatment (i.e., institutionalization at a training institute) and free community living. This rehabilitative effort was expected to produce reduced recidivist rates among program participants.

The present study is not an evaluation in the normal sense but, rather, it is a case study of a project which encountered peculiar problems which inhibited program development. The study is, first, a narrative history of the project through its ending date of March 31, 1976. It deals with the issues that arose during the implementation of the project and problems which surfaced as a result of these issues. Furthermore, the study will attempt to assess the impact of the therapeutic model on the individual participants (we cannot here assess the impact of the model on project goals due to the small number of participants). Measures of efficiency and effectiveness, then, will be used in the context of the case study. The dates selected for analysis are from project start to end (September, 1973 through March, 1976). In the assessment of impact of the therapeutic model, however, we will discuss only those youths who entered the project prior to January 1, 1976; those who entered after the date

had not been project participants long enough for changes to occur when data collection took place (March, 1976).

Measures of Efficiency

The measures of efficiency are used to assess the implementation of the project as it was planned. Specifically, the efficiency of the project is measured in terms of length of time between receipt of grant and implementation, allocation of resources, funds expended, and program activities. These measures are all designed to address the adherence of the project to the planning documents. Additionally, if there were scope or funding changes, there should be like changes documented in grant adjustments. Beyond that, questions regarding compliance with grant adjustments are to be asked. Service delivery will also be assessed as a measure of efficiency.

Measures of Effectiveness

The effectiveness of the treatment model will be assessed primarily in a subjective analysis on a case-by-case basis. Each participant in the project will be measured against himself; that is, an assessment of changes in behavior prior to, during, and after participation in the project is expected to give some indications as to the effectiveness of the therapeutic model used at Dreyfous House. The explanation for this type of analysis is clear;

given the small number of participants in the project, it is impossible to generate a rigorous quantitative analysis based upon cumulative data. Additionally, impact upon the criminal justice system cannot be estimated because the nature of program participants changed. Because adjudicated youths could not be considered for participation in the project, there is no way to assess whether or not the project was a viable, effective alternative to traditional treatment models (i.e., Louisiana Training Institute).

Assessment of the effectiveness of the treatment model will be based upon analysis of two data sets:

- (1) Arrest records of participants
- (2) Evaluation of participants made in case files by project personnel

Data Sources

Data for discussion of Dreyfous House have come from several sources:

- (1) Grant Application (SLEPA 1) - the basic planning document of the project which establishes the general framework of the project (operations and budget) and specifies the goals and objectives.
- (2) Grant Adjustment Requests (SLEPA 12) - those documents which request changes in either the scope or budget of the project.
- (3) Subgrantee Narrative Progress Reports (SLEPA 5) - the monthly reports prepared by the project giving a narrative description of activities.

- (4) Subgrantee Report of Expenditures - this is prepared by project personnel showing the status of funds and are used in the preparation of the financial summary.
- (5) Monthly Monitoring Reports - statistical tabulations of activities and services forwarded to the evaluator monthly.
(Appendix A)
- (6) New Orleans Police Department Juvenile Division Arrest Records - these records include the arrest history of juveniles (under age 17).
- (7) Juvenile Probation Department Records - these files contain data regarding a youth's contact with the Probation Department and the Juvenile Court. They were used to ascertain the existence of adjudications after October, 1974.
- (8) Personal Interviews With Project Staff and Administration - includes observation of treatment sessions and operational activities.
- (9) Case Files - the records of the project are a major source of demographic information as well as success measures.
(Appendix B)

All data are stored under lock in a secure location in the evaluator's office.

Research Problems

Although there are inherent problems in trying to assess the success of program participants on a basis similar to those measures designed to assess adjudicated youth, there are few alternatives to arrest recidivism as a primary measure of program impact on the youth. Thus, we are left with an assessment of participants for whom

the project was not designed. As a result, when attempting to measure success, there are fewer cases which we can discuss since the "lower risk"⁹ individuals with whom this program deals often have not made contact with police. Secondly, juvenile arrest records are generally not difficult to collect but are a function of maturation; when a juvenile is 17 years old, any prior police record is purged from the files of the Juvenile Division of the New Orleans Police Department and either sealed or destroyed, unavailable for an evaluator's analysis. This problem, coupled with the low-risk nature of the project clientele, limit assessment of nine individuals for whom no police records could be found. In these cases, the assessment will rely solely on project records.

Finally, no assessment of program impact can be made on those individuals who spent little time in the program (i.e., less than 30 days), those for whom no services could have been provided.

⁹"Lower risk" to be defined as those youth not adjudicated delinquent subsequent to October, 1974.

THE PROJECT AS IMPLEMENTED

The actions of the City Council during the first nine months of 1974 effectively diluted the program to the extent that it would not serve what were expected to be the primary participants (i.e., the more serious juvenile offender, often those adjudicated delinquent). Therefore, the original goals and objectives were, in a sense, irrelevant to the target population. While a grant adjustment was made to reflect the characteristics of the client population and the creation of a Citizens' Advisory Committee, there was no concomitant change in the goals and objectives. Within these constraints, we consider the implementation of the Community-Based Residential Treatment Facility.

Participants in the CBRTF were first admitted in May, 1974, after the many months of planning and negotiating. Although eventually subject to the approval of the Citizens' Advisory Committee, treatment sessions were begun. After the slow start-up time for this project, there was the final delay of waiting until the committee could be formally established until activities could proceed. It is to that committee to which we now turn.

