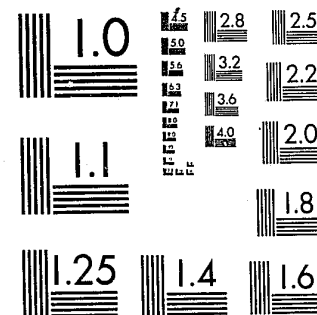


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1976 COMPREHENSIVE PLAN PROGRAM AREA F-2

X COMMUNITY BASED RESIDENTIAL FACILITIES FOR YOUTH DIVERTED

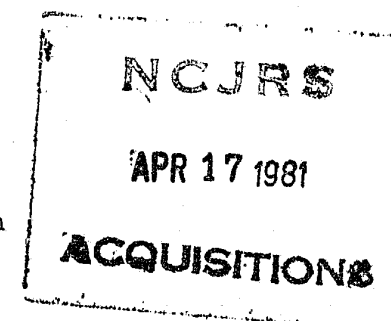
A Program Area Evaluation Involving The Following Projects:

The 801 House, AID In Dover, Incorporated  
Status Offender Shelters, Division of Services to Children and Youth  
The Mary E. Herring Home for Girls, Union Baptist Church  
Mental Health Treatment Center for Status Offenders, Division of Mental Health

Submitted to the Executive Committee  
of the  
Governor's Commission on Criminal Justice

by  
Pat Robinson  
and  
Sue Manasse  
Division of Evaluation

May, 1977



CR Sent

U.S. Department of Justice  
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## DEFINITION OF TERMS

Among the staff of the Governor's Commission on Criminal Justice, a difference of opinion has existed regarding the relative use of the terms "status offender", "diversion" and "prevention". Throughout the report of this investigation, the terms shall be interpreted as follows:

Status Offender. A status offender is defined as a youth who is either charged with a status offense or adjudicated as a status offender. A youth who has simply exhibited status offender behavior (running away, truancy, uncontrollability, etc.) but has not had formal charges placed against him/her is not considered a status offender..

Diversion. A diverted youth is one who has formally entered the juvenile justice system (arrested and charged with an offense) and would probably continue through the system had not some project or program diverted him/her from further processing.

Prevention. Prevention is interpreted as any activity or program which thwarts a youth's initial involvement in the juvenile justice system. The F-2 program area was designed to address the need to divert, not prevent, youth from juvenile justice system involvement.

PROGRAM AREA INFORMATION

General

Title: Community Based Residential Facilities for Youth Diverted  
Grants Funded: 75-050, 76-031 - The 801 House, AID In Dover, Inc.<sup>1</sup>  
76-090 - Status Offender Shelters, Division of Services to Children and Youth  
76-025 - The Mary E. Herring Home for Girls, Union Baptist Church  
76-013 - Mental Health Treatment Center for Status Offenders, Division of Mental Health

Program Area Period: 7/1/75 to 2/28/78

Budget	Allocations		Total	Expenditures through 3/31/77
	Part C Fed. & Match	JJDP Fed. & Match		
Personnel <sup>2</sup>	\$ 88,050	\$ 50,400	\$138,450	\$ 58,863
Contractual <sup>3</sup> Services	0	162,341	162,341	28,811
Travel	1,375	2,000	3,375	761
Supplies	535	7,730	8,265	0
Operating Expense	40,387	10,290	50,677	27,049
Equipment	11,657	3,600	15,257	11,231
Other	2,475	225	2,700	1,450
Total	\$144,479	\$236,586	\$381,065	\$128,171 <sup>4</sup>

<sup>1</sup>The 801 House received funds for the period 7/1/75 through 6/30/76 from the 1975 Comprehensive Plan. This time period was included in this report. This project has also received a third grant which will continue it through 6/30/78. That grant was not included in this report.

<sup>2</sup>The following personnel were to be employed through this program area: one project director, three full-time house parents, two relief house parents, one part-time house parent, one part-time bookkeeper, one family counselor, and four child counselor I's.

<sup>3</sup>The contractual services were to provide for contracting with private agencies to operate shelter facilities.

<sup>4</sup>An additional \$21,263 has been received in purchase of care monies of which \$14,675 has been expended, making the total amount of funds received \$402,328 and the total expenditures \$142,846. Purchase of care monies are funds paid to a third party by the Division of Social Services or the Bureau of Juvenile Correction for care provided for youth in the custody of those agencies. Usually, purchase of care money is \$333 per individual, per month.

I. Introduction

The Supplement to the 1976 Comprehensive Plan of the Governor's Commission on Criminal Justice contained a target goal to "divert select youth from the juvenile justice system". The problem analysis in the Plan stated:

In reviewing the data collected in complying with the Juvenile Justice and Delinquency Prevention Act, one finds that there were 1,824 youth detained at Bridge House and Stevenson House during calendar year 1974. Specifically, ...774 or 42.2 percent of the total number of youth detained were in the status category...A significant percentage of the total number of juveniles detained in the status category were ultimately released to a parent or relative.

The above data would strongly indicate that a need exists for short-term shelter facilities in lieu of detention for a great majority of the status offenders, especially those being detained in the Sussex and Kent County areas.<sup>5</sup>

In relation to this problem, GCCJ allocated \$381,065<sup>6</sup> federal and matching funds (\$144,479 Part C federal and matching funds and \$236,586 JJDP federal and matching funds) to program area F-2, Community Based Residential Facilities for Youth Diverted.

II. Objectives and Accomplishments

The program area contained four objectives and one project was funded in relation to each objective. Those objectives and their accomplishments are here discussed.<sup>7</sup>

<sup>5</sup>Supplement to the 1976 Delaware Agency to Reduce Crime Comprehensive Plan. p. 55.

<sup>6</sup>One project, the 801 House also received money from the 1975 Plan, and that money is included in this total.

<sup>7</sup>Analyses of the specific projects are provided in the Appendices, pages 15 through 35.

Objective 1: To continue an emergency shelter and short term residential care facility in Kent County which will serve approximately 84 status offenders per year.

In relation to this objective, the 801 House in Dover was awarded two grants totaling \$114,833 (federal and matching funds) for the period 7/1/75 to 10/31/77. This project proposed to provide short term (up to 30 days) shelter for status offenders or youth who had exhibited status offender behavior. Although the start-up date of this project was July 1, 1975, no clients were accepted until November 5, 1975 due to various implementation problems. During the past 17 months through March 31, 1977, a total of 118 youth were served, or an average of seven per month or 84 per year.

Project performance was good. The project provided the quantity and type of services which had been proposed in the applications, that is, it provided up to 30 days of shelter care for an average of 84 youth per project year. The project was well managed and enjoyed a good reputation among referral sources. Further, it appeared to have a positive impact on preventing its clients from being placed in a state institution. Of the 111 youth discharged from the House, only 11 (10 percent) were placed in an institution such as Stevenson House or Governor Bacon either upon or subsequent to discharge from the project.<sup>8</sup>

A major problem uncovered by this investigation was the type of client population served. Only 43 (36 percent) of the

<sup>8</sup>Subsequent status offender or criminal behavior was not documented in follow-up studies, only placement of the youth.

youth had been either adjudicated or charged with a status or criminal offense. Only 20 youth (17 percent) were placed in the home directly from an institution. While the majority of the other youth served had exhibited status offender behavior (running away or uncontrollability) some time prior to their admission to the 801 House, it could not be determined how many of them were actually diverted from the system i.e., how many would have had charges placed against them and placed in an institution had not the 801 House been available. However, the project did not agree to emphasize serving status offenders diverted from the juvenile justice system until December, 1976. Until that time, the project operated as it had proposed in the two applications approved by GCCJ, by serving youth who had exhibited status offender behavior, whether or not they had been charged.

Objective 2: To establish an emergency shelter short-term foster group home system providing residential and support services up to 14 days for approximately 780 status offenders annually detained at Bridge House and Stevenson House.

In relation to this objective, a total of \$159,841 (federal and matching funds) was awarded to the Division of Services to Children and Youth (DSCY) for the Status Offender Shelter project.

This project proposed to provide the following services:

1. A shelter for 10-12 children in New Castle County.
2. Room and board for seven children in private homes in New Castle county.
3. A shelter for 10-12 children in Kent county.

