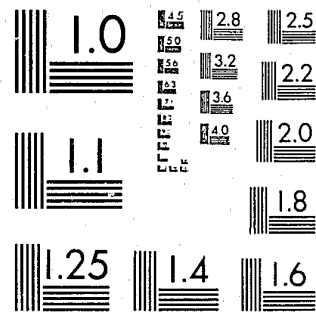


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# Evaluation of the Youth Advocacy Program

## Final Report

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92782

Prepared for the Office of Juvenile Justice and Delinquency Prevention,  
Washington, D.C., under contract number 82-JS-AX-003

December 1983

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## Final Report

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In addition to the authors, the list of AIR contributors to this evaluation includes: Larry Cohen, Shiela Cowen, Robert Crew, Cecilia Henderson, Mary Martin, Mary Medved, Charles Murray, Patricia Semple, and Deborah Vitale. We gratefully acknowledge their help. In addition, we owe a special thanks to Eileen Kelly who served as Associate Project Director during most of the evaluation. She made important contributions to the project design and to our understanding of advocacy. We would also like to thank George Wheaton and Bob Krug for their critical reviews. All of the above assistance notwithstanding, the authors alone are responsible for this report.

Roberta Cronin  
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## EXECUTIVE SUMMARY

The Youth Advocacy Program (YAP) was announced by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in October 1979. Its objectives were twofold: (a) to realize system reforms at the state and local levels leading to increased availability and improved quality of services to youth, and (b) to increase knowledge about effective youth advocacy in order to facilitate project replication in other states and localities. Applications were solicited from public and private nonprofit agencies who were interested in working to change state and local juvenile justice, social services, and/or educational systems.

From April through September 1980, 22 projects were awarded funds for the first two years of an intended three-year program. Nineteen projects received a subsequent third-year award. All but one of the 22 projects operated for at least 34 months. The median award for the full three-year period was \$746,462.

The American Institutes for Research (AIR) conducted a three-year evaluation of the program; this effort was sponsored by the National Institute for Juvenile Justice and Delinquency Prevention (NIJJD), OJJDP's research arm. The evaluation began in August 1980, a few months after the initial awards to the projects, and extended through August 1983. AIR had two primary objectives: to assess the degree to which the Youth Advocacy projects were able to influence changes in the policies, practices, and procedures of the targeted systems; and to explore which avenues for change worked best under what conditions. AIR's data collection efforts included 88 site visits and multiple interviews with advocacy staff, over 400 interviews with staff of the agencies targeted for change by the projects, and review of detailed monthly reports of the staff time spent on various activities as well as other project records and documentation. The bulk of data collection took place from January 1981 through May 1983.

This document reports the findings of AIR's evaluation. The early chapters describe the agencies that received funding under the Youth Advocacy Program and the nature of the issues, targets, and tactics they selected. Later chapters describe the outcomes of the projects'



efforts and explore the variables that were associated with success of individual activities and of overall projects.

The 22 organizations selected for the Youth Advocacy initiative were located in 18 states that were diverse in terms of geographic, political, and socioeconomic characteristics. Only one grant recipient was a public agency and only one organization was specifically created to receive the OJJDP award; the remaining recipients were private non-profit organizations and had been in existence a year or more. The typical parent organization also had a primary focus on advocacy prior to the new award, had previous experience managing Federal grants, had a statewide focus, and had previously employed tactics such as administrative negotiation, education, coalition-building, statute revision, and research. The size of these organizations varied considerably, however, with budgets ranging from \$22,000 to \$3.5 million in the year preceding YAP. In the first year of the new program, half the organizations received 50 percent or more of their resources from YAP.

For purposes of analysis, the work of the Youth Advocacy grantees was broken down into units called "activities," that is, specific, discrete efforts made to achieve a specific objective. For example, an activity might consist of filing a lawsuit or conducting a public education campaign about the separation of adult and juvenile offenders. Activities varied along a number of dimensions, including the substantive issue addressed, the agency or group that was the target of the effort, and the primary tactic that was employed by the project.

Across projects, about 27% of all activities were juvenile justice-oriented, 26% were education-oriented, and 15% were social service-oriented; most of the remaining activities cross-cut all three sectors or focused jointly on juvenile justice and social services. Individual projects were extremely diverse in their choice of issues, targets, and tactics, however. Seven projects focused on all three sectors, and five focused primarily on juvenile justice and social services; four concentrated almost entirely on juvenile justice matters and the remaining six on the education sector.

The tactics employed to carry out various activities were divided into 13 categories: research, research and education, education, education and coalition-building,

coalition building, training and technical assistance, administrative negotiation, litigation, statute revision, monitoring legislative activity, monitoring/inspecting for compliance, case advocacy, and service development/provision. Education, alone or in combination with research or coalition building, was the most prevalent tactic across all activities; administrative negotiation and statute revision were also used frequently, while case advocacy was least often employed.

The majority of projects used all but one or two of the tactics at least occasionally. Litigation was the single tactic most likely to be omitted from a project's repertoire; several organizations lacked the requisite technical expertise and most of the non-litigative projects believed that such an adversarial tactic would prove counterproductive. In general, most projects preferred to use persuasive, nonconfrontational, and cooperative tactics with their target agencies. Projects also tended to prefer direct tactics, those involving personal communication between advocacy staff and staff of public agencies.

Most of the activities conducted by projects were part of the original objectives approved by OJJDP and most got underway in Year 1. About one in six activities was a continuation of efforts that the grantee had begun prior to the award. The activities that received the highest level of effort (more than six person-months during the three-year period) tended to be those which got started the earliest and those which involved the tactics of litigation, service development/provision, case advocacy, or the combination of education and coalition-building.

Although "extensive and meaningful participation by youth" in the work of the project had been a requirement of OJJDP, only 7% of all activities were rated as having substantial youth involvement. Most of these activities were "special" activities developed for youth staff or volunteers, and the majority of projects did not integrate youth into the mainstream of project work.

There were numerous outcomes of project activities. All projects were partially responsible for some changes in agency policy, practices, and procedures and for increasing knowledge about youth issues and problems; 82% of all projects were involved in achieving some legislative outcomes as well. In terms of overall significance, 20% of all outcomes were rated as "major," 44% as "moderate," and

36% as "minor." In about one-third of the cases, based on interviews with target agency personnel and archival materials, we judged that the Youth Advocacy project had played a "decisive" role in producing the outcome.

"Unfavorable outcomes" of any type--defined as results that may have made matters worse for youth--were rare, occurring for only two projects and for less than 1% of all activities. About 12% of all activities had no outcomes at all--either favorable or unfavorable--that were external to the project.

Examples of the Youth Advocacy projects' accomplishments in the legislative and in the policy, practice, and procedure categories include:

- In two states and one city, substantial reorganizations of the role and responsibilities of youth-serving agencies.
- In seven states, modifications of the juvenile code or related bills to improve due process protections or detention conditions for youth caught up in the juvenile justice system.
- In nine states, preservation or expansion of existing appropriations for community-based alternatives to incarceration.
- In six states, legislation to provide for improved permanency planning or review of placements for children in foster care.
- In four states, legislative action to improve educational practice concerning school discipline, truancy, and drop-out prevention.
- In eleven states, changes in policies and procedures for admission and standards of operation in detention and correctional facilities.
- In five states, improvements in policies and procedures for mental health placement and service delivery for youth.
- In about three-fourths of all sites, some changes in the policies and practices of

individual schools or school districts concerning (a) school discipline, truancy, and alternative education; (b) education for the handicapped or other special populations; and/or (c) other areas such as school enrichment, or promotional policy and remediation.

The outcomes which resulted in "increased involvement" and "increased knowledge" are more difficult to summarize briefly because of their diversity. However, there were substantial coalition-building efforts in at least six sites that resulted in greater community involvement in policy-making for youth. At least three projects, all oriented to educational issues and problems, also appeared to have significantly increased the involvement of youth in the decisions that affect them. In many locations, increases in knowledge were frequently associated with publication of research reports or other documents; with educational, technical assistance, and training efforts; or with broader public education campaigns using newsletters and mass media.

In addition to documenting the outcomes of project efforts, we examined those characteristics of individual activities and of projects that were associated with greater or less success. "Success" was rated on a scale of 0 to 3, using an index of three equally weighted variables: the extent to which the project had accomplished its objectives for an activity (regardless of how important or challenging those objectives might be), the significance of the outcomes, and the extent of the project's role in producing the outcomes. The highest success rating went to those activities which had completely accomplished their objectives, had outcomes of major significance, and in which the project had played a decisive role in the outcomes. Thirty percent of all activities fell into the two highest success groups.

Based on quantitative analyses of activities and projects, we observed that:

1. In general, the most successful activities were those that took on "bigger" targets, e.g., state rather than local agencies or groups. Most successful also were those activities that took on "public" targets--the executive agencies, courts, and legislators who actually make the major policy decisions concerning youth.

2. "Direct" tactics, those that depended on personal contact with the target, seemed to work best, and of the direct tactics, litigation and statute revision were the most successful. The "style" of the activity--adversarial, neutral, or collaborative--did not appear to be systematically related to success, however.

3. Based on our population of advocacy efforts, it appeared that the education sector was a difficult one in which to score big successes as they are defined by the study. Individual activities in this sector were less likely to succeed and projects which had a high proportion of these activities were less likely to fall into our best groups. Educational-sector activities involving issues of school attendance, drop-out, and alternative education were particularly unsuccessful relative to all other activities.

The lower success in this sector is probably partly attributable to the choice of target agencies, areas, and tactics rather than to the "content" of the issues per se. For example, activities in the educational sector were more likely to be locally focused--on individual schools and school districts. Furthermore, activities in the educational sector were more likely to employ "indirect tactics," such as public education or training and technical assistance directed toward the constituents of the educational system. Within the time frame of our study, we did not find many big successes with such tactics and target groups.

4. In contrast to the educational sector, involvement in the juvenile justice sector was successful, both at the project and the activity level. Activities involving the issues of detention, separation of adults and juveniles, and other conditions in jails and correctional facilities tended to be the most successful of all. As in the educational sector, part of the explanation for the pattern of success in this sector would appear to be the choice of targets and tactics. Juvenile justice activities were more likely to have state-level and/or public agency targets. The tactics used were more likely to be direct--i.e., to involve personal contact with a public agency. Statute revision, one of the more successful tactics overall, was almost twice as likely to be used for activities in the juvenile justice sector as for activities in the educational sector.

5. The biggest successes were generally achieved by those activities that got started the earliest, lasted the longest, and took the largest amounts of staff time. Level of effort and beginning an activity prior to YAP were particularly important predictors of success.

6. Experience--specifically, past experience with OJJDP and also past experience with a fairly broad range of tactics--is important, especially at the project level. Projects that used a high proportion of tactics that were familiar to the parent agency before YAP also tended to be more successful. Low staff turnover was one of the strongest predictors of project success.

7. Collaborative efforts with other agencies, especially when YAP took a leadership role, were more successful than activities pursued alone. The more successful projects also tended to have more coalition members.

8. Activities that did not focus on any specific issue (often general educational efforts) or whose primary focus was "increasing youth involvement" tended to be less successful than the average activity.

9. The more successful projects tended to be those whose activities seemed to fit together as part of an overall plan and also those which adhered more closely to the plan they had established in Year 1.

Qualitative analyses of interviews with target agency staff and an examination of individual examples of project successes and failures suggested some other ingredients of success. Foremost among them were the presence of leadership and staff who gained the respect of target agencies; the skillful integration and sequencing of several activities with differing tactics and targets around a key objective; and the inclusion of activities designed to follow-up and consolidate initial successes.



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## 1. INTRODUCTION

Individuals who desire better treatment by the institutions in this society can seek relief, either singly or as part of a class. Alone, they may, for example, cajole, complain, or even bring legal action. Together they may join the shifting coalitions of interest groups that lobby, litigate, and legislate for their own protection and advancement. In practice, there are many constraints on an individual's actions; and the ingredients of success, such as time, money, knowledge, and access to decision-makers, are not equally distributed across the population. When it comes to such ingredients, youth are especially disadvantaged (Farson, 1974; Knitzer, 1976).

The disadvantage has grown as youth have increasingly been drawn, for better or worse, under the influence of institutions--not only the schools and juvenile courts, but social welfare departments and various service agencies. This disadvantage also has been selective. The youth whose lives are most affected by these kinds of institutions are those who are least likely to have financial resources or a protective parental situation to help them (Kahn et al., 1973).

The resulting problems can be severe. Foster care, for example, was developed as a more home-like caring environment for youth than orphanages or other institutions provide. The benign intent was that foster care would be a temporary situation bridging the time needed to arrange for a return to the natural parents (Rein et al., 1974). But, in practice, foster care has not been temporary. One study (Jenkins, 1967) showed that only half of the children who entered foster care were discharged within the intended three months. Others reveal that a significant proportion of children remain in foster care for as many as 4 to 10 years (Fanshell & Shinn, 1978; Maas, 1969). Often, they are assigned to a succession of parents (Vasaly, 1976; Fanshell, 1976). The problem? Despite the benign intent, states have failed to provide the collateral regulations and services that must accompany foster care arrangements.

In-school suspension is supposed to be a tool for protecting the learning environment and for "straightening out" students who have been disruptive. In practice, there is evidence that it can be highly discriminatory

(Children's Defense Fund, 1975). According to figures of HEW's Office of Civil Rights (1976), black students are suspended at twice the rate of any other ethnic group for comparable behavior problems. Also, suspension fails to serve the functions that it was designed to fill. The suspended students do not return to school as better students; they end up pushed out of school altogether.

Some of the most flagrant abuses are reported in the criminal justice system. Perhaps the most devastating is the incarceration of juveniles in adult jails. No one knows the exact extent of the problem, but it is acute. In Minnesota, for example, more than 6,000 juveniles were annually placed in adult jails during the early 1970s (Sari, 1974). A broader study (Children's Defense Fund, 1976) revealed that juveniles were confined in adult jails in every state visited, often in violation of state laws.

Such conditions--and these are merely illustrations--continue without redress for many reasons. Some institutions have no motivation to respond to the interests of the youth they affect. Others have been created with benign intent and are run by well-meaning people. But the negative consequences of their actions may be poorly documented or misunderstood. Or the resources required to do things differently may be limited. In any case, many other concerns compete for the attention of decision-makers. One "solution" to this constellation of circumstances has been "youth advocacy."

#### WHAT IS YOUTH ADVOCACY

What is the phenomenon--or strategy, or movement--called youth advocacy? There is no simple answer. In the 1960s, something called "youth advocacy" became a sufficiently distinctive force to be considered an identifiable approach to improving the circumstances of children (Edelman, 1977). Its sophistication and conceptualization have grown since (Children's Defense Fund, 1978 and 1979; Knitzer, 1976; Kahn, 1973; Bode, 1977). But the term continues to be a multi-purpose one--a generic descriptor for efforts directed at the improvement of services and rights for children.

This was illustrated three years ago when we asked some of the leading agencies associated with youth advocacy what they meant by the term. The Children's Bureau (within

the Administration for Children, Youth, and Families of the U.S. Department of Health and Human Services), the Children's Foundation, the Coalition for Children and Youth, and the National Youth Work Alliance all variously described youth advocacy as consisting of whatever it is they do.

This broad-band definition of youth advocacy is not unrealistic. A wide variety of activities fall within its domain--class action suits, program monitoring, fact-finding, public education, and lobbying, to name the most prominent (Children's Defense Fund, 1978; Kahn, 1973). For that matter, the domain has tended to broaden over time. In the 1960s, the primary theme in youth advocacy was empowerment of the poor and otherwise disadvantaged (Marris & Rein, 1967). The most popular strategies were those of traditional community organizing--to build coalitions of the poor to change urban institutions that limit opportunities. In the 1970s, the need for broader alliances became increasingly clear, and youth advocates began to move toward more focused and tailored strategies to change practices of specific youth-serving institutions.

In 1972, Kahn, Kamerman, and McGowan (1973) conducted the first national baseline study of youth advocacy organizations. Their purpose was to (1) describe the state of the art and (2) begin to develop a conceptual scheme for defining its domain. The study made two important contributions. First, Kahn et al. delimited the domain by suggesting what advocacy is not. It is not the equivalent of child welfare. It is not a mechanism for providing services directly. Second, Kahn et al. produced an operational definition of what advocacy is:

The unique activity called child advocacy is intervention on behalf of children into or with those services and institutions that serve children or impinge on their lives. It is the action that focuses on transactions between individuals and institutions or among institutions as they determine the immediate circumstances of children and families (p. 117).

The authors also offered some preliminary insights into what shapes successful advocacy.



In subsequent years, new national, state, and local groups formed to promote the interests of youth, while some older organizations added youth advocacy to their mission. The Juvenile Justice and Delinquency Prevention Act of 1974 embodied a federal commitment to juvenile delinquency prevention, to the development of alternatives to incarceration for delinquent and other "problem" youth, and to broad-based improvements in the administration of juvenile justice systems nationwide. The JJDP Act was both the product of advocacy efforts, and a stimulus for further activity on behalf of youth. In the 1977 Amendments to the JJDP Act, advocacy activities "aimed at improving services to youth impacted by the juvenile justice system" were specifically designated as a priority for funding.<sup>1</sup>

#### OJJDP's YOUTH ADVOCACY PROGRAM

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) announced its sponsorship of the Youth Advocacy Program (YAP) in October 1979. The major objectives of the program were (a) to realize system reforms at the state and local levels leading to increased availability and improved quality of services to youth, and (b) to increase knowledge about effective youth advocacy to facilitate project replication.<sup>2</sup>

The Youth Advocacy Program was an atypical undertaking for OJJDP. It stood in sharp contrast to programs that are directed at service delivery and that primarily seek changes in the well-being of individual, identifiable children and adolescents. The object of the Youth Advocacy Program was more ambitious--to change the behavior of the institutions that deal with youth, and thereby ultimately to affect youth in wholesale numbers.

<sup>1</sup>Sections 224(a)(7) of the Juvenile Justice and Delinquency Prevention Act of 1974 as amended. This section authorizes "special emphasis" programs that may be funded directly by the U.S. Office of Juvenile Justice and Delinquency Prevention. Section 223(a)(10) also was amended to include advocacy activities "aimed at improving services for and protecting the rights of youth...." This section lists "advanced techniques" that must receive most of a state's formula grant funding under the Act.

<sup>2</sup>Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, Program Announcement for Youth Advocacy Initiative, October 1979, p. 1.

But the rationale for undertaking the Youth Advocacy Program was compelling in an era of increasingly scarce federal resources. Changing the system piecemeal--by mounting exemplary service projects--is an expensive, laborious task. The replication of good work depends on effectively broadcasting the news of the success, and on spontaneous actions of individuals who hear the news. The benefits of any single project may remain limited to the direct recipients of service. Effective youth advocacy, on the other hand, can have broader impact--over an entire school system, or over the juvenile court system, or over the behavior of a state-wide social service bureaucracy.

The rationale was attractive also because it was known to work. The strategies that the Youth Advocacy projects would employ were the same strategies that were commonly successful for associations and public interest groups. Moreover, they already had shown success at national, state, and local levels with many policies and programs that affect youth. OJJDP cited a sample of such successes in an addendum to its announcement of the new program.<sup>3</sup>

The current state of knowledge of advocacy guided the program specifications issued by OJJDP. For purposes of this initiative, youth advocacy was defined as, "a method of positive intervention by individual advocates or by advocacy groups on behalf of large numbers of youth to assure that problems confronting youth are solved or managed through existing youth serving entities in the public, private and/or community sectors of society."<sup>4</sup>

A ceiling of \$375,000 per project per year was established to disburse \$7.3 million. Initial grants were to be awarded for 24 months with the potential for a 12 month continuation award. Applications were due on December 31, 1979.

Applications were solicited from public and private non-profit agencies. Their jurisdictions could range from local to national as long as their primary targets under YAP were state or local organizations and systems. (National organizations were required to have a local affiliate or to otherwise demonstrate their acceptability to work in a particular state as an advocacy group.) Potential projects were also required to:

<sup>3</sup>Background Paper: Youth Advocacy, Appendix 3 of the Program Announcement, October 1979.

<sup>4</sup>Program Announcement, p. 11.

- demonstrate functional independence from the organizations or systems in which change was being sought;
- involve persons from various sectors in the community, e.g., government, business, churches, neighborhood groups; and
- provide for extensive and meaningful participation by youth of the population to be affected by the project, especially those residing in or familiar with high crime, disadvantaged neighborhoods.<sup>5</sup>

OJJDP was interested in activities aimed at changing statutes, regulations, policies, and practices in the juvenile justice system and in the two systems most closely related--education and social services. The specific concerns outlined by OJJDP included:

- improving access to services for youth;
- increasing the quality and quantity of services offered;
- instituting due process and procedural safeguards in agencies where they were lacking;
- reducing inequitable and improper classification and disposition of youth cases;
- modifying regressive legislation and adverse elements in agency regulations and procedures affecting youth; and
- reallocating scarce resources, i.e., influencing the deployment of resources such that youth programs receive an equitable share.

A successful program would increase the sensitivity of policy and decision makers to these issues, but attitudinal change alone was not the primary goal of OJJDP's program.

The first 15 youth advocacy projects were funded in April 1980, and another seven projects were funded by the following September. Original grant awards covered the

<sup>5</sup>Ibid., p. 5.

first two years of an intended three year program. But when projects applied for their third year grants, OJJDP had fewer resources available than it had originally expected. Consequently, three projects did not receive an additional grant and all of the projects had to curtail their third year plans. Projects began phasing out in the spring of 1983.

#### THE EVALUATION

Because the Youth Advocacy Program was a demonstration, the National Institute for Juvenile Justice and Delinquency Prevention, OJJDP's research arm, sponsored a formal evaluation. The American Institutes for Research (AIR) was selected to conduct the three-year effort, which began in August 1980, a few months after the initial awards to the projects.

The evaluation had two primary objectives: to assess the degree to which the youth advocacy projects were able to influence changes in the policies, practices and procedures of the juvenile justice, education, and social services systems; and to improve the state of the art in youth advocacy by exploring which avenues for change work best under which conditions. In carrying out this agenda, the evaluation has been less interested in giving grades to individual grantees than in assessing the magnitude and direction of the momentum that has been generated by the program as a whole.

The model in Figure 1.1 represents the evaluation team's conceptualization of the logic underlying the advocacy process. This model portrays the linked chain of events from inputs to the Youth Advocacy project (such as money and staff) through the process of operating a project and conducting activities to the outcomes of these efforts. This model (described in more detail in Appendix B) guided our research agenda.

During the first year, AIR's focus was on documenting inputs and processes--the design and initial implementation efforts of each of the projects. In the second year the primary effort was aimed at preliminary assessments of the extent to which the desired outcomes were occurring; that is, the extent to which the target agencies were making policy and procedural changes consistent with Youth Advocacy concerns. In the final evaluation year, the focus

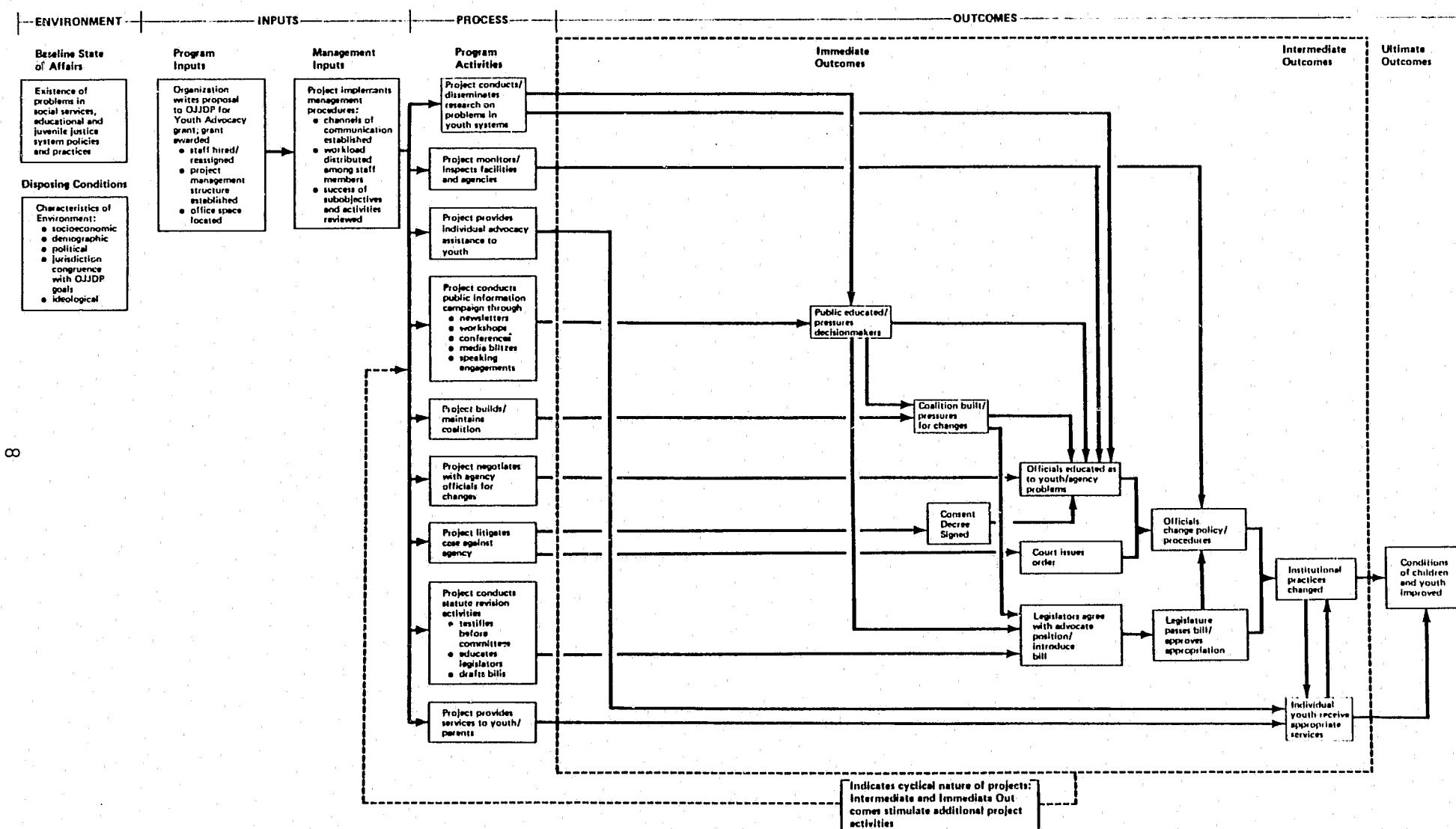


FIGURE 1.1. Youth Advocacy Project Rationale



was on tracking the outcomes over a longer time period, to examine whether immediate outcomes had in fact led to the intermediate results that were expected. Such tracking is critical to an understanding of the success of the projects, since changes in policy do not necessarily lead to changes in practice. Because some efforts came to fruition earlier than others, the amount of tracking that was possible was somewhat variable.

We did not examine the impact of Youth Advocacy efforts on the long-term health, happiness, or subsequent delinquency of youth at the sites. Such "ultimate outcomes" were not a reasonable issue for this evaluation for several reasons. Since the evaluation extended over three years we could not have obtained the long-term data needed to make this kind of assessment. Also, the changes engineered by the Youth Advocacy grantees, while presumably affecting youth, are only a subset of all the factors that bear on their lives. Accounting for these additional factors would be impossible with the time and resources available. In any case, the original solicitation by the National Institute for Juvenile Justice and Delinquency Prevention wisely excluded ultimate accomplishments from its list of concerns.