Role of the Citizens' Advisory Committee

The New Orleans City Council, in an understanding of the concerns of the neighborhood residents in which the

CBRTF was to be located, created by ordinance a committee to be responsible for admissions to the program. Admissions were to be based on a majority vote by the full committee. In an effort to protect the confidentiality of juvenile records, the committee was further defined into subcommittees: the Citizens' Review Committee was to be comprised of three professionals in the community--a physician, an attorney, and a certified social worker; the remainder of the Citizens' Committee was comprised of six elected representatives of the neighborhood and the Superintendent (or his representative) of Milne Boys' Home. The Citizens' Review Committee was to review the records of potential participants and return to the full committee with recommendations (the professionals were responsible for protecting the confidentiality of records) relative to acceptance of an individual to the project. The committee was expected to serve a watchdog function by ascertaining that all criteria for admission to Milne Boys' Home were followed in screening for the CBRTF. This later extended to the ordinance passed by the City Council in September, 1974, requiring adjudicated delinquents be excluded from admission. A further role played by a Professional Advisory Committee has been to provide the professional advice needed to solve problems of a more general nature. Finally, the committees were responsible for informing the neighborhood of the progress of the project; they sustained the community relations effort.

The committees met, initially, on a regular basis to review potential participants and to address critical problems. As the project became established and procedures for admission became routine, the "watchdog" function of the committee diminished, and the need for regular meetings also decreased. The committees now meet solely on an as-needed basis. Review of records of project applicants continues, and approval is subject to vote by committee members (these routines are now accomplished by mail).

Referrals, Admissions, and Release

Although the Citizens' Advisory Committee (and the professional subcommittee) is of critical importance in the screening process of prospective participants, there is a more extensive process through which participants are admitted.¹⁰

First, referrals come from a variety of sources. Information describing the program had been communicated to agencies in the area who dealt with the target population. Based on the requirements of the project, it was expected that the various agencies would recommend clients. Between May, 1974, and March, 1976, 29 clients were accepted to the project. (See Table 2) Twenty of these

¹⁰For a detailed account of the admission process, see the Residential Facility Procedure Manual, Section VII.

Table 2

REFERRAL SOURCES

Juvenile Court/Probation*	17
Probation Department	3
Milne Boy's Home	3
Youth Study Center	1
Other	5

*Juvenile Court and the Probation Department often refer clients in concert.

Source: Dreyfous House
Prepared by: CJCC

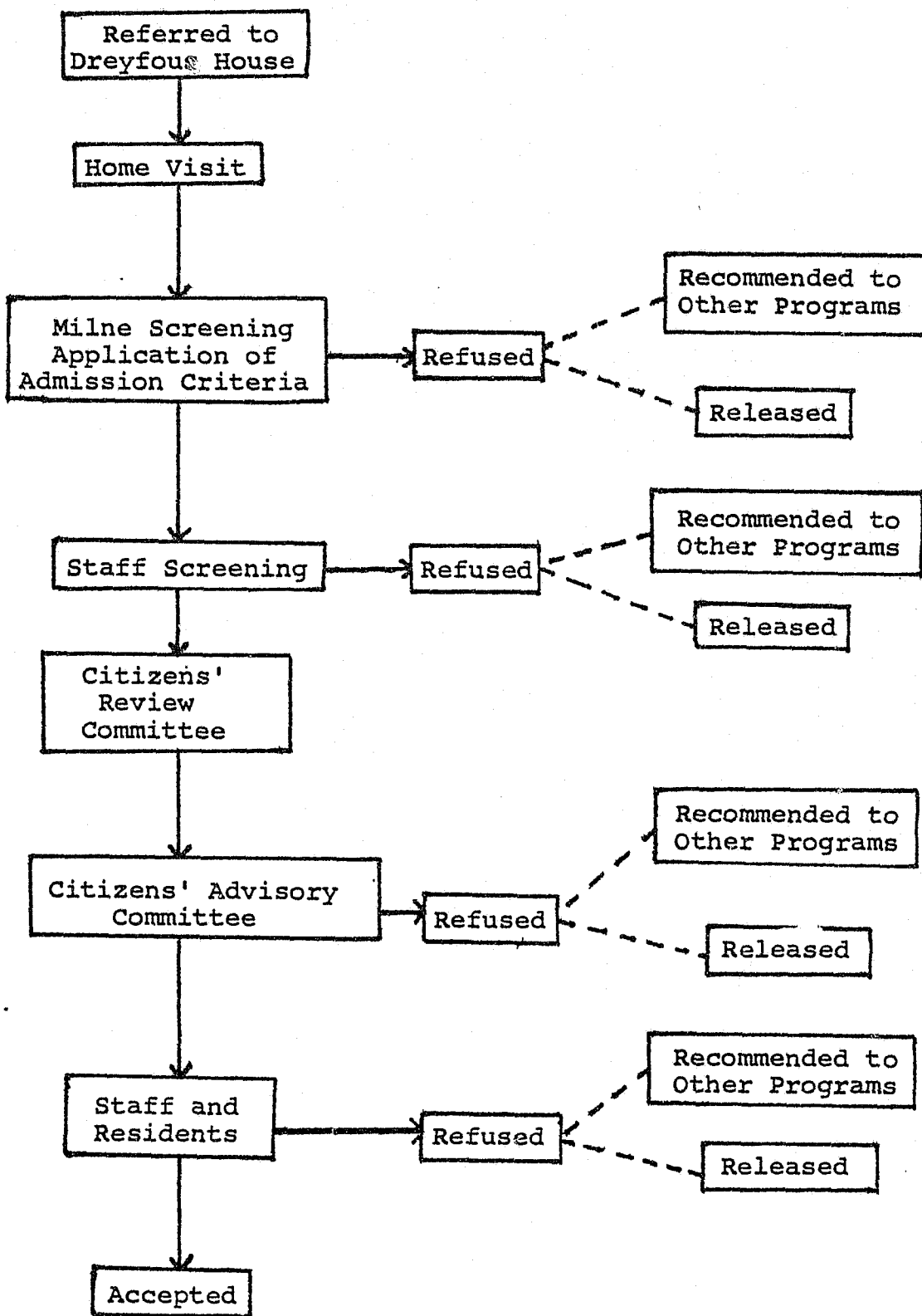
clients were referred by the Juvenile Probation Department and/or Juvenile Court. These two agencies often acted in concert in making referrals. In several cases, Juvenile Court committed the youth to Dreyfous House, thus making release impossible without the approval of the court. This procedure is acceptable to the project staff because the court is not likely to terminate participation before staff recommends termination (in one case, the project staff evaluated a participant as making successful progress, but his mother removed him from the home before ready; there were no legal holds on the child, however, and the child was released).