The general policy for the shelters was to be a maximum stay of 14 days, with an extension if needed. Based on a 14 day stay, the project would provide shelter for 744 children per year.

In January, 1977, the grant was modified so that two shelters, one in New Castle County and one in Sussex County would be established. The component of the project dealing with placement in private homes was deleted from the subgrant and all activity in relationship to licensing and operating these private facilities was to be the responsibility of the Division's discretionary Deinstitutionalization of Status Offenders (DSO) grant. As a result of the modifications made to the grant; 1) a \$25,000 balance of awarded funds was identified by DSCY, and 2) the projected number of youth to be served by the project was revised to 416.

Project implementation was slow, and as of March 31, 1977, neither facility had been opened.<sup>9</sup> The most serious problem was finding agencies which would operate the shelters.

In January, 1977, an agreement was signed with the Mary House Association, Inc.<sup>10</sup> to operate a facility in New Castle County at a cost of \$71,673 per year. The facility, "The Mary House", is located at 1204 West Street, Wilmington and is currently undergoing renovations. It will be a co-ed facility, capable of housing eight youth at any one time.

<sup>9</sup>The New Castle County facility (The Mary House) was opened on May 4, 1977. As of May 14, 1977, eight youths were committed to the facility. Data contained in this report account for the period through March 31, 1977.

<sup>10</sup>The Mary House Association was incorporated in late 1976. The association was formed to provide the shelter care described in this report. The group is composed of individuals ascribing to the religious beliefs of the Holy Order of Mans, incorporated in California.

A preliminary proposal for the Sussex County facility has been submitted to and approved by DSCY, pending incorporation of the "Sussex Group"<sup>11</sup>. If the contractual agreement is signed, the facility is scheduled to open in July, 1977.

There have been a number of major problems with the project. Specifically; (1) in The Mary House project, salaries have been paid to house parents since February, 1977, even though the house did not open until May, 1977; (2) funds have been used to renovate the facility (which is leased by the Mary Association) and such renovations will increase the value of the landowner's property with no long range benefit realized by either the subgrantee or GCCJ;<sup>12</sup> and (3) the Mary Association and the "Sussex Group" are newly formed organizations and there is no established agency or organization responsible for their fiscal liability, leaving DSCY responsible in the event of default.

Objective 3: To establish a group home for six to eight delinquent females in New Castle County as a diversion alternative to institutionalization.

In relation to this objective, the Mary E. Herring Home for Girls was funded. The Union Baptist Church, the parent group, was awarded \$29,596 (federal and matching funds) for the operation of the home which was to house eight girls for up to one year.

<sup>11</sup>The "Sussex Group" was formed to provide the shelter care described in this report. The group is comprised of concerned Sussex county residents including Ray Lloyd, Judy Carmean, Clay Davis, Edward Davis, Charles Jackson, Louisa Thein, and Debbie Rogers.

<sup>12</sup>Some of these renovations were completed before the facility was legally procured by the Mary Association.



The project had initial problems in finding a facility and house parents. It accepted its first client in September, 1976, three months after the start-up date and six months after the grant had been awarded. The house never had its maximum of eight girls. The most ever served was six and this was for only a two week period. As of March 31, 1977, there were only two girls in the home.<sup>13</sup>

Only two of the six clients came from Woods Haven-Kruse. The other four were referred from the Division of Social Services and were adjudicated status offenders. It could not be determined if the six girls served would have been placed or remained in Woods Haven-Kruse had not this home existed. Of the four girls who left, two returned to their families, one was sent to another shelter and one ran away and eventually returned to live with her mother. While at the home, all girls received individual counseling and those with families received family counseling.

Objective 4: To establish a group home for eight to ten emotionally disturbed and/or disruptive youth from New Castle County as a follow-up placement alternative for status offenders referred to the Division of Mental Health.

In relation to this objective, in January, 1977, the Division of Mental Health was awarded \$76,945 (federal and matching funds) to operate the Mental Health Treatment Center for Status Offenders. The project is designed to house eight to ten status of-

<sup>13</sup> Since this report was completed, three more girls have been accepted into the house, bringing the population to five.

fenders for up to six months. A search conducted by the subgrantee, Family Court and the Bureau of Juvenile Correction indicated that a suitable facility could not be located in New Castle County. In March, 1977, a facility was located in Kent County. The subgrantee is awaiting approval from GCCJ to use this facility.<sup>14</sup>

### III. Program Area Impact

Program area performance to date has been poor. Only two of the four objectives have been partially attained. The program area proposed to serve 972 status offenders and/or delinquent youth (84 for two years at the 801 House, 780 through the Status Offender Shelter project, eight at the Mary E. Herring Home and 16 at the Mental Health Treatment Center for Status Offenders), yet only 124 clients (13 percent of the total proposed) have been served. Only 22 youth (18 percent) were placed in these projects directly from institutions. The others may have been placed in institutions had not these projects existed, however, the possibility exists that they may have been placed with relatives or in a foster home.

In relation to reducing the number of status offenders detained at Bridge House or Stevenson House, it appears this program, as well as other programs, (such as the Deinstitutionalization of Status Offenders project) have had little positive effect.

<sup>14</sup> Approval for using this facility was given on April 13, 1977. The house is scheduled to open in June, 1977. Also, the dates of the project were changed to April 1, 1977 to March 31, 1978.

The 1976 Comprehensive Plan stated that in 1974, 744 youth detained at Stevenson House and Bridge House were status offenders. This averages to 64 per month. Monthly detention statistics compiled by the Bureau of Juvenile Correction (see Exhibit A) show that for the period April, 1976 through February, 1977 the average number of status offenders detained at these facilities has been 63 per month.

#### IV. Program Area Costs

To date, the cost of providing services to clients in this program area has been high. A simple cost per client served, based on total program area expenditures divided by total number of clients served, is \$1,161 per client for the 22 month period. For this amount of money, clients were served for a period of one-day to seven months. Perhaps a more meaningful analysis is the cost per day per client. For the entire program area, this figure was \$44 (total expenditures divided by total number of days spent in the projects). This type of calculation does not present a totally accurate picture since one of the projects has expended money and has yet to serve any clients. With projects such as these, moderate start-up costs - renovations, equipment, etc. - may be expected.

In the two projects which have served clients, the cost per client per day varied from \$36 (801 House) to \$32 (Mary E. Her-ing Home for Girls). This compares to costs per day of \$40 at Woods Haven-Kruse, \$19 at Bridge House, \$40 at Stevenson House and \$11 for foster care placement. Such comparisons may not be

#### EXHIBIT A

#### MONTHLY DETENTION POPULATIONS, 1976 - 1977 STATUS OFFENDERS

	<u>Bridge House</u>	<u>Stevenson House</u>	<u>Totals</u>
<u>1976</u>			
April	33	20	53
May	53	25	78
June	45	20	65
July	35	15	50
August	60	25	85
September	43	14	57
October	44	23	67
November	31	21	52
December	43	13	56
<u>1977</u>			
January	45	17	62
February	53	21	74
<u>Totals</u>	485	214	699

During the quarter October 1, 1976 - December 31, 1976 there were no commitments of status offenders to Ferris or Woodshaven/Kruse. During the previous quarter July 1, 1976 - September 31, 1976 there were only two.

There were no commitments to Ferris or Woodshaven/Kruse during January 1977. In February, there were two commitments to Ferris.



totally appropriate since different services may be provided at state institutions. It is possible that the group homes represent an additional cost to the state as it may be that some youth are being placed in these projects who would otherwise be sent home or placed in a foster home.<sup>15</sup>

#### V. Program Area Concerns

The following concerns are based upon the previous findings as well as information contained in the individual project analyses. We are hopeful that these concerns will form a basis for future discussions regarding the creation and implementation of a community-based residential facilities program for diverted youth.

1. The program area proposed to provide community based residential facilities for youth diverted. There were two problems with determining progress in attaining this goal. First, it could not be determined how many clients were in fact diverted from the juvenile justice system. These projects may be "widening the nets" by serving youth who would otherwise be returned home or placed in foster care or with relatives. Secondly, the concept of community basedness presents problems. There appears to be no clear definition as to what constitutes a community

<sup>15</sup>It should be noted that if these facilities were full, the cost per client per day would decrease. Also, expenditures for renovations and equipment should decrease substantially in subsequent years, again reducing the cost.

based facility other than the facility not be on the grounds of a state institution and that clients not be locked in. It may be of little value to place a youth in a "community based facility" if all of the youth's time must be accounted for and he/she has relatively little contact with the community. Also, the very term "community based" may be somewhat of a misnomer because the youth may live in - and hopefully be "rehabilitated" in - a "community" far different from that to which he/she will return. Therefore, GCCJ should examine proposals for community based facilities in light of; 1) the quality and extent of client contact with the community, and 2) the geographic location of the facility in relation to clients it proposes to serve.

