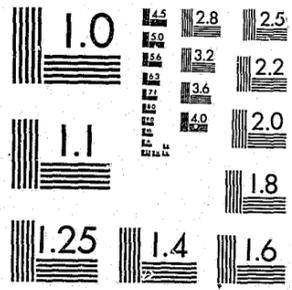


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United States Department of Justice  
Washington, D. C. 20531

10/12/82

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U. S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

CATEGORICAL GRANT  
PROGRESS REPORT

GRANTEE Mass. Committee on Criminal Justice	LEAA GRANT NO. 79JS/AX/0038	DATE OF REPORT 6/12/81	REPORT TYPE final
IMPLEMENTING SUBGRANTEE Boston Teen Center Alliance 73 Hemenway Street Boston, MA 02115	TYPE OF REPORT <input type="checkbox"/> REGULAR <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT POSITIVE YOUTH DEVELOPMENT PROJECT	GRANT AMOUNT \$ 249,886		
REPORT IS SUBMITTED FOR THE PERIOD	THROUGH		
SIGNATURE OF PROJECT DIRECTOR <i>Joseph Webber</i>	TYPED NAME & TITLE OF PROJECT DIRECTOR Joseph Webber, Project Director		



TITLE PAGE

INTRODUCTION:

The Boston Teen Center Alliance, also known as the Alliance for Community Youth Development Services, has completed the final year of its contractual agreements with the Office of Juvenile Justice and Delinquency Prevention.

The final contract period, as under the first two contracts with OJJDP, achieved some significant successes in terms of direct services to the client population of Boston youngsters, providing the youth agencies of Boston with services which enabled them to increase their capacities to provide quality services, and in expanding the community development efforts of youth agencies.

Naturally there were also some problems. The decision on the part of OJJDP to reduce the delinquency prevention grantees by 50% in their funding levels, coupled with the Alliance's attempts to continue to provide direct services, capacity-building, and community development efforts created some difficulties which will be explained later in this report.

Finally, because this is the final report of a project which encompassed over three years of work and over a million dollars of federal funds, this report will attempt to point out the truly significant achievements that occurred during the entire period. It will also touch upon some of the problems which effected

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WALTER F. TIMILTY, DEPUTY DIRECTOR *Walter F. Timilty* 8/18/81

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COMMITTEE ON  
LAW ENFORCEMENT AND  
ADMIN. OF CRIMINAL JUSTICE

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the Alliance's performance in the hope that steps may be taken to alleviate those problems for future grantees of OJJDP.

Thus, there will be four major sections of this final report:

- I. ACHIEVEMENTS - third contract period
- II. PROBLEMS ENCOUNTERED - third contract period
- III. MAJOR ACCOMPLISHMENTS OF THE PROJECT
- IV. MAJOR PROBLEMS ENCOUNTERED BY THE PROJECT

• PART I. ACHIEVEMENTS - third contract period

Because the efforts of the Alliance impacted all three areas initially defined by OJJDP as warranting attention, this final report will discuss accomplishments separately for each area:

• CAPACITY BUILDING

The Alliance's efforts to increase the capacity of youth agencies in Boston to provide quality services to youths were carried out in three major thrusts:

- the Youth Worker Program at the University of Massachusetts' College of Public and Community Service (CPCS)
- training and technical assistance efforts of the Alliance's staff
- the Alliance's transportation program

The UMass Youth Work Program

The most significant accomplishment of the third contract period was that the University of Massachusetts took steps to increase its level of support both financially and otherwise for the Youth Work Program.

Because the Alliance's ability to continue the program was reduced as the end of the OJJDP grant approached, the University was faced with the choice of providing additional services to the program, reducing the size of the program, or ending it altogether. The University chose to commit its resources to the program. UMass elected to provide funding and teaching resources for the courses which the Alliance had previously provided. This enables the Youth Work Program to continue virtually as it always had.

The program has continued to attract new students, with more and more of them coming from non-Alliance agencies as awareness of the program grew. We also found several students at the University who "switched majors" so that they could participate in classes provided by the Youth Work Program.

The Third Annual Youth Workers' Conference was held in January 1981. As with the previous two conferences, this one was highly successful. Nearly two-hundred youth workers took part. It should be emphasized that the conference was made possible only through the volunteer efforts of dozens of people who led workshops,

conducted planning sessions, provided publicity materials and work, helped to evaluate workshops, etc. It also appears that a local foundation (The Church and Home Society) will continue to sponsor the Youth Workers' Conference now that the Positive Youth Development Project is history.