The data for this evaluation came from four sources:

- Monthly reports from all non-clerical staff. A system for monthly reporting of project work was established in January 1981 following discussions between evaluation and project staff. The reports consisted of brief activity-specific descriptions of the work accomplished by each staff member in that month and the time required. (See sample form in Appendix C.) Most projects continued to report monthly through April 1983 or until their grants were over.
- Site visits and interviews with project staff. The site visits made to each site are presented in Table 1.1. During each visit, project staff were routinely interviewed. The first interview focused on the background and experience of each staff member. (See Staff Interview Form, Appendix C.) In successive visits, those staff who had primary responsibility for each activity were interviewed about its progress. In addition, the Project Director and other critical

TABLE 1.1  
SITE VISITS TO YOUTH ADVOCACY PROJECTS

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Total</u>
Alabama	2	1	1	4
Arizona: NFA	1	1	1	3
Arizona: UILP	1	2	1	4
Arkansas	2	0	2	4
California: CCYFC	1	1	2	4
California: Coleman	1	1	2	4
Delaware	2	1	1	4
Florida: FCCY	2	1	1	4
Florida: Broward	1	1	2	4
Georgia	3	1	0	4
Kentucky	1	1	1	3
Massachusetts	2	1	2	5
New Mexico	1	1	1	3
New York	2	2	2	6
North Carolina	2	3	2	7
Ohio	1	1	1	3
Oregon	1	1	1	3
Pennsylvania: JJC	2	1	2	5
Pennsylvania: PUPS	1	2	2	5
Tennessee	1	1	1	3
Washington	1	1	1	3
Wisconsin	1	1	1	3
TOTAL	32	26	30	88

personnel such as the Executive Director of the organization were usually interviewed. These face-to-face interviews were supplemented, as needed, with information obtained over the telephone.

- "Target agency" interviews. Two rounds of interviews, one in 1982 and one in 1983, were conducted with key personnel in those agencies targeted by the projects. These interviews were conducted in person or over the telephone. The intent of the interviews was to check the validity of the project's description of events and to determine the role of the project in influencing the outcomes. The numbers of target interviews per site ranged from 8 to 39; they totalled 402 (see Table 1.2).
- Reviews of archival records. The quarterly and annual project reports to OJJDP and all proposals were routinely collected and reviewed in-house. Other materials pertinent to specific project activities were reviewed during site visits.

The bulk of data collection took place from January 1981 through May 1983. A more detailed discussion of the evaluation methodology is provided in Appendix B.

AIR played one other role in the Youth Advocacy Program. In the original program design, both the Youth Advocacy grantees and the evaluator were expected to work with a third group, a technical assistance contractor. This contractor was responsible for fostering interproject communication, disseminating information to the grantees, and providing or arranging for technical assistance as it was needed. One of the primary mechanisms for information exchange was to be a series of "cluster conferences." During the first year, conferences were held for subgroups of grantees in the West, the Northeast, and the South to acquaint them with one another. At the same time, grantees were encouraged to revise or reorganize their project objectives to accord with the data collection requirements of the evaluation and to delete project tasks that clearly would be infeasible with the time and resources available. AIR provided further assistance with these revisions following the conferences.

TABLE 1.2  
NUMBER AND TYPE OF TARGET AGENCY INTERVIEWS

Affiliation of Interviewee	1982 Round 1	1983 Round 2	Total	
			Number	%
Juvenile Justice Agency	53	63	116	28.9
Social Services Agency	27	40	67	16.7
Educational Agency	43	45	88	21.9
Legislature	30	25	55	13.7
Other Target Agency	23	17	40	10.0
Other <sup>1</sup>	15	21	36	9.0
TOTAL	191	211	402	100.0

<sup>1</sup>In some instances, it was necessary to interview other observers of events at a site in order to get a more complete picture of the project's accomplishments. This was particularly true when a project was actively involved in litigation against a target agency; this almost always ruled out contacts by AIR with that agency.

When OJJDP's contract with the technical assistance group ended in 1982, AIR and OJJDP absorbed some of these responsibilities. AIR helped design and facilitate a grantee conference at which participants discussed their experiences with different strategies. AIR also passed along information about what the various projects were doing, especially during site visits. However, staff did not provide technical assistance in the conventional sense.

The remainder of this document reports the findings of AIR's evaluation. Chapters 2 and 3 describe the agencies that received funding under the Youth Advocacy initiative, the way the resultant projects were organized, and the nature of the issues, targets, and tactics they chose. Chapter 4 describes the outcomes of their efforts and Chapter 5 looks at the variables that are associated with success, both for individual activities and for overall projects. In a final chapter, we summarize the findings and reflect on their implications for OJJDP and for advocates.



## 2. THE STRUCTURE AND ENVIRONMENT OF YOUTH ADVOCACY PROJECTS

In this chapter, we describe the organizations that received Youth Advocacy funds, the structure of the Youth Advocacy projects, and the environments in which they operated.

### THE PARENT ORGANIZATIONS

Twenty-two projects in eighteen states were funded under the Youth Advocacy initiative. Figure 2.1 shows their locations and their target areas. The overwhelming majority of the projects operated under the auspices of private, non-profit organizations. Only one of the host organizations, Governor's Advocacy Commission for Children and Youth (GACCY) in North Carolina, was a governmental agency.

The parent organizations were engaged in a variety of activities at the time of their applications to OJJDP. The breakdown of their primary foci was:

Advocacy - general	16
Advocacy - legal services	2
Service delivery	2
Research and development	2

The 16 general advocacy organizations were engaged in an array of activities such as monitoring departments and legislation, building coalitions, conducting research, and educating the public. Four of the parent organizations had more specific orientations. Greater Boston Legal Services specialized in the provision of legal services to youth in Massachusetts. The Phoenix Indian Center and New Directions for Young Women in Tucson concentrated on service provision, such as family counseling. Georgia was involved in research and program development for youth problems. Two sites had multiple foci. The Youth Policy and Law Center in Wisconsin engaged in both general advocacy and legal services. The Delaware project, a consortium of three agencies, worked in the areas of general advocacy, legal services, and service delivery.

Several other characteristics of the parent organizations are outlined in Table 2.1. The figures in Table 2.1 use, as the inception date, the date on which the agency was incorporated under its current name and/or with

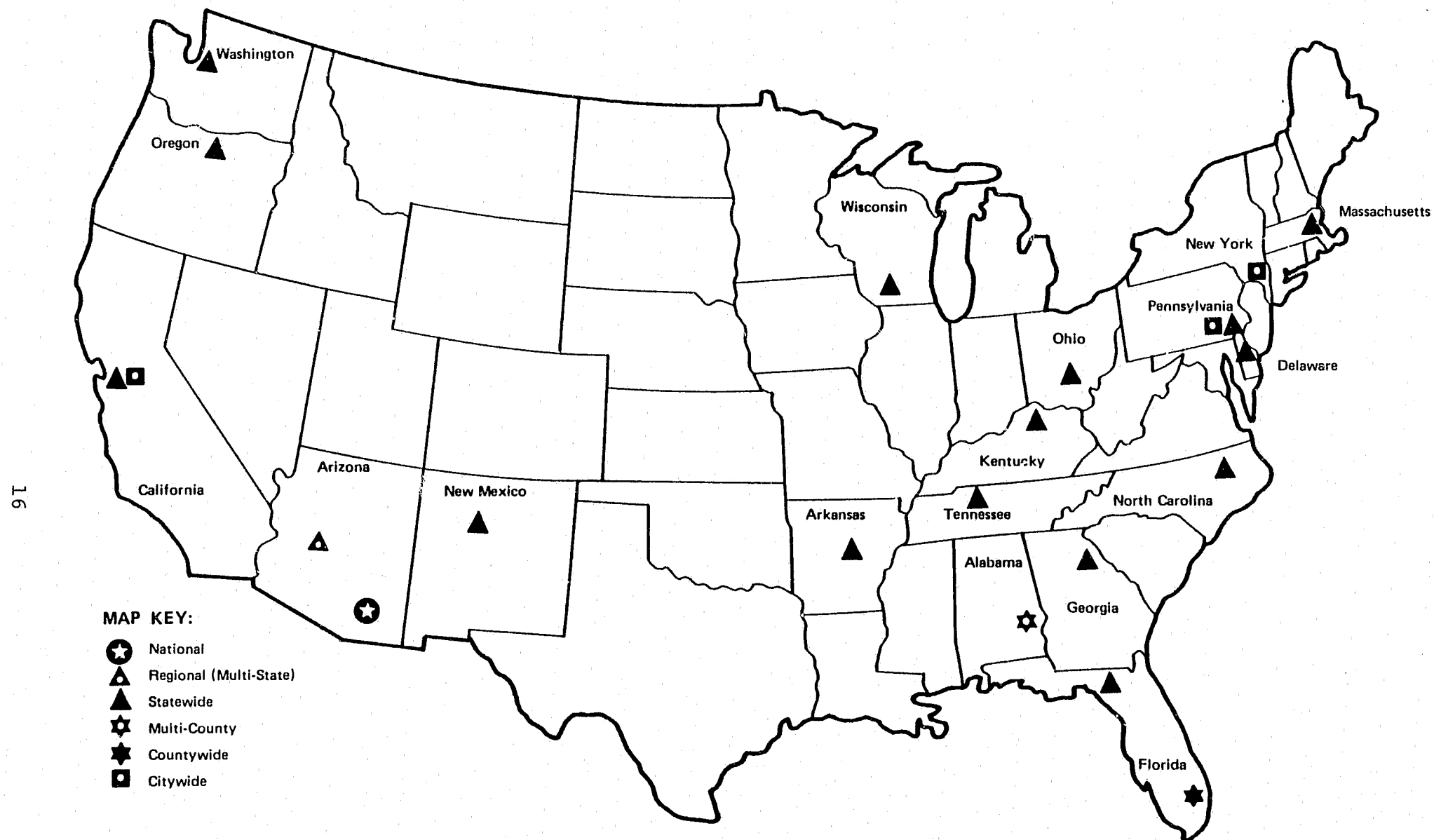


Figure 2.1. Project Target Areas

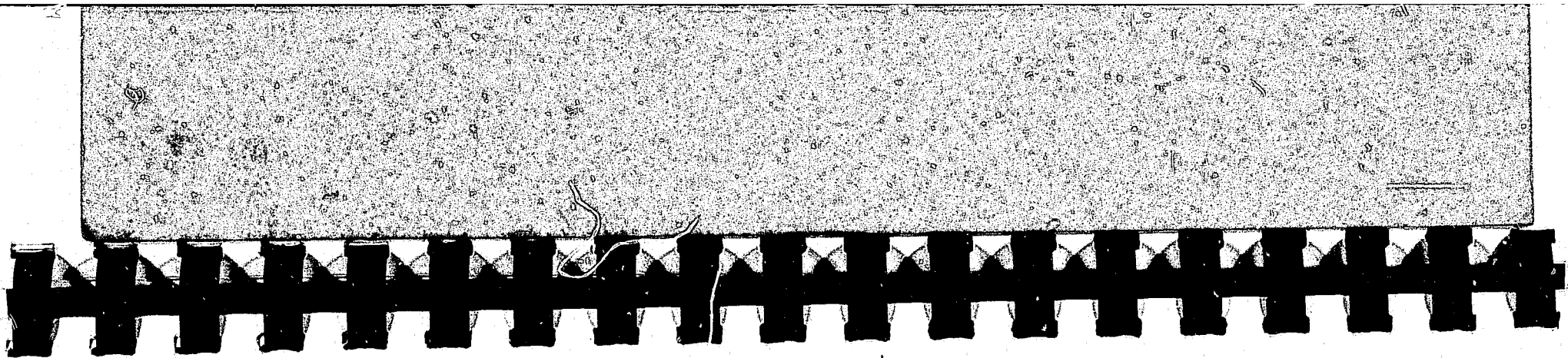


TABLE 2.1  
CHARACTERISTICS OF PARENT ORGANIZATIONS AT TIME OF APPLICATION

PROJECT/SITE	AGE IN YEARS				MEMBERSHIP			TARGET AREA				SYSTEMS TARGETED		
	New	1-5	6-10	>11	Mostly Orgs.	Mostly Indivs.	N.A.	Nat'l.	Regional	State	City County	Juv. Just.	Soc. Servs.	Educa.
Alabama				•			•				•		•	•
Arizona: NFA		•					•	•				•	•	
Arizona: UILP				•			•			•		•	•	•
Arkansas		•				•				•		•	•	•
California: CCYFC		•			•					•		•		
California: Coleman		•					•				•	•	•	
Delaware <sup>1</sup>			•				•			•		•	•	
Florida: FCCY		•				•				•		•	•	•
Florida: Broward		•				•				•		•	•	•
Georgia		•					•		•			•	•	
Kentucky		•				•				•		•	•	
Massachusetts		•					•			•		•	•	•
New Mexico		•					•		•					•
New York			•				•				•			•
North Carolina			•				•			•		•	•	•
Ohio		•			•					•		•	•	•
Oregon		•			•					•		•		
Pennsylvania: JJC			•		•					•		•	•	•
Pennsylvania: PUPS			•			•					•			•
Tennessee	•							--- NOT APPLICABLE ---						
Washington		•			•					•		•		
Wisconsin		•				•				•		•	•	•
	1	14	5	2	5	6	10	1	2	14	4	17	15	13

N.A. = Not Applicable

<sup>1</sup> Based on the lead agency in a consortium of three.

its current charter.<sup>1</sup> Using these criteria, fourteen of the parent organizations had been operating five years or less when YAP began. Five programs were six to ten years old and two programs started more than eleven years prior to YAP. Tennessee Institute for Children's Resources (ICR) was the only agency to begin with YAP funds; another program, the Ohio Youth Services Network (OYSN), was less than a year old in 1980. The oldest agency, the Urban Indian Law Project (UILP) in Phoenix, began in the 1950s.

The majority of the parent organizations (63.6%) had a statewide focus. Four (18.2%) served what we have classified as a local area, which includes citywide, countywide, and (in one instance) multiple-county target areas. Two agencies sought to foster change in a multi-state region and one had a national focus.

One way in which some of the parent organizations garner support from their communities is through the solicitation of members. Eleven agencies had members and ten did not. Of the eleven that did, seven involved these members to some extent in a policy-making and oversight role for the agency; for the remaining four, membership largely meant presence on a mailing list and receipt of newsletters and other written communications. Members might be either individuals or organizations with an interest in children and youth. Table 2.2 shows that there was a tendency for those agencies with a larger proportion of organizational members to involve them in more substantive ways, e.g., policy-making.

The systems or sectors targeted by the parent organizations prior to YAP include all of those specified in the YA program announcement, singly or in combination. Nine (40%) of the programs worked in all three sectors, juvenile justice, education and social services. Six agencies focused exclusively either on juvenile justice or education, five were concerned jointly with juvenile justice and social services issues, and one emphasized social services and education. Tennessee Institute for Children's Resources (ICR), as a new agency, was not involved in any of these areas prior to YAP.

<sup>1</sup>Some of the programs began under the umbrella of another agency; others changed their name and/or mandate over the years.

TABLE 2.2  
RESPONSIBILITIES OF MEMBERS OF PARENT  
ORGANIZATIONS BY TYPE OF MEMBERSHIP

MAJORITY OF MEMBERSHIPS <sup>1</sup>	<u>MEMBER RESPONSIBILITIES</u>		
	Policy-Making	General Support	Total
Organizational	5 (45.5%)	0 (0.0%)	5 (45.5%)
Individual	2 (18.2%)	4 (36.4%)	6 (54.6%)
Total No. Programs with Memberships	7 (63.7%)	4 (36.4%)	11 (100%)

<sup>1</sup>For one agency, the membership composition could not be determined. It is excluded from the table.

The budgets and staffing patterns of the parent organizations are shown in Table 2.3. The three budget figures--average budget over the past five years, budget for the fiscal year preceding YAP, and budget during the first fiscal year in which YAP funds were received--allow one to see trends in the parent organization's funding history. (The average budget over the past five years includes the budget in the year immediately prior to YAP; it does not include the fiscal year in which YAP funding began.)

The table shows that the majority of the projects maintained or increased their levels of general funding in the first year of YAP. Only one agency, Advocates for Children (AFC) in New York City, operated with less funding in the first year of the YA program than it had in the previous year.

The percentage of the parent organization's total budget that came from YAP provides some indication of the impact that the program had on agency resources. These figures are not strictly comparable because the fiscal years of the projects vary. Nonetheless, they do provide a gross measure of dependence on YAP. Ten of the twenty agencies for which we have data got half or more of their funds from YAP in that fiscal year.

The summary budget figures for the YA host organizations were as follows:

	Mean	Range
Annual Average		
For 5 years preceding YAP:	\$326,704	\$22,110-2,531,125
For year preceding YAP:	\$525,345	\$22,110-3,558,153
For first year under YAP:	\$641,247	\$58,049-4,501,300

Eighteen of the parent organizations had had previous experience managing federal grants. Six agencies have done so for five or more years; four reported 3-4 years experience managing Federal grants; and eight of the host organizations had 1-2 years experience. Ten agencies had received funds from OJJDP prior to the inception of the YA program.

The staffing figures in Table 2.3 show the number of persons, both professional and paraprofessional, employed by the parent agencies during the first year of the YA

TABLE 2.3 Budget and Staffing of YA Organizations

PROJECT/SITE	5 YEAR ANNUAL AVERAGE BUDGET					PRE-YAP BUDGET: 1979 <sup>1</sup>					YEAR 1 BUDGET: 1980 <sup>2</sup>					PERCENT OF 1980 BUDGET FROM YAP <sup>2</sup>						
	Less than 100,000					100,000 to 499,999					500,000 to 999,999					Total Parent Agency Staff: 1980						
	More than One Million					500,000 to 499,999					100,000 to 99,999					Less than 25%						
	Less than 100,000					100,000 to 499,999					500,000 to 999,999					25% to 49%						
Alabama *						Unknown					Unknown				Unknown			UNK				
Arizona: NFA *	•					•					•						•	14				
Arizona:UILP			Unknown					•			Unknown						•	6				
Arkansas	•										•						•	9				
California: CCYFC *			•			•					•						•	9				
California: Coleman	•										•						•	18				
Delaware			• <sup>3</sup>								• <sup>3</sup>						• <sup>3</sup>	26 <sup>3</sup>				
Florida: FCCY *			•								•						•	20				
Florida: Broward			•			•					•						•	11				
Georgia *								•			•						•	9				
Kentucky *	•										•						•	4				
Massachusetts *					•						•						•	189				
New Mexico			Unknown								•						•	UNK				
New York			•					•			•						•	63				
North Carolina			•								•						•	5				
Ohio *	•				•						•						•	12				
Oregon *	•				•												•	7				
Pennsylvania: JJC																	•	23				
Pennsylvania: PUPS	•		•								•						•	26				
Tennessee *											•						•	11				
Washington *	•				•						•						•	11				
Wisconsin *			•								•						•	26				
Totals	8	6	3	1	7	7	1	4	2	10	6	2	3	8	6	4						

\* Parent agency has been in existence less than five years.

<sup>1</sup> Refers to calendar year 1979 or the Fiscal year that immediately preceded the initial YAP award.

<sup>2</sup> Refers to the first Fiscal year in which YAP funds were received.

<sup>3</sup> CHILF, Inc. only (the lead agency in a consortium of three).



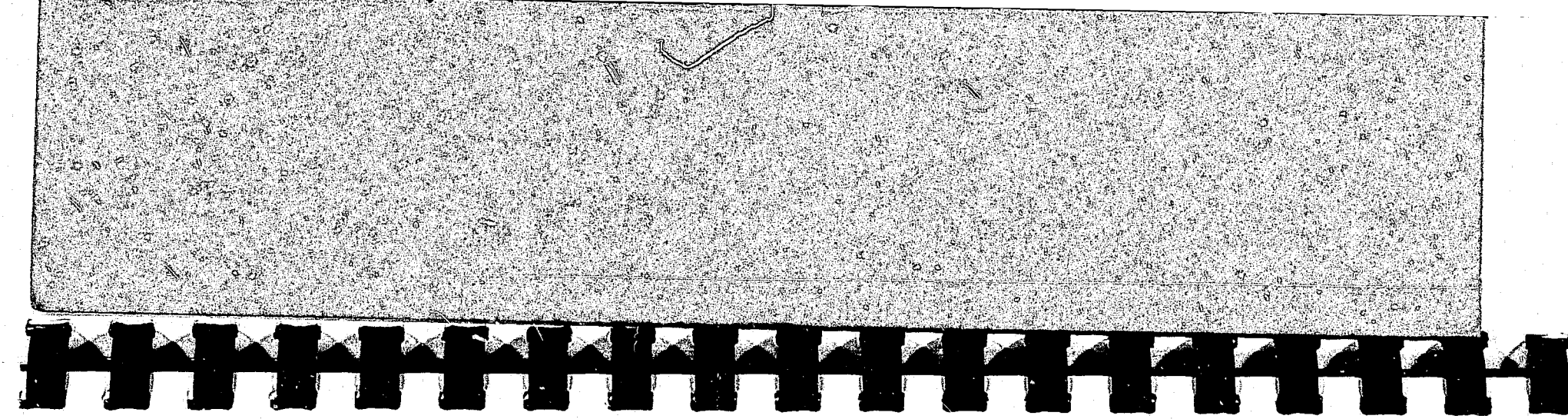


TABLE 2.3 Budget and Staffing of YA Organizations

PROJECT/SITE	5 YEAR ANNUAL AVERAGE BUDGET				PRE-YAP BUDGET: 1979 <sup>1</sup>				YEAR 1 BUDGET: 1980 <sup>2</sup>				PERCENT OF 1980 BUDGET FROM YAP <sup>2</sup>				Total Parent Agency Staff: 1980
	Less than 100,000	100,000 to 499,999	500,000 to 999,999	More than One Million	Less than 100,000	100,000 to 499,999	500,000 to 999,999	More than One Million	Less than 100,000	100,000 to 499,999	500,000 to 999,999	More than One Million	75% or More	50% to 74%	25% to 49%	Less than 25%	
Alabama *		Unknown			Unknown				Unknown				Unknown				UNK
Arizona: NFA *	•				•				•						•		14
Arizona: UILP		Unknown					•		Unknown						•		6
Arkansas	•			•					•				•				9
California: CCYFC *		•			•				•				•				9
California: Coleman	•			•				•					•				18
Delaware		• <sup>3</sup>			• <sup>3</sup>				• <sup>3</sup>						• <sup>3</sup>		26 <sup>3</sup>
Florida: FCCY *		•			•				•				•				20
Florida: Broward		•			•				•			•					11
Georgia *			•			•				•			•				9
Kentucky *	•			•					•						•		4
Massachusetts *			•				•				•				•		189
New Mexico		Unknown			Unknown					•				•			UNK
New York			•				•			•				•			63
North Carolina		•			•					•			•				5
Ohio *	•			•					•					•			12
Oregon *	•			•				•						•			7
Pennsylvania: JJC			•				•				•				•		23
Pennsylvania: PUPS	•			•					•			•					26
Tennessee *			— Not Applicable —						•			•					11
Washington *	•			•					•				•				11
Wisconsin *		•			•				•				•				26
Totals	8	6	3	1	7	7	1	4	2	10	6	2	3	8	6	4	

\* Parent agency has been in existence less than five years.

<sup>1</sup> Refers to calendar year 1979 or the fiscal year that immediately preceded the initial YAP award.

<sup>2</sup> Refers to the first fiscal year in which YAP funds were received.

<sup>3</sup> CHILD, Inc. only (the lead agency in a consortium of three).

initiative. Staff size ranged from 189 in Massachusetts to four in Kentucky. The mean was 26 and the median number of staff for the YAP parent organization was 12.

Table 2.4 outlines the tactics used by each of the parent organizations prior to the inception of YAP.2 All programs employed more than one tactic: the range was from four in Alabama to 11 in New York and Delaware and the mean was seven. The tactics used by the greatest number of parent organizations were administrative negotiation and education (n=20), followed closely by coalition building (n=19), statute revision (n=18), and research (n=18). Litigation (n=7), service provision (n=8), and case advocacy (n=10) were used by the fewest organizations.

#### THE YOUTH ADVOCACY PROJECTS

Of the 22 projects, thirteen (59%) were coterminous with their parent organization. In the remaining nine, the YA project was a separate and distinct component of the larger organization. In most instances (86%), the projects targeted the same area as the parent organization. In two cases, the projects targeted a smaller geographical area. The parent organizations of Students, Teachers, Educators, and Parents for Schools in Georgia (STEPS), and National Institute for Multi-cultural Education (NIME) in New Mexico each focused on a multi-state region overall, but YAP activities were restricted to the state. In the third case, UILP in Arizona targeted a multi-state region while the focus of its parent organization was citywide.

The size of the projects also varied, both in terms of manpower and fiscal resources. We shall examine each in turn. Table 2.5 shows how the projects differ in the use of subcontractors and consultants, placement of staff in satellite offices, and the sheer numbers and characteristics of personnel.

The number of professional staff, exclusive of youth, clerical, and administrative support positions, ranged from 2 in Arizona-UILP to 32 in North Carolina. The mean number of staff was 11; on the average, six of the staff were full-time. The mean number of staff with an advanced degree, e.g., a Master's degree, Ph.D., or J.D., was six per project. Taking all sites together, Master's level

2More detailed definitions of our terminology for the various tactics will be provided in Chapter 3.

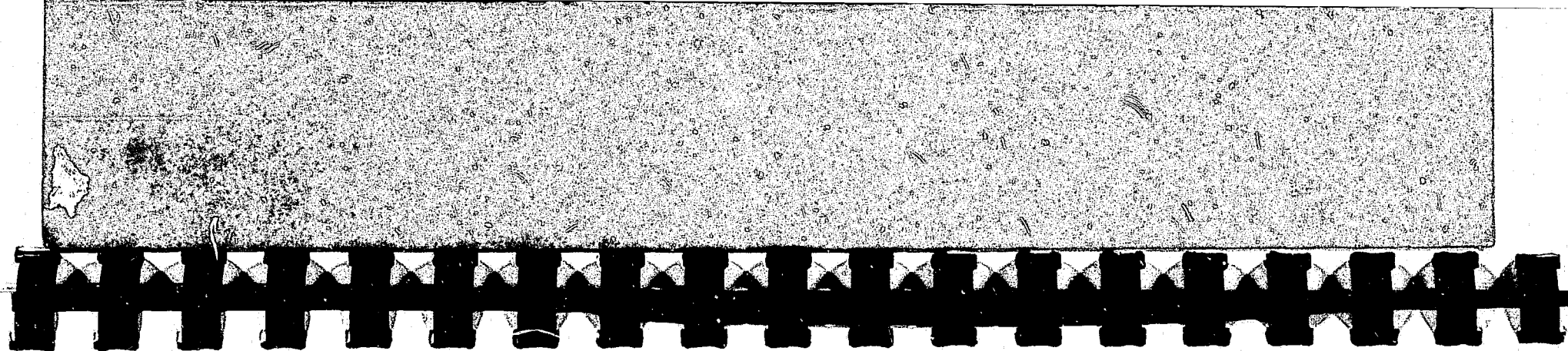


TABLE 2.4

TACTICS USED BY PARENT ORGANIZATIONS IN THE YEAR PRIOR TO YAP

PROJECT/SITE	TACTICS											Raw Totals
	Admin. Nego.	Educa.	Litiga.	Coal. Build.	Statute Revis.	Monitoring Agencies & Facilities	Tech. Assis.& Training	Monitoring Legis.	Research	Case Advocacy	Service Provision	
Alabama		•		•					•		•	4
Arizona: NFA	•	•		•		•	•		•		•	7
Arizona: UILP	•	•		•	•	•	•		•	•	•	9
Arkansas	•	•		•	•	•	•	•	•			8
California: CCYFC	•	•		•	•	•	•	•			•	8
California: Coleman	•	•	•	•	•	•		•	•	•		9
Delaware	•	•	•	•	•	•	•	•	•	•	•	11
Florida: FCCY	•	•		•	•	•	•	•	•			8
Florida: Broward	•	•		•	•	•		•	•	•		8
Georgia	•	•		•	•		•	•	•		•	8
Kentucky	•	•	•		•	•	•	•	•	•		9
Massachusetts	•	•	•		•	•		•		•		7
New Mexico	•	•	•	•	•		•	•	•			8
New York	•	•	•	•	•	•	•	•	•	•	•	11
North Carolina	•	•		•	•	•	•	•	•			8
Ohio	•	•		•	•		•	•	•			7
Oregon	•	•		•	•		•	•				6
Pennsylvania: JJC	•	•		•	•	•	•	•	•	•	•	10
Pennsylvania: PUPS	•	•		•		•			•	•		6
Tennessee <sup>1</sup>			--- NOT APPLICABLE ---									
Washington	•			•	•	•	•	•	•			7
Wisconsin	•	•	•	•	•	•	•	•	•	•		10
	20	20	7	19	18	16	16	17	18	10	8	166

23

<sup>1</sup>Tennessee ICR's inception coincides with that of YAP.