2. A recent goal of the juvenile justice system is the de-institutionalization of status offenders. In Delaware, in addition to the monies in this program area devoted to that purpose, there is a discretionary grant from LEAA for the deinstitutionalization of status offenders. Comparatively, few funds are presently devoted to the problems of the juvenile criminal offender. It is a concern of the evaluators that this concentration of effort be reviewed. In terms of societal harm, the criminal offender poses far more of a threat to the community than does the status offender, and perhaps more money should be devoted to the first or second time delinquent, as opposed to the status offender.

3. GCCJ should clearly define the target population it wishes to serve with monies in the F-2 program area. If that population is status offenders (youth charged with or adjudicated of a

status offense) as opposed to youth who have exhibited status offender behavior, then GCCJ should require its subgrantees to maintain records on clients which clearly show the client's initial contact with the system and how the project has diverted the youth from further processing. They should indicate how the youth would have become further involved in the system had not the project existed.

4. In three of the four projects, funds have been expended on renovations and improvements to facilities owned by private individuals and/or agencies. GCCJ should ensure that funds utilized for renovations do not unduly appreciate the value of private property without financial benefit to the state and a guaranteed implementation period to test and evaluate the proposed project.

#### VI. Program Area Recommendations

As a result of this investigation, the authors submit the following recommendations.

1. Both of the projects which had served children were underutilized. The 801 House had a capacity for seven youth, but the average daily population was only 4.5. The Mary E. Herring Home had a capacity for eight girls, but the average daily population was four. GCCJ should examine this problem to determine if in fact there is a sufficient target population (as defined in the program area) to maintain these facilities, as well as the others which are planned for in the future. If there is not a large enough target population to maintain at least an 80 percent capacity, the allocation to the program area should be reduced.

2. In the Status Offender Shelter project, salaries were paid to house parents two months prior to the opening of the house. In the future, salaries should not be paid for more than two weeks prior to the acceptance of clients unless justification for such is submitted by the subgrantee and approved by GCCJ.

3. A \$25,000 surplus in the Status Offender Shelter project has been identified. This money should be deobligated and reverted to GCCJ so that those funds can be reallocated to other projects.

4. A deadline for the opening of the Sussex facility, September 30, 1977, should be established. If the facility is not opened by that date, the funds allocated for that shelter should be deobligated.

5. All of the projects experienced implementation problems. Table 1 depicts the award date, the start up date and the date the first client was accepted for the various projects. GCCJ should enforce the 90 day implementation rule so that this does not continue to happen. For client service projects such as group homes, a project should not be considered implemented until it has accepted its first client. Further, GCCJ should require applicants to provide a conditional lease agreement at the time an application is submitted which clearly defines necessary renovations, their expense and when the facility can be occupied.

TABLE 1  
Project Data for Projects Funded in F2 Program Area

Project	Date of Award	Start-up Date	Date First Client Accepted
801 House	May, 1975	July 1, 1975	November 4, 1975
Status Offender Shelter	July, 1976	October 15, 1976	May 4, 1977
Mary E. Herring Home	March, 1976	June 1, 1976	September 6, 1976
Mental Health Treatment Center	January, 1977	March 1, 1977	None accepted yet

6. The 801 House was awarded a third year of funding when it had approximately 50 percent of its previous award remaining. In the future, GCCJ should not award continuation grants to projects which have such a large balance of remaining funds.

7. For the first 11 months of the project, the Mary E. Herring Home did not provide the quantity or type of service proposed in the application. GCCJ should require programmatic changes to remedy this problem. Further, GCCJ should closely monitor this grant and any subsequent grant to assure that project objectives are being attained.

## APPENDIX A

### An Analysis of the 801 House Project

# Project Information for 801 House

## General

Grant Number(s): 75-050, 76-031\*  
 Grant Title: 801 House  
 Implementing Agency: AID In Dover, Inc.  
 Project Director: Beverly Strehle  
 Grant Period: 7/1/75 to 6/30/77

## Budget

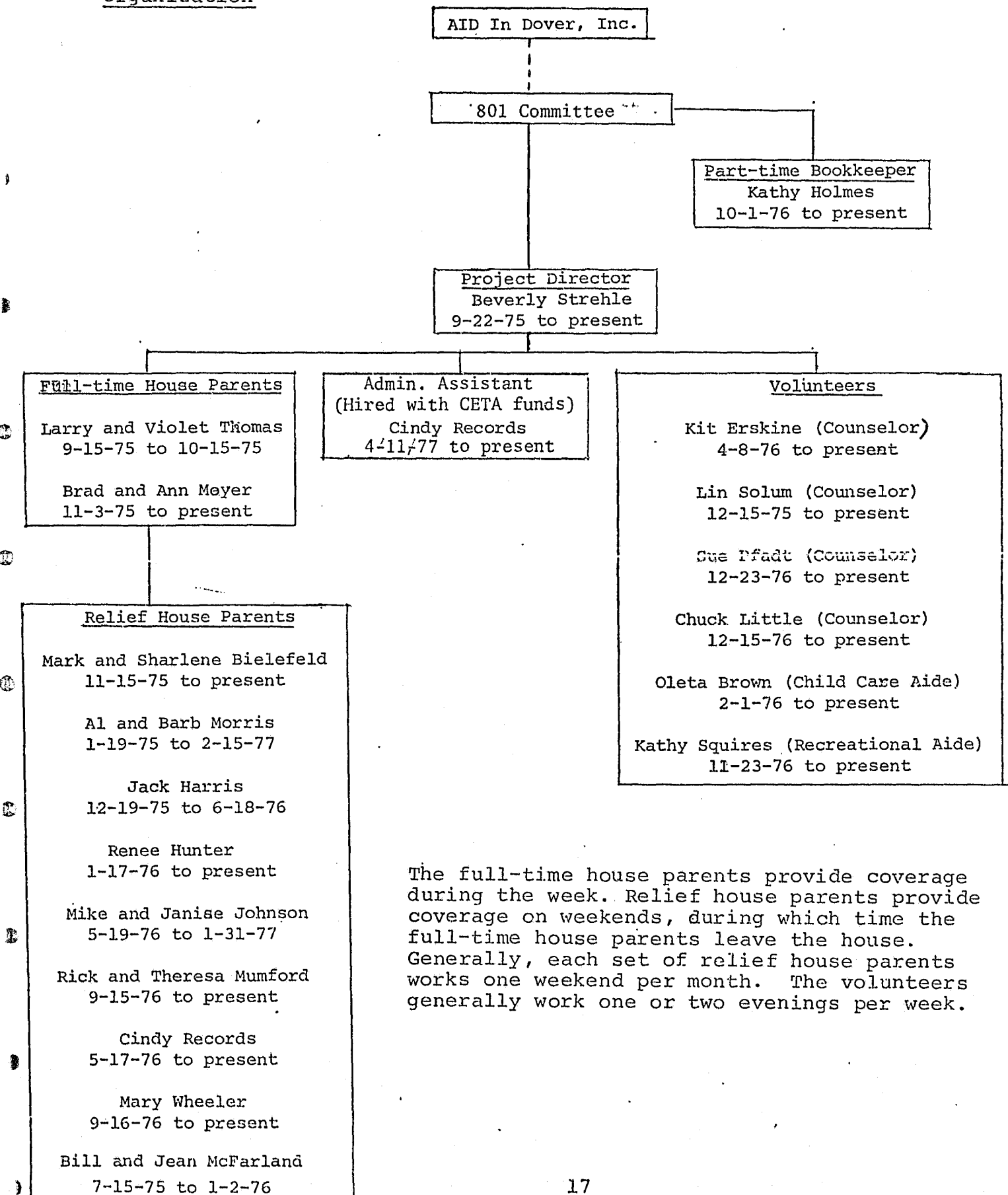
	75-050 (7-1-75 to 10-31-76)	76-031 (11-1-76 to 10-31-77)	Total Allocations (7-1-75 to 7-1-77)	Expenditures through 3-31-77
Personnel	\$26,067	\$35,473	\$ 61,540	\$39,898
Consultants	0	0	0	0
Travel	975	400	1,375	761
Supplies	0	535	535	0
Operating Expenses	20,674	19,713	40,387	27,049
Equipment	4,505	4,066	8,571	7,724
Other	0	2,475	2,475	1,450
Total	\$52,221	\$62,662	\$114,883	\$76,882**

\*A continuation grant, 77-007, for \$41,937 federal funds was approved for the period 11/1/77 to 6/30/78. When this continuation grant was awarded, the project had approximately 50 percent of its prior funds remaining.