A final task of the Youth Work Program was its attempt to establish an Association of Youth Workers. A number of meetings were held and were continued past the end of the Youth Work Program's ties with the Alliance. There was a tremendous sense of need and hope in organizing for purposes of mutual support, professional development, legislation, and advocacy for youth services. We sincerely hope that the efforts of the fifty-odd people involved will result in success.

Training and Technical Assistance

Another thrust of the Positive Youth Development Project was to increase youth workers' abilities to serve kids in a professional manner. Obviously the Youth Work Program at UMass, with its concern for providing youth workers with administrative and direct services training, was a major step in that direction. The second step was the provision of on-site training to the staff and Board members of agencies which received grants from the Alliance. Our ability to deliver such training was severely curtailed in the third year of the project because we had two staffpersons providing those services for half of the contract period; yet only one during the latter half. Initially, we'd had three "TA" staffpersons.

A log was kept on the technical assistance/training done by these workers. During this past year of the project, the training services found to be in heaviest demand were funding information and assistance in developing fundraising plans. The success of our assistance in these areas is at least partially attested to by the fact that nearly all of the services originated by Alliance funding still continue now with monies from other sources. Obviously, the Alliance's ability to provide TA services is not the only reason for these successes; nevertheless, we at the Alliance feel that we played a significant role.

Transportation Program

The Alliance's transportation program was designed to provide youth agencies with a low-cost means of transporting kids. The premise was that transportation is an important part of any youth program, yet had reached a point of being prohibitively expensive to the smaller, community-based agencies of Boston. The Alliance was able to demonstrate that youth agencies wanted, indeed needed, low-cost transportation. The thousands of youths and dozens of agencies which utilized the transportation program annually are testimony to that fact.

During the third year of operation, the transportation program continued to function despite the fact that the Alliance was forced to reduce the number of

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Again, the figures provided in quarterly reports demonstrated the success of the transportation program through much of the third year. We believe that we were able to provide transportation to agencies and youths who otherwise would not have had the opportunity to pursue skiing, swimming, hiking, educational trips, museums, and the like. A goodly percentage of those kids served by the program would undoubtedly not have experienced many chances to even get out of the city during their childhoods.

#### DIRECT SERVICES

Perhaps the most difficult task faced by the Alliance while operating Positive Youth Development was in eliminating three direct-services grantees from a third year of funding at the onset of the third contract period. What made this even more difficult was that those grantees which remained faced severe cutbacks in their budgets as well. Despite these funding reductions, we feel that each agency receiving an Alliance grant can point to very positive results during the past year.

#### Fields Corner Youth Collaborative (FCYC), Dorchester, MA.

FCYC has a program which concentrates on three major areas: counseling, advocacy, and activities. The basic approach of FCYC remained essentially unchanged during the past year, although the emphasis upon counseling and family-counseling has moved somewhat more into the forefront as the client population has stabilized and the needs of that population have become even more pronounced.

The most significant achievements of FCYC in this period are in their ability to institutionalize the program and lead the Alliance to believe that FCYC's chances for survival on a long-term basis are excellent.

First, FCYC established a location separate from its former site in the Cleveland-Marshall Community School. This move has enabled the program to more readily create an identity of its own. Equally important, FCYC now has adequate space to conduct its activities, most importantly its counseling services. Second, FCYC obtained funding from a source other than the Positive Youth Development grant. Two additional staffpersons were added through grants from various federal and state sources. FCYC is also anticipating a major grant to provide family counseling services. This will establish a strong funding base for the agency and enable it to strengthen the services which it feels to be most valuable to the community.

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#### El Centro Club de los Jovenes (El Centro), South End, MA.

As occurred with FCYC, the significant achievement of the El Centro program during its contract has been to establish a firm funding base to cover the services which previously had been funded by the Positive Youth Development grant. Grants to El Centro had been used for a variety of purposes including reading programs, youth leadership training, counseling services, and recreation. All of these programs now have other funding sources and will continue well beyond the end of Positive Youth Development.

The services which El Centro provided remained basically the same as had been run with two previous Alliance grants:

- a youth leadership training program serving 20 youths
- a reading program for Latino youths who have encountered difficulties in the public school system
- recreation services
- counseling and family counseling.