If the referral is appropriate, an investigation of the youth begins with a home visit. During this interview, the project is described to the youth and his parents, and an assessment is made of any psychological reports written on the youth--in many cases, the Diagnostic Unit of the Youth Study Center has completed a psychological evaluation of the youth. If the youth appears to be a candidate for participation, he is subjected to eligibility criteria of Milne Boys' Home, a staff screening committee, the Citizens' Advisory Committee, and finally, the residents and staff of the group home (Figure 1).

Release from the group home takes place in stages. After being in the group home for a time determined by progress being made, the youth is permitted to return to his

Figure 1

SCREENING PROCEDURE FOR ADMISSION TO CBRTF



home for short visits first, and later, more extended visits. Final release is decided upon by staff, the resident, peer group, and family.

Residents of Dreyfous House

Between May, 1974, and March, 1975, 29 individuals have entered the Dreyfous House treatment program. Criteria for entry has been met in all cases and the client population resembles that described in the Residential Facility Procedure Manual:

"The client population will consist of adolescent males ranging from 14 through 17 years of age. The program is geared to the youth with an average to borderline intelligence and functioning level. Previous juvenile record will be considered, and priority will be given to boys who display the highest potential for change. First-time offenders, and boys whose major problem involves adjustment problems at home and/or school or crimes against property, fall in this category."¹¹

The average age of residents entering the program was 15 years with the range between 14 and 16. Termination in the program has generally occurred by the 17th birthday. The participants were a racially mixed group (16 black, 13 white). By March, 1976, 17 terminations had taken place. Of these 17 terminations, 3 were terminated soon after entry and therefore will not be included as potentially being affected by the treatment modality of the project.

¹¹Residential Facility Procedure Manual, Section VII

In a search of Juvenile Probation Department records, there appeared to be no adjudications of delinquents prior to entry for any participants, with the exception of one.¹² There were no conscious violations of the ordinance passed by the City Council relative to adjudications; in most cases, if there was court contact and/or commitment to the CBRTF, the child was found to be "in need of supervision" (R.S. 13:1569) by the court (Table 3). The arrest for which the youths were brought to court were generally status offenses, minor in nature, or crimes against property.¹³ Not all arrest incidents progressed through the court. For the 20 individuals for whom arrest records could be found, there were 67 incidents of arrest prior to admission into Dreyfous House (an average of 3.35 arrests per youth for whom records were located). In only four incidents of arrest was there a crime against a person (see Table 4), thus fulfilling the requirements of the

¹²The one juvenile found to have been adjudicated delinquent prior to entry into the CBRTF was rearrested four days after his arrival at the home. At that time, it was found that Probation Department records were not in order and that the youth had been adjudicated delinquent subsequent to October 1, 1974. He was terminated from the project and sent to Louisiana Training Institute.

¹³The classification scheme used here is based upon one documented in a report by S. Carroll, "Volunteers in Juvenile Probation: A Preliminary Evaluation of the Effectiveness of the New Orleans Demonstration Project," CJCC, August, 1975, pp. 18-19 and Appendix A.

Table 3

PRIOR JUVENILE COURT DISPOSITIONS*

In need of supervision	18
Adjudicated delinquent	1
File unavailable	3
Neglect	1
No court contact	4
Name listed, no probation file	2

*Court dispositions chosen by one immediately prior to admission; all adjudications noted.

Source: Juvenile Probation Department, City of New Orleans
Prepared by: CJCC

Table 4

PRIOR ARRESTS BY TYPE

Status Offenses

Unruly and Uncontrollable	3
Truancy/Loitering	12
Runaway	4

Minor Arrests

Criminal Mischief	2
Disturbing the Peace	4
Drunk	2
Attempted Bike Theft	1
Threats	1
Shoplifting	7
Possession of Stolen Auto	1
Theft	2
Trespassing	7
Attempted Simple Burglary	1

Serious Arrests

Auto Theft	1
Simple Battery	2
Simple Burglary	11
Aggravated Burglary	1
Purse Snatching	2
Drugs	<u>3</u>

TOTAL	67
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Source: Juvenile Division, New Orleans Police Department
 Prepared by: CJCC

project regarding participants. For the most part, juveniles of this age group who have been committed to the Department of Corrections--LTI--have been found guilty of very serious offenses including crimes against persons.¹⁴ Obviously, the client population of the CBRTF does not have the serious arrest history nor the serious crimes against persons that youths committed to LTI have generated. Evidence here indicates the project complied with all ordinances passed by the City Council relative to the admission of youths to Dreyfous House. The careful screening process, including a review of juvenile court and probation records, apparently has served as a further guarantee of this compliance.