TABLE 2.5

## CHARACTERISTICS OF STAFF IN YA PROJECTS

PROJECT/SITE	No. of Profess. Staff: 1981	Minority Staff	Paid Youth Staff	More than one Proj. Dir.	Subcon- tractor	Satellite Offices/ Field Staff	% of Orig. Staff left in 1983 <sup>2</sup>
Alabama	18	•	•			•	55.6
Arizona: NFA	7	•					71.4
Arizona: UILP	2	•	•	•			50.0
Arkansas	5	•	•		•		80.0
California: CCYFC	10	•	•			•	60.0
California: Coleman	10	•	•		•		50.0
Delaware	7		•				85.7
Florida: FCCY	15	•	•	•	•	•	53.3
Florida: Ft. Laud.	11	•	•				18.2
Georgia	8	•	•				12.5
Kentucky	7		•		•	•	32.1
Massachusetts	14	•		•			35.7
New Mexico	7	•	•				71.4
New York	15	•	•		•		53.3
North Carolina <sup>3</sup>	32	•		•	•		18.8
Ohio <sup>4</sup>	6	•	•		•		50.0
Oregon	16	•			•		75.0
Pennsylvania: JJC	10	•	•			•	80.0
Pennsylvania: PUPS	21	•	•	•	•		57.1
Tennessee	9		•				77.8
Washington	7	•	•				57.1
Wisconsin	9			•		•	66.7
TOTALS	246	18	17	6	9	6	
Percentage	100	81.8	77.3	37.3	40.9	27.3	Mean =55.1

<sup>1</sup>Refers only to subcontractors who had primary responsibility for a project activity.<sup>2</sup>Does not include youth or clerical staff.<sup>3</sup>Includes staff of nine subcontractors.<sup>4</sup>Includes major subcontractor. Prime grantee had 80% of original staff left in 1983.

training predominated, followed by bachelor's level, but there was great variation across sites.

All of the project directors had earned, at a minimum, a bachelor's degree and four had doctorates (either of jurisprudence or philosophy). Twelve project directors (54.5%) were male and three (13.6%) were black. Eight (36%) had been previously employed in one of the project's target agencies. YA project directors and agency heads were the same individual in 13 sites (59%). All but five project directors had been employed by the parent agency prior to receipt of the YA grant and all of these were involved in the preparation of the proposal to OJJDP.

Staffing patterns varied across the projects. Most project staff were female. Eighteen (81.8%) of the projects employed minorities, including Asians, Native Americans, Hispanics, and Blacks, but overall about one-third of the staff were minority. Seventeen of the projects employed youth over the course of the project. Alabama employed the most youth (26) simultaneously, with youth hired part-time to act as school ombudsmen in 13 different counties. Table 2.6 provides further detail on the types of youth involvement. The most prevalent form of youth involvement is as part-time staff (n=17), closely followed by appointment of youth to the Board of Directors (n=15). The most infrequent use of youth was as full-time paid staff.

Turning back to Table 2.5, we see that in 9 projects subcontractors assumed primary responsibility for one or more activities. Sample activities include: litigation; development of research reports or audio-visual presentations; and preparation of legislative budget requests. The number of subcontractors used ranged from 1 to 7 with a mean of 3.8. In addition to the subcontracts, 18 projects used consultants in a supporting role on specific activities or for help with internal financial audits or management information systems.

Six projects had separate offices in a different city, where certain activities were believed to require the continuous presence of an advocate. For example, in Wisconsin and Alabama, field staff were assigned to advocacy efforts in local school systems. FCCY and JJC used personnel in satellite offices to conduct coalition-building activities.



TABLE 2.6  
FORMS OF YOUTH PARTICIPATION IN YA PROJECTS

YOUTH ROLE	Project Responses	
	Yes	%
Full-time paid staff	5	22.7
Part-time paid staff	17	77.3
Volunteers	8	36.4
Member of Board of Directors	15	68.2
Member of Advisory Boards	10	45.5
Targets of Education/Training	20	90.9
Other	5	22.7

Staff turnover is one area in which demonstration projects often experience difficulties. Slightly more than one-quarter of the projects (6) changed leadership during the three years of YAP. One project had three directors during the three years of YAP. Most of the mid-term project directors had been promoted from the ranks of YAP staff. As a group, they were somewhat less likely than the original project directors to have had pre-YAP experience working in a target agency, and were much less likely to have worked for the parent organization prior to YAP.

The final column in Table 2.5 shows the percentage of the original staff remaining in the project at the beginning of the third year of YAP. (These data were adjusted for each project's funding cycle.) The range is from 12.5% in Georgia to 85.7% in Delaware.

Table 2.7 shows the financial picture for the Youth Advocacy projects. The average initial award for the first two years was about \$634,000. All but one of the projects received over \$400,000; the exception was Arizona-UILP, which received an award of \$88,615. These initial awards covered a 24 month period. One result of the initial awards was that the budgets of fifteen of the parent organizations increased during the first year of the YA program. The mean change in the agency's annual budget during the first year, over the year preceding YAP, was an increase of about \$156,000.

The projects received less than expected in the third year for reasons previously discussed. However, the average total (three year) award for YA projects was \$771,678 and the median award was \$746,462.

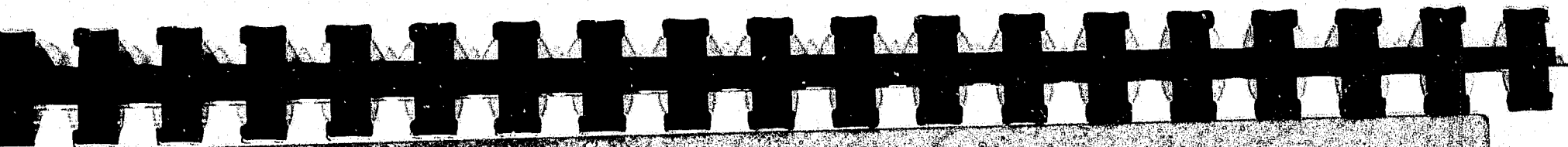
Most of the YA projects operated for three years. Even those projects that did not receive third year funding carried over unexpended funds from the earlier award to support efforts through the third year. One exception was the Georgia project, which operated for 27 months.

The next section of this chapter describes the environments in which the Youth Advocacy projects operated.

TABLE 2.7

## FUNDING FOR AND DURATION OF YA PROJECT

	Initial Funds	Funds for 3rd Year	Total Award	Proj. Start Date (Mo/Yr)	Proj. End Date (Mo/Yr)	
Alabama	713,024	7,592	\$720,616	5/80	5/83	37 months
Arizona: NFA	535,821	160,910	696,731	10/80	9/83	36 months
Arizona: UILP	88,615	45,000	133,615	6/80	6/83	36 months
Arkansas	449,565	86,782	536,347	7/80	6/83	36 months
California: CCYFC	694,503	231,500	926,003	11/80	8/83	34 months
California: Coleman	488,011	147,297	635,308	6/80	4/83	34 months
Delaware	564,367	144,000	708,367	5/80	8/83	40 months
Florida: FCCY	749,691	115,000	864,691	5/80	5/83	37 months
Florida: Broward	739,949	184,793	924,742	6/80	5/83	36 months
Georgia	746,415	None	746,415	5/80	8/82	27 months
Kentucky	577,000	None	577,000	9/80	8/83	36 months
Massachusetts	725,963	148,758	874,721	5/80	4/83	36 months
New Mexico	748,820	92,065	840,885	7/80	8/83	38 months
New York	749,935	251,245	1,001,180	5/80	6/83	38 months
North Carolina	750,000	209,535	959,535	6/80	8/83	39 months
Ohio	592,481	199,834	792,315	7/80	9/83	39 months
Oregon	745,071	251,181	996,252	6/80	7/83	37 months
Pennsylvania: JJC	752,497	245,771	998,268	5/80	4/83	36 months
Pennsylvania: PUPS	536,856	113,749	650,605	6/80	5/83	36 months
Tennessee	709,088	None	709,088	9/80	9/83	37 months
Washington	552,315	144,321	696,636	7/80	6/83	36 months
Wisconsin	736,348	251,250	987,598	5/80	5/83	36 months
TOTALS	13,946,335	3,030,583	16,976,918			



### THE ENVIRONMENT FOR ADVOCACY

In this section, we look at those aspects of the project environments that might be assumed to shape the issues and process for advocacy.

Demographic and economic factors. Select demographic and economic characteristics of each state are shown in Table 2.8. Overall, the data illustrate that OJJDP was successful in selecting sites that varied on demographic and economic variables that might affect efforts to advocate for youth.

California and New York are by far the most populous states, each having more than 15 million people. Delaware, New Mexico, Arizona, Arkansas, and Oregon, on the other hand, have less than three million. Three of the states, Delaware, Massachusetts, and New York, have more than 300 persons per square mile while Arizona, New Mexico, and Oregon have fewer than 30 persons per square mile. In Ohio, California, and New York, over 90% of the population lives in urban areas. More than half of the population in Kentucky, Arkansas, and New Mexico, however, live in rural areas.

As one might suspect, Florida has the smallest percentage of youth (25.1%). The youth in Georgia, Arizona, and New Mexico comprise nearly one-third of the population. Members of minority groups comprise approximately one-quarter of the population in Alabama, California, Georgia, New Mexico, and North Carolina. In Wisconsin, Oregon, and Massachusetts, they are less than 7% of the population.

Per capita income ranges from \$7,268 in Arkansas to \$10,938 in California. The per pupil expenditures for education, which might serve as a gross measure of the relative emphasis placed on investments in youth, range from \$1,306 in Tennessee to \$3,197 in New York.

Socio-political climate. Three variables describing the socio-political climate were hypothesized to affect advocacy--the state's stance toward crime and incarceration, the state's overall record of progressivism, and the state's general record of support and concern for youth. Tables 2.9 through 2.11 look at measures of these characteristics.

TABLE 2.8  
DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS OF STATES IN WHICH YAP OPERATED<sup>1</sup>

STATE	DEMOGRAPHIC VARIABLES					ECONOMIC VARIABLES	
	Population: 1980 (in thousands)	Persons per Sq. Mi.: 1980	% of Pop. in Metro Areas: 1980	% of Population Under 18: 1979	% of Minorities in Population: 1980 <sup>2</sup>	Per Capita Income: 1980	Per Pupil Expen- ditures for Education
Alabama	3,890	77	62.0	29.8	26.2	\$ 7,488	\$1,472
Arizona	2,720	24	75.0	30.7	17.6	8,791	1,641
Arkansas	2,290	44	39.1	29.3	17.3	7,268	1,343
California	23,670	151	94.9	27.4	23.8	10,938	2,173
Delaware	600	308	67.0	28.3	17.9	10,339	2,568
Florida	9,740	180	87.9	25.1	16.1	8,996	2,176
Georgia	5,460	94	60.0	30.4	27.7	8,073	1,531
Kentucky	3,660	92	44.5	29.5	7.7	7,613	1,315
Massachusetts	5,740	733	85.3	26.3	6.5	10,125	2,607
New Mexico	1,300	11	42.4	32.7	24.9	7,841	1,937
New York	17,560	371	90.1	27.0	20.5	10,260	3,197
North Carolina	5,870	120	52.7	28.8	24.2	7,819	1,801
Ohio	10,800	263	90.3	28.8	11.1	9,462	1,918
Oregon	2,630	27	64.9	27.7	5.4	9,317	2,459
Pennsylvania	11,870	264	81.9	26.5	10.2	9,434	2,567
Tennessee	4,590	112	62.8	28.5	16.5	7,720	1,306
Washington	4,130	62	80.4	28.0	8.5	10,309	2,373
Wisconsin	4,710	86	66.8	28.6	5.6	9,348	2,433
UNITED STATES	226,505	64	74.8	28.4	16.8	9,521	2,094

<sup>1</sup>Statistical Abstract of the U.S.: 1981. Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981.

<sup>2</sup>Does not include persons of Spanish origin, who may be of any race.

To characterize the crime environment, three indicators were used: the 1980 crime rate, using the standard definition employed by the FBI in its annual Uniform Crime Reports; the number of adult prisoners per 100,000 population; and the ratio of adult prisoners to crime rate. (We chose statistics on adults because the disparities in procedures for dealing with juvenile offenses across states make comparisons of juvenile statistics problematic.)

As Table 2.9 indicates, Arizona, California, and Florida, stand out as the states with unusually high crime rates. The lowest of these three, California, had a crime rate of 7,833, whereas none of the other states reached even 7,000. Kentucky, Pennsylvania, and Arkansas were equally conspicuous for low crime rates; all were below 4,000 while the next lowest state, Tennessee, had a rate of almost 4,500.

The highest rates of imprisonment--more than 200 prisoners per 100,000 population--were found in North Carolina, Georgia, and Florida. The lowest, fewer than 100 per 100,000, were found in Massachusetts, Pennsylvania, Wisconsin, California, and Kentucky. Massachusetts, with an imprisonment rate of only 56, was the lowest by a substantial margin over next-ranked Pennsylvania.

For purposes of estimating the readiness of the state system to use incarceration, we also computed the ratio of the imprisonment and crime rates. This index allows a comparison of the degree to which states are oriented toward punishment for crimes (though the conviction rate is, admittedly, a confounding variable). A state with higher rates might be viewed as more "punitive" in its sentencing policies. The results from this measure indicate that North Carolina not only has a very high imprisonment rate relative to the other YAP states, it also has a high rate relative to the size of its crime problem. The most "lenient" states were Massachusetts and California.

The quantitative measure of a state's progressivism was based on the mean ratings of its congressional delegation by Americans for Democratic Action (ADA). The ADA rating is based on the percentage of a congressional representative's votes rated as favorable to the liberal position, out of a set of roll call votes selected to display liberal/conservative divisions. These votes cover



TABLE 2.9

SOCIO-POLITICAL CHARACTERISTICS OF STATES IN WHICH YAP OPERATED

STATE	<u>CRIME INDICES</u>			<u>POLITICAL INDICES</u>	
	Crime Rate per 100,000	Adult Prisoners per 100,000	Ratio of Prisoners to Crimes	ADA Rating of "Liberal" Votes	% Change Toward Conservatism in ADA Rating: 1976-1981
Alabama	4,934	149	.030	19.9	.71
Arizona	8,171	160	.020	16.8	-6.25
Arkansas	3,811	128	.034	20.8	-6.25
California	7,833	98	.013	52.4	8.96
Delaware	6,777	183	.027	56.0	15.0
Florida	8,402	208	.025	34.8	1.61
Georgia	5,604	219	.039	18.4	-4.50
Kentucky	3,434	99	.029	27.9	4.28
Massachusetts	6,079	56	.009	80.7	2.84
New Mexico	5,979	106	.018	21.5	10.0
New York	6,912	123	.018	59.1	8.41
North Carolina	4,640	244	.053	27.6	-3.18
Ohio	5,431	125	.023	38.5	-2.48
Oregon	6,687	120	.018	76.3	6.25
Pennsylvania	3,736	68	.018	43.2	-.92
Tennessee	4,498	153	.034	32.6	-3.75
Washington	6,915	106	.015	74.4	2.86
Wisconsin	4,799	85	.018	63.6	9.44

a broad array of issues and are not limited to issues relevant to youth. We looked at both the mean ADA rating for a state in 1980, the first full year of operation for the youth advocacy projects, and the change in ADA ratings from 1976 to 1981.

According to the first of these indicators, Arizona is by far the most conservative among the states hosting a Youth Advocacy project, with its four representatives voting liberal positions a meager 17 percent of the time. Georgia, Alabama, Arkansas, and New Mexico were other very conservative states. Massachusetts was by far the most liberal, its representatives voting the liberal position more than 80 percent of the time (none of the twelve Massachusetts representatives had a rating lower than 67). Other unusually liberal states were Oregon, Washington, and Wisconsin.

Recent shifts in political climate were apparent from our second indicator of political environment, changes in the mean congressional ADA rating from 1976 through 1981.<sup>3</sup> The Delaware delegation showed the greatest shift toward conservatism, followed by New Mexico, Wisconsin, and California. Arizona and Arkansas were leaders in the opposite direction.

Index variables. The nature of the data led to an additional analysis of environmental factors. We first transformed several of the demographic and political variables into standardized scores, which permit a quick and easy way to compare the states.<sup>4</sup> Using such scores, a value of zero would indicate that a state is exactly "average" on the indicator. There is no fixed range to the scores but, generally, they fall within -3 to +3, with either of those extremes representing a state that is highly unusual relative to the population as a whole. In addition, we added the scores for some of the specific variables to create summary indices of selected

<sup>3</sup>We use the ADA voting record in 1981 rather than 1980 to capture the results of the 1980 congressional elections, held while the Youth Advocacy projects were in their first year of operation.

<sup>4</sup>Standardized scores are based on the mean and standard deviation of an indicator. The computation is  $z = (x - m) / s$  where  $z$  is the standardized score,  $x$  is a state's raw score,  $m$  is the mean score for all of the states in the U.S., and  $s$  is the standard deviation of all states.

characteristics.<sup>5</sup> The results are presented in Table 2.10.

Two variables were included to form the urbanization index: the standardized scores for the percentage of the state population living in metropolitan areas and for the density of the population per square mile. By this measure, Massachusetts (with 85 percent of its population living in metropolitan areas and 733 persons per square mile) was by far the most intensely "urban" environment. Other states among the eighteen with comparatively high "urbanization" were (in descending order) New York, California, Pennsylvania, and Ohio. The least urbanized states were Arkansas and New Mexico.

The values shown in Table 2.10 for rating of 1980 liberal votes and for the shift toward conservatism between 1976 and 1981 are simple standardized scores. Note that for the "liberalism" rating, a high score indicates a more conservative political stance; a low score indicates a liberal one. Similarly, a high score on the shift toward conservatism indicates a greater shift than a lower score. The transformation of these variables to standard scores does not alter the relative rankings of the states reported earlier. Arizona and Georgia remain the most conservative states on 1980 voting pattern, while Massachusetts and Oregon are the most liberal. Delaware, New Mexico, and Wisconsin demonstrate the greatest shift toward conservatism while Arizona and Arkansas show the greatest shift toward liberalism.

The punitiveness index is simply a transformation of the ratio of number of prisoners to crime (as shown in Table 2.9) to standardized scores. The difference in scores allows one to interpret how much more punitive North Carolina is than any of the other states, for example.

Finally, we turn to evidence of positive support for youth-related measures. Per pupil expenditures for education is our most direct measure. We have examined this figure relative to the wealth of the state; specifically, the ratio of per pupil expenditures to per capita income. On the combined and standardized measure, two states stand out as particularly supportive--New York and Pennsylvania. The states at the other end of the scale are Tennessee and Kentucky.

<sup>5</sup>See Appendix A, Table 2.1, for standardized scores on variables used to develop the indices.

TABLE 2.10

INDEX VARIABLES DESCRIBING THE SOCIO-POLITICAL CLIMATE OF STATES IN WHICH YAP OPERATED

STATE	<u>INDEX VARIABLES</u>				
	Urbanization	1980 Rating of "Liberal" Votes	Shift to Conservatism: 1976-81	Punitiveness	Support for Youth
Alabama	- .53	.99	-.21	.78	- .61
Arizona	- .28	1.15	-1.32	.27	- .90
Arkansas	-1.39	.95	-1.32	1.12	- .95
California	.80	-.61	1.10	- .97	- .55
Delaware	.42	-.79	2.06	.47	.87
Florida	.67	.26	-.07	.24	.68
Georgia	- .54	1.07	-1.04	1.66	- .81
Kentucky	-1.05	.60	.36	.65	-1.29
Massachusetts	2.45	-2.01	.13	-1.30	1.13
New Mexico	-1.39	.92	1.28	- .45	.83
New York	1.39	-.94	1.01	- .45	2.67
North Carolina	- .69	.61	-.83	3.00	.35
Ohio	.70	.08	-.72	.07	- .44
Oregon	- .60	-1.79	.67	- .43	1.31
Pennsylvania	.76	-.16	-.47	1.16	1.55
Tennessee	- .38	.37	-.92	- .69	-1.40
Washington	.02	-1.70	.13	- .45	.35
Wisconsin	- .34	-1.17	1.18	- .45	1.21



Juvenile justice codes. The Juvenile Justice and Delinquency Prevention Act is concerned with deinstitutionalization of status offenders, the use of the least restrictive (e.g., non-punitive and rehabilitative) alternatives for juveniles, and the separation of adults and juveniles in jails and other facilities. Table 2.11 illustrates the status of juvenile codes on several relevant dimensions, as of 1980. Gross information is reported, for consistency across states is rare. For example, for the 18 YAP states, the minimum age for a waiver to adult courts ranges from 13 to 16. Six of the fourteen states that specify a minimum age cite exceptions for a variety of reasons, e.g., categories of offenses and classes of juveniles. Almost all of the 50 states relegate some offenses to adult court, e.g., traffic violations.

Some states fail to enact guidelines specifically for youth. This is illustrated by those states which, in 1980, had yet to specify detention criteria for youth. This oversight is also reflected in the time limit set for offenses that result in detention. Most states continue to institutionalize youth for indefinite periods of time. Only 17 of the 50 states set limits and seven of these states are YAP sites. More states do, however, set limits on holding prior to pre-detention hearings.

In addition to the statutory provisions listed in Table 2.11, we have looked at the prohibitions against jailing juveniles in detention and using jail as a dispositional alternative, and the requirements for separation of adults and juveniles in jails (see Table 2.11, footnotes #2-#4).

We tallied the scores of the states and divided them into groups. New Mexico, Oregon, and Pennsylvania have the most statutory provisions for youth, as reflected in these indices. They, along with Alabama, fall into the "high" group. Kentucky, New York, and Arizona have the fewest provisions, although juveniles in Delaware, Massachusetts, North Carolina, and Ohio do not fare much better. The remaining states fall into the middle category.

Similar data on the educational and social services systems, and indeed other aspects of juvenile justice, e.g., education for juveniles in detention, quality of services provided in institutions, etc., are not systematically available across states. While we recognize its relevance, its collection would have constituted a

TABLE 2.11  
STATUS OF JUVENILE CODES IN YAP SITES<sup>1</sup>

STATES	STATUTORY PROVISIONS					Composite Score	Groupings
	A	B	C	D	E		
Alabama	1	1	2	1	0	7 <sup>2</sup>	High
Arizona	0	0	1	0	0	2 <sup>3</sup>	Low
Arkansas	1	0	2	1	0	4	Med.
California	1	1	1	2	1	6	Med.
Delaware	1	1	2	0	0	3 <sup>4</sup>	Low
Florida	1	1	0	2	0	4	Med.
Georgia	1	1	1	1	1	5	Med.
Kentucky	1	0	0	1	0	2	Low
Massachusetts	1	0	1	1	0	3	Low
New Mexico	1	1	2	2	1	9 <sup>2</sup>	High
New York	0	0	0	1	1	2	Low
North Carolina	1	1	0	1	0	3	Low
Ohio	1	1	0	1	0	3	Low
Oregon	1	1	2	2	0	8 <sup>2</sup>	High
Pennsylvania	1	1	2	1	1	8 <sup>2</sup>	High
Tennessee	1	1	0	1	0	5 <sup>2</sup>	Med.
Washington	0	1	2	1	1	5	Med.
Wisconsin	1	1	1	2	1	6	Med.

KEY to Statutory Provisions: A - Minimum Age Limitations set for Waiver to Adult Criminal Court  
B - Specification of Criteria for Detention  
C - Deinstitutionalization of Children in Need of Protective Services from Detention Centers and/or Jails  
D - Holding Limit Prior to Predetention Hearing per JJDP Act (1 pt.) or other (2 pts.)  
E - Time Limit on Institutionalization

NOTE: 0 indicates the absence of a provision or unclear provisions.  
1 indicates the presence of a provision for a single circumstance.  
2 indicates the presence of a provision for two circumstances (e.g., jails and detention) or the presence of criteria more stringent than the JJDP Act.  
Range 0-10 with higher values indicating more supportive policies regarding youth, High 7-10, Med. 4-6, Low 0-3

<sup>1</sup>Adapted from King, Jane L. *A Comparative Analysis of Juvenile Codes*. Community Research Forum, University of Illinois at Urbana-Champaign, July, 1980

<sup>2</sup>Two points have been added to this score because this state is one of 11 that absolutely prohibits adult jails as a disposition alternative for juveniles.

<sup>3</sup>One point has been added to the score because this state is one of five that absolutely prohibits the holding of juveniles in adult jails.

<sup>4</sup>One point has been subtracted from the score because this state does not require the separation of adults and juveniles.



study in itself. Some of these data were available on a project-by-project basis, however, and will be presented as relevant to specific project activities that are discussed in later chapters.

In the next chapter we describe the activities of projects under the YA initiative. These efforts are described in terms of the tactics, issues, and target agencies affected by their work.

### 3. THE YOUTH ADVOCACY PROCESS

This chapter discusses the advocacy process, or the way the Youth Advocacy projects attempted to influence the youth-serving systems. The intent is to define the parameters of advocacy and to describe the efforts of the Youth Advocacy grantees on both an individual project level and across sites, on the program level.