\*\*In addition to federal funds, the project received purchase of care money for 60 referrals. To date, a total of \$14,065 has been received, of which \$8,979 had been expended. Therefore, the actual allocation has been \$128,948 and expenditures have been \$85,861.

# Project Information for 801 House (con't)

## Organization



The full-time house parents provide coverage during the week. Relief house parents provide coverage on weekends, during which time the full-time house parents leave the house. Generally, each set of relief house parents works one weekend per month. The volunteers generally work one or two evenings per week.

## I. Introduction

- A. The 801 House is a non-secure facility in Dover, Delaware.
  - 1. Provides temporary (up to 30 days) shelter
  - 2. Capable of housing seven youths at any one time
- B. The 801 House is designed to serve status offenders from 12 to 18 years of age.
  - 1. Original client criteria
    - a. must have exhibited status offender behavior, but formal charges were not necessary
    - b. family and self referrals emphasized
  - 2. Amended client criteria (December, 1976)
    - a. status referrals from police, courts, corrections and the Deinstitutionalization of Status Offender project in the Division of Social Services in either pre or post adjudicatory stage
    - b. emergency referrals from families and schools acceptable on a limited basis
  - 3. All admissions to the 801 House are of voluntary nature.
- C. The main purpose of the 801 House is to provide short term shelter.
  - 1. Tutoring and counseling provided if children desire to participate.
  - 2. Children continue schooling while in 801.
  - 3. Referring agency is responsible for placement of child following stay at 801.
  - 4. In family or self referrals, 801 staff responsible for placement.

## II. Accomplishment of Goals and Objectives

- A. Goal: To divert up to 84 youth per year from the juvenile justice system.
  - 1. During the 17 month period from November 1, 1975 through March 31, 1977, 118 children were provided shelter
  - 2. Twenty (17 percent) of the youth were placed directly from a juvenile institution
  - 3. Thirty-eight (32 percent) of the youth either were charged with or adjudicated of a status offense at the time of admission to the house
  - 4. Five (4 percent) of the youth either were charged with or adjudicated of a criminal offense at the time of admission to the house.

## B. Objectives

- 1. To provide shelter for up to 30 days for status offender children under age 18.
  - a. first client accepted November 5, 1975
  - b. from November, 1975 through March 31, 1977, 118 children were provided shelter
  - c. fifty-one percent of the referrals came from the Division of Social Services
  - d. twenty percent of the referrals came from Family Court
  - e. eighteen percent of the referrals came from families
  - f. eleven percent were referred from other sources such as Catholic Social Services, Community Legal Aid Society, and People's Place II
  - g. the median stay was 24 days, the range, one to 38 days
  - h. the median age of those served was 15 years old with a range of 12 to 17
  - i. although the maximum daily capacity was seven, the average daily population was 4.5.
- 2. To return 801 House youth to their families whenever possible.
  - a. thirty percent of the 111 youth released were returned to their families
  - b. twenty-six percent of the youth were placed in foster homes
  - c. fifteen percent of the youth were placed in group homes such as the Murphy School
  - d. ten percent were dismissed from the home
  - e. five percent ran away from the home
  - f. five percent were placed with relatives
  - g. nine percent were sent to various placements such as independent living, Stevenson House and Governor Bacon.

## III. Project Impact

- A. The project did not propose to have any long range impact on children served, only to provide a temporary shelter so they would not be placed in an institution.
- B. It could not be determined exactly how many of the youth would have been placed in an institution had not 801 existed.
- C. A follow-up of 109 youth conducted two weeks after they were released from the home revealed that 64 percent of the youth were in their original placement and 30 percent were in a second placement. Information on the remaining six percent could not be obtained.

- D. Eleven (nine percent) of the 111 youth released from the house were placed in an institution either upon or subsequent to discharge from the project.
- E. Subjective measures (opinions of persons who had had contact with the project) revealed positive support for the program.

#### IV. Project Cost

- A. The cost per client, per day was \$36.
- B. The cost of housing a youth in Stevenson House is \$40 per day.
- C. The cost of housing a youth in Bridge House is \$19 per day.
- D. The cost of placement in a foster home is \$11 per day.
- E. If youth are being sent to 801 who would not be sent to an institution, the project may be increasing rather than decreasing the cost of serving these youth.

#### V. Recommendations

- A. Since GCCJ funding terminates in June, 1978, the project should immediately begin seeking other funding.
- B. Project records should be modified so that it can clearly be determined if, and how, a client was diverted from the juvenile justice system.
- C. The project should expand its follow-up procedures to include data indicating whether or not the youth has engaged in additional status offender and/or criminal behavior.

#### APPENDIX B

#### An Analysis of the Status Offender Shelters Project

Project Information for Status Offender Shelters

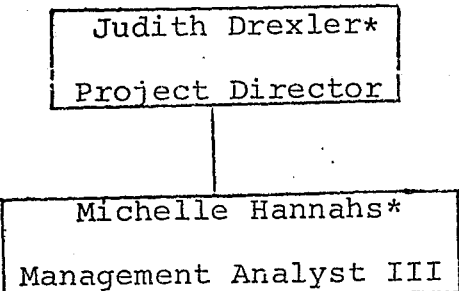
General

Grant Number: 76-098  
Grant Title: Status Offender Shelters  
Implementing Agency: Division of Services to Children and Youth  
Project Director: Judith Drexler  
Grant Period: 10/15/76 to 10/15/77

Budget

Category	Allocations			Expenditures through 3/31/77		
	Federal	State	Total	Federal	State	Total
Professional Services	\$143,677	\$15,694	\$159,641	\$21,644	\$7,167	\$28,811

Organization



\*Neither of these positions are funded through the project

Status Offender Shelters

I. Introduction

- A. Purpose of project was to reduce the number of status offenders detained at Bridge House and Stevenson House by 75 percent by establishing two shelter care facilities which would serve 416 youth per annum.
1. One facility would be located in New Castle County and would provide shelter care for 8-10 youth at any given time.
  2. One facility would be located in northern Sussex County and would provide shelter for 8-10 Kent and Sussex County youth at any given time.
  3. Services would be provided to youth for up to 14 days.
- B. Procedures for shelter care were developed and agreed to by law enforcement agencies, the Family Court, Justice of the Peace Courts, the Division of Social Services and the Division of Services to Children and Youth (DSCY).
1. All children committed must have been arrested and formally charged with a status offense.
  2. The committing court must call the shelter. If the shelter is filled to capacity, the Division of Social Services will be called for private home bedspace.
  3. Parents or guardians will be requested to sign a consent form. If the form is not signed, the Division of Social Services will be asked to take custody.
- C. As of March 31, 1977, no shelter care facilities had been operationalized. (On May 4, 1977, a New Castle County facility was opened).
- D. DSCY has had many difficulties in successfully contracting organizations to run the facilities. Most youth serving agencies were geared to provide long-term rehabilitative programs and thus were not readily adaptable to providing short-term emergency shelter care.



## II. The New Castle County Facility

- A. DSCY negotiated with 15 different organizations or individuals for contracts to run a shelter care facility.
- B. In January, 1977, a contract between the Mary House Association, Inc. and DSCY was signed.
  - 1. The facility is located at 1204 West Street, Wilmington.
  - 2. The facility has five bedrooms located on two separate floors. Total capacity will be eight youth.
  - 3. The building was leased for a one year period. Renovations are being made to the facility at a cost estimated by DSCY, to be less than \$5,000.
  - 4. Extensive delay in signing the lease was in part caused by the problem of obtaining adequate insurance (\$800,000) as specified by the owners of the building.
  - 5. House parents were placed on the payroll in late February, 1977, prior to the opening of the facility. According to DSCY, the justification for this action was to retain qualified individuals until such time as the facility opened.