Treatment Modality

The primary treatment modality for Dreyfous House residents is a modification of Guided Group Interaction. Guided Group Interaction (G.G.I.) is a method of therapy in which the leader of the group directs the group to certain ends, but solely that; the ego strengths of the group are the basis for therapeutic treatment rather than the group leader. Peer group pressure is the "agent of change" in G.G.I. The group serves three primary functions in the therapy process:

¹⁴Curtis and Davis, Juvenile Justice, New Orleans: Correctional Design and Utilization 1975-2000, October, 1975, p.3:46.

- (1) The group is responsible for assisting each member in the resolution of his social problems,
- (2) The group controls the conduct of the meetings, and
- (3) The group, and this is critical importance for Dreyfous House, assists in decision-making specifically in determining when a member is ready to be released.¹⁵

In addition to the peer pressure mode of G.G.I., reality therapy and behavior modification techniques are used as part of the group therapy model. Unless there is a special event, group sessions occur five days a week. On weekends, residents are free from group sessions. The Monday night session includes the entire staff and all residents; this session deals with special problems, forthcoming activities, and anything participants wish to discuss. The remaining four nights are solely treatment oriented. Group sessions have been occurring an average of 19.86 times per month.

Individual therapy is provided on an as-needed basis by staff or a contracted psychiatrist.

Family involvement is a fundamental element of the treatment model. In an attempt to establish or re-establish satisfactory relationships between participant and family, a family therapy session is conducted once weekly to confront problems facing the participants and families. These Parent

¹⁵A detailed analysis of the G.G.I. model can be found in Guided Group Interaction: Theory and Method, by Charles Larsen, published by Hennepin County Court Services, Minneapolis, 1970.

Councils, as they have come to be known, generally do not include Dreyfous House residents but are group sessions for their parents. Attendance at these sessions is irregular; therefore, project staff try to communicate the importance of parental participation by letter and phone. Although attendance proportions are generally not high, the regularity of the sessions is routine, meeting each week unless special circumstances prevent sessions from occurring. At times, there are joint sessions including staff, residents, and parents. Parent Councils have met at the rate of 3.71 per month.

The final treatment modality is vocational training. There is an attempt to assess the needs of each resident relative to educational and/or vocational training. If working is the appropriate vocational mode for the youth, then attempts are made to assist him in finding a job. Several times monthly, guest speakers are invited to present information regarding various professions, and project staff have made contact with agencies in the community that provide educational and vocational services. Residents' progress in their education and vocations is monitored closely and assistance provided when possible.

Length of Residency

The length of stay in Dreyfous House was expected to be six to eight months. By March, 1976, seventeen individuals had been terminated from the project, three of whom were

terminated before substantial treatment could have occurred.¹⁶ If we exclude these three from analysis (because the treatment model could have no therapeutic effect), we find the average stay per participant is 215 days or 7.2 months. Although this measure indicates average residency to be the same as expected, the range of days indicates otherwise. Of those fourteen terminated residents, the minimum stay was 58 days, the maximum 366 days. Project staff explain the wide variation in residency in three ways:

- (1) The expected six to eight month stay was an underestimation of the length of time for the therapeutic model to be effective,
- (2) Although an individual might be prepared to leave the home, there have been problems in placing such individuals in environments that sustain the therapeutic effort; some of these individuals have remained in the home for this reason, and
- (3) Those residents who account for the minimum stay were terminated before successful completion of the project (e.g., in two cases, adjustment problems accounted for early termination; a third resident, although progressing well according to project records, was removed by his mother).

¹⁶The three terminated individuals resided in the home for no more than eight days each; all were terminated due to immediate violations of house rules.

Fiscal Administration and Grant Adjustments

The Community-Based Residential Treatment Facility was allocated a total of \$438,927 in LEAA grant funds to be budgeted over a two-year period. This represented \$300,618 in LEAA funds and \$138,309 provided by the City to match the federal funds. Management of these funds has proceeded in an efficient manner, and reports are prepared regularly. Due to a substantial amount of remaining funds at the end of the Target Area Program, the project was extended through March, 1976. A financial summary of funds expended through that date appears in Table 5.

There have been six grant adjustments made since approval of the grant application. One adjustment represented a scope change; the remaining adjustments were funding shifts.

Scope Change

This grant adjustment (July 9, 1974) incorporated two elements into the grant:

- (1) Provided for the inclusion of admission criteria of Milne Boys' Home, and
- (2) Provided for the creation of the Citizens' Advisory Committee.

Funding Adjustments

- (1) May 1, 1974 - A shift of \$14,300 in funds from Categories .02 (Personnel-Other) and .06B (Supplies and Operating Expenses) to category .06A (Construction/Renovations) to cover increased costs of renovation since grant submission.
- (2) November 11, 1974 - A shift of \$330 in monies from .06B (Supplies/Operating Expenses) to .06A (Construction/Renovations) to adjust for error in original site specifications. Additionally,

this adjustment deleted the 20 per cent of the Assistant Director's salary and substituted 5 per cent of the Director's monthly salary and 15 per cent of the Assistant Director's salary.