#### PARAMETERS OF THE YOUTH ADVOCACY PROGRAM

OJJDP specified the boundaries of the Youth Advocacy Program in the October 1979 Program Announcement. This document instructed applicants to seek changes in at least one of the three youth-serving systems--the juvenile justice system, the social services system, and the educational system. It delineated 13 issues in these three systems, including "lack of accessibility to quality services," "lack of due process safeguards," "youth classification problems," "lack of accountability among agency officials," "adverse elements in statutes, agency regulations and procedures affecting youth," and "lack or inequitable development of resources for youth."<sup>1</sup> The targets of these efforts were to be state and local legislative bodies, elected and appointed officials, and state and local agencies and organizations. Suggested methods of change were to educate and organize the community, to review public and private youth-serving institutions, to analyze proposed statutes, and to provide testimony to facilitate systems changes.<sup>2</sup>

In addition to describing advocacy elements, the Program Announcement identified some of the characteristics believed to be associated with successful advocacy: functional independence of the advocacy organization from the systems to be affected; community participation in advocacy; participation of youth, preferably from disadvantaged, high-crime neighborhoods; and the employment of skillful staff with experience in both the systems to be changed and in advocacy. The theory was that change is more likely to occur when three conditions are met: the

<sup>1</sup>Youth Advocacy Program Announcement. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, October 1979, pp. 2-3.

<sup>2</sup>Ibid., p. 5.

beneficiaries of the change, in this case youth, are involved; a wide, influential segment of the population supports the change; and the advocacy project is independent of but familiar with the issues and the agency involved.

The Program Announcement was very specific about unacceptable project designs and strategies. National-level projects could appear only if they had a strong local affiliate. Applicants were discouraged from any direct provision of services, and were admonished to limit their individual representation to cases which would contest or establish principles affecting classes of youth. Moreover, applicants were warned of two illegal uses of Federal funds--political advocacy at the local, state, or national level or lobbying to support or defeat legislation before any legislative body.

This lobbying restriction was a major concern to both OJJDP and the projects because of the unclear distinction between acceptable efforts to revise statutes and lobbying. The LEAA Handbook sheds little light on the topic, indicating that Federal funds cannot be used to support or defeat legislation, to influence members of Congress, or to pay a publicity expert. On the other hand, these provisions were "not to be construed as limiting expenses for the purpose of testimony before legislative bodies reviewing the effectiveness of grant programs or to prevent the introduction and support in the State legislatures of general statutory reform such as criminal code revisions, etc."<sup>3</sup> Because of the ambiguities in the guidelines, a representative from the OJARS General Counsel's Office held a workshop on acceptable statute revision work at the first post-award conference for the grantees. Projects were instructed to scrupulously follow the letter of the guidelines.

#### Conceptualization of the Process

Working within the framework established by OJJDP, the evaluation conceptualized advocacy as a three-dimensional matrix with project issues, tactics, and target audiences as the dimensions. The issue dimension describes the substantive area of concern for a particular activity, such as permanency planning for foster children. The target is

<sup>3</sup>LEAA Handbook on Discretionary Grants, M 7100.1A, Chapter 3, Paragraph 42.

the organization, agency, or group that the project was trying to influence (such as a Division of Youth Services). The tactic is the specific action taken to promote certain policy decisions or changes. Combinations of these elements which were observed in the Youth Advocacy projects became the basic building blocks of the evaluation data base. We dubbed them "activities."

Looked at from another perspective, activities are the specific discrete efforts the grantee makes to achieve a stated objective. Filing suit to enforce a regulation on the segregation of juvenile from adult offenders is one activity. Using the media to arouse public support for the suit is a second activity. Each of these activities focuses on different portions of the sequence of events that is to bring about a desired outcome. Disaggregating the data to the "activity" level has the advantages of expanding the sample sizes available for quantitative analyses, and disentangling the similar events that occur within and across sites.

In practice, developing a consistent list of activities using our operational definition is extremely difficult. Advocacy efforts do not always conform to clear-cut divisions of tactics, issues, and targets. The specific procedures followed to insure the consistent definition of activities across sites and the validity of the activity divisions for a given site are described in Appendix B.

The final data base consisted of 717 activities for the 22 projects. Process and outcome characteristics were coded for each of these 717 activities. We looked at patterns of activities across the entire program using all 717 activities; we also looked at the pattern of activities for each individual project. In the remainder of this section we describe the key characteristics of advocacy activities and some of the other aspects of the process followed by the advocacy grantees.

#### Issues Addressed by Activities

A very general descriptor of the issue is the sector or system within which it falls. Certain issues are routinely associated with specific sectors--for example, school discipline issues are usually addressed in the educational sector. There is overlap between systems, however, particularly the juvenile justice and social

services systems. A problem treated within the juvenile justice system in one state may fall within the purview of the social services system in another and may cut across both systems in another. We let the state's designation of the system involved dictate which sector we coded.

Table 3.1 shows that about 27 percent of the project activities fall within the juvenile justice sector, another 26 percent in the educational sector and 15 percent in the social services sector. General activities (those not specific to any one sector) and those focusing on combined juvenile justice and social services systems account for most of the remainder of the activities.

Individual projects focused on the following sectors:

- Education: Alabama, Arizona-UILP, Georgia, New Mexico, New York, and Pennsylvania-PUPS;
- Juvenile justice: California-CCYFC, Ohio, Tennessee, and Washington;
- Juvenile justice and social service: Arkansas, California-Coleman, Delaware, Kentucky, Pennsylvania-JJC;
- All three sectors: Arizona-NFA, Florida-FCCY, Florida-Ft. Lauderdale, Massachusetts, North Carolina, Oregon, Wisconsin.

No project focused primarily on the social services system. For most of the projects the area of emphasis was consistent with their work prior to YAP. The exceptions were Georgia and Tennessee. Georgia seized upon the opportunity afforded by Youth Advocacy to expand into the educational sector. The Tennessee project did not exist before Youth Advocacy.<sup>4</sup>

To obtain a more precise categorization of project issues, we sorted the list of activity-specific issues into

<sup>4</sup>New Mexico had intended to expand into the juvenile justice sector, but did so only peripherally.

TABLE 3.1  
SECTORS OF PROJECT WORK

SECTOR	No. of	Percent of
	All Activities	All Activities <sup>1</sup>
	(N=717)	
Juvenile Justice	192	26.8
Social Services	110	15.3
Education	188	26.2
Juvenile Justice and Social Services	82	11.4
Social Services and Education	9	1.3
Juvenile Justice and Education	20	2.8
All Three/Not Specific to Any Sector	110	15.3
Other or Unknown	6	0.8

<sup>1</sup>Due to rounding error, percentages do not total 100.

25 clusters, which were later collapsed into 16.5. The choice of issues reflects the emphases detailed in the 1980 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974. Some of the primary concerns of the Congress embodied in those amendments are the removal of status offenders from secure facilities, the removal of all juveniles from adult jails, and the provision of non-secure community-based services as alternatives. As Table 3.2 indicates, these issues account for a large proportion of the Youth Advocacy activities. More project activities were concerned with deinstitutionalization and least restrictive environments for delinquents and status offenders than for any other single problem. When combined with the related issues of removal of children from jails, conditions and rights in detention and correctional facilities, and improved detention criteria, these activities account for about 22 percent of all project activities. Other foci of the JJDP Act, such as improved system coordination and increased youth involvement, account for 3.2 percent and 6.9 percent, respectively, of project activities. The broader emphasis of the Act on delinquency prevention encompasses virtually all of the remaining activities.

Three additional Federal initiatives appear to have influenced the issues selected by the projects--the Child Abuse Prevention and Treatment Act of 1974, the Adoption Assistance and Child Welfare Act of 1980, and the Education for All Handicapped Act of 1975 (P.L. 94-142). The first attempts to encourage states to improve prevention and treatment services for child abuse and neglect. Requirements for participation in the Act include provisions for confidentiality protections and other safeguards such as guardians *ad litem*.<sup>6</sup> Eleven Youth Advocacy activities focused on child abuse reporting and treatment, nine on confidentiality and access to records, and nine on guardians *ad litem*. The Adoption Assistance and Child Welfare Act of 1980 stresses the prevention of unnecessary separation of parents and children, improved quality of care and services to families, and reunification of families, adoption, or other steps toward permanency of

<sup>5</sup>Since we did not attempt to develop orthogonal categories, there is some overlap among issues. We coded both a primary issue and, if appropriate, a secondary issue.  
<sup>6</sup>M. Magri. *Legislator's Guide to Youth Services*. Denver: National Conference of State Legislatures, 1982, pp. 81-82.

TABLE 3.2  
 PRIMARY ISSUES OF PROJECT ACTIVITIES

	Number of All Activities	Percent of All Activities <sup>1</sup>
	(N=710)	
School Discipline, Suspension, Due Process	60	8.5
School Attendance, Drop-out, Alternative Education	33	4.6
Education for Handicapped/P.L. 94-142	27	3.8
Career Education, Vocational Education, Other School Programs	25	3.5
Permanency Planning for Foster Care/P.L. 96-272	48	6.8
Child Abuse Reporting and Treatment	11	1.5
Conditions and Rights--Social Services, Mental Health, Educational, Mixed Facilities	22	3.1
Least Restrictive Environment/Deinstitutionalization <sup>2</sup>	106	14.9
Detention, Separation, Conditions in Correctional Facilities	52	7.3
Judicial Process, Juvenile Code <sup>3</sup>	64	9.0
Discrimination, Equal Opportunity, Other Issues of Minorities or Females	41	5.8
Integration/Coordination of Systems	23	3.2
Increasing Youth Involvement	49	6.9
General Youth Issues	100	14.1
Other <sup>4</sup>	49	6.9

<sup>1</sup>Due to rounding error, percentages do not add to 100.

<sup>2</sup>A more elaborate breakdown of LRE activities by type of youth at issue is as follows: delinquents--8, status offenders--19, emotionally disturbed--16, mixed--63.

<sup>3</sup>Includes 9 Guardian Ad Litem activities.

<sup>4</sup>Includes 9 activities on confidentiality of records.

placements.<sup>7</sup> Forty-eight Youth Advocacy activities, or 6.8 percent, focused on permanency planning for children in foster care. P.L. 94-142 stipulates that participating states provide full education opportunities to all handicapped children in the least restrictive environment. It also provides due process safeguards for the placement and treatment of handicapped children. Almost 4% of the youth advocacy activities focused on guaranteeing P.L. 94-142 protections.

Table 3.3 shows the choice of issues by project. Although none of the projects dealt with all of the issues, North Carolina, Wisconsin, and to a lesser extent, California-Coleman and Massachusetts showed a fairly broad distribution of their activities across the issues. Most projects were narrower in scope, working on six to eight issues. And several projects focused almost exclusively on one or two issues: California-CCYFC focused on securing the least restrictive environment for youth; Arizona-National Female Advocacy on discrimination against women; Tennessee on judicial process improvements; and Alabama on increased youth involvement. The activities of most of the educational projects such as Pennsylvania-PUPS, New York, New Mexico, and Arizona-UILP are clustered in the categories of school discipline, attendance, handicapped education, and other special school programs.

Within each issue category, the projects could tackle these youth problems from many different angles. For instance, one project might have approached attendance and drop-out prevention through the development of alternative education programs while a second might focus on deleting policies which allow academic penalties for truancy.

#### Targets of Activities

The targets that the Youth Advocacy projects were trying to influence included elected bodies, administrative and executive agencies, the courts, local service agencies and commissions, associations, etc. But for many activities, particularly those involving education and training, the most direct target was not an agency or organization but the public-at-large or some segment of it. Influencing the public may be seen as a means of ultimately influencing an existing agency or it may be an end in itself.

<sup>7</sup>Ibid., p. 88.



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<sup>7</sup>Ibid., p. 88.



TABLE 3.3  
PRIMARY ISSUES ADDRESSED BY PROJECT ACTIVITIES

	<u>School Discipline</u>	<u>Attendance/ Alternative Programs</u>	<u>Education for Handicapped</u>	<u>Other Special Programs</u>	<u>Foster Care</u>	<u>Child Abuse</u>	<u>Conditions in SS, Other Facilities</u>	<u>Least Restrictive Environment</u>
	<u>Percentage of Activities</u>							
<u>SITES</u>								
AL (n=31)	6.5	9.7	0	0	0	0	0	0
AZ: NFAP (n=46)	0	0	0	4.3	2.2	0	0	8.7
AZ: UILP (n=12)	33.3	25.0	0	16.7	0	0	0	0
AR (n=27)	0	0	0	0	25.9	0	3.7	0
CA: CCYFC (n=19)	0	0	0	0	0	0	0	73.7
CA: Coleman (n=27)	0	3.7	0	0	18.5	3.7	3.7	25.9
DE (n=34)	0	0	2.9	0	0	14.7	0	26.5
FL: FCCY (n=36)	11.1	0	0	0	8.3	0	13.9	27.8
FL: Ft. Lauderdale (n=24)	8.3	0	12.5	0	0	0	20.8	12.5
GA (n=30)	30.0	16.7	0	3.3	0	0	0	0
KY (n=17)	0	0	0	0	41.2	0	11.8	5.9
MA (n=24)	0	0	8.3	0	4.2	0	12.5	8.3
NM (n=21)	33.3	14.3	4.8	9.5	0	0	0	0
NY (n=50)	20.0	12.0	22.0	24.0	0	0	0	0
NC (n=86)	5.8	3.5	0	5.8	24.4	4.7	3.5	19.8
Ohio (n=34)	0	5.9	0	0	0	0	0	32.4
OR (n=29)	0	0	3.4	0	3.4	0	0	20.7
PA: JJC (n=31)	0	3.2	0	0	3.2	0	3.2	29.0
PA: PUPs (n=32)	34.4	0	18.8	0	0	0	0	0
TN (n=15)	0	0	0	0	0	0	0	6.7
WA (n=37)	5.4	8.1	0	2.7	0	0	0	18.9
WI (n=57)	7.8	5.9	3.9	0	2.0	2.0	3.9	9.8
TOTAL (n=713)	8.4	4.6	3.8	3.5	6.7	1.5	3.2	14.9
<u>ACTIVITIES</u>								

Note: Percentages may not add to 100 because of rounding errors.

TABLE 3.3 (Continued)

## PRIMARY ISSUES ADDRESSED BY PROJECT ACTIVITIES

	<u>Detention, Correctional Conditions</u>	<u>Judicial Process, Juvenile Code</u>	<u>Coordination of Systems</u>	<u>Discrimination</u>	<u>Increased Youth Involvement</u>	<u>General Youth Issues</u>	<u>Other</u>	<u>All Issues</u>
	<u>Percentage of Activities</u>							
<u>SITES</u>								
AL (n=31)	0	0	0	0	38.7	45.2	0	100.0
AZ: NFAP (n=46)	2.2	0	0	69.6	4.3	4.3	4.3	100.0
AZ: UILP (n=12)	0	0	0	16.7	8.3	0	0	100.0
AR (n=27)	0	33.0	0	0	11.1	22.2	3.7	100.0
CA: CCYFC (n=19)	5.3	0	0	0	0	15.8	5.3	100.0
CA: Coleman (n=27)	0	0	3.7	11.1	3.7	14.8	11.1	100.0
DE (n=34)	11.8	8.8	23.5	0	2.9	2.9	5.9	100.0
FL: FCCY (n=36)	16.7	5.6	0	0	2.8	13.9	0	100.0
FL: Ft. Lauderdale (n=24)	0	12.5	0	0	8.3	20.8	4.2	100.0
GA (n=30)	0	0	0	0	3.3	43.3	3.3	100.0
KY (n=17)	11.8	23.5	0	0	0	5.9	0	100.0
MA (n=24)	12.5	16.7	0	4.2	4.2	4.2	25.0	100.0
NM (n=21)	0	4.8	0	4.8	4.8	9.5	14.3	100.0
NY (n=50)	0	0	0	2.0	4.0	2.0	14.0	100.0
NC (n=86)	5.8	2.3	2.3	0	4.7	12.8	4.7	100.0
Ohio (n=34)	11.8	17.6	0	0	5.9	17.6	8.8	100.0
OR (n=29)	13.8	17.2	6.9	0	13.8	10.3	10.3	100.0
PA: JJC (n=31)	9.7	6.5	0	0	6.5	25.8	12.9	100.0
PA: PUPs (n=32)	0	0	12.5	0	9.4	9.4	15.6	100.0
TN (n=15)	13.3	53.3	0	0	6.7	20.0	0	100.0
WA (n=37)	10.8	18.9	13.5	0	13.5	8.1	0	100.0
WI (n=57)	25.5	15.7	2.0	2.0	2.0	11.8	5.9	100.0
TOTAL (n=713)	7.3	9.0	3.2	5.8	7.0	14.2	6.9	100.0
<u>ACTIVITIES</u>								

Note: Percentages may not add to 100 because of rounding errors.

We drew a distinction between "immediate" and "ultimate" targets. An immediate target was the group that the project was attempting to influence directly while an ultimate target was the final "locus of decision-making" for the policy changes sought by the projects. The ultimate and immediate targets were frequently the same. They were different when the project approached a problem through an intermediary. For instance, the project may have worked with budget staff in the Department of Social Services in order to eventually push for a higher appropriation for foster care services. In this case the Department of Social Services was the immediate target and the state legislature was the ultimate target.

Table 3.4 shows the distribution of project activities across state, local, and other targets. Roughly a third of the activities directly targeted state agencies and organizations, 30% local agencies, and 38% public or multiple agencies. Within these general clusters, efforts directed at the public accounted for 13% of the activities, the highest proportion in any category except for "multiple targets." Other popular immediate targets were the legislature or legislative committees (12%), the Department or Division of Social Services (5.2%), local boards of education (8.5%), service providers or individual facilities (5.8%), and parents and students (9.2%). In contrast to these immediate targets, there were more activities with state agencies and organizations as ultimate targets and fewer activities with the public as the ultimate target. This shift in the distribution of activities reflects the choice of indirect methods where the project works through the public to reach the ultimate target.

The distribution of each project's activities across the various ultimate target agencies is shown in Table 3.5. For four of the projects--Massachusetts, Kentucky, Florida-FCCY, and Delaware--the ultimate target agencies were predominantly at the state level. These four projects all had a centralized staff and were located in the state capital, where they had access to the legislature and state social services departments, their usual targets. Conversely, five of the projects--Alabama, Arizona-UILP,

8Alfred J. Kahn, Sheila B. Kamerman, & Brenda G. McGowan. Child Advocacy: Report of a National Baseline Study. Washington, D.C.: U.S. Department of Health, Education, and Welfare, 1975, p. 98.

TABLE 3.4  
AGENCIES TARGETED BY THE PROJECTS

TARGETS	IMMEDIATE TARGETS		ULTIMATE TARGETS	
	No. of All	% of All	No. of All	% of All
	Activities	Activities	Activities	Activities
	(N=696)		(N=696)	
STATE				
Legislature	83	11.9	91	13.1
Bd./Dept. of Education	10	01.4	14	2.0
Dept./Div. of Corrections	20	2.9	16	2.3
Dept./Div. of Social Services <sup>1</sup>	36	5.2	42	6.0
Dept./Div. of Youth Services	22	3.2	30	4.3
Judiciary	14	2.0	14	2.0
Other Executive Agency <sup>2</sup>	12	1.7	17	2.4
Association/Commission	20	2.9	19	2.7
(Total State Targets)	(217)	(31.2)	(243)	(34.8)
LOCAL				
City/County Government <sup>3</sup>	11	1.6	12	1.7
Bd./Dept. of Education	59	8.5	92	13.2
Individual School	30	4.3	54	7.8
Dept./Div. of Social Services <sup>1</sup>	21	3.0	24	3.4
Judiciary	21	3.0	25	3.6
Association/Commission	19	2.7	8	1.1
Service Providers/Facilities	40	5.8	25	3.6
Other Local Agencies	7	1.0	--	---
(Total Local Targets)	(208)	(29.9)	(240)	(34.4)
OTHER				
General Public/Media	91	13.1	67	9.6
Students and Parents	64	9.2	30	4.3
Multiple Targets	9	14.2	116	16.7
Other <sup>4</sup>	17	2.4	--	---
(Total Other)	(271)	(38.9)	(213)	(30.6)

<sup>1</sup>Category includes Division of Mental Health.

<sup>2</sup>Category includes Governor's Office, Attorney General, more than one agency.

<sup>3</sup>Category includes City Council, Board of Supervisors, Police Department, Sheriff's Department.

<sup>4</sup>Category includes Bureau of Indian Affairs, Foundations, Attorneys, National Level Service Providers.

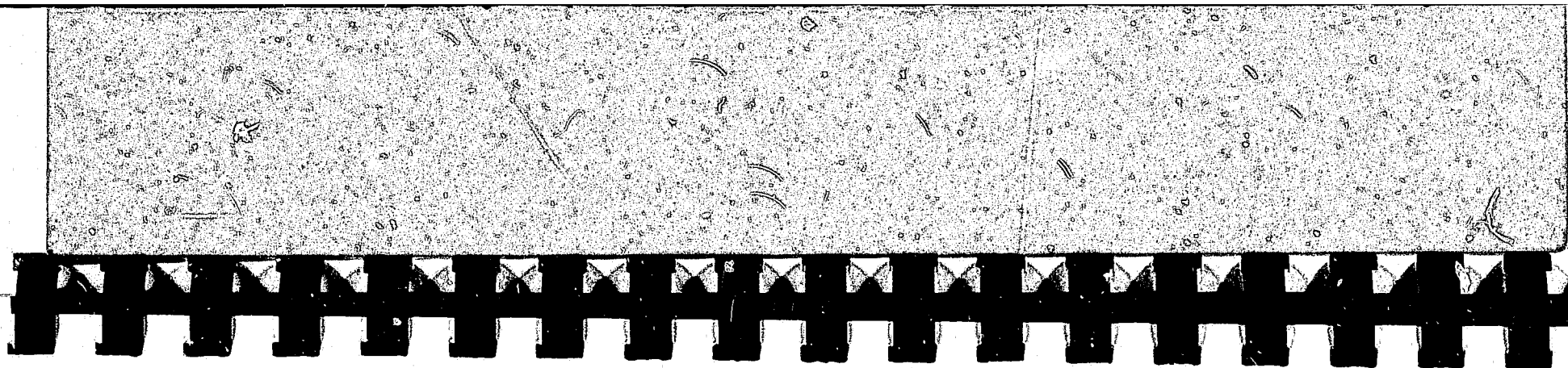


Table 3.5  
ULTIMATE TARGET AGENCIES BY PROJECT

SITES	STATE LEVEL AGENCIES						
	Legislature	Board/ Dept. of Education	Dept/Div of Corrections	Dept/Div of Soc. Servs.	Dept/Div of Youth Services	Judiciary	Other*
	Percentage of Activities						
Alabama (n=29)	0	0	0	0	0	0	0
Arizona NFAP (n=41)	7.3	0	0	0	7.3	0	9.7
Arizona UILP (n=12)	0	0	0	0	0	0	8.3
Arkansas (n=20)	23.1	0	0	15.4	3.8	0	0
California CCYFC (n=20)	0	0	15.0	0	0	0	0
California Coleman (n=26)	0	0	0	7.7	0	0	0
Delaware (n=34)	11.8	0	17.6	26.5	2.9	11.8	17.7
Florida FCCY (n=36)	36.1	0	5.6	5.6	11.1	2.8	5.6
Florida Ft. Laud. (n=24)	16.7	0	0	4.2	4.2	0	0
Georgia (n=28)	14.3	21.4	0	0	0	0	0
Kentucky (n=17)	5.9	0	5.9	41.2	5.9	11.8	11.8
Massachusetts (n=23)	17.4	8.7	13.0	26.1	0	4.3	21.7
New Mexico (n=21)	9.5	0	0	0	0	0	4.8
New York (n=50)	0	6.0	0	2.0	0	0	0
North Carolina (n=85)	11.8	1.2	0	1.2	3.5	1.2	7.1
Ohio (n=34)	14.7	0	2.9	0	0	0	0
Oregon (n=29)	17.2	3.4	0	0	20.7	3.4	3.4
Pennsylvania JJC (n=29)	24.1	0	0	0	20.7	0	3.4
Pennsylvania PUPS (n=32)	0	3.1	0	0	0	0	0
Tennessee (n=14)	28.6	0	0	0	0	0	0
Washington (n=37)	18.9	0	0	5.4	0	2.7	8.1
Wisconsin (n=49)	24.5	0	0	14.3	8.2	6.1	8.2
TOTAL (n=696)	13.1	2.0	2.3	6.0	4.3	2.0	5.1

Note: Percentages may not add to 100 because of rounding errors.  
\* Includes "Other Executive Agencies" and "Associations and Commissions"

TABLE 3.5  
 ULTIMATE TARGET AGENCIES BY PROJECT (Cont'd.)

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SITES	LOCAL LEVEL AGENCIES						
	City/County Government	Board/Dept of Education	Individual School	Judiciary	Association/ Commision	Service Providers/ Facilities	Dept/Div of Social Services
	Percentage of Activities						
Alabama (n=29)	0	6.9	3.4	0	0	0	0
Arizona NFAP (N=41)	2.4	0	2.4	2.4	4.9	12.2	0
Arizona UILP (n=12)	0	0	33.3	0	8.3	0	0
Arkansas (n=28)	0	0	0	7.7	3.8	0	0
California CCYFC (n=20)	15.0	0	0	0	10.0	5.0	0
California Coleman (n=26)	3.8	3.8	0	0	0	3.8	11.5
Delaware (n=34)	0	0	0	0	0	0	0
Florida FCCY (n=36)	0	5.6	0	0	0	0	0
Florida Ft. Laud. (n=24)	4.2	12.5	4.2	4.2	0	20.8	0
Georgia (n=28)	0	7.1	10.7	0	0	0	0
Kentucky (n=17)	0	0	0	0	0	0	0
Massachusetts (n=23)	0	4.3	0	0	0	0	0
New Mexico (n=21)	0	61.9	4.8	0	0	0	0
New York (n=50)	2.0	58.0	20.0	0	0	0	0
North Carolina (n=85)	2.4	4.7	9.4	2.4	0	3.5	24.7
Ohio (n=34)	0	2.9	0	8.8	0	8.8	0
Oregon (n=29)	0	0	0	6.9	0	6.9	0
Pennsylvania JJC (n=29)	3.4	0	3.4	6.9	3.4	6.9	0
Pennsylvania PUPS (n=32)	6.3	43.8	28.1	3.1	3.1	0	0
Tennessee (n=14)	0	0	0	21.4	0	0	0
Washington (n=37)	0	5.4	8.1	5.4	0	2.7	0
Wisconsin (n=49)	0	0	8.2	8.2	0	4.1	2.0
TOTAL (n=696)	1.7	13.2	7.8	3.6	1.1	3.6	3.4

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**CONTINUED**

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TABLE 3.5

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## ULTIMATE TARGET AGENCIES BY PROJECT (Cont'd.)