#### John F. Kennedy Family Services Center (JFK), Charlestown, MA.

One of the most important achievements of the JFK program actually happened prior to the onset of the third contract period. Because the Alliance had reduced JFK's grant by about 50%, one of its two programs funded by the Alliance seemed doomed to end. However, JFK's "parent agency" picked up the staffperson and the youth drop-in center continues to operate.

The other component which had maintained Alliance funding had two major goals for the final year. First, JFK wished to continue and to improve upon the relationship it had developed with the Charlestown station of the Boston Police Department. In doing so, JFK wished to provide direct services to youths who had been identified by the police as in need of services. Second, JFK aimed at programming which would facilitate communication between the police and social-service personnel. Third, JFK provided support to the police. Fourth, JFK tried to form a community-wide board of social-service providers. The JFK program also continued to provide direct services to clients. Those services varied widely but were mainly in the areas of counseling, education, and advocacy. Unfortunately, the relationship with the Police Department was never deeply enough established for the resulting programs to flourish. The two principles in the program's concept, Dan Flynn and the Police Dept. and Paul O'Leary of JFK, were no longer available and while referrals continued, a strong program never developed.

The community-wide board, known as the Neighborhood Response Team (NRT), met with much more success. A total of 18 agencies participate regularly. The areas in which NRT can claim success are listed on the top of the next page.....

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1. Increased case referral and consultation between agencies.
2. Increased communication between agencies and the police department.
3. Resource sharing has increased.
4. A Community needs assessment has been done.

Hawthorne Youth and Community Center (HYCC), Roxbury, MA.

A brief rundown of the activities which HYCC operates under this grant includes a Jobs for Youth component, job referrals, a multi-racial camp program, a youth-senior citizens photography program, tutoring, recreation, and youth leadership training. Hawthorne House is able to operate a diverse and quality program for large numbers of youth. They do so by maximizing resources to the fullest, particularly resources available in the community.

One of the major foci of the HYCC program has been in the community development area. Over the past year the Hawthorne Center has operated Family Day Outings, fundraisers sponsored by parents, teens, Board of Directors, community meetings around relevant issues and published Hawthorne Happenings. This kind of outreach is what has enabled HYCC to mobilize neighborhood support. As a result the Hawthorne Center has now been awarded a Community Development Block Grant for the third consecutive year. This is highly unusual for a non-political, small, community-based organization and is a tribute to the staff, Board, teens and the community people.

Roxbury Tenants of Harvard (RTH), Roxbury, MA.

The RTH grant was a small one. Its services consisted primarily of educational programs for youth. These included tutoring, an educational film service, development of a library. The RTH program has shown excellent results with a reading program designed to assist youth having problems in the public school system.

Ecumenical Social Action Committee (ESAC), Jamaica Plain, MA.

The ESAC youth employment program continued its success as an integral part of the youth delivery systems network in Jamaica Plain. There are two notable achievements to mention. The Occupational Resource Center, the new vocational high school in Boston, has requested that ESAC bring its vocational curriculum workshop to its students. This speaks well both of the high quality of services which the ESAC program brings to its clients and to the neighborhood linkages and collaborations which the ESAC program fosters.

Secondly, the future funding of the program looks extremely promising. Several major funding sources have expressed major interest in supporting and expanding the services which were generated by PYDP\* funding.

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The Mission Hill Teen Center is an agency which was established through the Positive Youth Development Project. The most significant progress made by the youth agency is that it has survived beyond the Alliance's funding period. The agency continues to receive a grant which provides several staff positions. In addition the youth center has received a grant to operate a new planning program. The purpose of the grant is to enable the agency to create neighborhood businesses and to deliver education and training services to Mission Hill residents. Part of the planning effort includes locating resources and funds for services to youth.

The Mission Hill Teen Center has also become an integral part of a new Hispanic youth alliance, similar to the concept of Teen Center Alliance. This new alliance is being coordinated by Sociadad Latina, the parent agency of the Mission Hill Teen Center. Funding for staffing of this concept has already been received.