- (3) February 14, 1975 - A shift of \$3,500 from category .05 (Equipment) to .06B (Supplies/Operating Expenses). Additionally, the in-kind contribution was increased to reflect promotions made within the project.
- (4) March 10, 1975 - A transfer of \$3,000 from .05 (Equipment) to .06B (Supplies/Operating Expenses).
- (5) December 22, 1975 - Decrease in .06B (Supplies/Operating Expenses) by \$5,900. This shift is represented in two categories: \$1,900 shifted to .04 (Travel) and \$4,000 transferred to .03 (Consultants). The adjustment was made to maintain the existing operating level through March, 1976.

Table 5

FINANCIAL SUMMARY

COMMUNITY-BASED RESIDENTIAL TREATMENT FACILITY
March 31, 1976

ITEM	TOTAL GRANT FUNDS			LEAA CASH ONLY		
	Amount Budgeted	Total Expenditures To Date	Balance To Date	Amount Budgeted	Total Expenditures To Date	Balance To Date
Personnel	\$215,602	\$209,643	\$5,959	\$195,918	\$189,959	\$5,959
Travel	\$ 4,000	\$ 3,763	\$ 237	\$ 4,000	\$ 3,763	\$ 237
Equipment	\$ 19,800	\$ 16,428	\$3,372	\$ 19,800	\$ 16,428	\$3,372
Consultants	\$ 10,708	\$ 8,930	\$1,778	\$ 10,708	\$ 8,930	\$1,778
Construction	\$ 84,630	\$ 84,630	-0-	\$ 49,630	\$ 49,630	-0-
Supplies	\$ 48,399	\$ 50,740	<\$2,341>	\$ 20,562	\$ 22,903	<\$2,341>
Other Operating Expenses						
. Other Direct Costs	\$ 36,196	\$ 36,196	-0-	-0-	-0-	-0-
. Indirect Costs	\$ 19,592	\$ 19,592	-0-	-0-	-0-	-0-
TOTAL	\$438,927	\$429,922	\$9,005	\$300,618	\$291,613	\$9,005

Note: This financial summary was prepared by Michele Duprey, Administrative Analyst I

PROGRAMMATIC IMPACT UPON PARTICIPANTS

Inasmuch as we are limited in our assessment of the impact of program participation to two measures that may not be totally valid, it is not possible to draw implications regarding the impact of the program on the general juvenile crime problem. We look, here, at two sources of measurement to describe behavior patterns of those fourteen individuals who were terminated from Dreyfous House; the first measure is based upon assessment by project staff (this assessment is of general nature--if the youth does not get into any more "trouble" and he reaches all of the internal goals set by the project, his termination is considered successful); and the second measure is based upon a review of juvenile arrest records--this measure is used only as a general indicator of diverting youths away from more serious involvement with the criminal justice system. Finally, a general discussion of what happened to the juveniles subsequent to termination will follow. This analysis is, by necessity, of the most general descriptive nature and cannot be used to assess the effectiveness of the treatment model, particularly limited because of the small number of participants. The analysis is, rather, simply a description of the terminated client population, and the possible impact of the treatment model upon those individuals.

Staff Assessment

The fourteen individuals who were terminated from the project after residing at Dreyfous House for a considerable length of time (the minimum stay of this group was 58 days) were evaluated and re-evaluated throughout their stay by project staff. The final assessment is based upon performance within the confines of the project and with the criminal justice system. Of the fourteen terminations, five have been evaluated as successful, seven as unsuccessful, and two referred to as released.¹⁷ One of the five successful terminations later was readmitted on new charges, later ran away and was terminated a second time, unsuccessfully.

Arrest Patterns

To further assess the ability of the project to divert youths away from involvement with the criminal justice system, a search of Police Department records was made to examine arrest patterns of the terminated participants. This search yielded limited results; the arrest records of only six youths were located (the remainder either had no arrest record, or they had reached their seventeenth birthdays and juvenile files had been sealed). The arrest record of only

¹⁷The two "released" clients were terminated before the project was prepared to release them, although both were progressing well according to their own records. Neither resident had been committed to the project by Juvenile Court; therefore, the staff had no choice but to release them.

one of the successful terminations was found, and this could not produce any confirmation of project assessment since the youth was placed out of state and thus could not generate a continued local record. Further review of police records produce similar limitations.

Available police and Probation Department records, however, indicate that the project has operated efficiently. When, for example, a youth has been adjudicated delinquent or has had a continuing pattern of serious delinquent involvement, he is terminated and referred to a more appropriate agency. We cannot discuss programmatic impact, however, even upon individuals, given the small amount of available data regarding the participants. There is, simply, a project with fourteen terminated participants, among whom five are considered successful by project staff.

Termination Dispositions

Upon successful termination, the project attempts to either place the youth back with his family or in a situation which will help to sustain the new "life style" developed during project participation. In other cases, the project has made recommendations as to different placements or returned the youth to Juvenile Court.

Of the five individuals terminated successfully (based upon project assessment), it appears that four were released

to their parents or guardians and the fifth was placed with an aunt in a different state.

