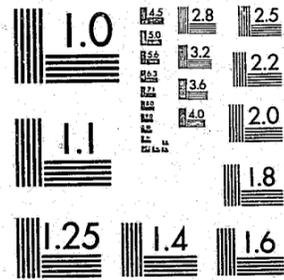


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INTENSIVE SITE EVALUATION:

A COMMUNITY VIEW OF

PROJECT NEW PRIDE

IN THREE CITIES

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PREFACE

Project New Pride is an experimental juvenile community-based treatment program originally founded in Denver, Colorado. Juvenile offenders who would otherwise be sent to an institution are instead sent to Project New Pride. A New Pride clients is provided with an individualized program which includes testing for learning disabilities and if required, intensive supervision, alternative education, job placement, and a set of graded objectives based on individual needs. The results of the Denver New Pride project were so promising that the Office of Juvenile Justice and Delinquency Prevention provided funds for the program to be replicated and evaluated in ten other cities.

In keeping with the innovative nature of the New Pride project in Denver and of its attempted replication across the country, the evaluation of the replication is likewise innovative. The national evaluation is designed to address both impact and process questions related to the initiative. Pacific Institute for Research and Evaluation is responsible for collecting the data for an evaluation of the replications of the project, an important segment of which has been to conduct a longitudinal study of the impact of the replications on the surrounding systems of which they are a part.

As the title of this report implies, the intensive site evaluation presents a community view of project New Pride in three cities. It was designed to assess:

- The extent to which formal referral and communications linkages with the juvenile justice systems have been formed and are being used;

- The extent to which programs have developed sound relationships with public school systems, other delinquency prevention efforts, and youth-serving agencies in their communities; and
- The extent to which programs have become favorably well known in their communities and won the support of key decision-makers in their quest for institutionalization.

The findings of this investigation will be used to assist us in interpreting other system impact and process study results in order to:

- Determine the impact of the project on the organization, policies, and administrative procedures of the juvenile justice system;
- Determine the impact of the project on other public and private youth serving agencies in the community; and
- Determine the impact of the project on community attitudes toward juvenile delinquency and the juvenile justice system.

Barbara R. West, Ph.D.  
Principal Investigator

April 18, 1983

\* \* \* \* \*

The authors wish to thank the research assistants at all three sites who did excellent work, and without whom this study would not have been possible:

Leslie Grey, Ph.D. - San Francisco, California  
Ellen Ginsburg, Ph.D. - Providence, Rhode Island  
Share Bane, M.A. - Kansas City, Kansas

## HIGHLIGHTS

### 1. Familiarity

- Widely known by juvenile justice system personnel, youth agency directors, and key decision-makers. Slightly better known in the second year.
- Generally informed through the direct efforts of the program; that is, through project literature, presentations, by New Pride staff or personally informed by New Pride staff (as opposed to peer level services like other probation officers, court personnel, etc.)

### 2. Patterns of Use (Juvenile Justice System Only)

- Most probation officers, all judges referred youth to program.
- Overwhelmingly judges accepted probation officers' recommendations to refer a youth to New Pride programs.
- Changes in referral patterns between study years had to do with agents having more or fewer eligible clients to refer. Very occasionally, they had changed positions and were no longer responsible for making referrals.

### 3. Communications

- Variation between sites, but in general, record of programs' communication with court and probation is seen as good.
- However, when communication was not seen as good, this was seen as one of the program's major faults.
- Good communication appears to be very important in gaining acceptance as a legitimate and preferred program.
- One program has a court-liaison staff person, which has had a very positive effect on court/program relations.
- Communication is the most important aspect of the response of the surrounding systems to the program.
- Projects should make a greater effort to publicize their program to the public at large, to "broadcast their image."

### 4. Impressions of the Quality of the New Pride Project

- Ratings were mixed between sites, years, and between study populations.

- In general seen from middle to positive side of scale ("Partly Good/Partly Poor" to "Good" to "Very Good"). Very few felt New Pride was a "Poor" or "Very Poor" program.
- Major strength in the first year generally seen as the multi-service comprehensive concept embodied in the New Pride model (more so than execution qualities like staff or quality of services). In the second year, these "execution" qualities became more important.
- Major weakness in both years seen as the limiting nature of the admissions criteria (more so than "execution" qualities like staff or quality of services).

#### 5. Program Definition Process

- Across samples and years, as communication frequency increases, impressions of program quality improve. As communication frequency decreases, the program is viewed less favorably.
- Programs seen as good are described as effective, accountable, having good staff, and good communication with the court.

#### 6. Position on Institutionalization

- Almost unanimously respondents would like to see the program remain in the community as a permanent institution after the cessation of Federal funding.

#### 7. Process Necessary to Become Institutionalized (Key Decision-Maker Only)

- Proven effectiveness and cost/effectiveness widely seen as critical to efforts to gain funding after initiative ends.
- Support of community and its leadership also seen as critical in this effort.
- Private funding and state funding seen as the primary alternative sources which must be solicited.
- Suggested that management and staff become more sophisticated and active in fund raising efforts.
- In the second study year, respondents became less clear about what New Pride should do to become institutionalized.
- Chances for institutionalization were seen as generally poorer in the second year of the study.

#### 8. Impact of New Pride on Juvenile Justice System

- Not seen as having a significant impact on structure, function, or policies within the juvenile justice system.
- Those who see it as having an impact define that impact as the creation of a new alternative to incarceration or a new condition of probation.

#### 9. Views on Alternatives

- Most respondents favored the use of alternatives to incarceration programs for adjudicated youth to the widest extent possible.
- Reservations regarding alternatives focused on limiting such dispositions, not to include serious offenders who are a threat to public safety. And insuring that programs entrusted with such responsibility are capable of meeting it.

#### 10. Needs Assessment

- Vocational and employment programs were identified as the primary need at all three sites.
- The second most often identified need was educational services.
- Also often mentioned were various forms of counseling services.

## CHAPTER I

### INTRODUCTION TO THE STUDY AND ITS METHODOLOGY

This report is the second of two, presenting the findings of the Intensive Site Evaluation of the National Evaluation of the New Pride Replication Program. The Intensive Site Evaluation has sought to gain information in a variety of substantive areas by ascertaining the views of knowledgeable people in the key systems surrounding the local New Pride projects. The evaluation is based mainly upon interview data gathered from three sites. Respondents represent: (1) the juvenile justice system, (2) the youth agency system, and (3) key decision-makers in the community. The three sites are Providence, Rhode Island, Kansas City, Kansas, and San Francisco, California.

#### The Substantive Areas

The Final Report of the Year I study reported the results of first-year data in ten substantive areas:

1. Familiarity with New Pride
2. Patterns of Use of New Pride
3. Communications with New Pride
4. Impressions of the New Pride Program
5. The Program Definition Process

6. Position on Institutionalization of New Pride
7. Process Necessary to Become Institutionalized
8. Impact of New Pride on Juvenile Justice System
9. Views on Alternatives
10. Needs Assessment for Programs in Local Communities

The Year II study focuses on change. It is based on the assumption that projects will mature over time, but that the nature of that maturation is not known. This Year II study is essentially an attempt to measure the direction and magnitude of change.

A panel design was employed. The same respondents interviewed during Year I were again interviewed in Year II. They were asked the same questions with minor revision, during Year II. The major difference between the content of the Year I and Year II study is that during Year II three substantive areas, "program definition process," "views on alternatives," and "community needs assessment," were not included. These areas were dropped because they focused upon community-wide issues and were unlikely to be affected by the maturation of the programs. Also, during Year II, questions pertaining to communications between the New Pride program and youth agencies were added. This was done because of the great emphasis placed upon this variable by respondents during Year I interviewing.

Since the three samples have different expertise and stand in different structural relations to the New Pride programs, each was asked only those questions pertaining to the substantive areas about which they could be expected to be knowledgeable. The substantive areas, by the samples providing data, are graphically displayed as follows:

Categories of Questions

	<u>Study</u>		
	<u>Juvenile Justice System</u>	<u>Youth Agency System</u>	<u>Key Decision- Makers</u>
1. Familiarity with New Pride	•	•	•
2. Patterns of Use with New Pride	•		
3. Communications with New Pride	•	•	
4. Impression of New Pride	•	•	•
5. Position on Institutionalization of New Pride	•	•	•
6. Process Necessary to Become Institutionalized			•
7. Impact of New Pride on Juvenile Justice System	•		

Also during Year II, a context study component was added to the Intensive Site Evaluation design. The context study had two goals. It was designed to yield information about the specific operations and procedures in the juvenile courts of each of the cities studied and information on public attitudes toward juvenile justice. Data for the context study was gathered through in-depth interviewing with knowledgeable informants. At each site the juvenile court administrator and chief juvenile probation officer were interviewed. This component of the study was added at the suggestion of the Advisory Panel of the National Evaluation of the New Pride Replication Program. The Panel members felt it was important to set the main body of data in the context of the court operations in the community and the social climate of the cities.

Unlike the first-year Final Report, which was an exhaustive presentation and analysis of all the information collected in the substantive areas, this report is more narrowly focused. The mandate in Year II was to focus on

change over time. This report, in the main, presents information which describes and analyzes the changes that have occurred in the views of respondents between Year I and Year II. The analysis is programmatic, not theoretic. The goal of this study is to provide straightforward information on the way in which New Pride is perceived by the actors in the key surrounding systems so that adjustments and improvements in services to New Pride clients and to other delinquency treatment program clients can be made.

The Nature of the Samples

The juvenile justice system sample includes all juvenile probation officers, juvenile judges, and referees whose jurisdiction lies within the target area of the three projects studied. The majority of the sample is composed of probation officers with the significant addition of the two judges at the Providence Family Court, the two judges of the Wyandotte County Juvenile Court in Kansas City, and the head judge and the three referees of the San Francisco Juvenile Hall.

The youth agency sample was operationally defined as the directors of other youth agencies operating within the target area of the New Pride projects which, broadly defined, provide services in the prevention or treatment of delinquency. This sample was initially generated through references provided by local youth agency directors and was "exhausted" through the reputational method. That is, all appropriate agencies listed in the directories were called and asked upon termination of the interview if they knew of other agencies providing such services in the area. When no new agencies were suggested by respondents, the sample was considered complete.

The key decision-maker sample is meant to provide the insight and perspective of people in positions of power in the communities in which the New Pride programs are operating. The sample was initially generated by asking New Pride project administrators for the names of key decision-makers in the community who were knowledgeable about and had some influence over the distribution of the types of public funds which might serve to institutionalize the New Pride programs after cessation of Federal funding. The key decision-maker sample was also completed through the reputational method.

Respondents in the key decision-maker sample, among others, include five county supervisors, three state senators, two state representatives, two mayor's representatives, three directors of departments of corrections for juveniles, two directors of state social service agencies, one superintendent of public education, one director of a municipal chamber of commerce, three executive directors of public interest or charitable institutions, and four directors of local or state criminal justice planning agencies.

During Year I, the total N for all three samples was 192. In the juvenile justice sample there were 77, 72 in the youth agency sample, and 43 in the key decision-maker sample. Since a panel study design demands interviewing the same respondents in the second year, it was important to locate and interview Year I respondents to the fullest extent possible. This was accomplished. Only six respondents were not locatable in the second study year. Ninety-seven percent were located and interviewed.

The following is a visual display of the sample sizes of the three sites, by sample, by year:

Sample Sites: Year I and Year II

	Juvenile Justice		Youth Agency		Key-Decision Maker	
	Yr I	Yr II	Yr I	Yr II	Yr I	Yr II
San Francisco	48	48	33	33	19	17
Kansas City	15	14	19	18	12	12
Providence	14	12	20	20	12	12
TOTALS	77	74	72	71	43	41

Instrumentation and Analysis

Originally three questionnaires were designed, one for each of the sample groups. Each contained questions specific to areas of expertise of that sample. The instruments were pre-tested in San Francisco and revised. Three local on-site research assistants then administered the questionnaires by telephone. Each research assistant recorded responses in full and then developed a list of appropriate categories with which their specific data could be coded. The three different sets of preliminary codes were combined to a universal set which applied at all sites and the responses were then coded using the final categories.

During Year II the first year's codes were used as the basis upon which to classify responses at the time of the interview. This technique made for more efficient interviewing, but had the negative effect of producing a larger proportion of non-codable "other" responses.

After coding, response patterns were quantified, indicating the percentages associated with the various possible responses to each question.

In the calculation of percentages the N used in many cases was the number of responses, not the number of respondents. Because a variety of information was often offered in a single answer, an attempt was made to capture the breadth of information, thus producing more than one coded response per respondent for some questions.