## III. The Sussex County Facility

- A. In Kent and Sussex counties, negotiations between DSCY and six organizations and/or individuals were conducted.
- B. The "Sussex Group" has received preliminary approval from DSCY pending acquisition of a facility and incorporation of the group.

## IV. Project Concerns

- A. Federal funds were expended for renovation of a facility owned by a private business. The modifications made to the building will increase the value of the property with no long term benefit realized by the subgrantee or GCCJ.
- B. Both the Mary House Association, Inc. and the "Sussex Group" are newly formed organizations with little experience operating youth care facilities. There is no established agency or organization responsible for their fiscal liability leaving DSCY responsible in the event of default.

## V. Recommendations

- A. Salaries were paid to house parents for a two month period before the facility was opened. In the future, salaries should not be paid for more than two weeks prior to the acceptance of clients unless justification for such is submitted by the subgrantee and approved by GCCJ.
- B. A projected \$25,000 surplus identified by DSCY should be deobligated and reverted to GCCJ immediately so that those funds can be reallocated to other projects.
- C. DSCY should require its contractees to develop job descriptions for project staff.
- D. In the future, DSCY should prohibit the renovation of any building until such time as the facility has been legally procured.
- E. A deadline should be placed on the start-up of the Sussex facility. In the event the facility cannot be opened by the targeted date, the funds allocated to that shelter should be deobligated. A reasonable deadline is September 30, 1977.

# APPENDIX C

## An Analysis of the Mary E. Herring Home for Girls Project

## Project Information for Mary E. Herring Home for Girls

### General

Grant Number: 76-025  
Grant Title: Mary E. Herring Home for Girls  
Implementing Agency: Union Baptist Church  
Project Director: James Tate  
Grant Period: 6/1/76 to 5/31/77

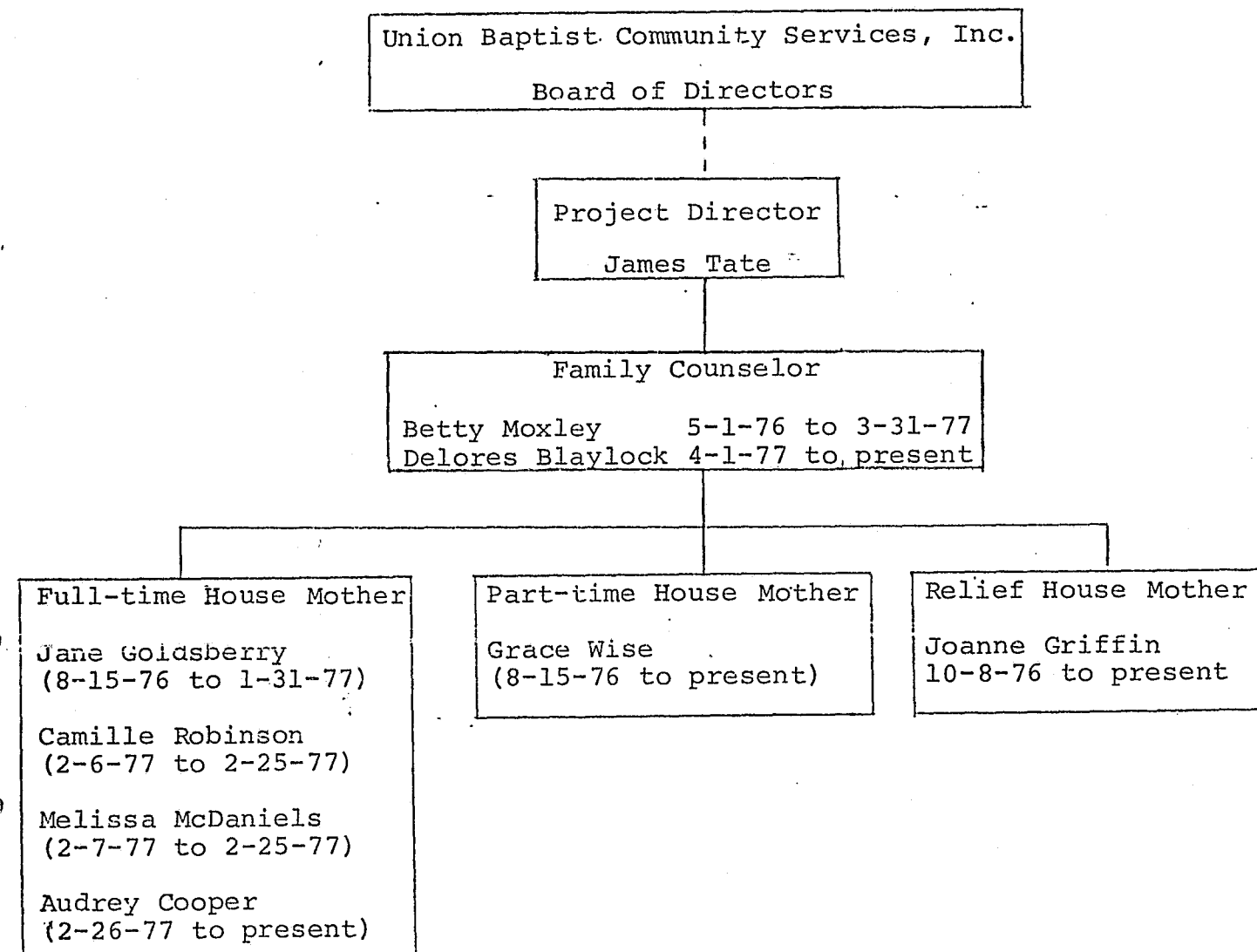
### Budget

	DARC	Match	Total Alloc.*	Expenditures Through 3/31/77
Personnel	\$23,510	\$3,000	\$26,510	\$18,965
Equipment	3,086	0	3,086	3,513
Total	\$26,596	\$3,000	\$29,596	\$22,478

\*The project also receives purchase of care money from the Division of Social Services. To date, \$7,198 has been received of which \$5,696 has been spent, making the total allocations \$36,794 and expenditures \$28,174.

Project Information for  
Mary E. Herring Home for Girls (con't)

Organization



The part-time house mother works from 6:00 p.m. to 10:00 p.m., Monday through Friday. This assures coverage while the full-time house mother completes errands such as food shopping for the house. The relief house mother works on weekends during which time the full-time house mother leaves the home.

Mary E. Herring Home for Girls

I. Introduction

A. The Mary E. Herring Home for Girls is a non-secure group home in Wilmington, Delaware.

1. The home has a capacity for eight girls.
2. Girls are to remain in the home up to one year, then be returned to their families or foster homes.
3. The treatment plan called for long term individual and family counseling.

B. Client Criteria

1. First priority, girls detained at Woods Haven-Kruse.
2. Second priority, referrals from the Division of Social Services and the Family Court of girls with status offenses (current or pending).
3. Third priority, girls with no status charges referred directly from the family to the Division of Social Services for foster care placement.

C. All admissions to the home is on a voluntary basis.

II. Project Performance

A. Implementation

1. Initial problems in obtaining a facility, licensing and house parents.
2. First client accepted September 6, 1976.
3. From September 6, 1976 through March 31, 1977, a total of six girls were placed in the home.
4. Only one of the six girls had been in the home for the entire seven months.
  - a. One girl was in the home for two weeks before leaving
  - b. One girl was in the home for four months before leaving
  - c. One girl was in the home for five months before leaving
  - d. One girl was in the home for five and one half months (and is still there)
  - e. One girl was in the home for six months before leaving

5. As of March 31, 1977, there were only two girls in the home.\*
6. Although the maximum daily capacity was eight girls, the average daily population was four and at no time were there eight girls in the home.
7. Only 10 referrals were made to the home, of which six were accepted.
8. Four of the girls accepted were referred from the Division of Social Services.
9. All of the girls accepted were adjudicated status offenders.