The unsuccessful terminations were handled a variety of ways, often based upon the reasons for the termination. Six of the seven unsuccessful terminations resulted from runaways. Although termination upon running away from the home was not a requirement of the project, problems surrounding the event often could not be solved and the youth was terminated. Attempts were made in four of the cases to encourage the youths to return and when they refused, they were terminated by the Court or on their seventeenth birthdays. The other two runaways were also involved in more serious delinquent behavior and were referred to agencies more appropriate to their needs. The remaining unsuccessful termination returned to Juvenile Court on a new delinquent charge and was sent to LTI. (See Table 6)

The three individuals who were terminated soon after entry into Dreyfous House were all returned to the Court. One of the three was rearrested soon after admission; at that time, it was determined he had been previously adjudicated delinquent and the judge sent him to LTI. The other two ran away and were returned to the Court with recommendations relative to alternative placements.

Table 6

DISPOSITIONS OF ALL TERMINATED PARTICIPANTS

Released Successfully To Parents/Family	5
Ran Away - Returned To Court	6
Ran Away - Referred To Other Agencies	2
Sent To LTI By Court	2
Released Prematurely - Voluntary Commitments	2

Source: Dreyfous House Case Files
Prepared by: CJCC

DISCUSSION, CONCLUSIONS, AND RECOMMENDATIONS

The case study has provided a context in which the writer can discuss both specific issues raised during project development and those more broad issues that have a more universal applicability. In this case, the broad issues are raised as a result of those issues that were of particular importance to Dreyfous House.

Narrative histories of project also give the writer the benefit of hindsight. Looking back, one can easily argue that had certain events occurred previous to project implementation, issues threatening to the continued existence of the project may not have arisen. It must be kept in mind that the discussion here is not to attack the planning and implementation of a specific project, but, rather, to be used as an aid to the planning of future projects. Given the pilot nature of the CBRTF in New Orleans, it was particularly difficult to design a project free from flaws. Prediction of the critical events which led to the problems of Dreyfous House was difficult, if not impossible. The case study, then, in examining specific issues related to project problems, can be a guide to future planning and implementation efforts.

First, the community reaction to the proposed facility brought several issues into play. Particularly relevant to that reaction are the planning issues that arose. The

community relations effort, although attempted, was not sufficient to satisfy the needs of the neighborhood. As suggested in the six-month evaluation of this project¹⁸, a plan outlining the community relations effort should have been developed by the subgrantee and then implemented upon receipt of the grant award (July, 1973). Given the experience of other community-based projects, the adverse neighborhood reaction could have been anticipated regardless of any community relations effort; however, with a more systematic plan of operation, the magnitude of that reaction might have been ameliorated.

On the other hand, a more carefully planned sustained community relations effort may have exacerbated the problems the project eventually faced. It is possible the project would never have been accepted in the neighborhood regardless of any community relations effort or community involvement. By involving neighborhood residents in the preliminary planning for the project, it could have been ascertained prior to implementation whether or not the neighborhood would accept it. Assuming the Board and staff of Milne Boys' Home had previously established a rapport with the community in which the project was to be located, it logically follows that consultation on the proposed project

¹⁸A detailed discussion of the community relations issue can be found in Target Area Evaluation: A Six Month Report on the Development of Target Area Projects and the Evaluation System, R. Sternhell and S. Carroll, MCJCC, July, 1974, pp. 58-59.

with community members could maintain this rapport and provide a basis of support for the CBRTF.

The second issue, the legal question, emanated from the adverse community reaction which has profound implications for planning agencies and agencies that seek to implement similar projects. Reviewing the experience of similar projects, planners recognized the potential neighborhood reaction to the project:

"It can be assumed from the outset that there will be negative community reaction to the development of residential facilities for delinquents."¹⁹

Recognizing the potential adverse reaction by neighborhood residents, it should have been incumbent upon the planning agency and especially the Welfare Department to research all possible avenues that could be taken by these groups. One critical avenue that should have been explored was the legal one eventually taken. When the District Councilman's motion to halt project development was defeated, the neighborhood groups hired an attorney to attack the project from a different approach. The attorney quickly discovered the legal history of the Milne admissions policy, thus having a firm basis from which to attack the proposed CBRTF. Although a compromise was reached and the CBRTF opened, the project was effectively diluted in

¹⁹Target Area Crime Specifics Plan, p. 52.

an unnecessary manner. Had the planning agency conducted legal research or been made aware of the legal history of Milne by the Welfare Department, another location, free from legal constraints, could have been selected for the facility. The selection of an alternate site in conjunction with a more structured community relations plan could have produced a more flexible admissions policy (i.e., the more serious juvenile offenders could have been accepted).²⁰

Resulting from the legal controversy was a scope change which limited participation in the project to those who had not been adjudicated delinquent subsequent to October 1, 1974; admissions policy was to be determined by a Citizens' Advisory Committee. These two changes in project operations were documented in a Grant Adjustment approved by LEAA. The scope change diluted the purity of the project to the extent that the client population would be substantially different than the population for which the project was designed. Accompanying this dilution was a change in the general nature of the project; instead of a rehabilitative program for the more serious offender, the project was functionally restructured to be a diversionary program for the predelinquent youth. Although many of the eventual participants had had contact with the criminal

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A persuasive case for the legal research effort is made in an unpublished paper by Frank R. Serpas, "A Study of the Legal Restraints Against the Establishment of a Community-Based Residential Treatment Facility for Juvenile Delinquents at Milne Boys' Home," May, 1975.

justice system, this contact was of a minor nature (Table 4), and none had been adjudicated delinquent. Given this substantial change in the client population, there should have been a concurrent change in the planning document; however, this change did not accompany the scope change request. This adjustment would have been reflected in changes in several goals to apply to the new client population.