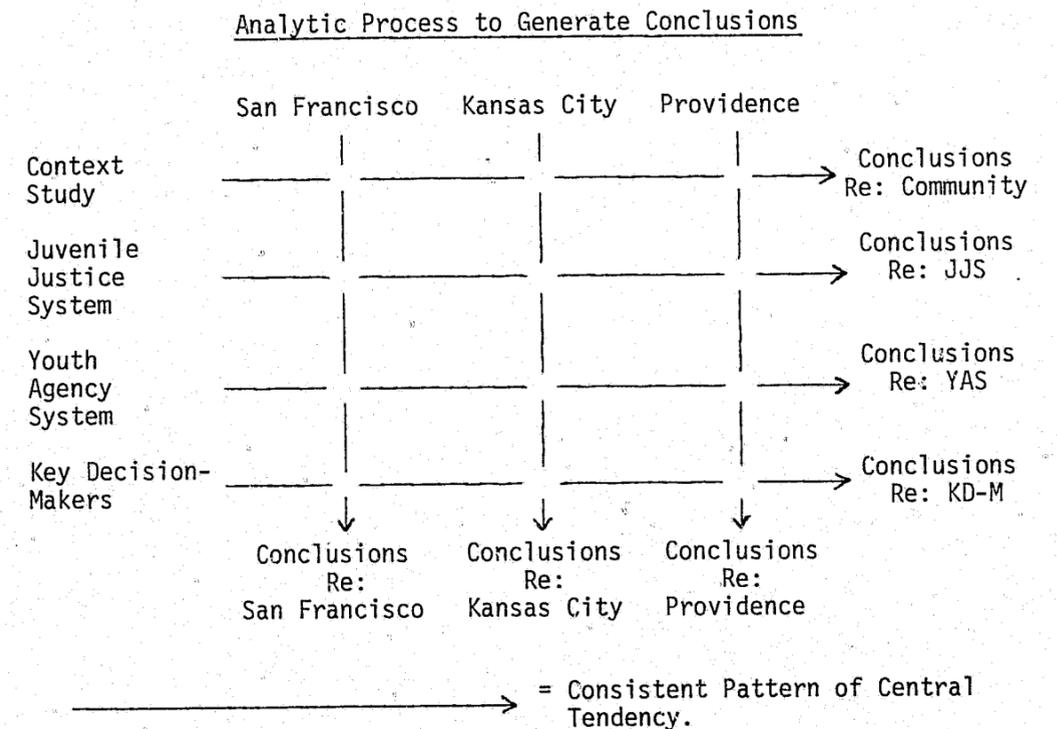
The body of the report, the three chapters on each of the sample sites, is mainly descriptive. It depicts the response patterns of each of the samples in relation to the substantive areas of interest. The final section of each of those chapters is a brief, almost graphic, summary of the descriptive data.

However, in an attempt to construct useful generalizable conclusions, the descriptive data were analyzed to discern patterns in the central tendencies of the responses across samples and across sites. Because sample size is not large it was felt that strong conclusions could only be drawn when a clear central response tendency emerged. Where responses were spread rather evenly over various categories, few inferences were drawn.

In order to construct generalizable conclusions regarding the significance of the data, we focused on the discovery of patterns among the central tendencies across samples or across sites. Because each sample is a unique group, simply lumping the responses of the three samples together to produce grand totals is not appropriate. Such a combination of juvenile justice personnel, youth agency directors, and key decision-makers cannot be analyzed as a single sample because that sample would not be representative of any specific group and is, therefore, methodologically unacceptable. For this reason, the qualitative technique of producing

generalizable conclusions by identifying similar patterns across diverse samples to generate conclusions was adopted.

The analytic process can be illustrated in the following graphic manner:



Summary of Context Study Findings

A primary purpose of the context component of the Intensive Site Evaluation was to ascertain whether the juvenile court structure or public attitudes in the communities where the sample sites are located influenced or helped explain the findings generated elsewhere in the study. No evidence emerged that the context factors explored directly affected the perceptions of the program held by those interviewed in the three sample populations. However, some interesting findings did emerge.

First, it became clear that, in general, there was a high level of concurrence between the recommendations presented by probation officers to judges concerning disposition and the actual sentence given by the judge or referee to an adjudicated youth. This affirms the key role and power of the probation office in the disposition process. Combining this information with the options offered by probation officers in the juvenile justice studies suggesting that the amount and quality of communication with New Pride are critical factors in shaping their views of the programs, we are led to a logical conclusion. If programs wish to attract court referrals to the widest extent possible, or wish to influence the court towards an increased use of alternatives to incarceration, it is critical that such programs put substantial energy into developing and maintaining high levels of communication with the juvenile probation staff.

Secondly, despite the generally presumed punitive orientation of the public with regard to the dispensation of juvenile justice, the juvenile judiciary in the cities studied have remained relatively independent of any mass clamour to "lock the punks up." There are a number of reasons for this. Judges have a more sophisticated understanding of the etiology

of juvenile crime. They understand the complexity of factors which motivate a youth to delinquency. Unlike most criminal courts, rehabilitation as an ethic still dominates the juvenile court. Incarceration is still seen as a "last resort." Also, at all three sites judges rotate through the juvenile court, and are not elected to and identifiable with the juvenile court in the public eye. As a result they are somewhat isolated from the public sentiment, presumed to be more conservative.

Consequently, all three courts are generally supportive of community-based alternatives to incarceration. New Pride is operating in a favorable climate vis a vis the courts. Judges and other juvenile court officials are supportive of the program. They want the programs to continue and will either actively support them or will try to avoid inhibiting their successful development.

Also, it was quite clear that in two sites where a specialized juvenile unit to provide defense counsel or prosecution did not exist, and where functions were handled part-time by an attorney working primarily with adults, that function was weak. The juvenile justice system as a whole suffered. From this information one must conclude that in order for a juvenile court to operate effectively (the best environment in which to operate a New Pride program effectively), units specially trained in juvenile law and procedures must serve the defense counsel and prosecuting functions. (See also, Rubin T., Juvenile Justice, Goodyear, 1979:281-6)

Significant Findings Across Sites from the Panel Study

The juvenile justice system study respondents were very familiar with New Pride. The program is obviously highly visible to those working in

juvenile court. Of the sample at all three sites, 90 to 100 percent were familiar with the program. In those cases where 100 percent were not familiar with it in Year I, there was an increase in familiarity in Year II.

New Pride is also widely used as a referral source by juvenile justice personnel. Two-thirds to nine-tenths of probation staff at all three sites have referred youth to New Pride. The proportion referring youth increased in Year II. All juvenile court judges and referees had referred numerous youth to the program by the end of the first year of this study.

Communication between the New Pride programs and the court deteriorated in Year II. Both the quality and frequency of communication were seen as poorer in Year II by juvenile justice respondents at two sites.

Overall, juvenile justice system respondents were positively impressed by the New Pride programs in their communities, seeing them as high-quality projects. However, in the two cities where New Pride was rated most highly in Year I, impressions as to quality dropped slightly in Year II. Where the program was less well rated in Year I, impressions rose significantly in Year II.

In keeping with the generally high regard for the New Pride program, a very high proportion of juvenile justice respondents wanted to see the program institutionalized in the community after the cessation of Federal funding. The proportion was even higher in Year II.

In neither year did large proportions of juvenile justice respondents feel the New Pride program had a direct impact on the way the juvenile justice system operated. However, more felt that it had had an impact

by the second year than was the case in Year I. In general, those respondents who did feel it had an impact described that impact as the creation of a new alternative to incarceration or new condition of probation. No respondents offered the view that the system had been impacted in a significant structural or functional manner.

Youth agency directors were also widely familiar with New Pride, though less so than their juvenile justice counterparts. Familiarity with New Pride was increasing among youth agency directors in Year II.

Communication between New Pride and other youth serving programs was not explored in Year I. When we asked in Year II we found that one site (San Francisco) had quite a poor record of communication with other youth agencies, and the other two had moderately good records. Respondents offered the simple advice to the New Pride program that relations could be improved simply through more frequent contact.

There was quite an interesting variation in the way youth agency directors perceived the quality of the New Pride programs at the three different sites. In one site, where only one-quarter of the respondents rated it highly in Year I, that proportion doubled in Year II. In another site where 100 percent rated it highly in Year I, one-third fewer rated it highly in Year II. And the third program was rated highly by over 85 percent of the respondents in Year I and remained that way in Year II.

Despite this variation, three-quarters to 100 percent of the youth agency directors at the three sites were in favor of institutionalization of the program. The proportion increased in Year II.

Approximately two-thirds of the key decision-makers at the three sites were familiar with New Pride, with the proportion increasing over

## FINDINGS

the life of the study. Key decision-makers consistently reported having a positive impression of the New Pride programs, with even more rating it "Good" to "Very Good" in Year II.

Like the other samples, key decision-makers overwhelmingly supported institutionalization. A very interesting phenomena, however, occurred between Years I and II regarding their views on how to gain funding for institutionalization. During Year I there was a good deal of consistency in key decision-makers recommending the following four strategies:

1. Obtain objective evaluation data demonstrating effectiveness,
2. Gain the support of the community and its leaders,
3. Seek state funding, and
4. Seek private funding.

In Year II no such clarity emerged. Responses were much more spread out among more categories. There appeared to be growing confusion between Years I and II, given another year's experience in the difficult reality of funding for social service programs, as to what methods could actually produce renewed funding.

In both years key decision-makers rated the chances for securing funding for institutionalization as poor. Chances were rated the poorer during Year II.

To summarize across samples and across sites, it may be said that the New Pride program was well known and becoming more so in key organizational systems surrounding the program.

Communication is seen as a key issue by respondents in shaping their views of the program. New Pride programs' communication with the courts

## FINDINGS

and other youth agencies is generally good, but deteriorating. There is a strong need to maintain good communication, particularly with probation officers who can help New Pride programs greatly.

The impression of the quality of the program across sites and samples is varied, and there is more movement both up and down in this category than in others. Both here and in the movement seen in Year II in communication, a regression to the mean phenomena seems to be occurring to some extent; that is, those things which are rated highly during the first measurement dropped during the second, and those things rated low during the first measurement increased during the second, both moving toward a more "average" position. It can be said generally, however, that given variation and movement, people in the systems surrounding New Pride think of it as a high-quality program.

Another interesting pattern that emerged from the data has to do with the strengths and weaknesses respondents across sample sites saw in New Pride. In Year I, respondents rated both the programs' strengths and weaknesses around "concept" variables as opposed to "execution" variables. Concept variables relate to qualities inherent in the New Pride program model, while execution qualities are attributable to the way the program is implemented. In the first year, the strengths of the program were generally seen as the New Pride multi-service comprehensive approach to services and addressing a population in need of services. The main weakness was seen as the restrictiveness of New Pride entrance criteria.

In Year II there was a shift of emphasis in both strength and weaknesses to execution variables. Respondents' definitions of program strengths tended to emphasize the functioning of particular service components

like education, or the quality of the staff. The change was apparent around weaknesses as well. The restrictiveness of entrance criteria was less often seen as a problem, while respondents took issue more with staff and management problems.

This change from an emphasis on concept to execution is probably related to the passage of time, and respondents becoming more familiar with New Pride. Thus, in the second year, knowing the program better, they were able to make judgements based more specifically on the program's performance, rather than simply the idea behind it. Also, in the second year, respondents had adapted to the limitations inherent in the entry criteria, and no longer railed against the criteria, but worked within them.

When one looks at the data for all three samples at each site individually, a very broad-level generalization emerges. The San Francisco site, which was rated poorly on numerous dimensions in comparison to the other two sites, rose significantly in many categories during Year II. The Providence site, conversely, was rated highly during Year I and slipped significantly in Year II. The Kansas City site remained rock solid stable, rated highly in both Year I and Year II of the Intensive Site Evaluation.

At the most general level it must be said that New Pride, from the perspective of those with a relatively objective view provided by their position in an independent but surrounding system, is a smashing success. It is well known, widely used, seen as a good quality program, and worthy of institutionalization as a permanent project in the community.

## CHAPTER 2

THE SAN FRANCISCO SITEA. The Context

Juvenile intake in San Francisco is the responsibility of the Probation Department. There are two intake units. One serves the northern portion of the city and one serves the southern portion. There are three options at intake. The first is to "admonish and close," where the youth penetrates no further into the juvenile justice system. The second is "voluntary or informal probation" in which no petition is filed, but the youth is supervised by a probation officer. The third option is a recommendation to the prosecutor's office that a formal petition be filed. After this initial screening of petitions by probation staff assigned to intake units, their affirmative recommendations are sent to the prosecutor's office, which has final responsibility for proceeding to adjudication.

Prosecution in San Francisco is the responsibility of a specialized juvenile unit of the District Attorney's office. The office is located on the premises of the juvenile court and at the time of this study was staffed with five full-time attorneys.

Legal counsel to indigent juveniles is the responsibility of a specialized juvenile unit of the Public Defender's office. The juvenile unit of the Public Defender's office is staffed with seven full-time attorneys and is also located in the juvenile court building. Legal

Services Attorneys provide defense counsel in cases where there are multiple defendants and a conflict of interest. Private attorneys provide legal services to that small proportion of youth who can afford such representation.