### III. Project Impact

- A. Only two girls were placed directly from Woods Haven-Kruse.
  1. One of these referrals was dismissed from the home but was not returned to Woods Haven-Kruse.
  2. The other requested to leave the home and was not returned to Woods Haven-Kruse.
- B. It could not be determined if the other four girls would have been placed in Woods Haven-Kruse had not this home existed.
- C. None of the girls had any formal contact with the juvenile justice system while in the home.
- D. None of the girls had been out of the project for six months, so no follow-up had been completed.
- E. None of the four girls who left the home had completed any long range treatment plan as proposed in the application.

### IV. Project Costs

- A. The project proposed to divert a girl from Woods Haven-Kruse at a cost of \$5,000 per year compared with a cost of \$10,000 to keep a girl at Woods Haven-Kruse.

\*The data in this report covers the period May 1, 1976 through March 31, 1977. At the time the report was completed (May 15, 1977) there were five girls in the home.

1. Cost per client was \$4,696 for seven months.
2. Cost per client per day was \$32.
3. In 1976, the cost per year for keeping a girl at Woods Haven-Kruse was \$14,677, making the cost per day approximately \$40, \$8 more than the Mary E. Herring Home.
4. Cost per client per day in foster care placement is \$11.

- B. The project may be increasing costs if girls are being sent there who would not be sent to Woods Haven-Kruse, but rather returned to families or placed in foster care.

### V. Project Concerns

- A. There have been very few referrals to the project.
  1. Four potential referral sources were contacted by the evaluator.
    - a. three stated there was a substantial need for a group home for girls.
    - b. only one was fully aware of the existence and operation of the Mary E. Herring Home.
  2. The referral source who had used the facility was pleased with the service provided.
- B. The project did not appear to be doing what it proposed to do, i.e., provide a long range treatment plan.
  1. Four girls left the home after less than six months.
  2. The project has no control in keeping a girl there since placement is on a voluntary basis.

### VI. Recommendations

- A. GCCJ planning staff should re-examine the need for a group home for girls and determine the actual target population for such a home.
- B. Referral sources should immediately be notified of the existence of the home and the referral procedure and criteria for admission should be explained.
- C. Methods of termination from the home should be clarified and measures of overall success of the project should be established.

- D. For the first 11 months of this grant, the project performance has been poor, both programmatically and fiscally. GCCJ should closely monitor this grant and any subsequent grant received by the subgrantee to assure that project objectives are attained.

#### APPENDIX D

##### An Analysis of the Mental Health Treatment Center for Status Offenders Project

Project Information for Mental Health Treatment  
Center for Status Offenders

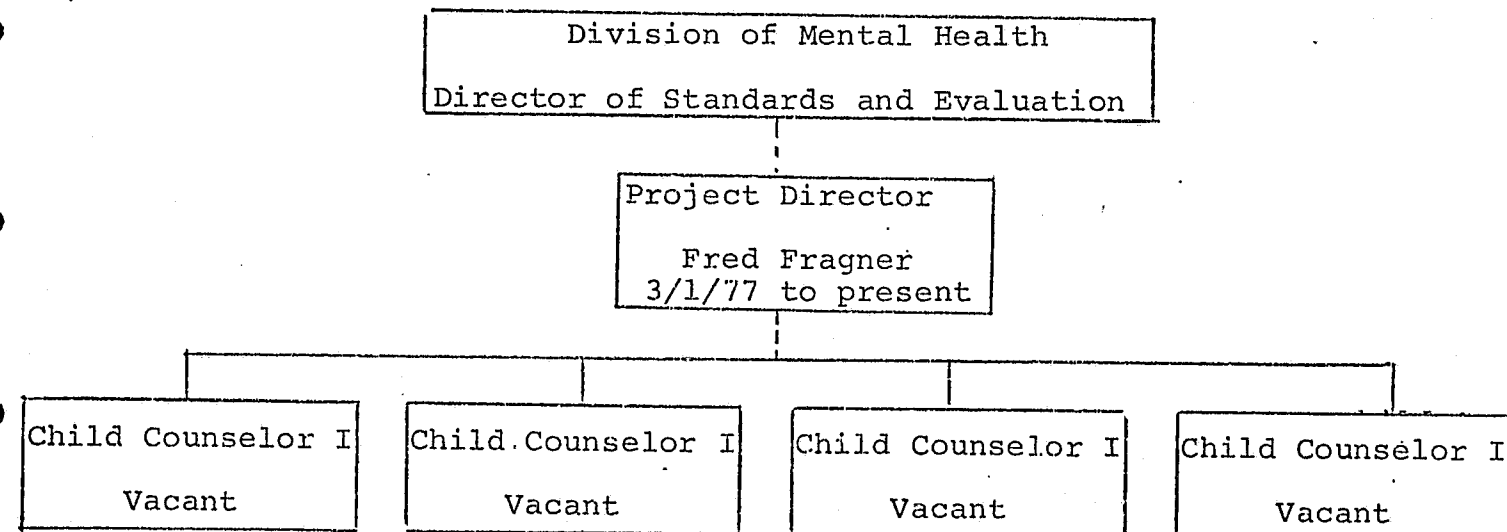
General

Grant Number: 76-103  
Grant Title: Mental Health Treatment Center for  
Status Offenders  
Implementing Agency: Division of Mental Health  
Project Director: Fred Fragner  
Grant Period: 3/1/77 to 2/28/78

Budget

	DARC	Match	Total
Personnel	\$50,400	\$ 0	\$50,400
Consultants	2,700	0	2,700
Travel	2,000	0	2,000
Supplies	3,725	4,005	7,730
Operating Expenses	10,290	0	10,290
Equipment	0	3,600	3,600
Other	135	90	225
Total	\$69,250	\$7,695	\$76,945

Organization



Mental Health Treatment Center for Status Offenders

I. Introduction

- A. A facility to house six to eight youth in New Castle County was to be established.
1. The facility will house youth up to six months.
  2. Psychiatric treatment, individual and group counseling, and medical and dental care will be provided to each child.
- B. Client Criteria
1. First priority given to youth referred by Bureau of Juvenile Corrections.
  2. Status offenders between ages 13 and 18.
    - a. first priority - status offenders who have emotional problems at such a level they require removal from their home environment for short term in-patient treatment, but who do not require prolonged hospitalization.
    - b. second priority - youth who have undergone extensive periods of institutionalization.
    - c. third priority - status offenders with emotional problems but who do not require institutional care who reside in the community.

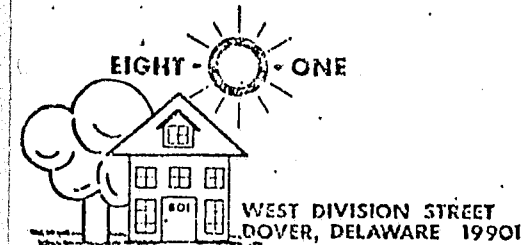
II. Project Performance

- A. The application had proposed to obtain a facility by March 1, 1977.
- B. As of March 31, 1977, a facility had been found, but the project director was waiting for final approval.
1. The application clearly stated the facility was to be in New Castle county.
  2. The facility found is located in Dover, and the location must first be approved by personnel from Family Court, Juvenile Correction and GCCJ.\*

\*Approval was given to use the facility on April 13, 1977. The house is scheduled to open June, 1977. Also, the dates of the project changed to April 1, 1977 to March 31, 1978.

ADDENDUM A

Submitted by Beverly Strehle,  
Project Director, 801 House



June 21, 1977

Ms. Pat Robinson  
Program Evaluation Specialist  
Governor's Commission on Criminal Justice  
1228 North Scott Street  
Wilmington, DE 19806

Dear Pat:

In responding to the revised copy of the F-2 program area evaluation, Eight-O-One is submitting this addendum. We have three basic concerns with the evaluation. The first, under Objective 1, has to do with definition of the status offender and what actually constitutes status behavior. Our objection is of a philosophical nature, in that it seems untenable to have to charge a youth in order to make that person eligible for our program. In essence, the evaluation appears to argue that we must place these children in the system in order to divert them out and thereby document statistical impact. From November 4, 1975, to March 31, 1977, Eight-O-One served 118 children. Only fifteen of that number, (13 percent), displayed no status behavior. The large majority, sixty youth (51 percent), had been involved in runaway, truancy, and uncontrollability. However, because of family choices or, in most cases, system support, these youth were not charged or detained although they were in contact with the Juvenile Justice System, either through arrest or police or court interviews. Eight-O-One has expended considerable effort in informing the police departments and Family Court of the crisis intervention services available. When those agencies act on that information and refer before formal charges are made, we consider that progressive and proactive behavior. The tragedy in this argument is that these children do not "fit" the federal definition because formal processes are not carried through. In short, Eight-O-One feels strongly that our target population is being served and that true diversion can occur before any stigmatization has occurred.