<u>SITES</u>	<u>OTHER LEVEL</u>			
	General	Students	Multiple	Other
	Public/Media	& Parents	Targets	
<u>Percentages of Activities</u>				
Alabama (n=29)	0	0	0	3.4
Arizona NFAP (n=41)	17.1	2.4	24.4	7.3
Arizona UILP	0	33.3	0	16.7
Arkansas (n=26)	26.9	11.5	7.7	0
California CCYFC (n=20)	10.0	0	45.0	0
California Coleman	23.1	0	26.9	19.2
Delaware (n=34)	2.9	2.9	5.9	0
Florida FCCY (n=36)	5.6	0	8.3	5.6
Florida Ft. Laud. (n=24)	8.3	8.3	8.3	4.2
Georgia (n=28)	35.7	7.1	3.6	0
Kentucky (n=17)	11.8	0	5.9	0
Massachusetts (n=23)	0	0	4.3	0
New Mexico (n=21)	4.8	0	14.3	0
New York (n=50)	4.0	2.0	0	6.0
North Carolina (n=85)	10.6	7.1	7.1	2.4
Ohio (n=34)	8.8	0	50.0	2.9
Oregon (n=29)	3.4	3.4	27.6	3.4
Pennsylvania JJC (n=29)	6.9	3.4	6.9	10.3
Pennsylvania PUPS (n=32)	3.1	6.3	0	3.1
Tennessee (n=14)	21.4	0	21.4	0
Washington (n=37)	13.5	8.1	18.9	2.7
Wisconsin (n=49)	2.0	6.1	10.2	0
TOTAL (n=696)	9.6	4.3	12.8	3.9

New York, California-Coleman, and Pennsylvania-PUPS--concentrated their efforts on local target agencies and the public and directed little attention to the state level. Four of these projects focused on educational issues; their targets were generally local Boards of Education, school administrators, or parents and students. California-Coleman was the exception. Most of its activities were directed toward the local social services or mental health departments, the general public, and mixed audiences. The remainder of the projects distributed their efforts across state agencies, local agencies, the public and mixed groups. The specific agencies involved varied, but state and local departments of social services or departments with both social services and corrections under their umbrella, the legislature, Boards of Education, mixed audiences and the public were common targets. A popular model with projects in this group was to establish central staff in the state capital but to use local level representatives (either subcontractors, a network of volunteers, or satellite project staff) to interact with local officials.

An integral part of advocacy is the process of identifying appropriate contacts at target agencies, obtaining access to them, and developing cooperative working relationships. Most of the Youth Advocacy projects had already worked cooperatively with a number of the target agencies prior to Youth Advocacy. Table 3.6 shows the project directors' ratings of their prior relationships with target agencies. For 88 percent of the activities there had been a prior relationship with the target agency. About half of these were described as supportive. Overall the agencies with which the projects had the best previous record were the state judiciary, state legislatures, local boards of education and social services departments, and state and local commissions and associations. Agencies with which they had not worked well previously were the divisions of youth services, individual schools, and local service providers.

These same ratings by project directors of prior relationships with target agencies are broken out by project in Table 3.7. Only Washington, Arizona-NFA, and Tennessee reported they had no pre-YAP relationship with a substantial number of their target agencies. When previous relationships existed, they were typically supportive; only three projects--Arizona-NFA, Arizona-UILP and Pennsylvania-PUPS--described more of their target agency relationships as non-supportive than supportive.

TABLE 3.6

RATINGS OF PRE-YAP PROJECT RELATIONSHIP WITH PRIMARY TARGET AGENCY<sup>1</sup>

Immediate Target Agency	Relationship Rated Not Supportive		Relationship Rated Neutral		Relationship Rated Supportive		No Pre-YAP Relationship		
	N	%	N	%	N	%	N	%	N
<b>State</b>									
Legislature (n=68)	9	14.1	11	17.2	36	50.0	12	18.8	100.1
Board/Department of Education (n=6)	0	0.0	3	50.0	0	0.0	3	50.0	100.0
Department/Division of Corrections (n=19)	5	26.3	3	15.8	9	47.4	2	10.5	100.0
Department/Division of Social Services (n=32)	6	18.8	10	31.3	14	43.7	2	6.3	100.1
Department/Division of Youth Services (n=20)	8	40.0	3	15.0	9	45.0	0	0.0	100.0
Judiciary (n=10)	2	20.0	1	10.0	7	70.0	0	0.0	100.0
Other Executive Agency (n=8)	1	12.5	2	25.0	5	62.5	0	0.0	100.0
Association/Commission (n=10)	1	10.0	0	0.0	6	60.0	3	30.0	100.0
(State Total) (n=173)	(32)	(18.5)	(33)	(19.1)	(86)	(49.7)	(22)	(12.7)	(100.0)
<b>Local</b>									
City/County Government (n=5)	1	20.0	1	20.0	3	60.0	0	0.0	100.0
Board/Department of Education (n=47)	13	27.6	1	2.1	32	68.1	1	2.1	99.9
Individual School (n=17)	8	47.0	2	11.8	5	29.4	2	11.8	100.0
Department/Division of Social Services (n=13)	0	0.0	4	30.8	9	69.3	0	0.0	100.1
Judiciary (n=18)	3	16.7	3	16.7	8	44.5	4	22.2	100.1
Association/Commission (n=6)	0	0.0	2	33.3	3	50.0	1	16.7	100.0
Service Providers (n=15)	6	40.0	0	0.0	3	20.0	6	40.0	100.0
(Local Total) (n=121)	(31)	(25.6)	(13)	(10.7)	(63)	(52.1)	(14)	(11.6)	(100.0)

<sup>1</sup> Note that the N's (number of target agencies) are relatively small for these tables, because project director ratings were not available for all immediate target agencies nor for immediate targets like the general public, parents/students, mixed groups, etc.



TABLE 3.7  
RATINGS OF PRE-YAP PROJECT RELATIONSHIP TO TARGET AGENCIES BY PROJECT<sup>1</sup>  
(N=325)

Sites	Relationship Rated Not Supportive		Relationship Rated Neutral		Relationship Rated Supportive		No Pre-YAP Relationship	
	N	%	N	%	N	%	N	%
Alabama	MD		MD		MD		MD	
Arizona NFA	5	23.8	4	19.0	4	19.0	8	38.1
Arizona UILP	5	62.5	0	0	2	25.0	1	12.5
Arkansas	0	0	5	41.7	5	41.7	2	16.7
California CCYFC	0	0	0	0	4	100.0	0	0
California Coleman	MD		MD		MD		MD	
Delaware	0	0	7	28.0	18	72.0	0	0
Florida FCCY	4	22.2	1	5.6	11	61.2	2	11.1
Florida Ft. Laud.	4	28.6	2	14.3	8	57.2	0	0
Georgia	0	0	0	0	4	100.0	0	0
Kentucky	4	40.0	0	0	6	60.0		
Massachusetts	8	44.4	9	50.0	0	0	1	5.6
New Mexico	0	0	1	33.3	2	66.7	0	0
New York	1	2.1	0	0	39	83.0	7	14.9
North Carolina	3	6.7	7	15.6	24	53.3	11	24.4
Ohio	2	28.6	1	14.3	3	42.9	1	14.3
Oregon	5	31.3	4	25.0	5	31.3	2	12.5
Pennsylvania JJC	0	0	5	41.7	7	58.3	0	0
Pennsylvania PUPS	8	57.1	0	0	4	28.6	2	14.3
Tennessee	1	16.7	0	0	3	50.0	2	33.3
Washington	1	7.1	1	7.1	3	21.4	9	64.3
Wisconsin	12	44.4	2	7.4	13	48.1	0	0
TOTAL	63	19.4	49	15.1	165	50.8	48	14.8

MD = Missing Data

<sup>1</sup> Note that the N's (number of target agencies) are relatively small for these tables, because project director ratings were not available for all immediate target agencies nor for immediate targets like the general public, parents/students, mixed groups, etc.

Projects appeared to have had supportive relationships with agencies in all three sectors--educational, social services and juvenile justice. (See Appendix A, Table 3.1). Although the conventional wisdom is that school systems are more difficult targets of advocacy than other systems, the Youth Advocacy projects had supportive relationships with local school boards or Departments of Education for 68 percent of the activities targeted at those groups. However, the problem may be with individual schools rather than the upper echelons of school management. Youth Advocacy relationships with individual schools had been poor; for almost half the activities the relationship between the project and an individual school was rated as uncooperative.

Advocates have two theories of the proper level to approach within a target agency.<sup>9</sup> One theory holds that the lower levels of the bureaucracy should be approached first because they are more receptive to change, closer to the service populations, and more removed from "politics." In addition, advocacy efforts which fail at lower levels can be redirected toward the upper echelons. In contrast, the second theory holds that upper level staff should be approached first since they have control over a wider range of policies and the authority to change policies.

The Youth Advocacy projects did not appear to consistently follow either approach. For many activities, the project merely elected to deal with staff with whom they had worked previously or staff known to be progressive and receptive to advocacy efforts at whatever level they happened to be. The choice of level appeared to be of secondary importance to the personalities involved.

#### Tactics of Activities

In addition to the choice of issue and target group, a key component of a project's approach is its tactics. For this evaluation, we considered tactics to be more specific than an overall project strategy for resolving an issue (strategies are composed of combinations of tactics) and less specific than a one-time event (such as writing a report). The projects used eleven distinct tactics in their efforts to affect youth policies:

<sup>9</sup>Notes summarizing the discussions during a September 1981 cluster conference of Youth Advocacy grantees in Washington, D.C.



- Research: activities intended to develop new or updated knowledge about a particular issue.
- Education: activities intended to increase the amount of information that non-project people have about either the Youth Advocacy Project or the problems that youth face in the criminal justice, educational, or social services systems.
- Coalition-building: activities designed to identify, educate, and mobilize groups or individuals around an issue or issues.
- Training and technical assistance: activities designed to teach individuals or organizations a particular skill, methodology or area of expertise.
- Administrative negotiations: activities involving personal contacts between project staff and others (usually representatives of public agencies) for the purpose of affecting policies, practices, and procedures.
- Litigation: activities that challenge the legality of a law, administrative regulation, or practice through the courts or through formal administrative hearings.
- Statute revision: activities conducted to identify the need for, develop, and pass legislation at the state, local, or national level.
- Monitoring legislative activity: activities designed to identify youth-related legislation, to analyze the impact on youth, and to disseminate this information to individuals and organizations.
- Monitoring/inspecting for compliance: activities designed to identify problems in on-going agency operations and to ensure that promised revisions are implemented.
- Case advocacy: activities in which an individual's criminal justice, human services, or educational problem is pursued and a resolution sought.

- Service development or provision: activities that provide direct services to youth, or develop specific plans and funding arrangements for a direct service.<sup>10</sup>

In addition, two combinations of these tactics appeared so frequently as to warrant their treatment as separate tactics. They are the research and education combination and the education and coalition-building combination.

Table 3.8 shows the distribution of program tactics for all project activities. Education was the single most popular tactic, accounting for 21 percent of the activities by itself and 38 percent, when used in combination with coalition-building and research. Training and technical assistance, administrative negotiation, and statute revision were also frequently employed tactics. Projects used coalition-building, litigation, monitoring and inspecting for compliance, research, and service development/provision more sparingly. Case advocacy was the primary tactic for only three percent of the activities. This is not surprising since the Youth Advocacy Program Announcement had stipulated that case advocacy was an acceptable strategy only when used as a supplement to class advocacy efforts.

The projects had been requested to be extremely careful in their statute revision efforts so as to avoid overstepping the permissible bounds. Most of the 69 statute revision activities involved presenting information to both the public and the legislators on the potential effects of a legislative change. Some of the older projects such as Wisconsin, Florida-FCCY, and Pennsylvania-JJC had a reputation with legislators and legislative staff for providing timely and accurate information on juvenile issues. Consequently legislators would request information and/or ask that these groups testify at hearings. Since amendments to the JJDP Act in 1980 stipulated that communications with legislative officials were acceptable when they had been requested,

<sup>10</sup>In our usage, litigation and case advocacy on behalf of specific youth were classified separately from service provision, although we recognize that in a broader sense these too might be considered direct services. Our category of service development/provision includes services like emergency shelter, operation of a family counseling program, etc.

TABLE 3.8  
PROGRAM TACTICS

<u>TACTIC</u>	<u>No. of All Activities</u>	<u>Percent of All Activities*</u>
Research	29	4.2
Research and Education	56	8.2
Education	140	20.5
Education and Coalition Building	61	8.9
Coalition Building	31	4.5
Training and Technical Assistance	62	9.1
Administrative Negotiation	91	13.3
Litigation	41	6.0
Statute Revision	69	10.1
Monitoring Legislative Activity	8	1.2
Monitoring/Inspecting for Compliance	33	4.8
Case Advocacy	18	2.6
Service Development/Provision	30	4.4
Other	14	2.0
TOTAL	683	100.0

\*Due to rounding errors, percentages do not total 100.0.

projects which were sought out by legislators were secure that their actions would not be construed as lobbying. Projects such as Kentucky that conducted most of their legislative work via participation on commissions and task forces used the same "request" guideline in determining acceptable limits. In most cases the simple request to participate on an official task force was adequate to ensure that the projects were acting legally.

The distribution of activities employing each of these tactics across the 22 projects is shown in Table 3.9. The most obvious information provided by this table is that the majority of the projects employed all but one or two of the tactics for at least some of their activities.

The less frequent use of litigation may be explained by two factors--the technical expertise required and the adversarial nature of the tactic. Most of the ten projects which did not have any litigation activities did not have any attorneys on their own staff or on the subcontractor's staff. One exception was North Carolina, which had two attorneys in the central office, but was prevented from litigating because of its status as a governmental agency. Most of the projects emphasized techniques which require cooperation with target agency personnel such as public education, administrative negotiation, and coalition-building. It was a common assumption among many projects that entering into litigation would be counterproductive. Even projects employing litigation tended to reserve it for problems which they were unable to resolve by other means. In Delaware, which used it as a primary tactic in 5.9% of its activities, the project director stated that he viewed "litigation as a last resort. Why fight them (Bureau of Juvenile Corrections and Family Court) if you can accomplish objectives through negotiation." In New York, which used litigation in 18.4% of its activities, the project director stated that "litigation was the only way to resolve certain issues." Even Massachusetts, which employed litigation for 34.8% of its activities, routinely attempted to negotiate a solution to observed violations before attempting to litigate. However, the project director stated that advocacy could not be successful without at least the threat of litigation.

Coalition-building was used by more projects in conjunction with public education than as a separate tactic. All projects, except for Kentucky and

TABLE 3.9  
TYPE OF TACTICS USED BY PROJECTS\*

SITES	Admin. Nego.	Educa.	Tech. Assis. & Training	Litiga.	Statute Revision	PERCENTAGE OF ACTIVITIES				Educa. & Coal. Bldg.	Educa. & Coal. Bldg.	OTHER**
						Research	Research	Research	Research			
Alabama (n=31)	3.2	6.5	3.2	0	0	0	0	0	58.1	19.4	9.6	
Arizona NPAP (n=46)	8.7	34.8	10.9	0	2.2	0	0	8.7	2.2	8.7	23.8	
Arizona UTP (n=12)	25.0	8.3	16.7	8.3	0	8.3	0	8.3	8.3	8.3	8.5	
Arkansas (n=27)	7.4	29.6	3.7	3.7	11.1	7.4	0	11.1	3.7	7.4	14.9	
California CCYFC (n=20)	1	45.0	15.0	0	2.9	0	0	5.0	20.0	0	12.1	
California Coleman (n=27)	14.8	29.8	7.4	0	7.4	3.7	0	11.1	3.7	7.4	14.7	
Delaware (n=34)	11.8	11.8	8.8	5.9	8.8	0	0	26.5	5.9	0	20.5	
Florida FCCY (n=36)	16.7	22.2	0	11.1	27.8	0	0	5.6	16.7	0	0	
Florida Ft. Laud. (n=24)	16.7	12.5	4.2	8.3	25.0	4.2	0	0	4.2	0	24.9	
Georgia (n=30)	0	26.7	6.7	3.3	10.0	6.7	0	13.3	13.3	10.0	10.0	
Kentucky (n=17)	23.5	11.8	5.9	11.8	17.6	0	0	29.4	0	0	0	
Massachusetts (n=23)	21.7	8.7	0	34.8	21.7	4.3	0	0	0	0	8.8	
New Mexico (n=21)	9.5	23.8	38.1	0	0	4.8	0	4.8	0	9.5	9.5	
New York (n=49)	16.3	18.4	6.1	18.4	6.1	6.1	0	2.0	8.2	6.1	12.3	
North Carolina (n=86)	15.1	22.1	5.8	0	5.8	8.1	0	5.8	4.7	0	32.6	
Ohio (n=34)	14.7	20.6	11.8	2.9	2.9	0	0	17.6	14.7	0	14.8	
Oregon (n=29)	0	10.3	17.2	13.8	10.3	3.4	0	17.2	6.9	0	20.9	
Pennsylvania JJC (n=31)	12.9	29.0	12.9	0	12.9	6.5	0	0	12.9	0	12.9	
Pennsylvania PUPS (n=31)	22.6	19.4	0	0	0	6.5	0	3.2	12.9	16.1	19.3	
Tennessee (n=37)	0	26.7	20.0	0	26.7	6.7	0	13.3	6.7	0	0	
Washington (n=37)	21.6	27.0	2.7	0	8.1	8.1	0	8.1	16.2	2.7	5.5	
Wisconsin (n=50)	14.0	4.0	16.0	22.0	18.0	4.0	0	2.0	4.0	6.0	10.0	
TOTAL (n=710)	12.8	20.4	8.7	6.5	9.9	4.2	0	8.0	9.9	4.5	15.1	

\* Because of differences in definition, AIR's designation of tactics may differ from the project's, particularly for some of the categories such as "education" versus "training and technical assistance" and "education and coalition building" versus "coalition-building."

\*\* For the purposes of presentation, the categories of monitoring legislation, case advocacy, and service provision have been combined with the more general "other" category.

NOTE: Percentages may not add to 100 because of rounding.

Massachusetts, had some coalition efforts. And even these projects worked informally with a number of groups on issues of mutual concern. The term coalition covered a broad range of phenomena. At one extreme it consisted of an ad hoc group of individuals or organizations mobilized to support a given issue. At the other extreme, a coalition was a structured conglomerate of individuals and agencies with a formal commitment to specific goals. The different types of coalitions served different functions. The ad hoc coalition appeared to be particularly useful in supporting statute revision activities. More structured coalitions tended to be developed by advocates who wanted to monitor policy implementation and institutionalization. For some of the advocacy organizations, such as the Oregon Youth Work Alliance and the Pennsylvania Juvenile Justice Center, the structured coalition was a means of institutionalizing their efforts.

In Year 1 and Year 3 of the YA program, we asked sites to identify organizations which they considered to be members of their coalition or network. These data are shown in Table 3.10. A few of the projects--North Carolina, Oregon, Pennsylvania-JJC, and Wisconsin--named over 100 coalition groups. At the other extreme, three of the sites--Alabama, Kentucky, and Tennessee--named fewer than 10.

For all but four projects, the membership of the support network fluctuated by 12 percent or more during the life of the project. Some of the sites showed increases in the number of coalition members. Florida-FCCY showed by far the greatest increase with their network expanding from 38 to 312 members. The dramatic jump reflected several years of work in establishing a statewide "legislative information network." Six sites showed noticeable decreases in the coalition membership. Several projects intentionally pared down their networks in order to concentrate on those organizations which had provided active support. Other projects suffered at least some coalition member attrition because many organizations closed in the difficult economic times. In another instance, the reduction in a subcontractor's role accounted for a decline in coalition size in Year 3.

In addition to identifying the coalition members, we asked project directors to estimate the amount of contact they had with each coalition member and to rate the strength of the relationship on a 5-point scale (1

TABLE 3.9

## TYPE OF TACTICS USED BY PROJECTS\*

SITES	Admin. Negot.	Educa.	Tech. Assis. & Training	Litiga.	Statute Revision	Research	Educa. & Research	Educa. & Coal. Bldg.	Coal. Bldg.	OTHER**
PERCENTAGE OF ACTIVITIES										
Alabama (n=31)	3.2	6.5	3.2	0	0	0	0	58.1	19.4	9.6
Arizona NFAP (n=46)	8.7	34.8	10.9	0	2.2	0	8.7	2.2	8.7	23.8
Arizona UILP (n=12)	25.0	8.3	16.7	8.3	0	8.3	8.3	8.3	8.3	8.5
Arkansas (n=27)	7.4	29.6	3.7	3.7	11.1	7.4	11.1	3.7	7.4	14.9
California CCYFC (n=20)	0	45.0	15.0	0	2.9	0	5.0	20.0	0	12.1
California Coleman (n=27)	14.8	29.8	7.4	0	7.4	3.7	11.1	3.7	7.4	14.7
Delaware (n=34)	11.8	11.8	8.8	5.9	8.8	0	26.5	5.9	0	20.5
Florida FCCY (n=36)	16.7	22.2	0	11.1	27.8	0	5.6	16.7	0	0
Florida Ft. Laud. (n=24)	16.7	12.5	4.2	8.3	25.0	4.2	0	4.2	0	24.9
Georgia (n=30)	0	26.7	6.7	3.3	10.0	6.7	13.3	13.3	10.0	10.0
Kentucky (n=17)	23.5	11.8	5.9	11.8	17.6	0	29.4	0	0	0
Massachusetts (n=23)	21.7	8.7	0	34.8	21.7	4.3	0	0	0	8.8
New Mexico (n=21)	9.5	23.8	38.1	0	0	4.8	4.8	0	9.5	9.5
New York (n=49)	16.3	18.4	6.1	18.4	6.1	6.1	2.0	8.2	6.1	12.3
North Carolina (n=86)	15.1	22.1	5.8	0	5.8	8.1	5.8	4.7	0	32.6
Ohio (n=34)	14.7	20.6	11.8	2.9	2.9	0	17.6	14.7	0	14.8
Oregon (n=29)	0	10.3	17.2	13.8	10.3	3.4	17.2	6.9	0	20.9
Pennsylvania JJC (n=31)	12.9	29.0	12.9	0	12.9	6.5	0	12.9	0	12.9
Pennsylvania PUPS (n=31)	22.6	19.4	0	0	0	6.5	3.2	12.9	16.1	19.3
Tennessee (n=37)	0	26.7	20.0	0	26.7	6.7	13.3	6.7	0	0
Washington (n=37)	21.6	27.0	2.7	0	8.1	8.1	8.1	16.2	2.7	5.5
Wisconsin (n=50)	14.0	4.0	16.0	22.0	18.0	4.0	2.0	4.0	6.0	10.0
TOTAL (n=710)	12.8	20.4	8.7	6.5	9.9	4.2	8.0	9.9	4.5	15.1

\* Because of differences in definition, AIR's designation of tactics may differ from the project's, particularly for some of the categories such as "education" versus "training and technical assistance" and "education and coalition building" versus "coalition-building."

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NOTE: Percentages may not add to 100 because of rounding.

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In addition to identifying the coalition members, we asked project directors to estimate the amount of contact they had with each coalition member and to rate the strength of the relationship on a 5-point scale (1



TABLE 3.10

## NUMBER OF COALITION MEMBERS BY PROJECT

SITES	Year 1	Year 3	Change
	N	N	%
Alabama	6	*	*
Arizona NFAP	61	62	1.6
Arizona UILP	19	24	26.3
Arkansas	26	30	15.4
California CCYFC	75	*	*
California Coleman	25	16	-36.0
Delaware	17	12	-29.4
Florida FCCY	38	312	721.1
Florida Ft. Laud.	37	50	35.1
Georgia	60	*	*
Kentucky	8	9	12.5
Massachusetts	17	17	0
New Mexico	59	11	-81.3
New York	88	86	-2.3
North Carolina	127	153	20.5
Ohio**	83	50	-39.8
Oregon	109	94	-13.8
Pennsylvania JJC	153	194	26.8
Pennsylvania PUPS	62	63	1.6
Tennessee	8	12	50.0
Washington	57	64	12.3
Wisconsin	247	153	-38.1
TOTAL	1382	1412	2.2

\* Data not available.

\*\* Includes data provided by a major subcontractor.

indicating a weak relationship, 5 indicating a strong one). The average number of monthly contacts the youth advocacy programs made with each coalition member was 3.3 in the first year. It was slightly higher, 3.9, for coalition members with whom they had "strong" relationships. In the third year, the average number of monthly contacts across all coalition members dropped to 2.5, while the average among strong coalition members only fell to 3.7. For about half the sites, over 50% of the coalition membership consisted of groups with which the organization felt it had strong ties.

One useful means of classifying tactics is by the degree to which a project relies upon direct versus indirect means of influencing key decision-makers. This criterion was used by Berry (1977) in his typology of the advocacy methods used by public interest groups.<sup>11</sup> He identified three methods. The first is characterized by direct communication between advocates and government officials; it would include the tactics of litigation, statute revision, administrative negotiation, monitoring/inspecting for compliance, and case advocacy. The second method is to promote constituent intervention in the governmental process on behalf of the advocacy cause through coalition-building or training and technical assistance. The third is to indirectly influence governmental policy by altering public opinion through community education and research. Any combination of these methods can be applied to a specific problem.

The Youth Advocacy projects tended to prefer the direct over the indirect methods. As Table 3.11 indicates, for more than two-thirds of the activities, direct tactics were the primary methods employed. Administrative negotiation, statute revision, litigation, and case advocacy were always classified as direct; training and technical assistance, monitoring, education, and coalition-building were classified as direct only if there was an identifiable target agency (as opposed to the general public) and if there was personal contact (telephone or face-to-face) between the project and the agency.

Many of the activities whose primary tactic was direct, also employed indirect methods such as research,

<sup>11</sup>Jeffrey M. Berry, Lobbying for the People. Princeton: Princeton University Press, 1977.

TABLE 3.11  
TYPE OF ACTIVITY TACTIC BY SECTOR

Type of Tactic	Activities by Sector											
	Juvenile Justice		Social Services		Education		Juvenile Justice & Social Services <sup>1</sup>		Other Combinations <sup>2</sup>		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
Direct Tactic (n=371)	107	77.0	76	85.4	99	64.3	54	90.0	35	37.6	371	69.3
Indirect Tactic (n=164)	32	23.0	13	14.6	55	35.7	6	10.0	58	62.4	164	30.7
Totals	139	100.0	89	100.0	154	100.0	60	100.0	93	100.0	535	100.0

<sup>1</sup> Indicates activities that jointly involved the juvenile justice and social services sectors.

<sup>2</sup> Indicates activities that involved other combinations of sectors.

education and coalition-building as supplements or preludes to the direct work. These indirect tactics in a sense laid the groundwork for the application of more direct methods; the research efforts provided the information and data to substantiate system problems. Coalition-building efforts provided the support to press for change. On the other hand, use of indirect tactics as the final and primary method of accomplishing change was not the youth advocacy model preferred by the sites.

The indirect tactics surfaced primarily with activities in the educational sector or with activities that involved miscellaneous combinations of sectors. In the educational sector, training and education of constituent groups was used typically as a means of ultimately influencing the school system. For many of the activities that cut across all sectors, the education and training was seen as an end in itself with an informed public as the goal. Presumably, the rationale for educating or training citizens is that they will influence the system at some point, but the projects did not always articulate this long-range objective.