● SUMMARY

In the initial proposal to the Office of Juvenile Justice and Delinquency Prevention the Alliance emphasized that youth services, particularly services to adolescents, has historically been the most lowly funded and the first to be cut at budget slashing time. Previous reports have alluded to the fact that the Youth Activities Commission, the youth services program of Boston, was eliminated some time ago as a budget-cutting measure. In Massachusetts a new "tax revolt" has demanded cutbacks in spending. While a new budget has yet to be approved, it is already very obvious that human services will be the major recipient of this budget slashing and that "politics as usual" can and will be allowed to continue virtually untouched. And the federal level is, of course, seeing major cutbacks in human services expenditures.

The future of youth services in Boston appears bleak. Several of the smaller, community-based organizations of the Alliance have been forced to close. Thus it is significant indeed to point out the success which the services undertaken by the Alliance and its contractors under the PYDP remain strong beyond the Alliance's funding period. Six (6) of the seven programs that were funded by the Alliance will continue through other sources of funding. This is indeed a high level of accomplishment when one considers that three years ago these services were new and unavailable.

It should also be pointed out that all of these agencies have retained their mutual target population--the "high risk, delinquency vulnerable" youth, the youth most in need of service and least likely to receive them. The statistics which have been provided throughout the three plus years of the Positive Youth

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C. COMMUNITY DEVELOPMENT ACTIVITIES.

Under the Alliance's proposal to OJJDP, the major thrust of the community development efforts were to be carried out by the direct services grantees of the project. Thus, this area was the area most sorely hit when the Alliance was forced to eliminate programs and cut the remaining grantees by 35-50%. Still, several agencies continued the work of fostering increased communication with their communities. Most notably this was undertaken by the Hawthorne Youth and Community Center. These activities were alluded to in the previous section. The results of these efforts was that Hawthorne House was recently able to generate a Community Development Block Grant when other human services agencies were not.

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## • PART II. PROBLEMS ENCOUNTERED - third contract period

### A. REDUCTION IN FUNDING LEVEL

As alluded to earlier, the 50% reduction in operating funds from the Office of Juvenile Justice and Delinquency Prevention had a severe impact upon the Positive Youth Development Project's third and final year. The ramifications of this cutback were felt in many areas:

1. Elimination of Grantees. Three of the ten PYDP grantees were not continued into the third year. The three agencies were the Agassiz Community School (Jamaica Plain), East Boston Social Centers (East Boston), and the Roxbury Action Program (Roxbury). While we feel that we did continue those agencies which operated the best programs and which has made the best presentations for their abilities to continue with a reduction in funding (or demonstrated other sources of funds to match those being lost), it was also with regret that the Alliance dropped the three programs. The three offered valuable and in many ways unique program opportunities to the youths of their communities.
2. Reduction in service level of remaining grantees. The reduction in grant size to the remaining seven Alliance contractors forced most to reduce the level of services being provided to the youth of the city. In many instances, components of programs were eliminated; components which had provided services of a high quality. This was indeed unfortunate, but was again a reflection of a statement made in the Alliance's initial proposal to OJJDP that all too often youth services were curtailed and/or eliminated due to factors that did not take into account that the services were both needed and were well run. It is ironic that the Positive Youth Development Project fell victim to one of the problems it most sought to alleviate.
3. Alliance Staff Reductions. As with the services provided by the direct services contractors, the central services provided by the Alliance were also curtailed. At the beginning of the third contract, the fiscal officer, transportation director, and administrative - assistant positions were reduced to part-time. In all instances the work done by these people fell to other members of the staff. This reduced other staff people's time to working on administrative and program issues and problems. One example was an audit conducted by LEAA during

• PART II. PROBLEMS ENCOUNTERED - third contract period

A. REDUCTION IN FUNDING LEVEL

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the project year. This audit was made more difficult in that several people were involved in certain areas and thus were needed for informational purposes. This caused a slow-down and some confusion. Similar problems arose in the functioning of the transportation component. Payments of grantees bills, as another example, were sometimes slowed down. While certainly more of these problems were major ones, they were distractions and took away from other areas.

Later, additional staff reductions were necessitated, and the monitoring, evaluation, and training/technical assistance components were not able to provide as high a level of support as had come to be anticipated.

B. FUTURE FUNDING CONCERNS.

One issue which many of the direct service contractors felt was a problem was the need to focus so intensely on the future funding issue as the last year of Alliance funding progressed. Earlier sections of this report (and indeed prior reports and proposals) demonstrate the cutbacks faced in youth services in the Boston area. The directors of the Alliance contracts were tremendously successful in attaining continuation of their programs past the end of the PYDP funding, as has been previously demonstrated. Yet the directors also felt, virtually unanimously, that the effort required to do so had detracted from their abilities to provide services to youth. This was echoed as well by the U. Mass program coordinator.