The second concern is under Program Area Concerns. The evaluation has raised the question of "community-basedness". The concern was what defines a community based facility and how much interaction with that community do the youth have. At Eight-O-One 100 children, (85 percent), were referred by Kent County, the public and private sectors. Of that 100, 70 held residence in Dover, 13 were from Smyrna, 3 from Hartley, 12 from South Kent County, and 2 from placements in Wilmington. These figures indicate to us that



June 21, 1977

we are serving children from our community primarily, and from communities so close to Dover that most family business and activity occurs here.

In addition, the majority of children served at Eight-O-One continue to go to school, most of them remaining in their home schools. Our program is set up with community support to allow the access they need to be a part of Dover. The residents of Eight-O-One are not kept in but are allowed to socialize, even date, and remain as closely tied to their friends and community as they have been in the past with the condition that they must take responsibility for their behavior or conduct outside our home.

The third and final area of concern is Program Area Costs. It appears that there have been two separate bases used to evaluate the per diem client costs for Stevenson and Eight-O-One. Specifically, costs in the Eight-O-One Project include rent, equipment, facility improvements, payroll, staff training, and operational expenditures. To the best of our knowledge, the analysis for Stevenson was based on payroll, client care, and facility maintenance. Other operational costs excluded are provided as in-kind services through other Divisions with state government. Therefore, because the elements of the analysis differ, the conclusions drawn are being questioned in terms of their accuracy. The evaluation described a \$4 disparity between Eight-O-One and Stevenson in client per diem costs and yet disparity between program incomes is approximately a quarter of a million dollars.

We appreciate this opportunity to respond to the evaluation and hope that our input may provide information helpful to you in this process.

Sincerely,

*Beverly C. Strehle*

Beverly C. Strehle  
Project Coordinator

BCS:cw

ADDENDUM B

Submitted by Judie Drexler, Project Director  
Status Offender Shelters



JUDIE DREXLER  
DIRECTOR

STATE OF DELAWARE  
DIVISION OF SERVICES TO  
CHILDREN AND YOUTH  
NEW CASTLE, DELAWARE 19720

June 15, 1977

TO: Judge Vincent Bifferato  
Chief Richard Carmean  
B. Wilson Redfern, Esquire  
Jack Mulvena, Chief, BJC  
Carl Schnee, Esquire

FROM: Judie Drexler

RE: Evaluation of Program Area F2

I was pleased that the executive committee recognized the need for revision of the above mentioned evaluation. It is my understanding that comments from representatives of the evaluated programs will be considered addenda to the evaluation, and included with it at the time of publication.

Attached are comments and recommendations from the Division of Services to Children and Youth.

JD:amw

Attachments

cc: Sue Manasse  
Pat Robinson

I am not happy with this evaluation.

From Definitions to Recommendations, there is a pervasive antagonistic attitude that does not augur well for community based residential services for youth. When I asked a friend to read the evaluation, and then comment, the response was "Why doesn't GCCJ want to fund this kind of program?" "Is this how they plan to save money?"

Some recommendations to make future evaluations more constructive:

1.) Use Understandable Definitions:

The definition of status offender p. iii is incomplete.

If staff was concerned about use of the term "status offender", staff should have read the DSO application and/or discussed the problem with the Division of Services to Children and Youth, Family Court and/or Division of Social Services. All are using the same definition, and have been for over a year.

2.) Establish the Criteria To Be Evaluated:

Different aspects of each program were discussed. It looks as if GCCJ was simply looking for problems to pick at.

3.) Involve the Supervisorv Board in the Evaluation Process:

Ideally, each board member should be responsible for monitoring the progress of a program through on-site visits and reports. Properly used, this could be an invaluable aid to the evaluation unit.

4.) Involve Community Agencies in the Evaluation Process:

A simple form which verifies community recognition, cooperation and participation could help in obtaining information efficiently and objectively. Agencies whose nature require coordination with LEAA funded projects would be included. Such a process would obviate the telephone calls mentioned at the May Executive meeting.

5.) Rewrite Recommendations and Concerns to Reflect More Precise Thinki

This type of "sanctimonious hindsight" gives GCCJ a beaureau- cratic image; it would appear that monitoring staff does not speak to evaluation staff, or vice-versa, and that no one ever leaves the office to see what really happens in the implementation of the program.

I often feel that GCCJ waits to pounce upon floundering programs without offering constructive help. Somehow, recommending no further

funding or general nit-picking is much easier than helping to make a program successful. Since satellite planners have been so useful, with their capability to move from place to place and give assistance, perhaps GCCJ could employ satellite monitors to work in the same manner. Their interaction with suggested Board monitors might provide the coordinative lift needed to combine the varied points of view into a useful document.

Attached are comments from 1.) Ms. Michelle Hannahs, who is responsible for the operation of the Deinstitutionalization of Status Offenders program and, 2.) Ms. Martha Bachman, Chairman of the Committee on Administration of the Status Offender Grant.

JD:amw

Attachments (2)

B. DSCY approached all established public and private agencies to operate a status offender shelter, and, in fact, offered contracts to several experienced private agencies (Murphy School, YMCA, Mary Campbell, CHILD, Catholic Social Services). Reasons that established private agencies rejected operating a shelter included:

1. DSCY insisted that the shelter not refuse admission to any properly referred youth
2. Federal guidelines did not permit adequate compensation for the use of agency-owned buildings
3. Agencies wishing to use buildings which would allow contact between status offenders and their regular clientele feared our clientele would disrupt their on-going programs

Generally, agencies are not interested in providing or expanding residential programs for status offenders due to, 1.) the need to provide 24-hour staffing, 2.) the nature of the physical plant required, 3.) the lack of "screening" of clientele referred, and 4.) the age of the client.

- C. We have no objection to the de-obligation of \$25,000 originally earmarked for private home bedspace. The LEAA discretionary grant is funding these shelter homes. Due to a slow start-up, no additional funds are needed.
- D. Job descriptions were required of each agency applying for a shelter contract.
- F. We agree that July 31 is a reasonable start-up date for a Sussex County shelter. As funds under 76-098 are "dead" as of June 30, 1978, it would be more useful to obtain FY 77 or FY 78 funds for this purpose.
- G. Renovations, given the current state of enforcement of Fire - Marshall, License and Inspection, Health Department, and Division of Social Services licensing requirements, are inevitable. Federal guidelines make the purchase of subsidy of agency-owned building an extremely unattractive option. We would strongly support any change in Federal, State and local regulations which would allow
  1. a more generous depreciation or use allowance for buildings owned by agencies, and,
  2. more realistic standards by the Fire Marshall and Department of Licenses and inspection for residential programs of this type.

June 1, 1977

To : Julie Drexler  
 From : Martha Graham  
 Re: Evaluation of GGG - Community Based Residential Facilities

This is not a critique of GGG, but some random thoughts. The entire philosophy running through the evaluation, based upon the definitions used therein, makes it difficult to be critical of the document. The thing I find lacking in the community related to the deinstitutionalization of status offenders project is the fact that the first, the main, the primary (whatever) purpose is to get the kids back in their own homes wherever and whenever possible. Did they miss something, or did I?

#### Reactions to "Concerns and Recommendations"

1. I have a great philosophical difference here, for GGG is convinced projects such as DSO may be "widening the nets". I disagree. The "community based" concept seems to miss them. I do not feel they really understand the type of "client" they are evaluating.
2. Same as #1. Flat statement - "the criminal offender poses far more of a threat to the community than does the status offender". That cannot be proven anyone than it can be proven that a prevention, or a diversion, program saves society from burglary, robbery, murder, or rape.
3. Same as #1 and #2. "They should indicate how the youth would have become further involved in the system had not the project existed". Impossible. That is like asking me to indicate how my life would have been changed had I not been born a WSP.
4. Valid point. These projects should be the vehicle to get a better sounding on the target population. Involved in this is the "new" attitude of the courts, the schools, the police, now that status offenders are no longer institutionalized.