Respondents interviewed for the context study report that both the district attorneys and public defenders are high level practitioners. Contested adjudication proceedings are adversarial in nature. However, respondents report a large proportion of cases are settled without contest through the plea bargaining process.

If a petition is adjudicated true--that is, the youth is found guilty--a number of disposition options are available. For first-time, non-serious offenders, where the family unit is somewhat stable, formal probation is the most frequent option. Probation supervision may or may not be accompanied by other restrictions. Some of the more commonly applied restrictions are restitution to the victim and community service in a probation-operated public works program.

A more restrictive disposition option is commitment to the county-run Log Cabin Ranch. This is used for older, multiple, or more serious offenders, and generally involves an eight-month to one-year commitment. As alternatives to this option the judge may sentence a youth to weekends in the juvenile hall or the Intensive Counseling Program with 30, 60, or 90 days in juvenile hall.

"Out of home" or "private placement" in special settings such as group homes are generally reserved for psychologically disturbed youth. The state training school, the California Youth Authority, is a seldom used option. It is reserved for very serious offenses or for youth who have tried and failed at all the other options.

Judges and referees sit on the San Francisco Juvenile Court bench. The Head Judge is a Superior Court Judge and rotates through the Juvenile Court position, but not for any specified period of time. Respondents report that though the judge and referees generally follow the disposition recommendation of probation officers, there are a substantial number of cases in which they do not.

Context study respondents noted that the San Francisco juvenile court has a long history of working closely with community-based organizations. Despite the adversarial relationship that developed during the activist era of the 1960's, the court and probation department have worked closely both with traditional agencies such as the YMCA, Jewish Family Services, and Catholic Social Services as well as the more community-based agencies.

The Chief Probation Officer reported that an internal study conducted by the probation department revealed that almost three-quarters of the youth under the supervision of the department also have an active involvement with an outside community agency. Approximately 20 such agencies in San Francisco provide the majority of these services.

Respondents reported that the relationship with community-based agencies providing alternative services to youth is mutually supportive. However, no formal evaluations of the agencies are done. Judgments as to their effectiveness and worth are based upon the quality of the relationship between agency staff and probation officers as well as the programs' perceived effectiveness.

Regarding public attitudes toward juvenile justice, respondents note that there is no unified view in the city. San Francisco is an extremely diverse city with a great deal of ethnic and economic diversity. Some

groups are in the "get tough on crime" category while others feel the court is too punitive. Respondents report that whatever the public climate, their experience has shown that judges and referees remain independent of the rapid changes in public opinion. They do not feel that dispositions are presently more severe or that youth are being incarcerated at greater rates than in the past. Neither do they believe that alternatives to incarceration are used less now than they have been previously.

They note, however, that the head officer of the court, the Juvenile Court Judge, is a Superior Court Judge and thus an elected official. As such, he must be somewhat responsive to the public will. The increased use of restitution and community-service programs as well as the Intensive Counseling Program may be interpreted as an attempt to be responsive to the public will.

B. The Juvenile Justice Study (All judges, referees, and probation officers)

1. Knowledge of the New Pride Program

During Year I, 91.7 percent of the juvenile justice sample were familiar with the New Pride program. That figure remained essentially unchanged in Year II.

2. Use of the Program

During the first year of the Intensive Site Evaluation 63.6 percent of the juvenile justice sample recommended youth for involvement in the New Pride program. That figure increased by 6.2 percent to 69.8 percent in Year II.

When respondents were asked whether they were referring youth to New Pride at an increased, decreased, or approximately similar rate during Year II as compared to Year I, 44.4 percent noted it was "about the same" rate. 20.6 percent responded they were referring at an increased rate and 35.6 percent at a decreased rate.

Referral Rate, Year I vs. Year II

	<u>Percent</u>
Increased Rate	20.6
Decreased Rate	35.3
Same Rate	<u>44.1</u>
TOTAL	100.0

Of those who responded they were referring at an increased rate, the largest group, 41.7 percent of the responses, attributed the difference to having been assigned more youth during Year II who fit the New Pride entrance criteria.

Reasons for Referring at an Increased Rate

	<u>Percent</u>
Because I am better acquainted with the program	16.7
Because the program has done a good job with clients/youth	16.7
Because the program has improved	8.3
Because the program has been cooperative	---
Because there are fewer instances of program being full	8.3
Because I am seeing more youth who fit the criteria	41.7
Because there were fewer similar programs	<u>8.3</u>
TOTAL	100.0

Again, of those who noted that their referral rate remained stable, the reason most often given was that their client group had remained stable.

Reasons for Referring at the Same Rate

	<u>Percent</u>
Because the services of the program have not improved	--
Because the entry criteria have remained the same	--
Because the proportion of clients who are eligible has remained stable	80.0
Because the program's limited openings prevent increased referrals	<u>20.0</u>
TOTAL	100.0

When the Year II sample was asked what kinds of youth they refer to New Pride, the most frequently occurring response, 23.9 percent, was youth

who meet the New Pride criteria. The second most often occurring response, 20.9 percent, was youth with school problems.

Kinds of Youth Referred to New Pride

	<u>Percent</u>
Youth that meet the criteria	23.9
Non-hard-core offenders	7.5
Youth who are not serious enough to send to the state institution	8.9
Youth with school problems	20.9
Youth with family problems	5.9
Specific age groups	4.5
Youth with burglary theft convictions	1.5
Youth who do well with structure	8.9
Youth who need individual attention	7.5
Hard-core offenders	4.5
Multiple serious offenders	<u>5.9</u>
TOTAL	99.9

One hundred percent of the juvenile justice sample responded that the kinds of youth they referred to the New Pride program had remained the same.

During Year I, a substantial percentage of juvenile justice respondents, 44.4 percent, reported they had difficulties in attempting to make a referral to New Pride. That percentage dropped 18.7 points during Year II with only 25.7 percent of the respondents reporting difficulty in the referral process.

Of those who did report referral difficulties, the largest group fell into the same category which accounted for the greatest number of responses during Year I. That is, the program was filled when a youth was referred to it, and the youth was not accepted.

Referral Problems

	Year I Percent	Year II Percent
Criteria too limited	12.5	--
Program filled	75.0	53.8
Youth or parents uncooperative	12.5	--
Not enough feedback	--	7.7
Other		38.5
TOTAL	100.0	100.0

3. Communication

The largest response category to the question "Has the program developed a good record of communication with the court?" was the same during Year I as Year II: "yes." However, 9.9 percent fewer responded in the affirmative during Year II. The largest increase in response category during Year II was "Don't know." This can be accounted for by the research assistant coding the answer "Don't know" during Year II rather than categorizing it as a no response, and leaving it out of the data set, as was apparently the tendency in Year I.

Percentage Believing Program has  
Developed a Good Record of Communication

	Year I Percent	Year II Percent
Yes	66.7	56.8
No	25.9	13.6
Don't know	7.4	25.0
Too soon to tell	--	--
Other	--	4.5
TOTAL	100.0	99.9

During Year I, over one-half, 52 percent, of the juvenile justice sample communicated with New Pride program staff once a week or more. During Year II the frequency of contact decreased. 30.2 percent of the respondents indicated a once a week or more rate of contact. Also during Year I, the single largest response category, 32 percent, was once a week while during Year II the single largest response category, 20.9 percent, was every two weeks.

Frequency of Contact with New Pride

	Year I Percent	Year II Percent
Every day		4.7
More than once a week	20.0	13.9
Once a week	32.0	11.6
Every 2 weeks	4.0	20.9
Once a month	16.0	6.9
Every 3 months	8.0	9.3
Don't know	16.0	6.9
Other	4.0	25.6
TOTAL	100.0	99.8

#### 4. Impressions of the Program

During Year II respondents in the juvenile justice sample in San Francisco displayed a marked increase in the extent to which they were positively impressed by the New Pride program. During Year I, 48.1 percent rated the program "Good" to "Very Good." 73.2 percent rated it "Good" to "Very Good" during Year II. Further, the single largest response category during Year I was "Partly Good/Partly Poor," 40.7 percent. The single largest category during Year II, 53.7 percent, was "Good."

##### Rating of New Pride

	Year I Percent	Year II Percent
Very Good	22.2	19.5
Good	25.9	53.7
Partly Good/Poor	40.7	21.9
Poor	7.4	2.4
Very Poor	3.7	2.4
TOTAL	99.9	99.9

A diverse set of attributes as to the program's major strengths were offered by respondents in both Year I and Year II. Responses were so diverse, in fact, and spread across so many categories that little can be said with any level of certainty regarding changes in perceived strength over time. The program's educational component constituted one of the larger response categories across both years. The New Pride concept, its focus on a population in need of service, and staff quality which

constituted three of the largest response categories during Year I were not rated as highly as strengths during Year II.

##### Program Strengths

	Year I Percent	Year II Percent
Concept	13.2	5.2
Population in need	11.8	6.2
Staff	10.3	5.2
Efficiency of organization	--	--
Quality of services	2.9	1.0
Facility	--	1.0
Location	--	1.0
Services at one site	--	--
Effective	1.5	1.0
Caring Attitude	8.8	6.1
Communication	4.4	4.1
Accountability	1.5	--
Keep in community	1.5	--
Close supervision	5.9	9.3
One-on-one	7.4	11.3
Whole family	4.4	4.1
Community involvement	1.5	1.0
Vocational/Employment	--	4.1
Education	11.8	15.5
Counseling	2.9	6.2
Alternative	4.4	6.2
Well funded	5.9	--
Don't know	--	4.1
Other	--	7.2
TOTAL	100.1	99.8

With regard to program weaknesses, the major difference between Year I and Year II was the decline in the percentage of responses noting communication as a problem. During Year I, 25 percent of the responses noted communication as a program weakness. During Year II only 7.4 percent rated it in similar fashion.

### 5. Position on Institutionalization

During Year I, 80 percent of the respondents in the juvenile justice sample were in favor of retaining New Pride after the Federal funding terminates. That percentage increased during Year II with 100 percent of the respondents favoring the institutionalization of Project New Pride.

### 6. Impact on Juvenile Justice

Respondents during Year I felt that the existence of the New Pride program had an impact on the juvenile justice system either through providing a new alternative to incarceration or a new condition of probation. During Year I, 48.3 percent of the respondents noted either one or the other of these two categories. During Year II more respondents felt the program had an impact on the juvenile justice system. 53.9 percent felt the New Pride program as a new alternative, a new condition of probation, or in a general sense had significantly impacted the system.

#### Impact on Juvenile Justice

	<u>Year I Percent</u>	<u>Year II Percent</u>
Yes	--	19.2
Yes, as alternative	27.6	13.5
Yes, new probation condition	20.7	21.2
No	27.6	17.3
Don't know	6.9	13.5
Too early	17.2	7.7
Other	--	7.7
TOTAL	100.0	100.1

### C. The Youth Agency Study

#### 1. Knowledge of the Program

During Year I, 54.6 percent of the San Francisco youth agency directors interviewed were familiar with the New Pride program. In Year II that figure increased to 63.6 percent.

#### 2. Communication

No questions regarding the New Pride program's communication with other youth agencies were asked during Year I. During Year II, however, 52.9 percent of the respondents rated New Pride's record of communication with other youth programs as good. 47.1 percent felt it did not have a good record of communication.

Of those who felt it was not good, 77.8 percent noted it could be improved by increasing the frequency of communication. 22.2 percent felt it could be improved by a more general level of effort to publicize the program to the community-at-large.

#### 3. Impressions of the Program

During Year I, 25 percent of the youth agency sample rated the San Francisco project as "Good" to "Very Good." During Year II, the percentage rating it in those two categories doubled to 50 percent. The largest single response category for both years remained "Partly

"Good/Partly Poor" with 33.3 percent so rating it in Year I and 38.9 percent in Year II.

Rating of New Pride

	<u>Year I Percent</u>	<u>Year II Percent</u>
Very Good	16.7	22.2
Good	8.3	27.8
Partly Good/Poor	33.3	38.9
Poor	16.7	5.6
Very Poor	25.0	5.6
TOTAL	100.0	100.1

During Year I, the single largest response category related to the project's major strength was the New Pride concept, at 47.1 percent. Also rated highly in that year were the fact that it serves a population in need and that it is well funded to provide services, both 17.6 percent.

During Year II the pattern changed considerably. The New Pride concept was rated as a major strength in only 6.3 percent of the responses. Serving a population in need and the funding level dropped as response categories to 9.4 percent each. The overall pattern during year II was much more spread out over a wide variety of categories.