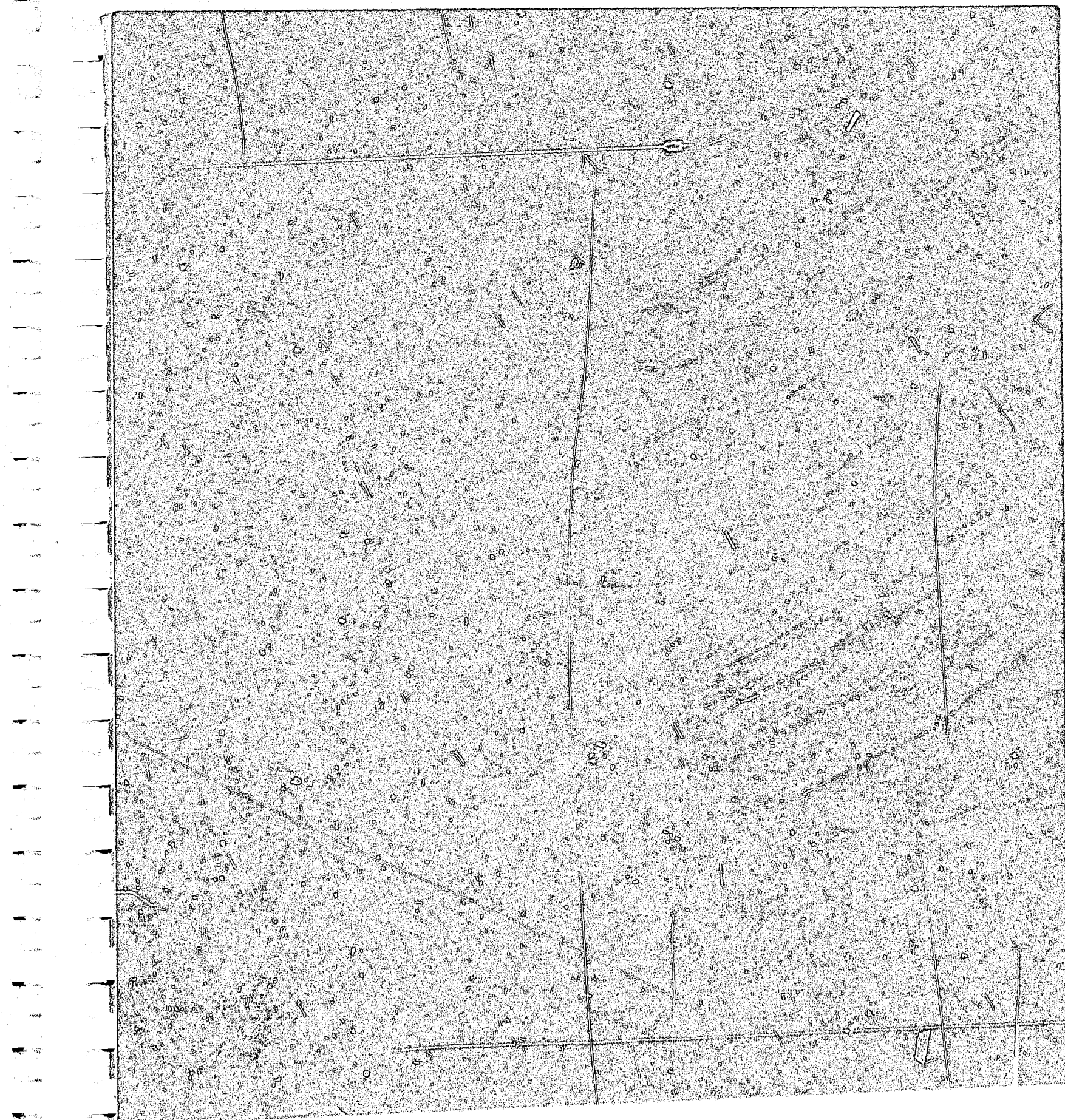
#### Styles of Implementing Tactics

While choices of tactics are interesting in themselves, the "style" or manner in which the tactics are employed is also relevant. In our terminology, style refers primarily to the degree of confrontation employed by the project, which may be a function of the timing of the tactics, the ordering of the tactics, or the personality characteristics of project staff. A tactic such as litigation is inherently more confrontational than education, for example, but there is still room for considerable variation within some tactics. For instance, administrative negotiations can be conducted privately with a handful of people politely expressing their views on a situation, or they can be conducted in a public forum with advocates angrily accusing the target agency of some wrongdoing. The intent in the latter situation is to embarrass the agency and to generate greater external pressure for change. The intent in the former is to convince reasonable individuals within the target agency and to enlist their support in pursuing changes. A few target agencies would perceive any project action conducted in any public fashion as confrontational.

The youth advocacy projects preferred the cooperative, non-confrontational style of advocacy. Table 3.12 shows our ratings of project style of advocacy for each activity. For sixty-eight percent of the activities the advocacy style was rated persuasive and non-confrontational. For only 10 percent of the activities the style was considered to be adversarial or confrontational and for the remaining 22 percent it was neutral. There was general agreement among the projects that the persuasive style of advocacy was preferable, and in the long term more likely to yield the type of changes sought by the projects.

The style employed by the projects did seem to vary by type of target agency, as indicated in Table 3.13. The significance levels in this table were obtained by comparing the style of advocacy for each target agency against all other target agencies as a group and repeating this dichotomized analysis for each type of target agency. Activities targeted at the state legislature, state and local associations or commissions, miscellaneous city/county agencies, parents and students, or at "other" groups (several audiences concurrently) were more likely to employ a persuasive style than were activities targeted at other groups. A more adversarial style was associated with activities targeted at state and local boards of education, individual schools, the State Department of Correction, state and local departments of social services, State Departments of Youth Services, and specific treatment facilities. Not surprisingly, these are some of the same agencies with which the projects had nonsupportive relationships prior to the Youth Advocacy Program. Thus, adversarial activities may have been a continuation of an already established pattern of interaction. Or the project may have first tried persuasive techniques, and turned to a more adversarial stance as a last resort when persuasion did not work.

We also grouped the projects according to the proportion of their activities which were rated confrontational/adversarial, neutral, and collaborative/persuasive. Ten of the sites--Arkansas, Georgia, California-CCYFC, Delaware, Arizona-NFA, New Mexico, Ohio, Oregon, Florida-FCCY, and Washington--were considered collaborative. Only three--Arizona-UILP, California-Coleman, and Florida-Ft. Lauderdale--were characterized as confrontational. These groups had few other similarities that would account for the similarities





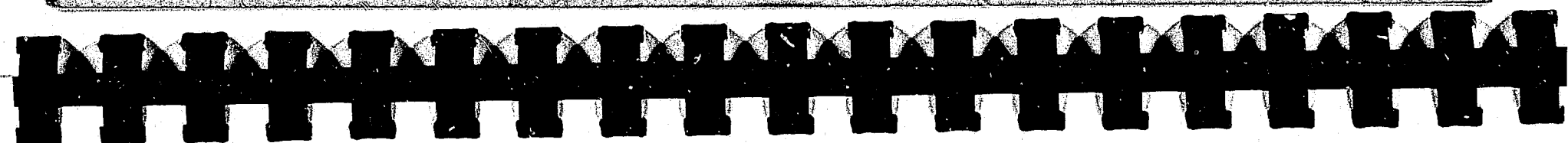
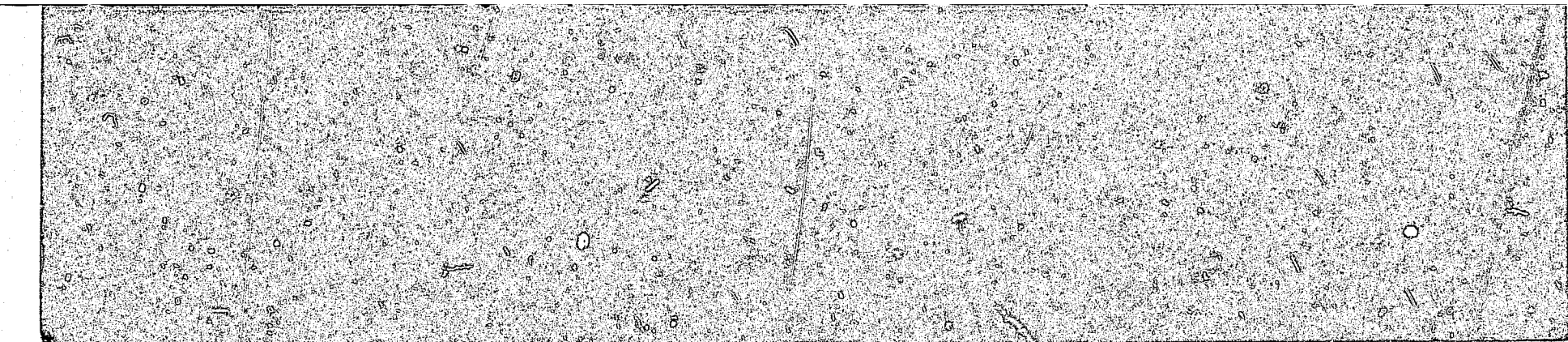


TABLE 3.12  
RATINGS OF ACTIVITY "STYLE"

Type of Target Agency	Number & Percent of Activities With Adversarial/Confrontational Style		Number and Percent of Activities With Neutral Style		Number and Percent of Activities With Persuasive Style		
<u>State</u>							
Legislature (n=77)	1	1.3	12	15.6	64	83.1	100.0
Board/Department of Education (n=9)	3	33.3	1	11.1	5	55.6	100.0
Department/Division of Corrections (n=19)	3	15.8	9	47.4	7	36.8	100.0
Department/Division of Social Services (n=35)	8	22.8	9	25.7	18	51.4	99.9
Department/Division of Youth Services (n=20)	3	15.0	5	25.0	12	60.0	100.0
Judiciary (n=13)	2	15.4	4	30.8	7	53.9	100.0
Other Executive Agency (n=10)	2	20.0	1	10.0	7	70.0	100.0
Association/Commission (n=18)	0	0.0	2	11.1	16	88.9	100.0
(Total, State) (n=201)	(22)	(10.9)	(43)	(21.4)	(136)	(67.7)	100.0
<u>Local</u>							
City/County Government (n=9)	1	11.1	1	11.1	7	77.8	100.0
Board/Department of Education (n=55)	9	16.4	14	25.5	32	58.2	100.1
Individual School (n=22)	6	27.3	8	36.4	8	36.4	100.1
Department/Division of Social Services (n=15)	1	6.7	9	60.0	5	33.3	100.0
Judiciary (n=18)	1	5.6	6	33.3	11	61.1	100.0
Association/Commission (n=7)	0	0.0	2	28.6	5	71.4	100.0
Service Providers (n=20)	8	40.0	4	20.0	8	40.0	100.0
(Total, Local) (n=144)	(26)	(17.6)	(44)	(30.1)	(76)	(52.1)	100.0
<u>Other or Mixed Targets</u> (n=116)	0	0.0	14	12.1	102	87.9	100.0
<u>Total</u> (n=463)	48	10.4	101	21.8	314	67.8	100.0



TABLE 3.13  
RELATIONSHIP BETWEEN STYLE OF ADVOCACY & TARGET (n=544)

Target	Relationship Rated as More Persuasive With Specified Target Than With Other Targets (Significance Level)*	Relationship Rated as More Confrontational With Specified Target Than With Other Targets (Significance Level)	No Relationship Between Style of Advocacy for Target, Compared to Other Targets (No Significance)
<u>State</u>			
State Legislature	.06		
Board/Department of Education		.02	
Department/Division of Corrections		.04	
Department/Division of Social Services		.05	
Department/Division of Youth Services		.02	
Judiciary			NS
Other Executive Agency			NS
Association/Commission	.02		
<u>Local</u>			
City/County Government	.02		
Board/Department of Education		.06	
Individual School		.03	
Department/Division of Social Services		.04	
Judiciary			NS
Association/Commission	.02		
Service Providers/Facilities		.04	
<u>Other</u>			
General Public			NS
Students/Parents	.05		
Other	.03		
Mixed Systems			NS

\*Significance level using Kendall's Tau c statistic.

in style. Among the collaborative sites, six employed the education tactic more than any other tactic. Surprisingly, the three sites considered adversarial used litigation infrequently. They had more local than state-level activities and were slightly more likely to be working with target agencies with which they had a poor pre-YAP relationship. According to the project director for California-Coleman, the relationship with the target agency was critical:

"The most important single factor to be considered in developing an advocacy strategy is the attitude of the target agency(ies) towards the advocate's goals.... Aggressive opposition to the goals from the target agency usually results in an adversarial relationship between the advocate and the agency.<sup>12</sup>

Conversely, the success of the persuasive approaches launched by most of the youth advocacy projects rests upon there being individuals within the agency who are in agreement with the advocates' position or at least willing listen to it.

#### Tactic, Target and Issue Patterns

The tactics employed by the projects varied according to the sectors of the activities, the specific issues, and the target agencies. Some of the predominant patterns are described below. In reviewing the tables, note that some of the frequent target and tactic combinations are expected by definition. For example, all statute revision activities are targeted at legislatures or local governing bodies. Other target and tactic combinations are improbable. For example, it is unlikely that a project would monitor or inspect the public for compliance with a statute. The full tables showing crosstabulations of tactics by issues, sectors, and target agencies are in Appendix A, Tables 3.2, 3.3, and 3.4.

Administrative negotiation activities were the only efforts which were equally distributed across the juvenile justice, education, and social service sectors. Other tactics were associated with specific sectors. Research,

<sup>12</sup>Margaret Brodtkin, Local Advocacy: A Tool for Child Welfare and Juvenile Justice Reform. San Francisco: Coleman Children and Youth Services, n.d., p. 3.

training and technical assistance, and litigation activities were usually conducted in the juvenile justice or educational sectors. Monitoring and inspecting for compliance, statute revision, and research and education efforts fell predominantly in the juvenile justice or social services sectors. The more indirect tactics of education and coalition-building were more likely to fall in the "general" category and secondarily the education group.

A similar pattern emerges from the issue and tactic combinations. Education and coalition-building are associated with issues that cut across several sectors such as increased youth involvement, discrimination, general youth problems and least restrictive environments for emotionally disturbed, delinquent, status offender, and foster care children. Least restrictive environments also were the primary concern for many of the training and technical assistance and monitoring efforts (including "court watch"). Administrative negotiation, statute revision, and litigation activities were fairly equally distributed across the more specific issues such as detention criteria, school discipline, and conditions in social service, mental health, and correctional facilities. Litigation activities were likely to focus on P.L. 94-142, which guarantees the least restrictive environment for handicapped children, as well. P.L. 94-142 and school discipline were the predominant issues for most of the case advocacy activities. Many of the lawsuits, particularly in the educational systems, emerged from individual cases which a project had not been able to resolve satisfactorily through administrative channels.

The primary tactics that were associated with each of the target agency types are listed in Table 3.14. Administrative negotiation was the tactic of choice for most of the activities targeted at state-level executive agencies and the judiciary. Only the departments of education and the legislatures were more often approached through different avenues--research and education for the former and statute revision for the latter. On the local level, administrative negotiation was the predominant tactic for only two agencies, the board of education and the department or division of social services. Individual schools were most often targets of case advocacy efforts, and courts were most often targets of monitoring and educational efforts. Service providers were typically involved in lawsuits brought by the projects. Finally,

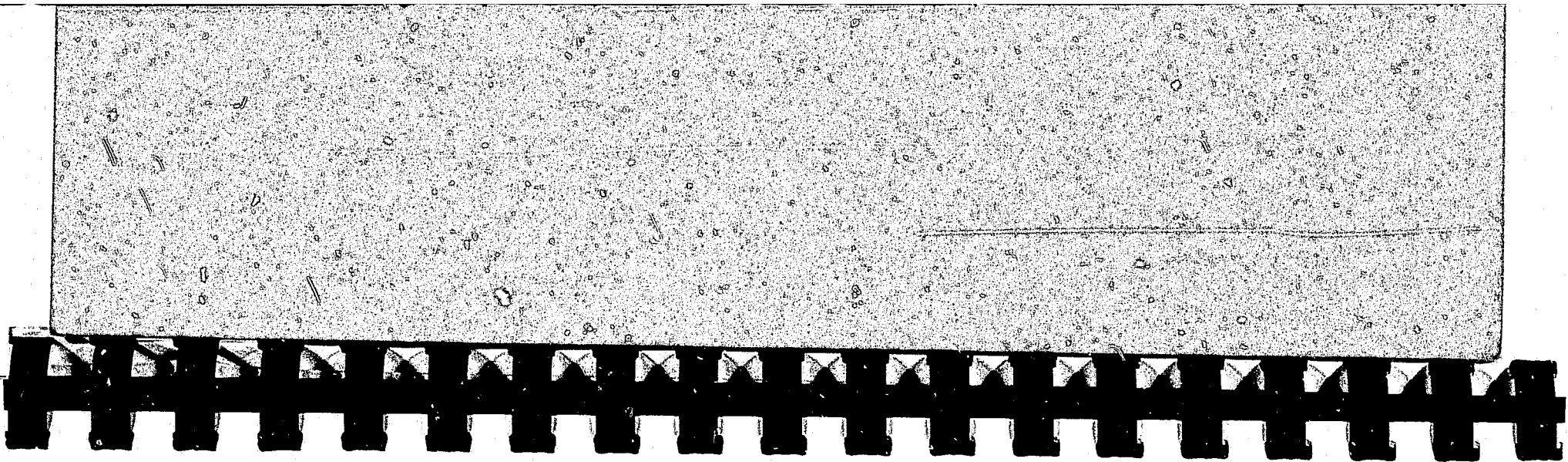


TABLE 3.14

Predominant Tactics Used Per Target Agency

<u>Target</u>	<u>Predominant Tactics Employed<sup>1</sup></u>
<u>State</u>	
Legislature (n=83)	Statute revision (81%), Research & Education (16%)
Bd./Dept. of Education (n=10)	Research & Educ. (30%), Admin. Neg. (30%), Litigation (30%)
Dept./Div. of Corrections (n=20)	Admin. Neg. (30%), Litigation (15%)
Dept./Div. of Social Services <sup>2</sup> (n=36)	Admin. Neg. (28%), Research & Education (19%)
Dept./Div. of Youth Services (n=22)	Admin. Neg. (27%), Statute revision (18%)
Judiciary (n=14)	Admin. Neg. (21%), Monitoring (21%)
Other Executive Agency (N=12)	Admin. Neg. (58%), Service Provision (17%)
Assoc./Commission (n=20)	Admin. Neg. (35%), Education (25%)
<u>Local</u>	
City/County Government (n=11)	Statute revision (36%)
Bd./Dept. of Education (n=58)	Admin. Neg. (29%), Litigation (17%)
Individual School (n=30)	Case Advocacy (23%), Admin. Neg. (17%)
Dept./Div. of Social Services <sup>2</sup> (n=21)	Admin. Neg. (33%), Monitoring (23%)
Judiciary (n=21)	Monitoring (33%), Admin. Neg. (28%)
Assoc./Commission (n=18)	Education (22%)
Service Providers (n=23)	Litigation (39%), Case Advocacy (22%)
<u>Other</u>	
General Public (n=91)	Education (70%)
Parents & Students (n=64)	Education & Coalition Building (31%), Education (30%)
Mixed (n=139)	Education (25%), Training and TA (20%)

<sup>1</sup> Numbers in parentheses represent the percentage of all activities targeted at a particular agency which employ the tactic specified.

<sup>2</sup> Also includes Department/Division of Mental Health.

most of the activities targeted at the general public, parents and students, and mixed groups employed educational or coalition-building tactics.

#### IMPLEMENTING THE PROGRAM

Having discussed the major components of advocacy--tactics, targets, issues, style--we now turn to some other key characteristics of implementation. These are: allocation of organizational and staff responsibility for an activity, including degree of youth involvement; type of contact the project had with the target agency; approximate time frame in which an activity was initiated; level of effort; and the duration of an activity.

Most of the activities conducted during the Youth Advocacy grant period had been spelled out in the objectives approved by OJJDP in the fall of 1980. As shown in Table 3.15, they were primarily new efforts for the projects (only 15.6 percent had been ongoing prior to Youth Advocacy), and most (63%) were initiated during the first year of the grant. Although almost half of the activities lasted for two or more years, about a quarter lasted for 1-2 years and another quarter less than a year. (See Tables 3.5, 3.6, and 3.7 in Appendix A for frequencies and percentages for each of these variables.)

When we look at the individual projects the same pattern emerges. For all the projects the majority of the activities implemented had been part of the original objectives approved by OJJDP in Year 1. Two sites, Alabama and Arizona-UILP, implemented only those activities which were in the original set. Delaware showed the greatest deviation from this pattern, with almost 39 percent of its activities not identified in the original plan, but half of these were follow-ups to earlier efforts. The seven sites--Arkansas, Delaware, Arizona-NFA, New Mexico, Oregon, Pennsylvania-PUPS, California-Coleman--which chose over 10% of their activities after the original plan was approved, usually implemented them during the second year of the program.

Since all but one of the projects were ongoing prior to Youth Advocacy and most had received prior OJJDP funding, it is not surprising that the majority of projects carried on some activities that had started before the Youth Advocacy grants. However, Wisconsin was the only

TABLE 3.15

#### ACTIVITY INITIATION DATE BY PROJECT

Projects	When Began			
	Pre-YAP	YR 1	YR 2	YR 3
	% of Activities			
Alabama (n=29)	0	100.0	0	0
Arizona NFAP (n=46)	10.9	54.3	28.3	6.5
Arizona UILP (n=12)	0	83.3	16.7	0
Arkansas (n=27)	7.4	59.3	25.9	7.4
California CCYFC (n=20)	15.8	52.6	31.6	0
California Coleman (n=29)	6.9	75.9	17.2	0
Delaware (n=34)	2.9	61.8	23.5	11.8
Florida FCCY (n=35)	31.4	60.0	8.6	0
Florida Ft. Laud. (n=24)	0	70.8	25.0	4.2
Georgia (n=28)	0	92.6	7.4	0
Kentucky (n=17)	41.2	35.3	23.5	0
Massachusetts (n=24)	29.2	50.0	20.8	0
New Mexico (n=27)	0	77.3	22.7	0
New York (n=50)	26.5	60.0	14.0	0
North Carolina (n=85)	5.9	61.2	24.7	8.2
Ohio (n=34)	26.5	50.0	14.7	8.8
Oregon (n=29)	10.7	60.7	28.6	0
Pennsylvania JJC (n=30)	30.0	50.0	13.3	6.7
Pennsylvania PUPS (n=31)	34.4	46.9	18.8	0
Tennessee (n=15)	0	86.7	6.7	6.7
Washington (n=37)	2.7	86.5	8.1	2.7
Wisconsin (n=36)	51.4	43.2	2.7	2.7
Total (n=689)	15.6	63.2	17.6	3.6



project which had the majority of its activities underway before the program. Many of these activities were ongoing class action lawsuits, as they were for the ongoing Massachusetts and New York efforts. For other projects, the pre-YAP activities were primarily attempts at statutory revision (Florida-FCCY, Kentucky, Ohio) or coalition-building (Pennsylvania-JJC, Pennsylvania-PUPS) that continued under YAP. The third year saw the initiation of only a few follow-up activities because of instructions from OJJDP that no new efforts would be funded.

The activities were rated on a three-point scale according to the level of effort expended. "Low" effort was defined to mean one person-month or less of staff time, "medium" effort encompassed over one month to six-person months, and "high" effort was defined as anything exceeding six-person months of effort. Table 3.16 shows the percentage of activities which fell into these effort categories. On the average, a high level of effort was exerted on over 20% of the activities. Table 3.16 also shows that activities involving certain tactics were associated with higher levels of effort; these tactics included litigation, service development/provision, case advocacy, and education/coalition-building. Administrative negotiation, research, coalition-building (without the strong educational dimension), and legislative monitoring activities tended to be associated with lower investments of staff time.

As Table 3.17 shows, the pattern of effort was variable across sites, but only three sites spent a high level of effort on fewer than 10% of their activities. Most activities required a moderate level of effort.

For most sites, level of effort was associated with when the activity was initiated. Over a fourth of the high level efforts were begun prior to Youth Advocacy while only 7% of the low effort activities were implemented in this time frame. Conversely only a few of the high level efforts were begun as late as Year 3 and each of these was a follow-up effort. For instance, during Year 3 Delaware provided support to an advisory committee which was to assist in setting up an Interagency Diagnostic Center for youth; this was an outgrowth of prior statute revision efforts. The Florida-Ft. Lauderdale program implemented a surrogate parent program in the third year which evolved from earlier work with parents of handicapped students. In

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TABLE 3.16  
LEVEL OF EFFORT FOR ACTIVITIES BY TACTIC  
(N=633)

TACTIC	Activities With Low Level of Effort		Activities With Med. Level of Effort		Activities With High Level of Effort		
	N	%	N	%	N	%	
Research (n=29)	13	44.8	14	48.3	2	6.9	100.0
Research and Education (n=56)	14	25.0	29	51.8	13	23.2	100.0
Education (n=140)	38	27.1	73	52.1	29	20.7	99.9
Education and Coalition Building (n=61)	11	18.0	32	52.5	18	29.5	100.0
Coalition Building (n=31)	12	38.7	12	38.7	7	22.6	100.0
Training and Technical Assistance (n=62)	17	27.4	33	53.2	12	19.4	100.0
Administrative Negotiation (n=91)	44	48.4	35	38.5	12	13.2	100.1
Litigation (n=41)	11	26.8	16	39.0	14	34.1	99.9
Statute Revision (n=69)	15	21.7	39	56.5	15	21.7	99.9
Monitoring Legislative Activity (n=8)	3	37.5	3	37.5	2	25.0	100.0
Monitoring/Inspecting for Compliance (n=33)	11	33.3	16	48.5	6	18.2	100.0
Case Advocacy (n=18)	5	27.8	7	38.9	6	33.3	100.0
Service Development/Provision (n=30)	10	33.3	7	23.3	13	43.3	99.9
Other (n=14)	2	14.3	10	71.4	2	14.3	100.0
TOTALS	206	30.2	326	47.7	151	22.1	100.0

TABLE 3.17

## LEVEL OF EFFORT FOR ACTIVITIES BY PROJECT

Projects	Level of Effort		
	High	Medium	Low
	% of Activities		
Alabama (n=29)	9.5	81.0	9.5
Arizona NFAP (n=46)	19.6	43.5	37.0
Arizona UILP (n=12)	33.3	33.3	33.3
Arkansas (n=27)	7.4	48.1	44.4
California CCYFC (n=20)	30.0	30.0	40.0
California Coleman (n=29)	24.1	41.4	34.5
Delaware (n=34)	12.5	34.4	53.1
Florida FCCY (n=35)	28.1	56.3	15.6
Florida Ft. Laud. (n=24)	20.8	58.3	20.8
Georgia (n=28)	7.1	64.3	28.6
Kentucky (n=17)	17.6	70.6	11.8
Massachusetts (n=24)	9.1	45.5	45.5
New Mexico (n=27)	22.7	40.9	36.4
New York (n=50)	26.0	42.0	32.0
North Carolina (n=85)	29.3	43.9	26.8
Ohio (n=34)	15.2	42.4	42.4
Oregon (n=29)	37.9	41.4	20.7
Pennsylvania JJC (n=30)	30.0	36.7	33.3
Pennsylvania PUPS (n=31)	31.3	40.6	28.1
Tennessee (n=15)	24.4	71.4	7.1
Washington (n=37)	21.6	59.5	18.9
Wisconsin (n=36)	16.0	50.0	34.0
Total (n=689)	21.9	47.6	30.5

Washington the youth staff had initially conducted interviews with youthful offenders for the newsletter; in Year 3 they conducted interviews with judges, prosecutors, and public defenders as well and wrote a book.

In implementing the Youth Advocacy program, projects sought expertise from groups outside of the local organization. For seven projects--Arkansas, Florida-FCCY, Kentucky, New York, North Carolina, Ohio, and Oregon--subcontractors had primary responsibility for implementing some activities.<sup>13</sup> For two additional projects--Pennsylvania-PUPS and California-Coleman--subcontractors provided back-up assistance on efforts for which the grantee was primarily responsible. The number of subcontractors and the activities for which they were responsible are presented in Table 3.18 below. In addition, 10 projects hired consultants for specific tasks such as the development of public service announcements and bookkeeping.