Adjustment of Goals and Objectives

Referring to the original goals and objectives, adjustment to reflect the general scope changes did not occur and thus made irrelevant these elements of the project.

Goals

- (1) The reduction of recidivism rates among juvenile participants in the program by 50 per cent--this goal was written with reference to a client population that had more extensive contact with the criminal justice system than the eventual population. Often, as stated previously, the residents of Dreyfous House had minor criminal justice contact, if any. Rather than reducing recidivism rates, the new client population was to be diverted away from criminal justice activities.
- (2) Acceptance and support of the program by the immediate community--obviously the scope change to the project came as a result of the lack of community acceptance and support; following the scope change, the need for such a goal disintegrated.
- (3) The expansion of the "Half-Way In" model to other areas of the city--upon modification of the client population, the model that was originally designed to be placed elsewhere no longer existed.

The remaining original goals needed no such extensive adjustment to be applicable to the modified client population.

Objectives

- (1) Providing an alternative system of diversion from the traditional juvenile institutions by creating a "Half-Way In" house--for the most part, the residents of Dreyfous House would never have been placed in the traditional institution given the nature of their problems; thus, it would be impossible to address the issue of alternative institutions.
- (2) A continuing public relations effort directed at the immediate community--like the goal of gaining acceptance in the community, this objective became irrelevant to project success when the project was restructured.

The establishment of the remaining objectives could have been useful in the modified project.

The responsibility for recommending these general changes should be with LEAA and the local planning agency before any grant adjustments representing scope changes be approved (if the subgrantee does not correct the project proposal to consistently reflect scope changes). In essence, this advisory role would protect the integrity of the project proposal; additionally, restructuring of the grant proposal would make the project subject to a rigorous evaluative effort. Currently, there are no guidelines relative to the role of the planning agency or LEAA in the reorganization of a project. Finally, there are currently no LEAA guidelines relative to the withdrawal of funds from

projects that are not implemented generally in the manner in which the project was designed. If funds are awarded based upon a project proposal, and if the thrust of that project is changed to the extent that it no longer resembles the original proposal, it is reasonable to argue for the withdrawal of funds. This is not to say that all projects that have scope changes should be dismantled; rather, if the basic premise upon which a grant is awarded is no longer a fundamental element of the project or the project no longer has relevance to the criminal justice system, then the continued funding of the project might reasonably be questioned. In the absence of guidelines, it is imperative that relevant actors assist projects in assessing the impact of programmatic changes.

Recommendations

The pilot nature of the CBRTF in New Orleans produces many issues for discussion relevant to similar projects. The utility of a pilot project is that of a learning mechanism; it is a useful device for those involved in the design and implementation of similar programs, providing cues as to the essential elements of such projects. The issues discussed here provide the basis for the following general recommendations, applicable to similar projects.

- (1) When a project is of a controversial nature in the community, there should be community

involvement in the development of the plan (in an effort to assess the feasibility of such a project) and a well-structured plan for community relations to be implemented immediately upon receipt of the grant award.

- (2) Planning agencies should thoroughly re-search all possible sources of attack upon projects of controversial nature.
- (3) Planning agencies should advise projects regarding the impact of programmatic changes if the subgrantee fails to make such adjustments.
- (4) The Law Enforcement Assistance Administration (LEAA) should establish more specific guidelines for the withdrawal of funding when the basis for funding is removed from the scope of the project.

A Final Note

At the end of March, 1976, federal funding for Dreyfous House came to a conclusion. As is the intent with federal grants, Dreyfous House funding was absorbed by the City of New Orleans. With this transition to City funds came a change in the administrative structure of the project. It was under the supervision of Milne Boys' Home, operated by the City Welfare Department. The operational director of the project was transferred to the Milne staff as the Institution Program Coordinator, responsible for all direct services at the institution. Social workers and counselors were transferred to their appropriate functional divisions at Milne, and the technical features of the project were switched to the business manager of Milne.

Plans are to continue operation of Dreyfous House as a group home with similar treatment methods, although administratively, it will be under Milne. Admissions procedures from Dreyfous were integrated into the established procedures of Milne. The procedural changes were accomplished through meetings of all personnel of Dreyfous and appropriate staff from Milne.

APPENDIX A

MONITORING FORM FOR CBRTF

RESIDENTIAL FACILITY
(TA-VIII)

MONTHLY MONITORING REPORT

Reporting Month and Year _____

Note: This form should be completed and forwarded to the evaluator at CJCC by the 15th of each month.