The two most often specified responses were the quality of the staff and the program serving as an alternative to incarceration.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
The concept	47.1	6.3
Population in need	17.6	9.4
Staff	--	12.5
Organization efficiency	--	6.3
Quality of services	--	3.1
Location	--	--
All services at one site	--	--
Effective	5.9	--
Caring attitude	5.9	3.1
Good communication re: client progress	--	3.1
Accountable	--	--
Keeps in community	--	--
Close supervision	--	--
One-on-one	5.9	3.1
Involves whole family	--	--
Community involvement	--	3.1
Vocational/Employment	--	--
Education	--	--
Counseling	--	6.3
Alternative to Incarceration	--	12.5
Well funded	17.6	9.4
Don't know	--	3.1
Other	--	18.8
TOTAL	100.0	100.1

During Year I the major weaknesses were seen as a lack of community involvement in the program (18.2 percent), poor quality staff (15.2 percent), and poor communication with other youth-serving agencies (12.1 percent). Poor management and an inappropriate parent agency each constituted 9.1 percent of the responses.

Again, this pattern changed during Year II. Lack of community involvement constituted only 3.2 percent of the responses and poor staff quality 9.7 percent. Poor communication with other youth agencies, a weakness in Year I, increased in proportion during Year II and constituted the single largest category in the second year, 25.8 percent of the responses.

Weaknesses of the Program

	Year I Percent	Year II Percent
None	--	6.5
Criteria limiting	3.0	--
Poor staff	15.2	9.7
Staff turnover	3.0	6.5
Poor services	3.0	--
Poor management	9.1	6.5
Serves few girls	--	--
Poor communication with court	--	--
Not accountable	--	--
Communication with youth agencies	12.1	25.8
Supervision	--	--
Client beyond help	3.0	--
Community involvement	18.2	3.2
No alcohol/drug program	--	--
No ethnic sensitivity	6.1	3.2
Replication model	3.0	3.2
Parent Agency	9.1	--
Staff from outside	6.1	--
Under-funded	6.1	--
Don't know	--	19.4
Too early to tell	3.0	9.7
Other	--	6.5
TOTAL	100.0	100.2

4. Institutionalization

In Year I, 75 percent of the youth agency sample were in favor of retaining New Pride as a permanent program in the community after its Federal funding terminates. During Year II, the same proportion, 75 percent, were in favor of institutionalizing Project New Pride.

D. Key Decision-Maker Study

1. Knowledge of the Program

In Year I, 63.3 percent of the key decision-makers were familiar with the New Pride program in San Francisco. During Year II, the figure remained the same. The most frequently occurring way in which respondents became familiar with the program during the first year of this study was through project literature, 27.8 percent. Other often occurring methods through which respondents became familiar with the program were through a group presentation by New Pride staff (22.2 percent), the city criminal justice planning agency (13.9 percent), the parent agency (13.9 percent), and personal contact with New Pride staff (11.1 percent). Direct efforts by the program (literature, personal and group presentations) accounted for 61.1 percent of the responses.

2. Impressions of the Program

Like the youth agency sample, the key decision-maker sample displayed a marked increase in their positive impressions of the New Pride program

during Year II. In the first year 36.4 percent rated the program "Good" to "Very Good," while in the second year the proportion increased to 58.3 percent. Again the largest response group in both years was "Partly Good/Partly Poor," constituting 36.4 percent of the responses in Year I and 33.3 percent in Year II.

Impressions of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
Very Good	9.1	33.3
Good	27.3	25.0
Partly Good/Poor	36.4	33.3
Poor	9.1	8.3
Very Poor	18.2	--
TOTAL	100.1	99.9

During Year I the major strengths of the program were seen as its focus on a population in need of service (29.6 percent), and the New Pride comprehensive multi-service concept (25.9 percent). During Year II these factors were rated as major strengths less often, each constituting 10.3 percent of the response options. The largest specified response category during the second year was the education component of the program. Again, as with the youth agency sample, the second year responses were spread over a more diverse set of categories than they were in the first year of the Intensive Site Evaluation.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
Concept	25.9	10.3
Population in need	29.6	10.3
Staff	--	3.4
Efficiency of organization	--	--
Quality of services	--	--
Location	--	6.9
Services at one site	--	--
Caring attitude	--	--
Communication	3.7	--
Accountability	3.7	--
Keeps in community	--	--
Close supervision	3.7	3.4
One-on-one	3.7	--
Whole family	3.7	3.4
Vocational/Employment	--	3.4
Education	3.7	13.8
Counseling	--	6.9
Alternative to Incarceration	11.1	10.3
Don't know	11.1	3.4
Good reputation	--	--
None	--	3.4
Other	--	20.7
TOTAL	99.6	99.6

The major weaknesses seen by the key decision-makers in the first year were poor management and poor communication with other youth agencies, 17.2 percent each. Staff turnover, 13.8 percent, and lack of community involvement, 10.3 percent, were also among the most often noted program weaknesses.

In the second year, responses in this area maintained the trend of greater diversity. However, two of the key weaknesses noted in the first year were also among the most often selected in Year II. They were lack of community involvement, 16 percent, and poor management, 12 percent.

<u>Weaknesses of the Program</u>		
	<u>Year I Percent</u>	<u>Year II Percent</u>
None	--	4.0
Criteria limiting	3.4	--
Staff	6.9	--
Staff turnover	13.8	8.0
Poor services	--	4.0
Management	17.2	12.0
Poor communication with Court	6.9	--
Communication with youth agencies	17.2	8.0
Follow-up	--	--
Client beyond help	3.4	4.0
Community involvement	10.3	16.0
Insensitive to ethnic needs	--	4.0
Replication model	3.4	--
Parent agency	6.9	4.0
Too many staff from outside	--	4.0
Under-funded	--	4.0
Don't know	10.3	12.0
Under-staffed	--	--
Other	--	16.0
TOTAL	99.7	100.0

### 3. Position on Institutionalization

A slight increase (considering the small sample size) in the proportion of key decision-makers favoring the institutionalization of Project New Pride in San Francisco was apparent in Year II. 81.8 percent of the decision-makers favored its institutionalization in the first year and 90 percent in the second.

### 4. Institutionalization Process

During the first year, there emerged a rather clear pattern of belief as to the most important processes that need to occur to gain funding after the Federal grant period. An ability on the program's part to demonstrate effectiveness was selected most often, 20.3 percent. The need to secure private sector funding was the second most frequent response, 13.6 percent, state funding third, 11.9 percent, and the support of the community and its leadership fourth, 10.2 percent.

Unlike their counterparts in Kansas City and Providence, the key decision-makers in San Francisco felt the chances for project institutionalization had improved over time, but were still not rated "Good."

### Estimated Probability of Securing Alternative Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Very good	--	--
Good	17.6	15.4
50/50	5.6	46.2
Poor	29.4	23.1
Very poor	47.1	15.4
TOTAL	99.7	100.1

During Year II a wide variety of responses were suggested. So many were identified that 28.6 percent, the largest category in the chart below, had to be classified as "other." Responses that fell into established categories were rather evenly dispersed among them.

Processes that Need to Occur to Secure Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Support of community leaders	10.2	8.6
Proved effective/cost-effective	20.3	8.6
State Legislature support	11.9	5.7
Governor support	--	--
State crime agencies	6.8	2.9
Written into state budget	3.4	--
Municipal government support	6.8	8.6
Written into Municipal office budget	5.1	2.9
Support of county government.	--	5.7
Written into county budget	1.7	--
Private sector	13.6	8.6
Federal money	10.2	5.7
Active Board of Directors	1.7	--
Solicit funds actively	3.4	--
Have to replace other public agency	--	--
Have to change management	5.1	2.9
Don't know	--	11.4
Other	--	28.6
TOTAL	100.2	100.2

Regarding the best "strategies" to employ to secure funding there was rather more congruence between the two years. The single largest category during both years was to secure an evaluation that proved effectiveness, 27.1 percent in Year I and 23.5 percent in Year II. Also, the need to secure community support and solicit private funding were relatively highly rated as strategies in both samples. However, the Year I categories of building ties with other community agencies, having a management sophisticated in fund raising, and beginning the effort early on in the life of the program, all receiving 10.4 percent of the responses in the first year, were selected at a rate of 2.9 percent, 0.0 percent, and 2.9 percent respectively in the second year.

Strategies

	<u>Year I Percent</u>	<u>Year II Percent</u>
Need support of community leaders	12.5	8.8
Proven cost-effective	27.1	23.5
Written into state budget	4.2	--
Written into municipal budget	4.2	--
Written into county budget	2.1	--
Seek Federal money	6.3	11.8
Seek block grant from state	2.1	--
Initiate bond issue	--	--
Build ties with like agency	10.4	2.9
Solicit private funds	8.3	14.7
Begin early	10.4	2.9
Sophisticated management	10.4	--
Staff active in fund raising	--	5.9
Don't know	2.1	8.8
Other	--	20.6
TOTAL	100.0	100.0

In general, key decision-makers were more optimistic about the project's chances for securing continuation funding during Year II than they were in Year I. Though few in both years thought the chances "Good," 17.6 percent in Year I and 15.4 percent in Year II, 76.5 percent felt they were "Poor to Very Poor" in Year I, and only 38.5 percent offered that prognosis in Year II.

Probability of Continued Funding

	<u>Year I</u> <u>Percent</u>	<u>Year II</u> <u>Percent</u>
Very Good	--	--
Good	17.6	15.4
50/50	5.9	46.2
Poor	29.4	23.1
Very Poor	<u>47.1</u>	<u>15.4</u>
TOTAL	100.0	100.0

E. Summary and Conclusions

1. Context Study

- a. Intake: Responsibility of Juvenile Probation Department
- b. Options at Intake: "Admonish" and close, informal probation, recommend filing of petition
- c. Prosecution: Specialized District Attorney Unit: Final responsibility for filing of petition.
- d. Defense: Specialized Public Defender Unit
- e. Organization of Judiciary: Head judge and referees. Permanent superior judge rotates through but no specific time period attached.
- f. Level of Adversarialness of Proceedings: High
- g. Level of Plea Bargaining: High
- h. Concurrence with Probation's Recommendations: Medium
- i. Disposition Options: Probation, county institution, "out of home" placement, weekend juvenile hall, intensive counseling program, state training programs. High use of restitution and community service.
- j. Policy on Alternative Programs: Highly supportive, high level of usage, many in area, no formal evaluation
- k. Public Attitudes: Mixed.

2. Juvenile Justice System

- a. Familiarity: Remained high, approximately 90 percent
- b. Use:
  - Same rate of referral, approximately 2/3 referred to New Pride, differences from Year I accounted for mainly by differences in nature of probation officer's caseloads.
  - Problems in making referrals decreased.
- c. Communication:
  - Program's record of communication with the court rated somewhat less favorably: Year I 66.7 percent rated "good," in Year II 56.8 percent.
  - Frequency of communication with New Pride program decreased.

d. Impressions:

- Increase in positive rating of quality of the program. Year I 48.1 percent rated it "Good" to "Very Good," year II 73.2 percent.
- New Pride concept factors less highly rated as strengths in Year II. Education component seen as major strength in Year II.
- Communication noted less as a program weakness: Year I 25 percent, Year II 7.4 percent.

e. Position on Institutionalization: Increased proportion in favor of institutionalization: Year I = 80 percent, Year II = 100 percent.f. Impact on Juvenile Justice System:

- Increased proportion felt New Pride had an impact on the operation of juvenile justice system: Year I = 48.3 percent, Year II = 53.9 percent.
- Mainly in areas of new alternative to incarceration, new condition of probation.

3. Youth Agency Systema. Familiarity: An increased proportion were familiar with New Pride: Year I = 54.6 percent, Year II = 63.6 percent.b. Communication:

- Approximately 1/2 rated New Pride's record of communication with other youth serving agencies as good.
- 3/4 of those who felt it was not good said it could be improved through increasing the frequency of contact.

c. Impressions:

- Proportion rating the program "Good" to "Very Good" doubled: Year I = 25 percent, Year II = 50 percent.
- Major strength during Year I clearly seen as the New Pride concept; "execution" variables more highly rated in Year II.
- Lack of community involvement offered as a major weakness in Year I was not seen as a weakness in Year II. Poor communication with other youth agencies was seen as the major weakness in Year II.

d. Institutionalization: 3/4 of the respondents in both years favored institutionalization.4. Key Decision-Makersa. Familiarity: Remained at approximately 2/3 in both years.b. Impressions:

- Increase in positive perceptions of the program. Year I, 36.4 percent rated it "Good" to "Very Good," Year II = 58.3 percent.
- During Year I program concept factors were seen as the major strength. Year II emphasized more heavily execution factors like the education component.
- In both years lack of community involvement and poor management seen as weaknesses.

c. Position on Institutionalization: a high proportion favored institutionalization in both years: Year I = 81.8 percent, Year II = 98.8 percent.d. Institutionalization Process:

- Year I showed a much wider variety of views as to necessary practices and best strategies to gain institutionalization. Year I responses more clearly focused around securing objective evaluation evidence of effectiveness, private and state funding, and gaining the support of community leaders.
- In neither year did respondents feel it was highly probable that the program would receive continued funding after the Federal grant period. Year I, 17.6 percent felt the chances "Good," Year II = 15.4 percent.