C. DIRECT SERVICES ISSUES.

1. Staff Turnover. Staff turnover among the direct services programs remained as much of a problem during the third contract as it had been during the first two. At least two of the seven grantee agencies felt that staff turnover had been unexpectedly high and had severely curtailed their efforts to provide services at some point during the contract period.
2. Curtailement of Available Resources. Many of the direct services grantees suggested that there were fewer resources available to them. This was and is a reflection of the cutbacks in human services at all levels in Boston. The Youth Activities Commission, its workers, its counseling and recreational support, and its court and school advocacy programs are gone and have not been replaced. As pointed out previously, several youth centers have been forced to close due

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to lack of funds. There are fewer alternative schools, fewer jobs programs, fewer public school programs. In short, more and more pressure is being exerted upon youth agencies to meet all the needs of their kids within their programs (with fewer dollars). This is an unfair and unavoidable situation.

#### D. YOUTH WORK (U. MASS) PROGRAM.

The problems encountered within the Youth Work program during this past contract period are reflection of the problems of the entire three years of the program. As such they will be dealt with in depth in the areas of the report which address the entire three years of the program.

#### E. TRANSPORTATION COMPONENT.

One of the problems faced by the transportation component this year was the reduction in available vans during the period. The reduction in the Alliance's budget forced a cutback in services to youth agencies in the transportation area.

Also, because the coordinator of the program had been reduced to a part-time basis, some communication problems around the scheduling and return of vans cropped up from time to time. These were somewhat to be anticipated and while frequently frustrating and upsetting to the youth and to the agencies involved, were a drawback which we had prepared agency personnel to be aware of.

Beyond those issues the transportation program faced its usual battery of problems--breakdowns, late returns, minor damages, repairs, etc. These problems have been addressed in detail in several prior reports and there would seem to be no need to reiterate them at this point. What should be stated is that these problems were alleviated as more stringent methods and rules were put in place.

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### ● PART III. MAJOR ACCOMPLISHMENTS OF THE PROJECT

In its initial proposal to the Office of Juvenile Justice and Delinquency Prevention the Alliance listed six major goals for the project. At this point, it is appropriate to explore the major accomplishments of the Alliance in meeting those goals:

#### A. PROVIDE CREATIVE GROWTH--ENHANCING SERVICES TO HIGH-RISK, DELINQUENCY--VULNERABLE YOUTHS IN CERTAIN AREAS OF BOSTON HAVING VERY FEW YOUTH SERVICES, PARTICULARLY MISSION HILL AND MATTAPAN.

As noted, a permanent youth service agency has been established in the Mission Hill section of Boston. Mission Hill, as noted in the initial proposal, was the area of Boston most identifiable as having high-risk, delinquency-vulnerable youth as defined by the socio-economic factors of concern to OJJDP. At the same time, the Mission Hill area had no youth services programs.

That a permanent social service agency has now been established is a notable accomplishment. The funding realities which have been addressed already demonstrated that youth services are finding it increasingly difficult to survive, never mind to begin and last. That the Mission Hill Teen Center has done so is a tribute to three principal factors:

1. Other funding sources beyond the Alliance recognize the need to provide services to the Mission Hill community.
2. The programs established by Sociedad Latina, the parent agency, and by the staff of MHTC were of high quality and above all met the needs of the youth of that community.
3. The supportive services provided to MHTC and Sociedad Latina were effective in demonstrating and establishing high-caliber administrative and programmatic standards.

#### B. ASSIST ALLIANCE MEMBER AGENCIES IN OTHER DISADVANTAGED COMMUNITIES TO EXPAND THEIR SERVICES TO HIGH-RISK, DELINQUENCY-VULNERABLE YOUTH.

Obviously the Alliance felt and feels that it was important to create additional services for the youth of Boston. The exact nature of the services the Alliance funded are available in other reports and documents. Suffice it to say that they were diverse and were needed in that community. The specific accomplishments of each agency have likewise been mentioned in prior submissions to the Mass. Committee on Criminal Justice (MCCJ) and to OJJDP. They will not be delved into here in any real detail.