In North Carolina, Ohio, and Oregon the subcontractors were responsible for a substantial number of activities. The North Carolina model was for county organizations to apply to the prime grantee, GACCY, for funds to conduct work in the areas designated by GACCY. These 10-12 local projects were supposed to channel data from their research and monitoring efforts to GACCY so that GACCY could press for state level changes. The subgrantees focused on increasing the use of permanency planning and least restrictive environments by departments of social services. Their efforts usually did not filter to the state level. The Ohio grantee also focused on state level changes, while the subcontractor worked primarily in ten target counties; there was some overlap, however, with the subcontractor playing a role in state statute revision and public education, particularly. In Oregon each subcontractor had a special area of expertise. Oregon Legal Services conducted all litigation activities. The League of Women Voters and the National Council of Jewish Women implemented court watch programs. OYWA, the prime contractor, the Metropolitan Youth Commission, and the Urban League jointly engaged in efforts to increase youth involvement.

<sup>13</sup>The Delaware Youth Advocacy grantee was a consortium of three organizations. We treated it as one grantee rather than a grantee and two subcontractors.

TABLE 3.18  
NUMBER AND ACTIVITY RESPONSIBILITIES OF SUBCONTRACTORS

	<u>Subcontractors</u>	<u>Percent of Activities for Which Subcontractor Primarily Responsible</u>
Arkansas	5	7.4
California-Coleman	7	0.0
Florida-FCCY	1	13.9
Kentucky	1	11.7
New York	2	4.0
North Carolina	12	81.4
Ohio	1	41.2
Oregon	5	37.9
Pennsylvania-PUPS	2	0.0

Florida-FCCY, Kentucky, New York, and Pennsylvania-PUPS used subcontractors to obtain general legal consultation or in the case of New York, to buy expert litigation assistance on handicapped issues. Both New York and California-Coleman parcelled out their youth participation components to subcontractors; New York discontinued the subcontract during the second project year and assumed the youth participation work itself. California-Coleman used several other subcontractors to conduct public education activities, case advocacy, and juvenile justice system monitoring. Arkansas used a subcontractor to conduct one major research study and also funded four subcontractors who produced youth-oriented videotapes, using youth employees.

Aside from the relatively sparing use of subcontractors, youth advocacy projects tended to work alone. For only 23 percent of the activities was the responsibility for the effort shared with another organization and for about half of those cases the Youth Advocacy project still took the leadership role. (See Table 3.8 in Appendix A.) Nor did the projects yield the primary responsibility for project activities to non-Youth Advocacy staff in the organization or to subcontractors; over 92 percent of the activities were the primary responsibility of the Youth Advocacy grantee staff. (See Table 3.9 in Appendix A.)

Table 3.19 shows the status of the activities in May 1983, when we completed data collection, according to the following categories--"completed," "completed except for minor updates," "dropped," "dropped because of funding cutbacks," "continuing," and "other." Most of the activities (62.8%) had ended. The remaining 37 percent were continuing with the last remnants of YAP funding or had been switched to other funding lines or to volunteers. For five sites--Arizona-UILP, California-Coleman, New York, Pennsylvania-PUPS, and Washington--over 50% of their activities remained active. Only Alabama had completed less than 25% of its activities by May 1983.

Nearly 20% of all activities were dropped after initial start up. In some cases, sites felt that their original proposals had been overly ambitious. They found themselves covering too many areas with too few staff. Therefore, cuts were made in activities to allow the program to concentrate on fewer issues. For example, the Washington program dropped its activities on truancy and



TABLE 3.19

Disposition of Activities by Project

<u>Projects</u>	<u>Completed</u>	<u>Completed Except for Updates</u>	<u>Dropped</u>	<u>Dropped Because of Loss of Funds</u>	<u>Continuing</u>	<u>Other</u>
Alabama (n=31)	16.1	0	35.5	48.4	0	0
Arizona NFAP (n=46)	39.1	2.2	10.9	0	47.8	0
Arizona UILP (n=12)	8.3	25.0	8.3	0	58.3	0
Arkansas (n=27)	29.6	7.4	14.8	0	48.1	0
California CCYFC (n=20)	55.0	0	0	5.0	40.0	0
California Coleman (n=29)	8.3	25.0	8.3	0	58.3	0
Delaware (n=34)	55.9	0	26.5	0	17.6	0
Florida FCCY (n=34)	20.6	35.3	2.9	0	38.2	2.9
Florida Ft. Laud. (n=24)	45.8	0	16.7	12.5	20.8	4.2
Georgia (n=28)	25.0	0	10.7	53.6	0	10.7
Kentucky (n=17)	41.2	17.6	11.8	0	29.4	0
Massachusetts (n=24)	41.7	4.2	25.0	0	29.2	0
New Mexico (n=22)	45.5	0	27.3	13.6	13.6	0
New York (n=50)	18.0	18.0	8.0	0	56.0	0
North Carolina (n=81)	29.6	12.3	9.9	12.3	32.1	3.4
Ohio (n=34)	20.6	8.8	5.9	26.5	38.2	0
Oregon (n=29)	55.2	0	3.4	0	41.4	0
Pennsylvania JJC (n=30)	26.7	26.7	3.3	0	43.3	0
Pennsylvania PUPS (n=32)	12.5	15.6	9.4	0	62.5	0
Tennessee (n=15)	40.0	20.0	6.7	0	33.3	0
Washington (n=37)	13.5	13.5	13.5	0	59.5	0
Wisconsin (n=51)	47.1	19.6	3.9	0	29.4	0
Total (n=707)	31.7	11.5	11.5	8.1	36.2	1.1



dropout problems to focus on the issue of education in detention facilities. In other cases sites withdrew efforts on activities which they felt were apt to be unsuccessful. Finally, 8% of the activities were dropped because of funding cuts. Projects which were severely cut back or not refunded (such as Alabama and Georgia) had to discontinue a large proportion of activities for this reason.

#### Youth Participation

Another process characteristic is the degree to which the project utilized youth in conducting a given activity. The Youth Advocacy Program Announcement made it very clear that superficial involvement of youth was not enough. The projects were required to incorporate "extensive and meaningful participation by youth of the population to be affected by the project in the design, planning and implementation (e.g., staff consultants, advisors, investigators, board members, negotiators, etc.)"14 of the project. The extent to which plans were laid out for youth involvement was a major criterion for selection of the original 22 projects.

We rated the degree of youth involvement for every project activity. The three scale values ranged from "no mention of youth involvement" to "youth played some role" to "youth played a substantial role." The "substantial" rating was reserved for work in which youth acted as key staff in conducting work, whereas the "some role" category included virtually any mention of youth work. Table 3.20 shows the distribution of project activities into these three groups for all of the issues. Only 48 (or 6.8 percent) of the activities were rated as having substantial youth involvement and 38 of these were "special" youth involvement activities. This same general pattern of assigning youth to "youth involvement work" surfaces among the 64 activities which were judged to have had "some" youth involvement. Although there were a number of activities involving discipline, attendance, and least restrictive environment as well, projects clearly assigned youth staff to special "youth involvement" activities and rarely attempted to integrate them into regular project work. Many projects were meeting the letter of the grant

14 Youth Advocacy Program Announcement. Office of Juvenile Justice and Delinquency Prevention, Washington, D.C., 1980.

TABLE 3.20  
ROLE OF YOUTH IN PROJECT ACTIVITIES BY ISSUE  
(N=711)

ISSUES	Activities With a Substantial Youth Role		Activities With Some Youth Role		No Youth Involvement Mentioned for Activity	
	N	%	N	%	N	%
<u>Educational Sector</u>						
School Discipline (n=59)	3	5.1	7	11.9	49	83.1
School Attendance/Dropout Prevention (n=33)	2	6.1	7	21.2	24	72.7
LRE for Handicapped (n=27)	0	0.0	0	0.0	27	100.0
Other School Programs (n=25)	0	0.0	1	4.0	24	96.0
(Total, Educational System) (n=144)	(5)	(3.5)	(15)	(10.4)	(124)	(86.1)
<u>Juvenile Justice and/or Social Services Sectors</u>						
LRE-Delinquents, Status Offenders, Disturbed (n=106)	0	0.0	6	5.7	100	94.3
Permanency Planning for Foster Care (n=48)	0	0.0	0	0.0	48	100.0
Detention Criteria/Conditions and Separation from Adults (n=52)	2	3.8	1	1.9	49	94.2
Juvenile Code/Court Reforms (n=64)	0	0.0	2	3.1	62	96.9
Conditions/Rights Correctional, Social Services, Mental Health Facilities (n=23)	0	0.0	0	0.0	23	100.0
Child Abuse and Neglect Reporting and Treatment (n=11)	0	0.0	0	0.0	11	100.0
(Total, Social Services and Juvenile Justice Systems) (n=304)	(2)	(0.7)	(9)	(3.0)	(293)	(96.4)
<u>Other Mixed Sectors or Nonspecific</u>						
Discrimination Against Women/Minorities (n=41)	0	0.0	1	2.4	40	97.6
Coordination/Management Youth-Serving Systems (n=23)	0	0.0	1	4.3	22	95.7
Increased Youth Involvement (n=50)	38	76.0	9	18.0	3	6.0
Other (n=149)	3	2.0	29	19.5	117	78.5
(Total, Mixed Systems ) (n=263)	(41)	(15.6)	(40)	(15.2)	(182)	(69.2)
TOTAL	48	6.8	64	9.0	599	84.2

requirements without meeting the intent to involve youth in meaningful project work.

Part of the overall failure to involve youth may have been the inability of projects to find a way for youth to participate in certain tactics that were crucial to the project's overall strategy. Several project directors noted in our personal interviews that litigation and administrative negotiation were particularly troublesome in terms of finding appropriate youth roles. Tables 3.21 would seem to confirm that they did not succeed. Youth were most likely to be involved in educational, technical assistance, and research activities. We observed no youth involvement in litigation, administrative negotiation, monitoring activities, or case advocacy.

#### Key Events

In addition to the process characteristics discussed above, activities were influenced, sometimes dramatically, by a plethora of internal and external events such as staffing changes or state fiscal crises. Some of the events which occurred during the Youth Advocacy projects are listed in Table 3.22. Changes in target agency leadership had a negative effect for about 3% of the activities and had a positive effect for about the same percentage. Other events such as fiscal crises, YA budget cuts, and changes in YA project staff for the most part affected activities unfavorably, while media attention to an issue was usually favorable. However, no single category or event was considered to be a significant factor in more than 10 percent of the activities.

TABLE 3.21  
ROLE OF YOUTH IN ACTIVITIES BY TACTIC  
(N=708)

Tactic	Activities With a Substantial Youth Role		Activities With Some Youth Role		No Youth Involvement Mentioned for Activity	
	N	%	N	%	N	%
Research	1	3.4	5	17.2	23	79.3
Research and Education	3	5.3	2	3.5	52	91.2
Education	17	11.8	17	11.8	110	76.4
Education and Coalition-Building	14	20.0	18	25.7	38	54.3
Coalition-Building	0	0.0	6	18.8	26	81.3
Training and Technical Assistance	7	11.3	6	9.7	49	79.0
Administrative Negotiation	1	1.1	2	2.2	88	96.7
Litigation	0	0.0	0	0.0	46	100.0
Statute Revision	0	0.0	2	2.9	68	97.1
Monitoring Legislative Activity	0	0.0	0	0.0	8	100.0
Monitoring/Inspecting for Compliance	0	0.0	0	0.0	33	100.0
Case Advocacy	0	0.0	0	0.0	18	100.0
Service Development/Provision	3	9.1	2	6.1	28	84.8
Other	2	13.3	2	13.3	11	73.3
TOTAL	48	6.8	62	8.8	598	84.5

TABLE 3.22

## KEY EVENTS AFFECTING ACTIVITIES

	Number & % of Activities for Which Condition Had Favorable Effect <sup>1</sup>		Number & % of Activities for Which Condition Had Unfavorable Effect <sup>1</sup>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Change of Target Agency Leadership in Staff	21	2.9	22	3.1
Change of Law or Policy (e.g., a major court decision)	16	2.2	8	1.1
Media Attention to an Issue	34	4.8	9	1.3
Fiscal Crisis or Decline in System Resources	7	1.0	43	6.0
Youth Advocacy Project Budget Cuts	1	0.1	69	9.7
Change of Youth Advocacy or Coalition Agency Staff	3	0.4	24	3.4

<sup>1</sup>Percentages are calculated on the basis of a total of 713 activities.



#### 4. ACCOMPLISHMENTS

In this chapter, we turn to an examination of the kinds of outcomes accomplished under the auspices of the Youth Advocacy Program. By outcomes, we mean those results that occurred beyond the boundaries of the project itself and are attributable at least in part to the efforts of the project.

##### METHODOLOGICAL CONSIDERATIONS

Before turning to our findings, several observations are appropriate about the nature of the outcomes from advocacy and the associated problems of measurement.

First, the usual common-sense expectations of what constitutes "hard" versus "soft" evidence of outcomes are deceptive. From an outsider's perspective, for example, it might seem that the most unambiguous, powerful indicator of a project's impact would be the passage of legislation. In fact, however, legislation in itself is often just a first step toward impact. Legislation to upgrade due process protections for youth in juvenile court may be written, passed, signed--but then nothing much may change in many of the individual juvenile courts around the state. Conversely, actions that are apparently indirect or less definitive can have immediate and sometimes dramatic impact. Thus, for example, production of a research report on conditions in a child care facility may provoke immediate remedial action because it has reached influential officials who are in a position to act when problems are brought to their attention.

Linked to this question of criteria is a second consideration--that the chain between activity and outcome is often difficult or impossible to trace. In some cases, this is true because the institution affected does not want to admit the significance of the advocate's involvement. Take, for example, an effort to enforce the statutory limitations on days that youths can be held in detention. Let's say that the efforts of the advocacy group get a good deal of attention, both through the public media and the juvenile justice bureaucracy. The advocacy group is convinced that fewer violations of detention limits are occurring. But any attempt to demonstrate a change means

(a) getting the agency to admit to a change in behavior (or obtaining independent evidence of a change), and (b) getting the agency to admit that the advocacy group had something to do with it. In other cases, the chain breaks because of the second-hand nature of the advocacy group's contribution. An advocacy group may be in touch with half a dozen legislators about the inadequacies of the state's child protective system. At about the same time, a series of articles on the same topic may appear in a major newspaper. Pressure is then brought to bear on the Department of Social Services from many different sources, including the legislators, and several personnel and management changes are made. The contribution of the advocacy group may have been crucial or peripheral. Finding out--as opposed to simply documenting the advocate's work with the legislators--can be extremely expensive and difficult.<sup>1</sup>

The Youth Advocacy evaluation found no perfect solutions to these problems. Many of the accomplishments we have identified are precisely the kind whose true significance will only be known after a period of years. For many of the accomplishments, we cannot disentangle the efforts of YAP grantees from those of other participants in the change process. Nonetheless, we have done our best to make some sense of the evidence to date.

We used several sources of information to identify and weigh the outcomes:

- the multiple reports and documents produced by the YAP grantees, including the monthly reports of time allocations for each staff member
- back-up materials such as newspaper articles, also generally collected by the grantees
- personal interviews with the project staff throughout the grant period
- face-to-face and telephone interviews with the target agency staff and other selected individuals outside the YAP organization.

<sup>1</sup>There is a third possibility, as well--the case in which the advocate group is unaware that an agency has been affected by its actions. We assume these instances are less common, but not necessarily rare.

In effect, we used the various sources of information to make a series of judgments. What exactly was the nature of the change or event--did a regulation change, how, with what likely effect? What exactly did the project staff report doing to effect that change--hold meetings with agency staff, publish an article? Is it plausible, in the particular context, that these activities had something to do with the change identified, and if so how much? (E.g., could one or two meetings with a key committee chairman have produced this piece of legislation and guaranteed its passage?) What do the targets of the activity say about the project's involvement? How important do they think the outcome is?

These judgments were translated into a series of ratings or codes. For each activity, we coded the nature of the outcomes (up to three per activity). Some activities had no results, of course. But if there were outcomes, we also coded their geographic scope, the type of population affected, and the role of the project in producing the outcomes; we then made a judgment as to the overall "significance" of the outcomes.

The role of the project was coded as "decisive," "contributing," or "peripheral," with the testimony of target agencies often playing a major part in the decision to award the "decisive" rating. Examples of agency responses that resulted in a "decisive" rating include:

- "[YAP] played a critical part in developing our classification system and putting it in place. We didn't have the staff or resources to do anything like it on our own."
- "[YAP] was very instrumental in pricking the public conscience. Without them, the bill might never have been reconsidered."

On the other hand, the "peripheral" rating was more often the result of the project's own assessment that their efforts had been relatively inconsequential in the overall

scheme of things.<sup>2</sup>

"Overall significance" was rated simply as minor, moderate, or major. In making the judgment, we considered the geographic scope of the outcome and the number of people who were likely to benefit from it, as well as how much the outcome mattered independent of scope. (E.g., changing a regulation to permit student involvement in developing disciplinary procedures does not matter as much as mandating student participation).<sup>3</sup>

In the following section we review our quantitative data about the nature of YAP outcomes. For the most part, information about outcomes is current through May 1983.

AN OVERVIEW OF OUTCOMES

Tables 4.1 and 4.2 present a summary of outcomes for all activities and all projects. For purposes of this analysis, outcomes were grouped into seven major categories: (1) legislation; (2) policy, practice, and procedures; (3) agency management and staffing; (4) increased involvement in relevant issues; (5) increased knowledge of youth issues, problems, etc.; (6) other favorable outcomes; and (7) all unfavorable outcomes. A more detailed breakdown of the first five of these categories is available in Table 4.2. It is important to note that the prevention of a change in legislation, for example, is recorded as a legislative outcome, as is the adoption of a change (assuming each is favorable). The same is true for the policy, practices, and procedures category, although prevention of policy changes did not

<sup>2</sup>In one case we determined that the project had no role whatsoever in the reported outcome; and in five other cases the project's version of its role was radically contradicted by others and we were unable to determine which version of events was correct. These cases were discarded from all analyses of outcomes.

<sup>3</sup>Consistent with our global definition of significance it is to be expected that the significance rating for an activity's outcomes would be statistically associated with ratings of geographic scope and nature of group benefited (specific individuals vs. a "class" of youth vs. the general population). This is in fact the case, although the association is weak (Tau b = .13 and .11 respectively,  $p < .01$ ).

TABLE 4.1  
SUMMARY OF PROJECT OUTCOMES BY GENERAL CATEGORY

<u>Outcome Category</u>	<u>No. (%) of All Activities<sup>1</sup></u> (N=711) <sup>2</sup>	<u>No. (%) of All Projects</u> (N=22)
Legislation	109 (15.3%)	18 (81.8%)
Policy, Practices, and Procedures	278 (39.1%)	22 (100.0%)
Agency Management & Staffing	23 (3.2%)	12 (54.5%)
Increased Involvement	144 (20.3%)	21 (95.5%)
Increased Knowledge	394 (55.4%)	22 (100.0%)
Other Favorable Outcomes	30 (4.2%)	15 (68.2%)
Unfavorable Outcomes	4 (0.6%)	2 (9.1%)
No Known Outcomes	88 (12.4%)	0 (0.0%)

<sup>1</sup>Percentages do not add to 100 because activities may have outcomes in more than one category.

<sup>2</sup>Excludes 6 activities in which the project's responsibility for the outcomes was disputed or the project appeared to have no role in the outcomes.

occur enough to merit a separate subcategory. Interim legislative outcomes--for example, the establishment of a special committee to study a juvenile code bill--also were recorded in the first group, provided that the outcome appeared to constitute a "step in the right direction."

Up to three outcomes were recorded for each activity. As shown in Table 4.1, however, 12.4% of all activities produced no outcomes external to the project. (About 30% of the remaining activities had only one outcome and another 35% had two outcomes.)

The most frequent category was increased knowledge about youth issues, problems, or services--knowledge outcomes resulted from over half of all activities. Policy, practice, and procedural changes were the next most frequent result, occurring as a result of 39.1% of the activities. The other significant categories are increased involvement, associated with 20 percent of the activities, and legislative outcomes, related to 16 percent.

By unfavorable outcome, we mean a specifically negative result of project activities, i.e., something that made matters worse, rather than just a lack of success. (Simple failure to produce a desired result was treated as "no outcome.") Although we had expected that project activities might well produce a "backlash" effect from time to time, this appears to have been a relatively rare event, occurring for only a handful of activities.

From the perspective of projects, we found that virtually all had achieved something in the way of increased knowledge, increased involvement, and policy, practice, and procedure outcomes. Eighteen of 22 projects had some accomplishments in the legislation category as well. The exceptions were Alabama, Arizona-UILP, New Mexico, and Pennsylvania's PUPS. Just over half the projects had outcomes related to "agency management and staffing," including management information system improvements, or favorable personnel changes. Unfavorable outcomes were documented for only two projects.

Table 4.2 shows a more specific breakdown of the number of outcomes within categories. System personnel (including legislators) and the general public were the most frequent beneficiaries in the increased knowledge category. In the policy, practice, procedure category, the most frequent outcomes were improved or increased service



TABLE 4.2  
OVERVIEW OF SPECIFIC PROJECT OUTCOMES

Outcome Type	No. of All Activities	% of All Activities <sup>1</sup>	No. of All Projects	% of All Projects
	(N=711) <sup>2</sup>		(N=22)	
<u>Legislation</u>				
Reorganization of youth-serving agencies	5	0.7%	3	13.6
Appropriations shift adopted or prevented	46	6.5	15	68.2
Other change in law adopted	40	5.6	11	50.0
Other change in law prevented	21	3.0	12	54.5
Interim legislative outcome or other	16	2.3	7	31.8
<u>Policy, Practice, Procedure</u>				
Increased use of alternative placements	41	5.8	14	63.6
Improved or increased services	134	18.8	22	100.0
Improved coordination or communication among agencies, divisions	16	2.3	11	50.0
Other change in policy, practice, or procedure adopted	139	19.5	21	95.5
Other	21	3.0	11	50.0
<u>Agency Management &amp; Staffing</u>				
Management, MIS improvements	15	2.1	10	45.5
Personnel change <sup>3</sup>	8	1.1	6	27.3
Other	4	0.6	3	13.6
<u>Increased Involvement</u>				
Youth	49	6.9	17	77.3
Community, parents, citizens, etc.	93	13.1	20	90.9
Other	5	0.7	3	13.6
<u>Increased Knowledge</u>				
System personnel, legislators	254	35.7	22	100.0
Community, professional organizations	47	6.6	20	90.9
General public	116	16.3	21	95.5
Parents and/or students	69	9.7	17	77.3
Other or mixed audiences	17	2.4	11	50.0

<sup>1</sup>Percentages do not add to 100, because activities may have outcomes in more than one category.

<sup>2</sup>Excludes 6 activities in which the project's responsibility for the outcomes was disputed or the project appeared to have no role in the outcomes.

<sup>3</sup>Refers specifically to the removal of agency personnel deemed hostile or unresponsive to the advocacy group's concerns or the converse, appointment of responsive personnel, when this has occurred (at least partly) due to YAP activities.



delivery and the miscellaneous group of other changes. In the legislation group, accomplishments related to appropriations are somewhat more common than other types. Only three projects played a role in legislating a reorganization of youth-serving agencies--these are California's Coleman, Delaware, and Ohio.

Table 4.3 provides an overview of the types of outcomes achieved by each project. Other characteristics associated with the five main categories of outcomes can be seen in Tables 4.4 and 4.5.

In terms of sector, legislative outcomes are somewhat more likely to have occurred with activities in the juvenile justice and social services sectors and somewhat less likely to show up in educational sector efforts (Table 4.4). In contrast, policy/practice/procedure outcomes and agency management and staffing outcomes are less apt to be associated with the juvenile justice sector and more apt to be associated with the education and social service sectors. Education sector activities are also overrepresented in the "increased involvement" category.

In keeping with these sector differences, the issues at stake and the type of youth affected by the outcomes (Table 4.5) vary somewhat by outcome category. The placement of youth in the least restrictive environment shows up as a common issue in all categories, however.

The most common tactics in each outcome category differ in fairly predictable ways. Statute revision predominates in the legislative group, administrative negotiation and litigation among the policy/practice/procedure outcomes. Education, coalition-building, or a combination thereof shows up as one of the most common tactics in every group except for policy/practice/procedures. It is apparent that all or nearly all of the tactics we identified in Chapter 3 have been used in every outcome group at least occasionally.

From Table 4.5, it can be seen that the results of activities in the first and third categories--legislation and other agency management and staffing--are broader in scope than the other groups. They tend to benefit a "class" of youth (for example, all emotionally disturbed youth assigned to state facilities) rather than specific individuals. Similarly, such results are more than twice as likely to be rated of major significance.




TABLE 4.3

SPECIFIC PROJECT OUTCOMES BY SITE<sup>1</sup>

Outcome Type

Legislation

- Reorganization of youth-serving agencies
- Appropriations shift adopted or prevented
- Other change in law adopted
- Other change in law prevented
- Interim legislative outcome or other

Policy, Practice, Procedure

- Increased use of alternative placements
- Improved or increased services
- Improved coordination or communication among agencies, divisions
- Other change in policy, practice, or procedure adopted
- Other

Agency Management & Staffing

- Management, MIS improvements
- Personnel change
- Other

Increased Involvement

- Youth
- Community, parents, citizens, etc.
- Other

Increased Knowledge

- System personnel, legislators
- Community, professional organizations
- General public
- Parents/students
- Other or mixed audiences

Other Favorable

Unfavorable

[illegible]

Key: \* Indicates outcome in which YAP played a decisive role.  
● Indicates all other outcomes in which YAP played a role.

TABLE 4.4

CHARACTERISTICS OF SECTORS, ISSUES, AND TACTICS FOR ACTIVITIES WITH FAVORABLE OUTCOMES

	OUTCOME TYPE					ALL CATEGORIES OF FAVORABLE OUTCOMES (n=605-615) <sup>1</sup>
	Legislation (n=110-114) <sup>1</sup>	Policy, Practice, Procedure (n=278-282) <sup>2</sup>	Agency Management & Staffing (n=23)	Increased Involvement (n=144-147) <sup>1</sup>	Increased Knowledge (n=388-396) <sup>1</sup>	
<u>Sector Targeted</u> <sup>2</sup>						
Juvenile Justice	61.4%	48.9%	43.5%	59.6%	59.1%	56.4%
Social Services	49.1	38.7	56.5	41.1	45.2	43.5
Education	26.3	44.7	39.1	61.0	48.2	46.4
<u>Most Common Issues</u> (% of Activities)	Foster care, P.L. 96-272 (10.5%) Least restrictive environ. (25.4%)  Judicial process/ juv. codes (18.4%)	School discipline, suspension (11.0%) Least restrictive environ. (17.0%) Detention, separa- tion, correctional facility conditions (11.3%)	Foster care, P.L. 96-272 (21.7%) Conditions + rights: social services, men. hlth., & education (8.7%) Least restrictive environ. (8.7%) Integration/coordi- nation of systems & resources (21.7%)	Least restrictive environ. (9.5%) Increased youth involvement (27.9%) General youth issues (19.0%)	School discipline, suspension (8.6%) Least restrictive environ. (16.2%) General youth issues (18.0%)	Least restrictive environ. (15.4%) Judicial process/ juv. codes (8.8%) General youth issues (13.7%)
<u>Most Common Tactics</u> (% of Activities)	Research + Educa- tion (8.8%) Education + Coalition-Bldg. (8.8%) Statute revision (50.9%)	Tech. Assis./Trng. (10.3%) Admin. Nego. (21.0%) Litigation (13.5%)	Education (13.0%) Tech. Assis./Trng. (13.0%) Admin. Nego. (30.4%) Statute revision (13.0%)	Education (15.0%) Education + Coalition-Bldg. (28.6%) Coalition-Bldg. (15.6%)	Education (32.1%) Education + Coalition-Bldg. (12.1%) Tech. Assis./Trng. (12.9%)	Education (21.0%) Education + Coalition-Bldg. (11.1%) Admin. Nego. (12.6%)
<u>Tactics Not Used</u>	Research Case Advocacy	None	Monitoring legisla- tion Court watch, other monitoring for compliance	Research Litigation	None	None

<sup>1</sup> N's vary slightly because of missing data.<sup>2</sup> Percentages do not add to 100, because activities may be directed to multiple sectors.