5. San Francisco Conclusions

There was a high, rather stable level of familiarity with the program in both years. It was most well known, of course, by the juvenile justice sample. Since San Francisco is a large city, compared to Providence or Kansas City, lower proportions were familiar with the program there than elsewhere. By Year II, however, approximately 2/3 of the youth agency directors and key decision-makers were familiar with New Pride. A large proportion of the probation staff use New Pride as a referral source (70%).

San Francisco's record of communication with the court and other youth serving agencies was not good in Year I, and dropped a bit further in Year II. Only one half of the youth serving agencies felt the program's record of communication was good. In the juvenile justice sample the "Good" rating went down from 66.7 percent in Year I to 56.8 percent in Year II.

The proportion of respondents giving a good rating to the overall quality of the program was high, however, and increased in all three samples between Year I to Year II.

All three samples viewed concept factors as significant strengths of the program in Year I. This was revised, however, in all three during Year II, when execution factors were perceived as the program's primary strengths.

All samples overwhelmingly favored institutionalization of New Pride. In the juvenile justice system and key decision-maker sample the proportion favoring institutionalization increased in Year II.

There was little optimism among key decision-makers as to the program's chances of receiving continued funding after the Federal grant period. In the first year there was some clarity that objective proof of effectiveness, private sector and state funding, and community support were the keys to institutionalization. In Year II no such clarity emerged.

During Year I San Francisco was the least well received program of the three studied. In the second year, it was seen as a better program, for respondents rated it more highly according to many of the criteria discussed above.

## CHAPTER 3

THE KANSAS CITY SITEA. The Context

In Kansas City, Kansas, there are two units responsible for intake at juvenile court. All abuse and neglect cases go to the Director of Abuse and Neglect. Complaints of delinquency go to the Director of Intake where, given the merits of the case measured against a set of departmentally developed objective criteria, the case is initially screened. Criteria include decisions around seriousness of offense, past contacts and dispositions, age, family situation, and the prosecutability of the case.

The intake options are basically three: close the case, refer to diversion, or recommend to the prosecuting attorney that a petition be filed. There is no informal probation. The prosecuting attorney makes the final decision on the matter of filing.

If a case goes to disposition, a social history is done by the probation department. The social history includes the youth's total situation, his family, and school status, and recommends a disposition option. Respondents agree that judges generally concur with probation recommendations. This may be due, in part, to the fact that juvenile judges rotate through the Kansas City juvenile court every two years and do not gain the perspective and insight in matters of juvenile treatment that they expect probation officers to have.

The prosecutor's role is the responsibility of a specialized juvenile unit in the district attorney's office. The office is staffed by three full-time juvenile court district attorneys and is located in the juvenile court building.

Defense counsel for indigent clients (the vast majority) is provided through court appointment from a rotating list of private attorneys. Considerable criticism of this type of system was voiced as respondents felt there was a great deal of variation between attorneys with regard to the quality of defense provided. A permanent specialized public defender unit, it was suggested, might provide superior legal counsel to accused juveniles.

Despite this, respondents noted that contested dispositions were highly adversarial in nature. Only recently has some plea-bargaining entered the system as the district attorney's role has become more prominent. Still, overall, the level of plea-bargaining remains low.

If a petition is found true, there are a number of disposition options. Restitution orders and formal probation, with or without orders, are used for first-time and non-serious offenders. In more serious cases judges commit youth to the custody of the state social service department to be placed in one of four state training schools, one for girls and three for boys, segregated on the basis of age.

For "out-of-home" placement, generally reserved for "disturbed" youth, the court places the boy or girl in the custody of the state social services department, which in turn finds a placement in a group home or a specialized institution.

The two main alternatives to incarceration programs in Kansas City are the New Pride project and the probation department's Intensive Supervision Project. The latter program involves case managers with a low 10-person caseload, alternative education, employment, and other service components. The project is not housed in any one place but is "brokered" for each client by the case manager. The program is targeted for "high risk" youth who otherwise would go to training schools. It has no rigid entrance criteria. The program grew out of, in fact, a dissatisfaction with the restrictions of New Pride entrance criteria. The Intensive Supervision Project, however, contracts with New Pride to provide case management and employment services.

Kansas is a "community corrections state" based on the California and Minnesota models. As a result of this and the historically positive relationship between the court and the community, the court is very supportive of alternatives programs. Court personnel have been involved in creating both presently existing alternatives programs. Further, respondents claim the two alternatives programs are used widely by the court. Increased alternatives usage is one of the reasons that commitments to state institutions by the Kansas City Court were down 50 percent in 1982 over the previous year, according to the Chief Administrator.

The Court does not, however, have a formal method for evaluating the effectiveness of the alternatives programs they use.

Regarding the public's attitude toward juvenile justice in the Kansas City community, it was noted that while the actual rate of juvenile crime is decreasing (mainly due to the shrinking juvenile population) the public is increasingly concerned with crime as a social problem. The new Kansas State Juvenile Code reflects the "get tough on criminals and delinquents"

approach which a great deal of the public believes is the best solution to the problem. One respondent noted, however, that the majority of people do not feel the problem is really as clear as the "get tough" solution implies, but are more comfortable with simplistic, all-explaining answers. The same respondent felt it was very important to educate the public through presenting to them the true complexity of the issue, involving abuse and neglect backgrounds as well as difficult personal and social situations.

As in San Francisco, the respondents felt the judges were not influenced to a great extent by the public "get tough" attitude. Alternatives are being used at a higher rate, in fact, and few waivers to adult court occur. Judges in Kansas City's Juvenile Court may be protected from public influence somewhat because presently theirs are appointed positions, and incumbents move through juvenile court on a two-year rotation.

## B. The Juvenile Justice Study

### 1. Knowledge of the New Pride Program

In Kansas City, a smaller community than the San Francisco site, all of the respondents in the juvenile justice sample were familiar with the program in Year I. This 100 percent figure held true, of course, during Year II. The method through which they became familiar with it, therefore, also remained stable. 41.2 percent of the responses indicated they were recipients of presentations on the part of New Pride personnel. 29.4 percent had heard of it through a presentation by the Chief Probation Officer and 11.8 percent through other court personnel.

### 2. Use of the Program

During Year I, 86.7 percent of the sample had recommended youth for participation in the New Pride program. This was virtually the same proportion, 85.7 percent, in Year II. Of those who did not refer to the program, 100 percent attributed it to the fact that their particular job responsibilities do not include recommending youth to alternative programs.

As in the San Francisco case, the largest proportion of the Kansas City sample estimated that they were referring youth to New Pride at about the same rate during Year II as they had during Year I; that is, 46.1 percent. 30.8 percent estimated they were referring at an increased rate and 23.1 percent estimated a decreased rate.

Of those who felt they were referring at an increased rate, 40 percent noted it was because they were either better acquainted with the program or because they thought it was more cooperative. Another 40 percent said it was because they were seeing more youth that fit the New Pride entrance criteria.

Of those who responded that they were referring at a decreased rate, 50 percent noted it was because the entry criteria were too rigid and limiting. The other 50 percent accounted for decreased referrals by the fact that the nature of their caseload had changed or because they saw fewer youth who fit the entrance criteria.

Of those who referred at about the same rate, half attributed it to the fact that the number of youth had remained stable. Another quarter attributed it to the fact that the proportion of New Pride eligible clients

they saw remained stable. The final quarter noted that it was because the services were not improved over last year.

Again, the same largest response category that obtained in San Francisco held true for Kansas City in the area of the kinds of youth referred to the New Pride program. 27.8 percent said they refer youth mainly on the basis of whether they meet the proper entrance criteria. 16.7 percent of the responses emphasized that referrals were made on youth whose cases were not serious enough to require incarceration in the state training school.

Over three-quarters, 76.9 percent, noted that the kinds of youth they referred to New Pride had remained stable between Years I and II. Of those who said the types of youth had changed (there were only three), two noted they were referring more serious offenders than during Year I and the other respondent noted a tendency to refer less serious cases in Year II.

Referral problems decreased between Years I and II. During Year I, 78.6 percent of the respondents noted they had had no referral problems. In Year II, 91.7 percent had the same response.

### 3. Communication with the Court

92.8 percent of the respondents in the Kansas City juvenile justice sample felt that the local New Pride program had developed a good record of communications with the court. That is a slight increase, given the small sample size, over the Year I data in which 85.7 percent of the respondents noted the program had a good communication record.

Year II also showed an increased frequency of contact with the New Pride program. During Year I, 50 percent of the respondents had contact

with the program once a week or more. In Year II that figure almost doubled, with 92.8 percent of the sample having contact with the program once a week or more.

### 4. Impressions of the Program

Year II ratings of the quality of the New Pride program were quite similar to those found in Year I. 92.9 percent rated it "Good" to "Very Good" in Year II as compared to 100 percent rating it in those categories during Year I.

The most often occurring (at 15.6 percent) response category regarding the program's major strength in Year I was that the program keeps youth in the community. Three other categories received the next largest response level. The New Pride comprehensive multi-service concept, the quality of the staff, and the education component each accounted for 12.5 percent of the responses. During Year II the quality of the staff and the education component were the largest response categories, each accounting for 13.7 percent of the responses. The quality of keeping youth in the community was not rated as a major strength during Year II. However, two qualities, close supervision and one-on-one attention, when combined for Year II data, show that respondents see that aspect of the program as a major strength in the second year.

Strengths of the Program

	Year I Percent	Year II Percent
Concept	12.5	3.9
Population in need	6.3	5.9
Staff	12.5	13.7
Efficiency of organization	6.3	2.0
Quality of services	--	--
Facility	--	2.0
Location	--	2.0
Services at one site	--	--
Effective	3.1	--
Caring attitude	3.1	2.0
Communication	--	3.9
Accountability	--	2.0
Keep in community	15.6	3.9
Close supervision	9.4	7.8
One-on-one	--	9.8
Whole family	--	2.0
Community involvement	3.1	3.9
Vocational/Employment	9.4	7.8
Education	12.5	13.7
Counseling	--	3.9
Alternative	3.1	5.9
Well funded	--	--
Don't know	3.1	2.0
Other	--	2.0
TOTAL	100.0	100.1

In Year I the two most often cited weaknesses of the New Pride program in Kansas City were the restrictive nature of the entrance criteria and poor supervision, both 17.6 percent. As would be expected from the strengths data above, poor supervision dropped out completely as a weakness in the Year II sample. Year II data, as with the data in San Francisco, is more spread across diverse categories. This is well

illustrated by the fact that the largest response group is "other." The next largest response category in Year II is "under-funding." 14.3 percent of the responses fell in this category.

Weaknesses of the Program

	Year I Percent	Year II Percent
None	--	9.5
Criteria limiting	17.6	--
Staff	--	4.8
Staff turnover	--	4.8
Poor services	--	--
Management	5.9	--
Serves few girls	--	--
Sometimes full	5.9	9.5
Poor communication with court	--	4.8
Not accountable	5.9	9.5
Communication with youth agency	--	--
Supervision	17.5	--
Follow-up	--	--
Act as advocate	--	--
Client beyond help	11.8	--
Community involvement	--	--
No alcohol/drug program	5.9	--
No ethnic sensitivity	5.9	--
Replication model	--	--
Parent agency	--	--
Staff from outside	--	--
Under-funded	--	14.3
Don't know	17.6	9.5
Too early	5.9	--
Other	--	33.3
TOTAL	99.9	100.0

5. Institutionalization

One hundred percent of the respondents in both Year I and Year II said they would like to see New Pride remain in the community as a permanent program after the cessation of Federal funding.

6. Impact on Juvenile Justice Systems

An increased percentage of respondents during Year II felt the New Pride program had an impact on the way the juvenile justice system operated in Kansas City. In Year I 55.6 percent felt that it had an impact through serving as a new alternative or a new option as a condition of probation. In a general sense 85 percent expressed that belief in Year II.

Impact on Juvenile Justice System

	<u>Year I Percent</u>	<u>Year II Percent</u>
Yes	5.6	50.0
Yes, as alternative	33.3	30.0
Yes, new probation condition	16.7	5.0
No	--	5.0
Don't know	5.6	5.0
Too early	38.9	--
Other	--	5.0
TOTAL	100.1	100.0

C. The Youth Agency Study

1. Knowledge of the Program

84.2 percent of the youth agency sample in Kansas City were familiar with the local program in the first year of the study. That rose slightly in Year II to 89.5 percent. The methods for becoming acquainted with the program remained almost unchanged. The largest number of responses indicated that they were informed personally by New Pride staff (36.4%). 22.7 percent of the responses indicated project literature. Being informed by other youth agency directors and through clients each accounted for 9.1 percent of the responses.

2. Communication with the Programs

85.7 percent of the youth agency sample felt that New Pride had developed a good record of communication with other youth programs. When asked how the communication process could be improved, 64.3 percent did not have any recommendations. Over one-quarter, however, suggested that the frequency and quality of communications need to be improved.