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There are four other important points to highlight in this Final Report. First, the services provided were to the target population designated by OJJDP. The clients served were "high-risk, delinquency-vulnerable" youth who for the most part were not previously receiving services.

Second, these services were designed to meet the needs of the target population. Thus, an employment program became appropriate in Jamaica Plain, a counseling/referral center in the police station in Charlestown was appropriate and so on.

Third, the youths who participated in these programs were integrated into the other services these agencies offered. They were not labeled as "delinquents" or "special".

Finally, while we readily admit that all of our programs were not 100% successful, we provided high quality, meaningful services to kids. And we can speak of innovative and creative attempts to help kids. For example:

- the establishment of a youth center in the police station in Charlestown.
- the first successful effort to bring four East Boston youth agencies into meaningful collaborative efforts.
- a theatre arts program which incorporated all phases of theatre for youth at the Agassiz Community School in Jamaica Plain.
- training youth in housing rehabilitation to improve housing within their own communities.

C. EXPLORE INNOVATIVE WAYS OF DEVELOPING AND MAINTAINING COMMUNITY SUPPORT, ADEQUATE BUDGETS, VARIED AND QUALITATIVE PROGRAMMING AND COMPETENT PROFESSIONAL PERSONNEL FOR YOUTH AGENCIES.

1. Community Support. For two of the three contract periods the Alliance required each grantee to utilize 15% of its contract award to increase support among the community for its activities. The results were wide in scope, ranging from printing brochures to family outings to community gardens to discussions on important community topics. Not all of the ten grantee agencies can demonstrate that they were able to utilize the community development activities to increase their abilities to secure kids.

The Alliance does feel that there is one significant fact that it can point to that was a result of these factors. Four (4) of the ten (10) grantee agencies received Community Development Block Grants for youth services during the PYDP. Prior to PYDP, none of the agencies

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had done so. Further, the Hawthorne Youth and Community Center, the agency that was the most active in the community development area, has now received a CDBG for three consecutive years! This is despite the lack of political activity which unfortunately usually accompanies such "rewards".

2. Adequate Budgets. Throughout the PYDP the Alliance insisted that its contractors focus on developing alternative sources of funds. This was done through administrative requirements (an Annual Fund Raising Plan, establishment of a Youth Services Committee on the Board) and training and technical assistance provided by Alliance staff.

I have alluded to the success of this approach. Six (6) of the seven grantees during the past year will continue to provide these services through alternative sources and resources.

3. Varied and Qualitative Programs. The Alliance made two efforts to provide youth agencies in Boston with opportunities for expansion of their services within the context of the PYDP. These were the Transportation Program and the Teens In Leadership Training Program.

• Transportation Program

The numbers of youth and agencies which used the Transportation program in the three years of its existence are certainly testimony enough to the success of the program. Literally thousands of youths and dozens of agencies used the transportation component each year to increase the variety of available activities.

The Alliance remains convinced that the concept was a fundamentally sound one. The problems that were encountered, although largely unavoidable within our framework, are ones which could be overcome with the backing of a municipal agency.

Basically the concept was and is a simple one and exists in Boston for elderly citizens under a "Senior Citizens Shuttle" program. Rather than transporting elderly people we transported teenagers. Usage was primarily in the afternoon, evening, and weekends. Rather than having a worker from the Alliance drive (unaffordable), the youth agencies provided the driver. Scheduling, vehicle maintenance, garaging, insurance was the responsibility of the Alliance. As stated earlier and in previous reports this is a very much needed program concept and would be utilized to a maximum if available. We would recommend its future imple-

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- An agency operating the program hire its own drivers. Care of the vehicle would be improved, damages would be immediately reported and the return of vehicles on time could be assured.
- that garaging of the vehicles be centrally located so as to be accessible to all areas.
- that vehicles be made available to other non-youth serving organizations when not in use.

For the above reasons we felt municipal operation of the program made it more reasonable. Garaging could be done free where it became an expensive item for the Alliance. Vehicle maintenance could be much more cheaply done.

Prior reports and documents submitted to OJJDP fully detail the other rules and regulations which the Alliance instituted and would continue.

- Teens In Leadership Training (TILT)

The TILT program was operated only one time by the Alliance. It proved expensive and the results, while good, did not warrant future incurrence of expense. This programmatic change was made with the knowledge and consent of the SPA.