1. Total number of residents as of last day of preceding month: _____

2. Total number of residents accepted this reporting month: _____

Source:

3. Total number of residents who successfully completed program this month: _____

4. Total number of residents who have been dropped from program this month: _____

Reason and disposition:

5. Total number of participants currently in residence. _____

6. Number of residents arrested or rearrested during this reporting month: _____

7. Number of residents presently in school: _____

8. Number of residents presently in vocational training programs: _____

9. Number of residents employed: _____

F/T

P/T

10. Number of individual casework sessions
this month: _____
11. Number of group meeting sessions this
month: _____
12. Number of family counseling sessions this
month: _____
13. Number of group recreational or cultural
activities this month: _____

APPENDIX B

FORMS USED IN CASE FILES

SOCIAL SERVICE FACE SHEET

COMMUNITY BASED RESIDENTIAL
TREATMENT FACILITY

Name _____

Address _____

Previous Address _____

School _____

Date Ref'd. _____

Worker _____

Birth Place _____

Date of Birth _____

Religion _____

Church _____

Race _____

Grade _____

Household	Kin	Date of Birth	Phone

Relative Resources	Age	Relation-ship	Address	Phone

By whom referred and reason: _____

Disposition _____

Discharge Date _____

DREYFOUS HOUSE

NAME OF CHILD:

ACCEPT

REJECT

REASON:

SIGNED:

DATE:

"TRY A NEW WAY"

DREYFOUS HOUSE

NAME OF CHILD:

PRESENTING PROBLEM:

1.

2.

3.

4.

GOALS:

1.

2.

3.

PROGRESS FROM LAST GOALS:

PERIOD COVERED: FROM _____ TO _____

ADMINISTRATION INFORMATION ON ACCEPTED BOYS

Date: _____

Boy's Name _____ Address _____

School _____ Grade _____

Birthdate _____ Religion _____

Place of Birth _____

Mother's Maiden Name: _____

Address _____

Natural Father's Name _____

Address _____

Step-Parent's Name _____

Address _____

COMMENTS:

PARENTAL CONTRACT FOR COMMUNITY BASED RESIDENTIAL FACILITY:

I, _____ Parent of _____
entrust my son to the Community Based Residential Facility,
5420 Franklin Avenue, New Orleans, Louisiana, for an indefi-
nite period of time.

I shall always let the Community Based Residential Facility
know where I am living and agree to meet with its workers
when requested, to discuss my boy's progress. I also agree
to make plans with his social worker for his weekends and
holidays. I also agree to participate in regular therapy
sessions related to improving my son's functioning and sup-
port treatment programs.

I give the Community Based Residential Facility permission
for medical care to be given to my son, and to sign for
emergency surgery or the administering of all anesthetics
if I cannot be reached immediately, should an emergency
arise.

I will provide my son with clothing and a weekly allowance.

I agree not to remove my son from the Community Based Resi-
dential Facility without giving at least one months notice,
nor will I make such plans with my son before consulting
with the Social Service Staff.

The Community Based Residential Facility reserves the right
to return my son should he be unable to benefit from or ad-
just to its program for any reason whatsoever.

Parent _____

Witness _____

Community Based Residential Facility

Date

DEPARTMENT OF PUBLIC WELFARE OF THE CITY OF NEW ORLEANS

COMMUNITY BASED RESIDENTIAL TREATMENT FACILITY

PARENTAL CONSENT FOR MEDICAL CARE AND SURGERY

I, _____, understand that my child,
or ward, whose name is _____ has been
committed to Community Based Residential Treatment Facility
by the Juvenile Court, and I wish Community Based Residential
Treatment Facility to consent to any medical or surgical care
or the giving of an anesthetic to _____,
if this is necessary and I cannot be reached immediately.

Date

Agreed to by _____
Parent or Guardian

Agreed to by COMMUNITY BASED RESIDENTIAL TREATMENT FACILITY

By _____
Signature

Title

Witness _____

COMMUNITY BASED RESIDENTIAL TREATMENT CENTER
REPORT FROM CLINIC TO SUPERINTENDENT

DATE: _____ (ANNUAL EXAM.)

NAME OF PATIENT: _____

SUMMARY OF PHYSICAL FINDINGS:

RECOMMENDATIONS:

INSTRUCTIONS:

SIGNED

COMMUNITY BASED RESIDENTIAL
TREATMENT CENTER

FAMILY CONTACTS

DATE

STATEMENT

NAME: _____

GROUP NO. :

DATE:

PRESENT:

ABSENT:

WORKER:

MAJOR THEMES DISCUSSED:

MAJOR PARTICIPANTS:

MINOR PARTICIPANTS:

GROUP RECORDING

THERAPIST'S NAME _____

RECORDER'S NAME _____

DATE AND TIME OF MEETING _____

MEETING NUMBER _____

GROUP MEMBERS PRESENT:

GROUP MEMBERS ABSENT:

GROUP PURPOSE AND THERAPY USED:

SIGNIFICANT EXPERIENCES REGARDING GROUP PROCESS:

THERAPIST'S EVALUATION OF MEETING:

PROBLEM AREAS AND/OR COMMENTS:

COURT REPORT

NAME OF CHILD: _____

NAME OF JUDGE: _____

DATE OF COURT: _____

REASON: _____

RESULTS: _____

WORKER

DATE

JOB PERFORMANCE STATEMENT

Lined area for writing the performance statement, consisting of approximately 20 horizontal lines.

NAME:

NAME OF STUDENT: _____

GRADES

1975 - 1976

Subject	Grade					Conduct					Citizenship					Absences					
	1st	2nd	3rd	4th	Final	1st	2nd	3rd	4th	Final	1st	2nd	3rd	4th	Final	1st	2nd	3rd	4th	Final	

INSTRUCTORS:

DAILY LOG

11:00-7:00

7:00-3:00

3:00-11:00

11:00-7:00

7:00-3:00

3:00-11:00

11:00-7:00

7:00-3:00

3:00-11:00

DREYFOUS HOUSE

FOLLOW-UP

DATE

STATEMENT

Blank lines for DATE

Blank lines for STATEMENT

NAME: _____

END