3. Impressions of the Program

Impressions of the program were quite positive in both years of the study. During Year I, 87.4 percent rated it "Good" to "Very Good" and 92.8 percent rated it in the same manner in Year II.

Strengths were widely diverse in both years. During Year I, the most often occurring responses to the question about program strengths were that it serves a population in need, 12.1 percent, and the education component, 12.1 percent. Serving a population in need remained a strength in Year II and increased in proportion of responses to 21.9 percent.

Strengths of the Program

	Year I Percent	Year II Percent
The concept	3.0	3.1
Population in need	12.1	21.9
Staff	9.1	9.4
Quality of services	3.0	--
The facility	--	3.1
Location	3.0	--
All services at one site	--	--
Effective	6.1	--
Caring attitude	9.1	6.2
Accountable	3.0	--
Keeps in community	9.1	3.1
Close supervision	3.0	3.1
One-on-one	3.0	6.2
Involves whole family	3.0	3.1
Community involvement	6.1	--
Vocational/Employment	6.1	9.4
Education	12.1	9.4
Alternative to Incarceration	3.0	9.4
Well funded	--	--
Don't know	6.1	6.2
Other	--	6.2
TOTAL	99.9	99.8

In both years the largest specific response to the issue of program weaknesses was "none." In Year I it was 19 percent; in Year II it was 21 percent.

Weaknesses of the Program

	Year I Percent	Year II Percent
None	19.0	21.0
Criteria limiting	4.8	--
Poor staff	4.8	--
Staff turnover	--	5.3
Poor services	--	--
Poor management	9.5	15.8
Serves few girls	--	--
Poor communication with court	--	--
Not accountable	--	--
Communication with youth agencies	19.0	5.3
Supervision	9.5	--
Too little follow-up with clients	--	5.3
Client beyond help	--	--
Community involvement	14.3	5.3
No alcohol/drug program	4.8	--
No ethnic sensitivity	--	--
Replication model	4.8	--
Parent agency	--	--
Staff from outside	--	--
Under-funded	--	5.3
Don't know	9.5	5.3
Too early to tell	--	--
Other	--	31.6
TOTAL	100.0	100.2

4. Position on Institutionalization

In both years 100 percent of the youth agency sample was in favor of institutionalization of the New Pride Project in Kansas City.

D. Key Decision-Maker Study

1. Knowledge of the Program

Of the twelve key decision-makers interviewed in Kansas City, eight, or two-thirds, were familiar with the program. In Year II one more key decision-maker had become familiar with the program. The methods through which they were informed of the program were mainly through the efforts of the parent agency and governmental units. 21.1 percent were informed through the County Criminal Justice Planning Commission and 15.8 percent through the State Juvenile Corrections Department. The biggest single category, however, was the parent agency (Kansas Youth Trust), 26.3 percent.

2. Impressions of the Program

As with the juvenile justice sample and the youth agency sample, the key decision-makers' view of the quality of the New Pride program was that it improved between Year I and Year II. 50 percent of the sample thought it "Good" to "Very Good" in Year I; 87.5 percent so rated it in Year II.

Concept, staff, quality of services, and keeping the youth in the community were the most often selected strengths in Year I. Year II's most often occurring responses were different. They were serving a population in need, the vocational/employment component of the program, and the counseling component.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
Concept	12.0	4.3
Population in need	8.0	13.1
Staff	12.0	4.3
Efficiency of organization	--	4.3
Quality of services	12.0	8.7
Location	4.0	--
Services at one site	4.0	--
Caring attitude	--	--
Communication	4.0	--
Accountability	4.0	--
Keeps in community	12.0	8.7
Close supervision	--	--
One-on-one	8.0	4.3
Whole family	--	8.7
Community involvement	--	4.3
Vocational/Employment	4.0	13.1
Education	--	4.3
Counseling	--	13.1
Alternative to incarceration	8.0	4.3
Don't know	4.0	--
Good reputation	4.0	--
Other	--	4.3
TOTAL	100.0	100.0

Regarding weakness, one frequent response in both years was that the program has no significant weaknesses. In Year I the management and lack of community involvement were seen as weaknesses, while in Year II communication with other youth agencies and under-funding were the weaknesses most often noted.

Weaknesses of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
None	14.3	13.3
Criteria limiting	7.1	6.7
Staff	--	--
Staff turnover	--	--
Management	14.3	6.7
Poor communication with court	--	--
Communication with youth agency	7.1	20.0
Follow-up	7.1	--
Client beyond help	--	--
Community involvement	14.3	--
Replication model	7.1	--
Parent agency	7.1	--
Under-funded	7.1	20.0
Don't know	14.3	6.7
Under-staffed	--	6.7
Other	--	20.0
TOTAL	99.8	100.1

3. Position on Institutionalization

The key decision-makers were unanimous in Year II in favor of institutionalization of the New Pride Project. 83.3 percent were so inclined in Year I.

4. Process of Institutionalization

Private sector funding was seen in both years as a key factor in the process of gaining funding after the end of the Federal grant period. In Year I, state funding and evidence of effectiveness were seen as key elements in the process. In Year II the need to have the support of the community was also offered as an important element in the process.

Process that Needs to Occur to Secure Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Support of community leaders	6.0	14.3
Proven effective/cost-effective	12.1	--
State legislature support	12.1	7.1
Governor support	9.1	--
State crime agencies	9.1	--
Written into state budget	9.1	--
Municipal government support	--	7.1
Written into municipal office budget	--	--
Need support of county government	--	10.7
Written into county budget	6.0	3.6
Private sector	15.2	14.3
Federal money	3.0	7.1
Active board of directors	6.0	3.6
Solicit funds actively	--	10.7
Have to replace other public agency	3.0	--
Have to change management	--	3.6
Don't know	9.1	10.7
Other	--	7.1
TOTAL	99.8	99.9

As a strategic question, seeking private funds was offered in both years as an important approach. The rest of the responses were very diverse in Year II, while in Year I they focused around gaining community support and seeking Federal and state money.

Strategy to Secure Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Need support of community leaders	19.0	7.4
Proven cost-effective	4.8	--
Written into state budget	9.5	11.1
Written into municipal budget	--	3.7
Written into county budget	4.8	3.7
Seek Federal money	14.3	7.4
Seek block grant from state	14.3	--
Initiate bond issue	--	--
Build ties with like agency	4.8	11.1
Solicit private fund	14.3	14.8
Begin early	--	3.7
Sophisticated management	--	3.7
Staff active in fund raising	--	3.7
Don't know	14.3	7.4
Other	--	22.2
TOTAL	100.1	99.9

In Year I, 44.4 percent of the key decision-makers who offered an estimate felt the chances of continued funding after the grant period were "Good" to "Very Good." 36.4 percent were in that category in Year II.

Estimated Probability of Securing Alternative Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Very good	11.1	18.2
Good	33.3	18.2
50/50	33.3	54.5
Poor	11.1	9.1
Very poor	11.1	--
TOTAL	99.9	100.0

E. Summary and Conclusions1. Context Study

- a. Intake: Director of Intake screens cases using objective criteria.
- b. Options at Intake: Close, recommend to diversion, recommend filing a petition, court operated diversion.
- c. Organization of Prosecution: Specialized District Attorney unit. Responsibility for filing petitions.
- d. Organization of Defense: Court appointed from rotating list.
- e. Organization of Judiciary: Judges rotate through every 2 years.
- f. Level of Adversarialness: High
- g. Amount of Plea Bargaining: Low
- h. Concurrence with Probation Officer Recommendations: High
- i. Disposition Options: Restitution order, formal probation, commit to custody of state social service department for training school institutionalization, commit to custody of state social service agency for "out of home placement," Intensive Supervision Project.
- j. Policy on Use of Alternatives: Very supportive, high level of usage, only two such programs in area, no formal evaluation of the programs.
- k. Public Attitude: Seen as harsh.

2. Juvenile Justice System

- a. Familiarity: Same as Year I, 100 percent familiarity.
- b. Use:
  - Same rate of referral, approximately 86 percent.
  - Problems in making referrals decreased in Year II.
- c. Communication:
  - Rating of program's record of communication remained stable and high. Year I 85.7 percent rated it "good," Year II 92.8 percent.
  - Large increase in frequency of contact.

- d. Impressions: Highly positive rating of program quality in both years; Year I, 100 percent rated "Good" to "Very Good," Year II, 92.9 percent.
- e. Institutionalization: 100 percent in both years in favor of institutionalization.
- f. Impact on Juvenile Justice System: Increased proportion felt New Pride had an impact on operation of Juvenile Justice system: Year I = 55.6 percent, Year II = 85 percent.

3. Youth Agency System

- a. Familiarity: Slight increase in proportion, familiar with New Pride: Year I = 84.2 and Year II = 89.9.
- b. Communication: 85.7 percent felt program had developed a good record of communication. (No Year I data)
- c. Impressions:
  - Positive in both years, slight increase. Year I = 87.4 rating it "good" to "Very Good," Year II - 92.8 percent.
  - Strengths were seen as diverse in both years, with the program serving a population in need remaining a strength in both years.
- d. Institutionalization: 100 percent for institutionalization in both years.

4. Key Decision-Makers

- a. Familiarity: Approximately 2/3 in both years were familiar with New Pride.
- b. Impressions:
  - Views on quality of New Pride improved. Year I, 50 percent rated it "Good" to "Very Good," and Year II = 87.5 percent.
  - Strengths emphasized concept in Year II and execution in Year II.
  - Weaknesses that were emphasized in Year I were management and community involvement. In Year II they were communication and under-funding.
- c. Position on Institutionalization: Year I = 83.3 percent, Year II = 100 percent in favoring institutionalization.
- d. Process of Institutionalization:
  - Private sector funding was emphasized in both years.
  - In neither year were the chances of securing funding seen as good, less in Year II. Year I = 44.4 percent, rated chances "Good" to "Very Good," in Year II = 36.4 percent.

5. Kansas City Conclusions

100 percent of the juvenile justice sample in both years were familiar with New Pride. Approximately 2/3 of the key decision-maker sample in both years were familiar with it. In the youth agency system sample the proportion familiar with the program increased from 84.2 percent to 89.5 percent.

Probation officers referred at a stable and high rate over the two year period with referral problems decreasing in Year II.

A high proportion of both juvenile justice system and youth agency system respondents saw the program as having a good record of communication and improving in Year II.

The program was rated highly by all three groups in the first year and rated even more highly by all three groups in the second year.

100 percent of all three samples in both years were in favor of institutionalization.

The private sector was seen as the key element in funding processes and strategies. Unfortunately, less than 1/2 in the first year and fewer than 40 percent the second year felt the chances were good for finding new funding.

Overall, Kansas City is the most well received, most consistent, and most improving site over time of the three sample sites.

## CHAPTER 4

THE PROVIDENCE SITEA. The Context

In Providence, the court may be said to approximate the traditional juvenile court described in the literature. It is the juvenile justice system, and maintains control from intake through disposition. It is characterized by low task specification, centralized authority, and little prosecutorial function. Intake has high discretion to informally adjust cases, and can (a) close, (b) divert, or (c) recommend the filing of a petition.

Probation receives the case, if the intake unit chooses to file. The probation department is itself part of the State Department of Children and Their Families. This social service agency is also responsible for the juvenile correctional facilities.

The Providence Court serves the entire state of Rhode Island. Cases are assigned to probation officers on a geographic basis. Social histories are prepared and submitted after the facts of the case have been determined. They are standardized in format with sections of family, school, character, offense, and juvenile justice history. The reports generally contain a recommendation by the probation officer as to a proper disposition. The respondents note that this recommendation is generally followed by the judge.

The prosecutor's role is the responsibility of city solicitors from the geographic area in which the offense was committed. There is

considerable criticism of this system. Critics argue that city solicitors are not experienced in Juvenile Prosecution and are not effective. Also, the prosecutor plays no significant role in the decision to file a petition of delinquency.

Defense counsel is provided by a specialized juvenile unit of the Public Defender's Office. Unlike the prosecutorial system, respondents view the Public Defender's Office as excellent.

Like the other two sites, contested dispositions are extremely adversarial in nature. Like San Francisco and unlike Kansas City, a large amount of plea-bargaining occurs in the Providence Juvenile Court.

Disposition options include directed orders without formal probation, formal probation with or without orders, state training school, or "out-of-home" placement. Alternatives programs are few in the Providence area. Respondents estimated that there were less than three or four alternatives programs other than New Pride in the state.

Respondents also felt that the court assumed a supportive stance toward alternatives programs such as New Pride. They noted, however, that in terms of actual numbers, the court refers youths to alternatives programs in only limited proportions.

There is no formal evaluation system of alternatives programs by the courts. However, the Office of Child Advocate under the governor's authority acts as an advocate to maintain and improve children's institutions in Rhode Island.