At the same time the Alliance did produce a training manual from our experience. Copies were sent to both the SPA and to OJJDP. If youth leadership training should become an area of interest to OJJDP, we do feel that the manual is an informative document that will provide some valuable insights into possible training topics and designs.

- Referral Mechanisms

The Alliance did take one further step with its contracting agencies which increased their abilities to provide a wide range of needed services to youth. Each contract period each grantee was required to produce a referral mechanism plan that addressed the services, agencies and referral means that would be utilized in the contract year. These were supplemented by additional resources known to and fostered by Alliance staff members. These plans were approved and monitored by Alliance personnel. Some examples of this outgrowth of this emphasis:

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- Establishment of the Neighborhood Response Team (NRT) in Charlestown. This previously mentioned group meets monthly and is comprised of 18 social service agencies that refer youth, discuss community needs, etc.
- The East Boston Social Centers program was a collaborative effort between four youth centers that had no prior contact. It featured mutual programming, bi-weekly directors meetings, meetings of staff of all four agencies around planning and service issues.
- Sociedad Latina parent agency of the Mission Hill Teen Center, is formulating a coalition of Hispanic youth agencies in Boston.
- Fields Corner Youth Collaborative was originated as a coalition of four distinct organizations that offered different services.
- ESAC in Jamaica Plain was the "founder" of the Jamaica Plain Youth Advocacy Board, a large group of Jamaica Plain youth agencies. Their purpose was to form an effective advocacy group for youth and youth services in Jamaica Plain; refer youth to appropriate services, assess youth needs. Partial funding of the Youth Advocacy Board came from Positive Youth Development funds.
- Competent and Professional Personnel

The major program effort in this area was the establishment of the Youth Work Degree Program at the University of Massachusetts, College of Public and Community Service (CPCS). This unique innovative program component can point to a number of major accomplishments:

- The development of a curriculum which meets the needs of the youth worker in the field. The curriculum covers both direct services and administrative areas. While occasional minor adjustments in the curriculum were made, our initial curriculum design remained basically intact from conception. Consistently our research and evaluation, which was done regularly and often, demonstrated that our curriculum course content met the job responsibility needs and perceived future needs of the youth workers/students.

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- Perhaps the single most significant accomplishment was the acceptance by the University of the Youth Work program as a permanent part of the university course offering. This guarantees that the Youth Work degree will last beyond the Positive Youth Development Project.
- Certainly the Annual Youth Worker Conferences for 200 area youth workers each year were a highlight. The response to each conference was quite enthusiastic. What is even more significant and rewarding to the Alliance and to the University is that we believe that the Annual Youth Worker Conference will continue to be held.
- Previously this report has alluded to the attempts to organize an Association of Youth Workers. While the end of the PYDP has come prior to the Association coming to full fruition, one hopes that the Association will continue to grow and become a strong voice for youth workers, youth work and youth.

The Alliance also made intensive training and technical assistance efforts with each of the contracting agencies. The variety of that assistance was wide-spread from grantsmanship to counseling techniques to resource development to funding sources to evaluation systems to leadership training to planning and many many more. The Alliance believes that these services were important steps in improving service delivery to kids and in securing a future for these programs.

#### D. DEMONSTRATE EFFECTIVE MODELS OF YOUTH PARTICIPATION.

The TILT program was one step in that direction. That particular program has been described earlier.

The Alliance also required grantees to submit a youth participation plan annually. In all honesty these youth participation efforts were not all major successes. However in several of the programs the Alliance can speak to several examples of youth leadership:

- HYCC's teens put together a conference on the Role of Teenagers in the Roxbury Community.
- The P.P. Advocacy Board sponsors a youth run newspaper.
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E. PROVIDE EMPLOYMENT OPPORTUNITIES FOR YOUTH IN SERVICES DEVELOPED THROUGH THIS GRANT.

All grantee agencies were required to utilize at least 10% of all funds to provide employment for kids under the project. This was done by all grantees.

F. PROVIDE FOR APPROPRIATE MONITORING AND EVALUATION OF ALL ACTIVITIES UNDERTAKEN THROUGH THIS GRANT.

This was largely planned for the Alliance as part of the national evaluation effort. I would wish to point out that the Alliance was the one agency that was chosen by MCCD for follow-up evaluation in two areas.

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• PART IV: MAJOR PROBLEMS ENCOUNTERED BY THE PROJECT.