Julie Drexler

- 2 -

June 1, 1977

5. This one gets to me. When you "deinstitutionalize", that means you do not place in an institution, doesn't it? That means a non-state owned and operated location. That means a facility owned by "private individuals and/or agencies". That includes church-owned properties, which, by and large, are tax-free properties. In all 3 counties, any renovations or additions over \$50.00 require a building permit, which is usually always followed by an increased assessment rate. This benefits the State via higher taxes and higher insurance rates. I simply do not understand how you can renovate property without appreciating its value, and I do not understand what GGG feels is an alternative. (Pat Robinson said they merely wanted to let the board of GGG know that E's were going to private business.) Once again, we have no "grey" area here. Public or Private. If they are wishing to limit any expenditures to private non-profit locations, we are right back to CHLD or other similar agencies. In short, it is most naive to assume locations can be found that do not belong to someone, and next will be charged.

6. and 7. Specific recommendations that are valid, except, "and approved by GGG".

8. Agree - \$25,000 surplus should be returned and this has been so stated.

9. " on Sussex facility.

10. 90 day implementation rule should be enforced unless proven extenuating circumstances result in an extension. It is absolutely unrealistic to "require applicants to provide a conditional lease agreement, .... etc.". All any applicant can furnish is a "guesstimate", which they do, but "clearly defines"?! No applicant worth his/her salt should do this before some commitment is made from funding agency.

11. If GGG places priority on "recruitment of established agencies", as was done in the DSO project, no disagreement. However, "priority" should mean just that. If established agencies either cannot adjust their budgets to GGG's requirements, or make the necessary changes in their policies to fit the purposes of the grant - both of which happened in DSO, then we go to the non-priority - non-established agencies.

12. This seems out of place. No comment.

ADDENDUM C

Submitted by James Tate, Project Director  
Mary E. Herring Home for Girls

Union Baptist Church Community Services, Inc.

YOUTH CRISIS CENTER  
2600 N. MARKET STREET  
WILMINGTON, DEL. 19802

"When we perform services, perform  
them for the benefit of the people."

(302) 764-0137  
(302) 764-0138

June 23, 1977

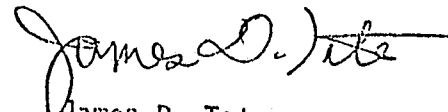
Ms. Pat Robinson  
Evaluation Specialist  
Governor's Commission  
on Criminal Justice  
1228 North Scott Street  
Wilmington, DE 19806

Dear Pat:

Enclosed is our response to the F-2 Program area  
evaluation. We appreciate the opportunity to submit this  
addendum. Our response will be on a page by page basis.

If there are any questions, please contact me.

Sincerely,

  
James D. Tate  
Administrative Assistant

JDT/jk

#### DEFINITION OF TERMS:

GCCJ should make all definitions clear before a program area is funded. It is not consistent with good evaluation practices to change definitions when a program is being evaluated.

#### Objective 3:

Page 6: We had identified a property for rehabilitation before applying for funding. After funding was approved, we were told that our chosen property and neighborhood was not suitable. This caused us to seek another property which disrupted our timetable for implementation.

Our grant proposed to serve 6 to 8 girls over a year. At the time of this response, we have served 9 girls. I feel this fulfills the objectives of our grant.

#### VI. PROGRAM AREA RECOMMENDATIONS

Page 12: I agree with this recommendation. But I feel it must be pointed out that when we first approached DARC about possible funding for a group home; it was for a home for boys. We were advised by DARC that the need was for a group home for girls. Being a service organization, trying to fulfill the greatest area of need and taking the advice of the recognized state-wide organization on crime planning, we rewrote our proposal. Now we are told a year later in the form of an evaluation that this information was incorrect. Perhaps GCCJ should evaluate the advice it gives to new agencies.

Page 13: #5; There seems to be some confusion among GCCJ staff about the start-up date of a Group Home Project. We were informed that the start-up date was when rehabilitation work started on the Home. I would appreciate this matter being cleared up for possible future group home applicants.

Page 14: #7; I was under the impression that evaluations were done to improve organizations programmatically and fiscally. I feel a general statement of indictment not supported by any evidence is discriminatory, capricious, and arbitrary.

Page 30: Project Cost; No cost analysis can be done properly without computing length of project in your computations. Our project is proposing to run on first year funding until May of 1978. This is two (2) years. Using the same method to compute cost, this makes our project per day \$16.

There is no girl in our project that would have been sent home instead of going home. The goal of our project was to treat and return to their homes. This is another example of GCCJ staff not understanding the group home sociology. All clients who were not successfully terminated by our project are in other group homes or Woods-Haven.

Page 31: Project Concerns; The title of long range treatment facility is one used by GCCJ not us. Our grant proposed to house the clients up to a year. I don't understand this comment. Are we being evaluated unfavorable for trying to accomplish a stated goal. Perhaps a better way of evaluating a group home is by considering successful termination as opposed to unsuccessful termination.

The question of control of group home residents is one that is worthy of at least two pages. The very nature of group home means that there will be less control. If you want to only control clients, then lock them up in institutions.

Rehabilitation centers like group homes are useless with bars on the windows.

The statement about referral sources is totally inaccurate. We can produce letters to refute this.

Page 31: Recommendations; There is total agreement with recommendation A.

We have asked GCCJ staff for help with referral sources on a number of occasions.

Recommendation C: Agreement

Recommendation D: Has been responded to previously.

ADDENDUM D

Submitted by Fred Fragner, Project Director  
Mental Health Treatment Center for Status Offenders





DIVISION OF MENTAL HEALTH  
Delaware City, Delaware 19706

August 19, 1977

Christine Harker, Esq.  
Executive Director  
Governor's Commission on  
Criminal Justice  
1228 North Scott Street  
Wilmington, Delaware

Dear Ms. Harker:

This is to acknowledge the receipt of your letter of August 18th in which you invite me to attend the meeting of the Executive Committee of the Governor's Commission on Criminal Justice on Thursday, August 25, 1977.

I regret to inform you that, on the date of the meeting, I will be on vacation and at this point there is no one I can designate to attend the meeting. I would like, however, to bring you up to date on the status of the Mental Health Treatment Center for Status Offenders.

We have finalized the writing of a lease between the Department of Health and Social Services, Division of Mental Health and the Land Sales Realty Company in Dover. The lease was signed by the Director of the Division of Mental Health and forwarded to the real estate company for its signature; one copy of the lease was sent to the Office of the Attorney General for review. As soon as we receive the signed copies of the lease from the real estate company and the copy is reviewed by the Attorney General's Office, we will forward the lease to the Office of the Secretary for her signature. The lease goes into effect on October 1, 1977 since the realtor felt that we need about 4 - 5 weeks to complete improvements on the property.

We have finally received approval for setting up staff positions and the Personnel Office of the Department of Health and Social Services is initiating procedures necessary to permit us to recruit. At the same time, we are setting up accounts for the sake of monitoring receipts and expenditures and setting up payroll.

GMD  
CCS (EHP)  
RECEIVED AUG 23 1977

Christine Harker, Esq.

-2-

August 19, 1977

I will be back from vacation on August 29, and will continue my efforts to purchase items of furniture and equipment so that we can start operation on schedule. Should you have any additional questions, please let me know.

Sincerely yours,

*Fred Fragner*  
Fred Fragner  
Director  
Standards & Evaluation

FF/mo

ADDENDUM E

Submitted by Pat Robinson,  
Program Evaluation Specialist

ADDENDUM

In the interim between the completion of this report and its approval by the Executive Committee, the staff of the Governor's Commission on Criminal Justice adopted the following definition of diversion activities:

Diversion activities are those designed to suspend or terminate juvenile justice processing of youth prior to adjudication in favor of release or referral to alternate services. Youth participating in GCCJ diversion projects must have had formal or informal contact with the juvenile justice system (police, courts, or corrections). There need not be a formal arrest for referral. This definition applies to both status and criminal type offender projects.

The adoption of this definition negates or changes portions of this report. Specifically, the following changes should be made:

1. page iii, paragraph three, the definition of diversion should be changed to reflect the above definition.
2. page 11, concern 3 is negated.

Submitted by Pat Robinson, Program Evaluation Specialist

**END**