Respondents agree that public attitudes in the community are clearly "get tough on crime" oriented. This has resulted in a number of punitive juvenile justice bills becoming law in Rhode Island. They report, however,

that the court is not "caving in" to this pressure. Judges act independently and are not seen to have changed their disposition policies as a result of public opinion. The juvenile court does, however, have active restitution and community service programs which are well received by the public.

The juvenile court in Providence is unique in a number of ways. Besides having state-wide jurisdiction, it is one of the few true family courts in the country, providing resolution for domestic and juvenile matters. Also, it has doubled the amount of judgeships in the past ten years. In that time, five new positions have been added. Finally, the records system is 100 percent computerized, is very efficient, and provides excellent ground for quantitative research.

#### B. The Juvenile Justice Study

##### 1. Knowledge of the Program

There was no room for improvement between Year I and Year II regarding the juvenile justice samples familiarity with the New Pride Program. In both years, 100 percent were familiar with it.

##### 2. Use of the Program

There was a slight increase in the proportion of respondents (91 percent) who recommended youth for the New Pride program in Year II over the proportion (85.7 percent) in Year I. Almost three-quarters, 72.7 percent, felt they were referring at a stable rate over time.

There were two respondents who noted they were referring at an increased rate. The single respondent whose referral rate decreased said it was because the entrance criteria were too rigid.

When asked what type of youth they refer, 58.3 percent responded "youth that fit the criteria." 25.2 percent said "not serious hard-core type offenders." None felt they were referring different types of youth now than they were previously.

Regarding referral problems, nine out of eleven respondents said they had none in Year I. Nine out of ten said they had none in Year II. The one respondent that had a problem in Year II said it was due to the restrictiveness of the entrance criteria.

#### 3. Communication with the Court

During Year II there was a decrease in the proportion of respondents who felt the New Pride program in Providence had developed a good record of communication with the courts. In Year I, 91.7 percent of the sample felt it had, while in Year II, 58.3 percent felt communication was good. Similarly, during Year II, the frequency of contact with Project New Pride staff decreased. In Year I, 54.6 percent of the respondents noted they communicated with New Pride staff "every day" or "more than once a week."

In Year II, these categories constituted only 20 percent of the responses. However, if one combines the three categories of "once a week," "more than once a week," and "every day" the difference is less, with 63.7 percent in those categories in Year I and 50 percent in Year II.

<u>Frequency of Contact</u>		
	<u>Year I Percent</u>	<u>Year II Percent</u>
Every day	36.4	10.0
More than once a week	18.2	10.0
Once a week	9.1	30.0
Every 2 weeks	9.1	10.0
Once a month	9.1	20.0
Every 3 months	9.1	--
Don't know	9.1	--
Other	--	20.0
TOTAL	100.1	100.0

4. Impressions of the Program

During Year I, 80 percent of the respondents felt the Providence New Pride was a "Good" to "Very Good" program. In Year II, 66.9 percent of the respondents rated it in those two categories. Also, in Year I, 20 percent rated it "Partly Good/Partly Poor" to "Poor." In Year II, 33.3 percent rated it in those categories.

Regarding program strengths, the juvenile justice sample in Providence during Year I responded most often that New Pride was an effective program. The second most frequent response category was the high quality of staff, and the third was the New Pride multi-service comprehensive concept.

In Year II one aspect of the program's concept was rated most highly; that is, the fact that New Pride serves a population in need. Also rated highly in Year II as a program strength was the quality of New Pride staff.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
Concept	11.1	8.7
Population in need	7.4	15.2
Staff	14.8	13.0
Efficiency of organization	3.7	--
Quality of services	7.4	4.4
Facility	--	--
Location	3.7	--
Services at one site	--	6.5
Effective	18.5	6.5
Caring attitude	7.4	8.7
Communication	--	2.2
Accountability	--	--
Keep in community	--	4.4
Close supervision	--	--
One-on-one	7.4	--
Whole family	--	--
Community involvement	3.7	--
Vocational/Employment	3.7	8.7
Education	--	2.2
Counseling	--	2.2
Alternative	3.7	13.0
Well funded	--	--
Don't know	7.4	--
Other	--	4.4
TOTAL	99.9	100.1

In the Year I sample, 40 percent of the responses regarding the program's major weaknesses had to do with the restrictive nature of the entrance criteria. The limiting nature of the entrance criteria was

still the most often cited response in Year II. It did fall, however, to 19.3 percent of the responses.

Weaknesses of the Program

	Year I Percent	Year II Percent
None	6.7	6.5
Criteria limiting	40.0	19.3
Staff	--	6.5
Staff turnover	6.7	6.5
Poor services	--	--
Management	--	3.2
Servies few girls	--	6.5
Sometimes full	--	3.2
Poor communication with court	13.3	6.5
Not accountable	6.7	3.2
Communication with youth agency	--	6.5
Supervision	6.7	9.7
Follow-up	13.3	9.7
Act as advocate	--	--
Client beyond help	--	--
Community involvement	--	--
No alcohol/drug program	--	--
No ethnic sensitivity	--	--
Replication model	--	--
Parent agency	--	--
Staff from outside	--	--
Under-funded	--	3.2
Don't know	6.7	--
Too early	--	--
Other	--	9.7
TOTAL	100.1	100.2

5. Position on Institutionalization

92.3 percent of the sample were in favor of retaining New Pride after the termination of Federal funding in the Year I survey. 83.3 percent of the sample were so inclined in Year II.

6. Impact on the Juvenile Justice System

There was little change in the general thrust of responses between the first and second years of the study. 30.8 percent of the sample thought New Pride had an impact on the way the juvenile justice system operates in Providence, in that it provides an alternative. In Year II, 16.7 percent responded generally that it did not impact the juvenile justice system and another 8.3 percent specified that its impact was as an alternative. 69.2 percent felt it did not have an impact in Year I. In Year II 58.3 percent felt it did not have an impact and there were a few more responses in the "Don't Know" category in the second year.

C. Youth Agency Study

1. Knowledge of the Program

In Year I, 60 percent of the youth agency sample was familiar with the New Pride program. This figure increased by 10 percent in Year II. The main methods through which respondents became familiar with the program were through project literature and group and individual presentations by New Pride staff.

2. Communication

85.7 percent of the sample, when asked during the Year II survey, noted that the New Pride program had developed a good record of communication with other youth agencies. When asked how it could be improved only two responses were offered. One response was that the frequency of communication could be increased, and the second was that an attempt to develop a better known public image would be useful.

3. Impressions of the Program

100 percent of the youth agency sample rated the overall quality of the Providence New Pride Project "Good" to "Very Good" in Year I. 66.6 percent rated it in those two categories in Year II. 33.3 percent of the sample in Year II rated it "Partly Good/Partly Poor" to "Poor" while no respondents had so rated it in Year I.

As with other sites and other populations discussed in this study, there was more diversity in Year II than in Year I regarding opinions about strengths and weaknesses of the program. In this case, the largest single category in Year I and II was the New Pride service concept. However, 30.7 percent of the responses were in this category in Year I and 17.2 percent in Year II. The two largest combined strength categories in Year I and II were also the same. New Pride concept and its serving a population in need combined to account for 46.1 percent of the response in Year I and 27.5 percent of the responses in Year II.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
The concept	30.7	17.2
Population in need	15.4	10.3
Staff	15.4	--
Efficiency/professionalism	--	--
Services	--	3.5
The facility	--	--
Location	--	--
One site	7.7	3.5
Effective	--	--
Caring attitude	7.7	10.3
Communication re: client	--	3.5
Accountable	--	--
Keeps in community	--	3.5
Close supervision	--	--
One-on-one contact	--	--
Involves whole family	--	--
Community involvement	7.7	--
Vocational/Employment	--	6.9
Education	--	3.5
Counseling	--	3.5
Alternative to incarceration	--	20.7
Well funded	--	--
Don't know	15.4	6.9
Other	--	6.9
TOTAL	100.0	100.2

Unlike the similarity in strengths between Years I and II, the respondents' views on weaknesses changed considerably. The entry criteria being too limited and the quality of the staff were the responses offered most often in Year I. Neither was offered in Year II. The most often occurring response in Year II was either "Don't know," or "Other."

Weaknesses of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
None	5.3	14.3
Criteria limiting	21.0	--
Poor staff	21.0	--
Staff turnover	--	--
Poor services	5.3	--
Poor management	5.3	7.1
Serves few girls	5.3	--
Sometimes full	--	--
Poor communication with court	5.3	--
Not accountable	5.3	--
Communication with youth agencies	--	--
Supervision	--	7.1
Too little follow-up	--	--
Too much advocacy	--	--
Client beyond help	--	--
Community involvement	--	--
No alcohol/drug program	--	--
No ethnic sensitivity	--	--
Replication model	--	--
Parent agency	--	--
Staff from outside	--	--
Under-funded	10.5	--
Don't know	5.3	35.7
Too early to tell	10.5	--
Other	--	35.7
TOTAL	100.1	99.9

4. Position on Institutionalization

100 percent of the youth agency sample was in favor of institutionalization of the project in the Providence community after the cessation of Federal funding. This figure dropped slightly to 91.7 percent in Year II.

Percentage Favoring Alternatives to Incarceration Generally

	<u>%</u>
Yes	9.5
Not for serious offenders	--
Need to protect community	--
Some agencies not capable	4.8
Must be held accountable	42.9
Must be cost-effective	--
Must be well-funded	9.5
Community needs to be educated	--
Needs religious focus	--
No	33.3
TOTAL	100.0

D. Key Decision-Maker Study

1. Familiarity with the Program

More key decision-makers were familiar with New Pride in Providence in the second year of the study than in the first year. 75 percent were familiar with it in Year II and 58.3 percent in Year I.

2. Impressions of the Program

During both years all of the key decision-makers who responded rated the program "Good" to "Very Good." During Year I the central tendency was

Weaknesses in Year I were most often seen as the quality of staff and the program not being funded at a significant enough level to carry out its required mandate. In Year II the most often offered weakness was staff turnover.

Weaknesses of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
None	--	14.3
Criteria limiting	--	--
Staff	22.2	--
Staff turnover	11.1	28.6
Management	--	--
Poor communication with court	--	--
Communication with youth agency	11.1	--
Follow-up	--	--
Client beyond help	--	--
Community involvement	--	--
Replication model	--	--
Parent agency	--	--
Under-funded	22.2	14.3
Don't know	22.2	28.6
Too early to tell	--	14.3
Under-staffed	11.1	--
TOTAL	99.9	100.1

3. Position on Institutionalization

100 percent of the key decision-maker sample in both years was in favor of institutionalizing the New Pride program in the Providence area after the cessation of Federal funding.

not clear and the most frequent response was "Don't Know." The next most common responses were the program's concept, the efficiency of the organization, the quality of services, and the vocational/employment component. During Year II, responses in the "Don't Know" category decreased to 5 percent, and the most often occurring categories of program strength were the New Pride program concept and its serving a population in need.

Strengths of the Program

	<u>Year I Percent</u>	<u>Year II Percent</u>
Concept	14.3	25.0
Population in need	--	15.0
Staff	--	10.0
Efficiency of organization	14.3	10.0
Quality of services	14.3	10.0
Location	--	--
Services at one site	--	--
Effectiveness	--	5.0
Caring attitude	--	--
Communication	--	5.0
Accountability	--	--
Keeps in community	--	--
Close supervision	--	--
One-on-one	--	--
Whole family	--	--
Vocational/Employment	14.3	--
Education	7.1	--
Counseling	7.1	--
Alternative to incarceration	--	10.0
Don't know	21.4	5.0
Good reputation	7.1	5.0
TOTAL	99.9	100.0

4. Process of Institutionalization

In Year I the largest response category (40 percent) to the question, "What process would have to occur to secure funding to support a program such as New Pride?" was legislative support at the state level. That category received only 5.5 percent of the responses in Year II. The focus shifted from the state to the private sector in Year II with the single largest response category, 27.8 percent specifying a needed search for private sector funding.

As far as the necessary strategy to secure monies for institutionalization, the largest response category in Year II, 41.2 percent, was "Don't know." In Year I there had been more clarity, with 33.3 percent indicating a need for proven effectiveness, and 22.2 percent a need to enlist community support.

Key decision-makers were more pessimistic in Year II concerning the probability of securing new funding. In Year I, 18 percent thought chances for funding were "Good" to "Very Good;" none rated it so in Year II. In Year I the majority thought the probability was "50/50," with 27.3 percent seeing it as "Poor." In Year II, 25 percent rated the chances "50/50" and 75 percent felt it was "Poor" to "Very Poor."