Most, if not all of the problems mentioned below, have been mentioned in prior reports or in phone conversations or whatever. For that reason this report will not go into a large amount of detail on them.

A. PROGRAM AREAS.

One of the problems which I feel the Alliance encountered was in attempting to address all three major areas of concern as given in the RFP from OJJDP (Direct Services, Community Development and Capacity Building). First, to have a major impact in Boston in any of the three areas would have required a good deal more money than was available to us. Second, it required that the Alliance make major commitments in all those areas which impeded to some extent our ability to concentrate on issues. This slowed down the start-up of some components. This held true essentially throughout the life of the Project. This problem became particularly acute when the staffing level dropped significantly in the third year, but the Alliance continued to operate at all levels.

A problem which persisted with the direct services grantees throughout the Project period was staff turnover. While staff turnover among youth workers is anticipated to be high, in these instances the problem often became acute. It did have a disruptive effect on several of the grantee organizations.

B. RELATIONSHIP WITH OJJDP.

It is the feeling of the Alliance that communication between the Alliance and OJJDP could or should have been improved. Perhaps this is due to a misunderstanding of the relationship between OJJDP, the SPA and the Alliance. During the 3+ years of the project's existence we had but one sight-visit from a Program Monitor. Our Program Monitor changed three or four times during the life of the Project. The role of the Monitor was unclear as it seemed to vary from assistance to evaluative to one where change in programs was dictated and back. On the other hand, it should be stated that the Program Monitor was often helpful in clarifying procedures and responding to problems and questions.

More communication between the various grantees of OJJDP would have been helpful and informative. On the two occasions when grantees came together, the discussion of mutual problems and progress was very beneficial.

● PART IV: MAJOR PROBLEMS ENCOUNTERED BY THE PROJECT.

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C. NATIONAL EVALUATION EFFORT.

I am quite sure the problems with the National Evaluation effort have been rehashed by each of the OJJDP grantees often. Simply stated the Alliance's problems were:

1. the benefits of the evaluation to the Alliance were seemingly minimal.
2. the exact nature of the evaluation effort and the demands on the Alliance to that effort were unclear initially and took some time to clarify.
3. the role of the LDC was unclear and difficult as it called for two supervisors, one located in Boston and one located in San Francisco.
4. The forms required for the evaluation were a major irritation to the Alliance grantees and placed the Alliance in a difficult, "in-the-middle" situation. Eventually most of these problems with the national evaluation effort were resolved.

D. "CLIMATE".

As previously stated, the Alliance expressed concern that youth services were universally the first to go and the most poorly funded. The situation held true throughout the PYDP life-span and is exemplified by several examples:

- the City of Boston abolished its entire youth services component in June, 1979. The City almost immediately thereafter severely reduced the budgets of the Community Schools program, the only other municipal agency which supplied non-employment services to youth.
- the small, community-based agency is in danger of extinction, at least in Boston. Several of these agencies have had to close their doors and there are now several areas in the City of Boston that have no organized programs for adolescents.
- prospects of improvement seem bleak as city, state, and federal resources continue to dwindle at an alarming rate.

This "climate" made it difficult, if not impossible, to develop resources which would have enabled the Alliance to expand PYDP's programs into more areas or to concentrate more deeply on existing ones. It made the "battle for the buck" the overriding concern for youth agencies, rather than the quality and type of service they offered their clients.

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#### ● PART V. SUMMARY

It is very difficult to summarize a project as extensive as the Positive Youth Development Project. There are many achievements one wishes to point to, many things one wishes had been done but weren't due to whatever constraints, things one would do differently. In the end, we at the Alliance believe we did a good job in fulfilling the goals of the Alliance and of OJJDP. There are some specific achievements we feel the project accomplished that deserve special mention:

- A Youth Work degree program has been established at the University of Massachusetts that will continue to meet the needs of youth workers for years to come.
- Many of the programs and services that were begun by project funds will continue through new funding sources and/or pick-up by parent agencies.
- A youth center is established in the Mission Hill of Boston; the area most "delinquency - vulnerable" in the city.
- The target population of this project, the "high-risk, delinquency - vulnerable" youth, were the youth reached. Those kids have for the most part continued to receive these and other services from the agencies involved.
- The need for and uses of low-cost transportation for youth agencies has been demonstrated.