Estimated Probability of Securing Alternative Funding

	<u>Year I Percent</u>	<u>Year II Percent</u>
Very good	9.1	--
Good	9.1	--
50/50	54.5	25.0
Poor	27.3	66.7
Very poor	--	8.3
TOTAL	100.0	100.0

E. Summary and Conclusions

1. Context Study:

- a. Intake: Responsibility of the court. High discretion.
- b. Options at Intake: close; recommend to diversion (court operated diversion) recommend filing a petition.
- c. Organization of prosecution: City solicitors, no responsibility in filing decision.
- d. Organization of Defense: Specialized juvenile unit.
- e. Organization of Judiciary: Superior court judges rotate through for unspecified periods.
- f. Level of Adversarialness: High
- g. Level of Plea Bargaining: High
- h. Concurrence with Probation Officer Recommendation: High
- i. Disposition Options: referral to program, formal probation, state training school, out of home placement. Wide usage of restitution and community service.
- j. Policy on Use of Alternatives: Moderately supportive, moderate level of usage, no formal evaluation of programs.
- k. Public Attitude: Seen as harsh.

2. Juvenile Justice System:

- a. Familiarity: Same in both years, 100 percent
- b. Use:
  - Slight increase on proportion who referred to New Pride: Year I = 85.7 percent, Year II - 91 percent
  - Same low proportion of problems in making referrals, slightly less in Year II.
- c. Communication:
  - Proportion who rated program's record of communication as good dropped. Year I, 91.7 percent felt record was "Good," and Year II, 58.3 percent.
  - Frequency of contact decreased.

- d. Impressions: Proportion who rated program "Good" to "Very Good" decreased. Year I = 80 percent, Year II = 66.9 percent.
- e. Institutionalization: Slight drop in proportion favoring institutionalization: Year I = 92.3 percent, Year II = 83.3 percent.
- f. Impact on Juvenile Justice System: Similar low proportion felt New Pride had an impact on Juvenile Justice System: Year I = 30.8 percent, Year II = 25.0 percent.
3. Youth Agency System
- a. Familiarity: Slight increase in familiarity: Year I = 60 percent, Year II = 70 percent.
- b. Communications: 85 percent of the Year II sample felt the program had developed a good record of communication with other youth agencies (No Year I data).
- c. Impressions:
- Proportion rating "Good" to "Very Good" decreased by 1/3: Year I = 100 percent, Year II = 66.6 percent.
  - New Pride service concept seen as a major strength in both years.
  - Limiting entry criteria and staff were seen as weaknesses in Year I; less so in Year II.
- d. Institutionalization: Institutionalization was favored by a large proportion in both years, dropping slightly in Year II: Year I = 100, Year II = 91.7 percent.
4. Key Decision-Maker
- a. Familiarity: More were familiar in Year II. Year I = 58.5 percent, Year II = 75 percent.
- b. Impressions:
- 100 percent in both years rated program quality as "Good" to "Very Good."
  - Program concept variables dominated more in Year II than Year I in regard to strength.
  - Staffing issues were seen as a weakness in both years.
- c. Position on Institutionalization: 100 percent in both years in favor of institutionalization.

d. Process of Institutionalization:

- Focus of responses as to where energy for funding should be placed moved from state in Year I to private sector in Year II.
- Pessimism regarding future funding increasing in Year II.

5. Providence Conclusions

100 percent of the juvenile justice system sample, 3/4 of the key decision-maker sample, and 3/5 of the youth agency system sample, were familiar with New Pride. The proportions increased in Year II among both the youth agency system and key decision-maker populations.

A high proportion of probation officers referred youth to New Pride and the percentage increased slightly in Year II. There were few cases of problems in making referrals and they lessened in Year II.

The proportion of juvenile justice system respondents who felt the program had developed a good record of communication with the court dropped from 91.7 percent in Year I to 58.3 percent in Year II. However, 85 percent of the youth agency system sample rated the record "Good" in Year II.

The proportion of respondents in both the juvenile justice and youth agency system samples who rated the program quality highly dropped in Year II. Among the juvenile justice system sample, it dropped from 80 percent to 66.9 percent and among the youth agency sample, from 100 percent to 66.6 percent. 100 percent of the key decision-maker sample rated the program highly in both years.

Although institutionalization was favored by all samples in both years, the proportions favoring it in the juvenile justice system and youth agency samples dropped during Year II. Again, 100 percent of the key decision-makers favored it in both years.

The emphasis on the key elements in gaining future funding moved from state monies in Year I to the private sector in Year II.

Though Providence was a highly regarded site by respondents in the first year of the study, it has fallen in many areas in Year II. Still, overall, it, like the other sites, has a positive image in the systems surrounding the program.

SUMMARY AND CONCLUSIONS: CROSS-SITE ANALYSIS

1. The Context

In Kansas City and Providence, respondents reported the public maintains a rather harsh "get tough on crime" attitude, that indicates a punishment orientation toward juvenile justice. In San Francisco this attitude was less apparent. At no site, however, did respondents feel that dispositional decisions by judges and referees were significantly influenced by this harsh public view.

There is a wide range of dispositional options at all three sites, but many more community programs available for youth placement in San Francisco. Restitution and community service alternatives are increasingly used. The San Francisco and Kansas City courts have been highly supportive of community-based alternative programs and use them widely. Providence has been supportive, but somewhat less so, and uses them with somewhat lower frequency. There are also far fewer of them available there. None of the three juvenile courts has a formal evaluation system for the programs to which it refers youth.

In the cities where there is specialized juvenile prosecution or defense unit, they were praised for high quality of work. In Kansas City where private attorneys provide defense counsel and in Providence where city solicitors prosecute, these non-specialized systems were criticized. In San Francisco and Providence, defense counsel for indigent youth is provided by a specialized juvenile unit of the Public Defender located in the court building. In Kansas City, gratis defense is provided by appointment from a rotating list of private attorneys.

**CONTINUED**

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The level of adversarialness, however, on contested cases at all three sites was reported to be high. The amount of plea-bargaining was high in both San Francisco and Providence, but low in Kansas City.

In Kansas City and Providence judges rotate through juvenile court responsibilities. San Francisco's bench is made up predominately of referees sitting on a semi-permanent basis. Judges reportedly concur at a high rate with the dispositional recommendations of probation officers at the Kansas City and Providence sites, but concur less frequently in San Francisco.

## 2. Juvenile Justice Study

Familiarity with the program was found to be very high at all sites. In Kansas City and Providence, smaller jurisdictions, 100 percent were familiar with New Pride, while in San Francisco approximately 90 percent were familiar with the program. All juvenile judges, referees, and probation officers were surveyed.

The proportion of officers who referred youth to New Pride was high and remained stable at all sites. In general, agents experienced few problems making referrals during the first year. There were even fewer problems in the second year as they became more comfortable and familiar with the entrance criteria.

At San Francisco and Providence, respondents perceived that programs communicated less frequently in Year II. Communication was the most important aspect of the response of the surrounding systems to the program, and one of their major concerns.

Overall impressions of the program were positive. In Providence, however, they became a little less favorable in Year II. Conversely, in

San Francisco, impressions became more favorable over time. There, however, they had been much less favorable in the first year of inquiry than they had been elsewhere.

A high proportion of the juvenile justice officials at all sites favored institutionalization. New Pride's reputation increased in San Francisco and decreased slightly in Providence. In San Francisco and Kansas City, respondents felt the program had greater impact on the juvenile justice system in Year II. At Providence it was seen as having little impact in Year I, and even less in Year II.

## 3. Youth Agency Study

The proportion of youth agency system respondents familiar with New Pride increased in Year II at all sites. The proportion was considerably higher in Kansas City than in Providence or San Francisco.

Eighty-five percent of the respondents at Kansas City and Providence rated the programs' record of communication as good. One-half rated it so at San Francisco.

The proportion rating the quality of the program as high increased slightly at Kansas City, doubled in San Francisco and went down in Providence.

Very high proportions of respondents at all sites favored institutionalism. At Kansas City, 100 percent in both years favored institutionalization of New Pride; at San Francisco approximately three-quarters in both years favored it; at Providence 100 percent in Year I and 91.7 percent in Year II favored it.

#### 4. Key Decision-Maker Study

Familiarity remained stable at the San Francisco and Kansas City sites at a level of approximately two-thirds of the samples. In Providence it increased from 58.3 percent in Year I to 75 percent in Year II.

In Providence, the quality of the program was rated high by 100 percent of respondents in both years. The Year II rating improved at San Francisco and Kansas City.

Similarly, at Providence 100 percent in both years favored institutionalization. The proportion favoring institutionalization increased in Kansas City from 83.3 percent to 100 percent and in San Francisco from 81.8 percent to 90 percent.

Regarding funding, nowhere was there optimism in Year I and even less in Year II. Further, there was less clarity as to the best direction to follow to secure funding in Year II. Private sector funding, however, was an element pointed to as key in both years across sites.

#### 5. Conclusions

A number of conclusions can be drawn from the information gained in the Context Study. First, it is clear in Providence and Kansas City where prosecution is not handled by full-time specialized juvenile units that the quality of both prosecution and defense is inferior to that provided by juvenile specialists. Where there were specialized units, informants rated their quality highly; where there were not specialists, the quality of their work in juvenile court was seen as inferior.

The "get tough on crime" sentiment of the public nation-wide holds true in all three communities studied, but less so in San Francisco.

However, at all sites informants respond that judges were not much influenced in their decision-making by this. They were "jealous of their independence" one respondent noted, and continued to make decisions using a more complex set of criteria than the public was familiar with.

This independence is aided by the fact that at all sites the judges rotate through the juvenile court (except the referees in San Francisco). Thus, they are somewhat more insulated from public opinion than if they remained in that setting. The main concession to the public view appears to be an increased use of restitution and community service programs. Respondents claim that incarceration is no more likely as a disposition on any given case than it was in the past, when public attitudes were seen as less severe.

Similarly, community-based alternatives are not less widely used. In fact, the courts are quite supportive of those programs. One judge commented "with all the problems we have and the limited resources, how can we be against having another dispositional option?"

Though the courts are supportive of community-based alternatives, San Francisco is the only site with a large number of such programs. And no site has more than one other program handling youth of the type admitted by New Pride; that is, serious and chronic youthful offenders.

In general, judges were seen as concurring to a high degree with the dispositional recommendations made by the probation department. This emphasizes the key role that the probation officer plays in the juvenile justice system. And, it underscores the need for programs like New Pride to maintain good communication with the probation department. As was seen in the juvenile justice study, communication is a key variable in shaping

the surrounding system's views of the New Pride program. And, quite simply, the most offered suggestion for improving communication was to increase the frequency of contact. It is clear that New Pride programs should place a good deal of emphasis on communication with the probation department by maintaining frequent contact.

Communication is a key variable with youth agencies as well. If the program is desirous of being well respected by other youth agencies it must employ a strategy similar to that suggested above: constant, ongoing communication with other youth agencies.

Other patterns have emerged from the study. In Year I respondents rated both the programs' strengths and weaknesses around "concept" variables as opposed to "execution" variables. Concept variables relate to qualities inherent in the New Pride program model, while execution variables are attributable to the way the program is implemented. In the first year, the strengths of the program were generally seen as the New Pride multi-service comprehensive approach to services and addressing a population in need of services. The main weakness was seen as the restrictiveness of New Pride entrance criteria.

In Year II there was a shift of emphasis in both strength and weaknesses to execution variables. In the second year strengths tended to emphasize the functioning of particular components like education or the quality of the staff. The change was apparent around weaknesses as well. The restrictiveness of entrance criteria was less often seen as a problem while respondents took issue more with staff and management issues.

This change from concept to execution is probably related to the passage of time and respondents becoming more familiar with the programs. Thus, in the second year, knowing the program better, respondents were

able to make judgments based more specifically on program performance rather than simply the idea behind it. Also in the second year, respondents probably adapted to the limitations inherent in the entry criteria and no longer railed against them, but worked within them.

Another interesting change occurred in the area of the process and strategy necessary to secure funding after the end of the Federal grant period. In the first year, although respondents were not optimistic about the programs' chances for institutionalization, they had a fairly clear view as to what would be the best way to optimize the chances. An objective evaluation proving effectiveness was seen as a key. So was the need to secure private and state funding as well as support of community leaders.

In Year II respondents' estimates of the probability of securing funding went down even further, and there was much less clarity as to how to proceed. No central tendencies in the responses emerged as they did in the first year, with the exception of an emphasis on seeking private sector funding.

One must conclude that the key decision-makers are not only less optimistic about the chances for maintaining programs such as New Pride, but that they are also more confused as to the strategies which might make institutionalization possible.

There appeared to be some movement in the surrounding systems' views on the quality of operations of the New Pride programs. Generally, the Kansas City site was rated highly in the first year and even more highly in the second. San Francisco, which was rated relatively poorly in Year I, was rated more highly in Year II. Providence, which had been rated quite highly in Year I, dropped in the estimation of respondents in the second year.

Overall, however, using the three sample sites as a base for projection, it must be said that the New Pride programs are a smashing success. From the perspective of the surrounding systems it can be said that the programs are well known, widely used, their record of communication with the court and other youth agencies is relatively good (yet improvable), and that they have been rated at all sites overall as high quality programs. Finally, there was near unanimity at all sites in all populations surveyed in favor of the institutionalization of project New Pride.

**END**