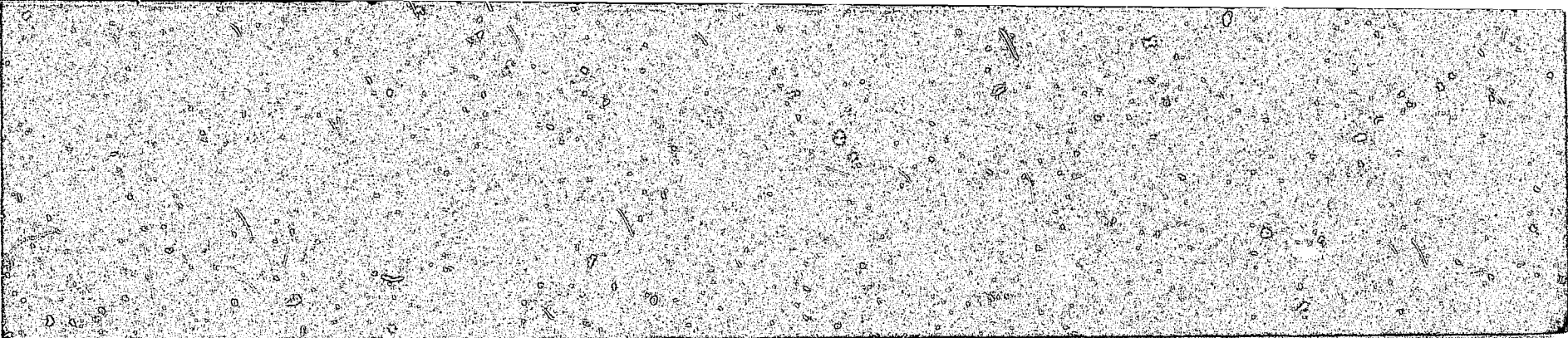


TABLE 4.5

## SELECTED CHARACTERISTICS OF OUTCOMES FOR ACTIVITIES WITH FAVORABLE OUTCOMES

	OUTCOME TYPE					ALL CATEGORIES OF FAVORABLE OUTCOMES (n=605-615) <sup>1</sup>
	Legislation (n=110-114) <sup>1</sup>	Policy, Practice Procedure (n=278-282) <sup>1</sup>	Other Agency Operations (n=23)	Increased Involvement (n=144-147) <sup>1</sup>	Increased Knowledge (n=388-396) <sup>1</sup>	
<u>Geographic Scope of Outcomes</u>						
Local or regional	11.4%	55.7%	39.1%	54.8%	43.0%	43.6%
Statewide	86.0	44.3	60.9	43.8	53.4	54.0
National	2.6	0.0	0.0	1.4	3.5	2.4
<u>Youth Affected</u>						
Dependent	16.7%	13.8%	26.1%	4.1%	7.8%	10.3%
Handicapped	8.8	10.6	8.7	2.8	5.6	8.0
Youth with school problems	7.9	16.7	4.3	7.6	11.0	11.5
Minority	4.4	6.7	8.7	10.3	8.4	7.9
Delinquents	5.3	7.4	4.3	2.8	4.4	4.9
Status offenders	7.9	4.3	4.3	2.1	3.1	3.4
Mixed groups, including delinquents and/or status offenders	33.3	19.9	13.0	13.8	20.5	20.9
General population	10.5	14.9	21.7	49.0	33.0	26.5
Other mixed groups and other	5.3	5.7	8.7	4.1	6.4	6.6
<u>Type of Group Affected</u>						
Specific individuals	0.0%	5.3%	0.0%	4.1%	2.0%	3.6%
One or more "classes"	86.0	79.1	78.3	49.3	64.8	69.5
General population	14.0	15.6	21.7	46.6	33.2	26.9
<u>Role of Project in Outcomes</u>						
Decisive	32.7%	39.6%	34.8%	31.9%	30.5%	32.2%
Contributing	60.0	55.0	56.5	63.2	62.8	61.5
Peripheral	7.3	5.4	8.7	4.9	6.7	6.3
<u>Overall Significance of Outcomes</u>						
Minor	5.3%	17.1%	13.0%	37.7%	44.6%	36.0%
Moderate	42.5	53.0	39.1	48.6	42.8	44.1
Major	52.2	29.9	47.8	13.7	12.7	19.9

<sup>1</sup> N's vary slightly because of missing data.

Policy/practice/procedure results also are more likely to be rated as having major or at least moderate significance, although more than half the time their geographic scope is local or regional. Activities with outcomes in the increased involvement and increased knowledge categories differ considerably from the other groups in that their beneficiary is much more likely to be the general youth population and their assessed significance minor, at least in the time frame of our evaluation.<sup>4</sup>

It is interesting to note that the role of the project in producing the outcomes does not differ very much across categories. In almost a third of all cases, the project's role was rated as "decisive" and in only a very small proportion, was the role seen to be "peripheral." The only deviation from the pattern is in the policy/practice/procedure group where about 40% of all cases received a decisive rating. This can be partly explained by the preponderance in this category of activities employing tactics like administrative negotiation and litigation. In general, the link between project activities and reported outcomes is easier to trace with these tactics and a "decisive role" is therefore easier to identify. For example, when YAP brings a lawsuit that results in a court order to cease using a particular correctional facility, the project's role is relatively clearcut. When the activity is statute revision, this is less likely to be the case. There are usually many groups who take an interest in a juvenile code revision, for example, and it may be more difficult to determine that YAP's role was a decisive one.

While the quantitative data provide some feeling for the scope and distribution of results with which the Youth Advocacy effort is associated, the true significance of the outcomes cannot be adequately appreciated without a closer look at the specifics of individual cases. We provide such a view in the sections below.

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<sup>4</sup>We recognize that an educational activity, for example, may often result in only limited knowledge gains in the short run. Over a longer period of time, such efforts may have a cumulative impact that is much greater.

## LEGISLATIVE OUTCOMES

### Reorganization of Youth-Serving Agencies

Changes that involve a broad reorganization of youth service agencies or their responsibilities are difficult to achieve and we are not surprised that these are among the least common of all legislative outcomes. They occurred at only three sites. In each case, however, the youth advocacy grantee appears to have played a decisive role in the result.

In Delaware, the 1983 session of the state legislature passed a bill to substantially reorganize children's services under the auspices of a brand new cabinet-level Department of Children, Youth, and Their Families. The new department will incorporate the Bureau of Juvenile Corrections, Family Court's youth probation services, the Division of Child Protective Services, the Mental Health Division's services for children and youth, and the state's independent, interagency diagnostic center for youth. The reorganization bill, which carries an initial appropriation of \$304,000 for the Secretary and central staff, provides for a one-year "phase-in" period; coordinated planning, management information, and case management are envisioned for the new department. The new department is the culmination of over two years of effort, which included the creation of a separate Division of Child Protective Services and an Interagency Youth Diagnostic Center in 1982.

The Delaware project played an active role in the reorganization, working as staff to a special Senate Committee appointed to investigate methods of improving services to children and youth. Many private groups in Delaware also backed the reorganization and the momentum was certainly helped along by sustained media coverage of the issues and of the failings of the prior systems. However, target agency personnel are virtually unanimous in their opinion that the Delaware YAP played a critical role.

Ohio was the site of a reorganization initiative of a somewhat different type. In November 1981, after six months of legislative activity and controversy, Ohio passed a bill that combined a juvenile code revision with the permanent establishment of a major subsidy program for community-based services. While the new code provisions tended to be somewhat harsher than most advocates wanted,



the bill contained other attractive provisions. It provided for the closing of one state correctional institution and the removal of all misdemeanants (over 2,000) from the state's jurisdiction and facilities. A \$42 million subsidy for local services, to be distributed to all counties according to a formula, was appropriated for the biennium. Other provisions govern the type of services that may be covered with subsidy funds, set limits on investments in residential care, prohibit the use of funds to cover current county services, and require that an advisory board help develop each local plan.

Although the legislation did not satisfy all of the major groups, the Ohio project is almost unanimously credited with helping to find a compromise position that both moderated the harsher code provisions of the original draft of the legislation and assured the implementation of a workable, well-funded subsidy program. As of 1983, research conducted by the Ohio project and our target agency interviews suggest that the subsidy program is now well-accepted and operating pretty much as intended. Training school commitments have declined, but overcrowding remains a problem. The overcrowding has been attributed in part to errors in the Division of Youth Services' original statistics, which overestimated the number of misdemeanants in their custody, and in part to the new bill's deletion of DYS authority to immediately return committed youth to their communities.

The third instance of a reorganization outcome is more limited in scope. It consisted of the transfer of responsibility for services to dependent children (that is, status offenders) from the Probation Department to the Division of Social Services in San Francisco in 1981. California's Coleman project, in conjunction with other community groups, convinced six of the 11 Board of Supervisors members to vote to transfer the services, through a combination of education and coalition-building tactics. The change has been controversial.

The reorganization efforts we have described involved both the juvenile justice and social services sectors to some extent. In the next sections, we describe legislative outcomes that are more closely linked to a single sector. (To the degree that juvenile justice activities involve community-based alternatives, however, the dividing line between juvenile justice and social services is never neat. In addition, some states place responsibility for status

offenders under social services agencies. We will ignore such variations to simplify the discussion.)

#### Juvenile Justice

As we saw in Tables 4.1 and 4.2, legislative outcomes were achieved by the vast majority of projects. One of the most prevalent achievements involved modifications of the juvenile code or related bills to improve the due process protections for youth caught up in the juvenile justice system or to improve the conditions at facilities where youth are detained. These gains occurred in seven states:

- In Arkansas, eight amendments to the juvenile code set out rules of procedure, including time limits for pre-hearing detention and filing of petitions, disposition procedures, and right to counsel.
- In Florida, criteria were adopted that restricted the use of secure detention to more serious offenders and those with a history of non-appearance, limited the transfer of runaways and other youth to jails, and forbid comingling of juveniles and adults during processing (FCCY).<sup>5</sup> (Unfortunately, some of these gains were eroded by later "backlash" legislation--one of our few instances of "unfavorable outcomes.")
- In Oregon, several relevant bills passed, including one that sets new standards for detention facilities and procedures and another that encourages placement of non-violent offenders in alternatives prior to adjudication.
- In Kentucky, a new juvenile code was adopted which will unify many existing provisions scattered throughout the lawbooks. It contains new criteria for intake, placement, and release that encourage alternatives to institutionalization of delinquents and status offenders. One million dollars in start-up expenses were appropriated as well.

<sup>5</sup>Where more than one project was active in a given locale, in this chapter we have noted in parentheses which project was responsible for the achievement reported.

- Tennessee also adopted uniform rules of procedure for juvenile courts. Another bill limited placement of juveniles in adult jails to those being tried in adult courts or, in the smaller counties, to youth accused of crimes against persons. When youth are held in jail in the smaller counties, the holding period is limited to 48 hours and separation from adults is required. A separate bill established restitution as a formal disposition option.
- Wisconsin passed several amendments to clean up technical and procedural problems with the 1978 Children's Code. Other gains for children included a law severely restricting the use of strip searches with juveniles, and a mandate that state correctional facilities meet the same licensing standards as private facilities.
- In Washington, the YA project helped get legislation passed (HB 431) in 1983 which will lessen the sentencing exceptions previously allowed under the Juvenile Code. For example, judges will be unable to sentence juvenile offenders to longer terms than adult offenders for the same offense. This law also sets up a mechanism for state support of community-based treatment.

It is noteworthy that the states with the most comprehensive code revisions--Kentucky and Tennessee--are also those in which YAP was credited by target agencies with playing the largest role in the outcome. In each instance, the advocacy group became a key member of the task force that drafted the new code and did much of the staff work for the group.

While projects in some states helped make improvements in due process and quality of correctional treatment, in several other instances the crucial task for advocates was to protect what had already been gained. This was particularly true in Massachusetts and Pennsylvania where broad attempts to "reform" the current juvenile codes were averted, in part through YAP efforts. While the Massachusetts project worked through a coalition of other advocacy groups, Pennsylvania's Juvenile Justice Center (JJC) played a more direct role in its state, mobilizing and educating the media, legislators, and members of its

citizens' coalition around the negative consequences of "get tough" legislation. Other projects participated in more limited battles:

- In Wisconsin, a proposal to lower the age at which juveniles could be "waived" (transferred to adult court for adjudication) was defeated, as was a bill to remove confidentiality protections from juvenile records.
- In Arkansas, a "waiver" proposal also surfaced, calling for reduction in the waiver age from 15 to 12. A compromise bill, permitting waivers at age 14, only for Class A felony offenses, passed.
- Proposed modifications in the requirements for "sight and sound" separation of jailed adults and juveniles and in overcrowding standards were defeated in California (CCYFC).
- In Washington, a bill that would have permitted detention of truants up to 90 days was defeated.

In several states, legislative accomplishments in the juvenile justice sector also took the form of protecting or expanding appropriations for community-based alternatives to incarceration. Youth Advocacy grantees were involved in:

- Protecting California's state funding for alternatives from cuts and from undesirable changes in the way local allocations under the program are decided (CCYFC).
- Convincing San Francisco's Board of Supervisors to table a \$90,000 proposal for new detention facilities, in favor of other improvements in the processing and treatment of juveniles (Coleman and CCYFC).
- Obtaining legislative approval for a community arbitration program (\$109,000) and some other alternatives such as crisis counseling and runaway shelters in Florida (FCCY and Ft. Lauderdale).
- Moderating proposed cuts in Pennsylvania's appropriations for non-institutional services in

FY80-81 and later restoring losses and expanding the program by \$25,000,000 in 1983 (JJC).

- Holding the training school budget in check, while increasing appropriations for non-institutional services by over \$1,000,000 in Oregon. Over the next several years, one state institution will be closed and another reduced in size. (Both the Oregon project and the Oregon satellite of Arizona's NFA were active on the latter issue.)
- Defeating a proposal to expand secure detention for young women in Arizona and gaining more support for community-based services instead (Arizona-NFA).
- Restoring massive cuts in the services budget for children, youth, and families in Wisconsin. Threatened services included emergency, runaway, and shelter programs. The legislature also funded a new program designed to pilot a method of integrated reimbursement for youth involved in multiple service systems.
- Increasing appropriations for community-based alternatives by \$500,000 in North Carolina.
- Creating a \$380,000 subsidy to be used by individual counties to upgrade their juvenile court intake and service coordination functions in Tennessee.
- Providing \$360,000 in state support for court workers over a one-year period in Kentucky.

The precise contribution of the YAP grantees to such appropriations decisions is generally difficult to pin down, although we know the projects were active on the issue in each case. From our interviews, it would appear that the project efforts were particularly significant in California, Tennessee, and Wisconsin.

#### Social Services

In the social services area, six states had legislative achievements related to permanency planning for youth in foster care or other placement review procedures:

- In Arkansas and Florida (FCCY), state codes were amended to require judicial review of foster care placements every six months. Arkansas also passed a Child Placement Licensing Act that represents the first effort to regulate foster care and adoption placements by private agencies in the state.
- Kentucky passed legislation to permit external review of children in foster care; a small subsidy--\$75,000 over two years--was approved as well. The new juvenile code revision also retained older provisions for mandatory reviews and other due process protections for emotionally disturbed youth in private and state facilities.
- Wisconsin passed laws governing termination of parental rights, specifying objective criteria to be used and mandating participation of parents and children.
- North Carolina appropriated \$213,000 to match \$700,000 in Federal support for permanency planning. Another bill provided for judicial review of foster care children whose parental rights have been terminated.
- Washington passed legislation (HB 433) known as the "Comprehensive Youth and Family Services Act of 1983." The law will enhance the delivery of services to children and families in conflict by treating children and their families as a unit, and by serving children in their homes when possible.

There were a variety of other legislative actions designed to protect, improve, or expand the quality of social or mental health services for children and youth. The Arkansas and the two Florida projects were involved in opposing efforts to weaken residential care standards for religious providers or to exempt them entirely from regulation. In Arkansas, the issue arose in two consecutive legislative sessions; each time a compromise resulted but the Arkansas advocates are credited with helping to moderate the provisions. (The most recent and undesirable version of the legislation is now being challenged as unconstitutional by other provider groups.) In Florida's Broward County, a similar effort to exempt

religious providers from children's day care standards also resulted in compromise; here too, YAP (Ft. Lauderdale) is credited with helping to make a very regressive proposal less so. At the state level in Florida, the exemption bills did not pass.

Both Florida's FCCY and Wisconsin took an interest in bills related to procedures and conditions in mental hospitals. In Florida, FCCY was characterized as the moving force behind a bill prohibiting comingling of adults and minors, and of youth under 14 with older youth in state mental hospitals; records of youth must also document that good faith efforts have been made to find less restrictive placements. In Wisconsin, efforts to broaden the grounds for mental health commitments were defeated.

Other accomplishments in the social services area include:

- Passage of legislation to support volunteer Guardian ad litem programs in Florida (FCCY) and North Carolina.
- Expansion of the authority of the Department of Social Services to act on abuse and neglect allegations against day care operators in North Carolina, as well as expansion of the medical profession's authority to report abuse.

Two other states, Arkansas and Wisconsin, have statutes concerning child abuse under consideration.

#### Education

As noted earlier, there were fewer legislative outcomes in the educational sector than in the juvenile justice or social services sectors. But such outcomes occurred in seven of the states that hosted YAP efforts. Four states took action related to issues of school discipline, truancy, and/or drop-out prevention. In all four instances, YAP is credited with playing an important role:

- In Georgia, a bill passed mandating that deprivation of education may not be used as a form of punishment; in-school suspension is to be the method of choice.

- In New York, new legislation prohibits the discharge of truants by the school district until an effort has been made to locate them. Another bill that would have given the police power to take truants into custody was blocked.
- In Wisconsin, the state aid formula for school districts was modified to provide more incentives for drop-out prevention. The legislature also set aside \$3,000,000 for drop-out programs during 1981-1983.
- In Florida (FCCY), the legislature entertained several punitive measures concerning truancy and school discipline; the only proposal that survived concerned sale of drugs and weapons.

Other educational measures in which YAP grantees played some role include: educational appropriations decisions in Georgia; special educational appropriations in Massachusetts and Delaware; defeat of a bill to relieve the State Department of Education of responsibility for educating pregnant students in Arizona (NFA); and passage of a bill mandating remedial services for low-achievers and making minimum competency testing of students optional in Wisconsin.

#### POLICY, PRACTICE, AND PROCEDURE OUTCOMES

The policy, practice, and procedure outcomes with which YAP was associated are far more numerous than the legislative outcomes, and much more variable in scope and potential effect. Such outcomes were achieved by every project. Below we provide a sampling of the more noteworthy accomplishments in each sector. (Again, the sector boundaries are somewhat arbitrarily drawn.)

#### Juvenile Justice

Admission criteria and the standards of operation within detention and correctional facilities were key concerns for many YAP grantees. Projects in eleven states were at least partially responsible for improvements in related policies or practices. Examples of outcomes in which YAP played a particularly significant role include:

- Achievement of "substantial" compliance with Pennsylvania's progressive code governing jailing or detention of juveniles,<sup>6</sup> and improvements in conditions at detention and other youth-serving institutions. JJC-trained citizen inspectors have been involved in most of the facility inspections undertaken by the state; they have sometimes been invited in by local agencies as well, and as a result, remedial action has been observed in a number of cases. (To facilitate citizen involvement in such inspections, at JJC's request the Department of Public Welfare reversed its prohibitions on citizen access to children's records.)
- An estimated 25% reduction in jailing of Kentucky juveniles in 1982, as compared to the prior year. This pattern appears to be a result of a YAP lawsuit against 67 jailers and 78 county executives alleging incarceration of non-delinquents, comingling of juveniles and adults, and other unlawful practices. Because of widespread concern over local officials' liability in such suits, the legislature also has sponsored a special study on the future of jails in Kentucky.
- A court ruling (D.B. v. Tewksbury) in Oregon that detention of children in adult jails is unconstitutional. As a result of this YAP litigation against a single county, jails across the state have substantially modified or ceased their use of jails for juveniles and have organized to discuss immediate and short term alternatives to jail.
- Reductions in jailing of juveniles in at least two Washington counties, where YAP provided technical assistance to local officials concerning intake standards and alternatives to incarceration. Several hundred juveniles have benefited from these activities. In addition, after public testimony and other educational efforts by YAP, the State Jail Commission amended

<sup>6</sup>Jails may not hold juveniles; status offenders cannot be held in detention facilities or other facilities designed primarily for delinquents.

its standards to discourage use of jails and detention for juveniles.

- Federal court and state agency directives to improve practices and conditions in Wisconsin jails. YAP brought two class action suits against local county jails in the federal courts for the Eastern and Western Districts of Wisconsin. Both cases were settled satisfactorily, after receiving considerable media attention. In addition, YAP worked with a state committee within the Department of Health and Social Services on regulations for secure detention and for the juvenile portions of jails. Effective February 1983, all such facilities must develop written operational plans covering health care, visitation, staffing, discipline, fire protection, mail and telephone privileges, screening, and supervision.
- Improvements in due process, disciplinary procedures, and treatment programs at one of Wisconsin's state correctional facilities, as a result of another YAP lawsuit that was resolved through negotiation. Administrative criteria governing release and aftercare at all state facilities were also revised in a manner that should shorten incarceration for some youth.

Other noteworthy accomplishments in the area of detention and facility standards include: continuing compliance with a comprehensive consent decree governing conditions in Massachusetts' largest detention facility;<sup>7</sup> adoption of detention standards by Oregon's Juvenile Services Commission (Arizona-NFA's Oregon field office); modification of "conduct rules" governing due process, discipline, and treatment programs at a 446-bed state correctional facility in Oregon; closure of the detention facility in one Ohio county; and improvements in the physical plant at training schools in North Carolina. Projects in Pennsylvania (JJC), Arizona (NFA), Oregon, Wisconsin, and North Carolina also played a part in instituting or upgrading some specific educational or treatment programs within institutions.

<sup>7</sup>The decree resulted from pre-YAP efforts by the parent agency, but YAP monitored the agency's compliance.



There also were some improvements in policies, practices, and procedures governing the judicial process generally, and in the kinds of dispositional alternatives used for delinquent youth and status offenders.

- In Massachusetts, the Department of Youth Services (DYS) rewrote its intake screening standards. Admission standards for regional programs for emotionally disturbed adolescents also were tightened up.<sup>8</sup>
- San Diego's Board of Supervisors and other organizations provided resources for some new programs to serve as alternatives to incarceration for local youth (CCYFC).
- The Bureau of Juvenile Corrections in Delaware developed and implemented a new classification system that incorporates security, treatment, and educational needs of delinquent youth. The same system has been adopted by family court intake workers.
- Delaware's Family Court stopped using criminal contempt citations and penalties for status offenders.
- In Pennsylvania (JJC), state regulations providing for review of youth placements were amended to permit review prior to placement. Although the review committee is rarely active, in one instance it stimulated removal from a state institution of 30 out of 31 youth who did not meet the intake criteria.
- In Tucson (Arizona-NFA), a new halfway house for young women was developed as an alternative to training school placement. The local government and the United Way also agreed to increase support for services to young women. No females are now being committed to the training school.

<sup>8</sup>These programs, jointly operated by DYS and the Department of Mental Hygiene, were later closed entirely and most of the youth involved found less restrictive placements. The Youth Advocacy grantee helped represent these youth.

- The Children's Service Division in Oregon implemented a "rapid placement" program for youth; this alleviated a problem of underutilization of services that might have led to budget cuts (Oregon and Arizona-NFA's Oregon field office). The State Department of Health and Human Services and the Juvenile Justice Advisory Commission also are directing more resources to alternatives, such as a teen prostitution program and residential treatment for special problems (alcohol abuse, etc.).
- Ohio's counties have developed a wide variety of alternative service programs under the new subsidy statute (described above).
- Over 95% of Tennessee's juvenile courts have developed a uniform record-keeping system for intake and disposition.
- In Wisconsin, the State Department of Health and Social Services and several individual counties corrected policies and procedures that were at odds with the state's Children's Code.

#### Social Services

Protective services for abused children and planning for permanent placements for youth in foster care were issues on which YAP projects made inroads into social services policy and procedure. Some of the most decisive results include:

- The Arkansas Division of Social Services (DSS) has created five positions for administrative reviewers who will specialize in initial and periodic reviews of foster care cases. DSS has already made a number of smaller changes to support foster care functions, providing handbooks for foster and natural parents, improved case tracking, and statewide training for foster parents. Arkansas YAP has participated with DSS staff in the planning committee that originated most of these ideas. YAP also helped DSS raise seed money for participation in a Regional (multi-state) Adoption Exchange; the exchange is now in operation.

- As a result of litigation filed in 1978 by Massachusetts YAP and continuing throughout the grant period (Lynch v. King), a federal District Court has granted a preliminary injunction against the State Department of Social Services. After hearing evidence concerning the inadequacy of protective services coverage, and resultant deaths and injuries, the court ordered DSS to reduce caseloads to 20 per worker, to assign cases within 24 hours, and to establish plans for every child and review them periodically or face loss of federal funds. The defendant, while pursuing an appeal, is proceeding to hire additional workers and implement a computerized tracking system for children.
- In the San Francisco-Alameda area, a black adoption agency has been established and will soon have the necessary accreditation to open its doors. California's Coleman project played a key organizational role and helped raise backing from state and foundation sources.
- Kentucky YAP helped the state's two largest counties to set up "Children in Placement" Projects (CIPPs). These projects use trained volunteers to review the records of children in foster care and ask for judicial review if the current plans are inadequate or inappropriate. Evidence from these two efforts was used to promote the legislation that supports external review statewide. This legislation passed, with the result that 7 external review boards are being established around the state.
- In several North Carolina counties, the implementation of "Children in Placement" projects in the courts has resulted in streamlined procedures, quicker processing, and/or better prepared participants in proceedings that involve youth in foster care.

Other related outcomes include pilot external review or Guardian ad litem projects in San Francisco (California-Coleman), Delaware, and Florida (Ft. Lauderdale); improvements in emergency coverage and new guidelines for response times for child abuse and neglect in Delaware; a court decision requiring permanency planning

for "termination of parental rights" and adoption cases in Jefferson County, Kentucky; improved supervision of DSS foster care cases in Oregon; and new intake guidelines for protective services in several Wisconsin counties.

The other area within the social services sector that produced a number of favorable policy/procedure outcomes was mental health placement and services.

- In Kentucky, a state-appointed citizens' task force in which YAP was a key participant, generated comprehensive recommendations concerning state residential facilities for emotionally disturbed youth. Since then, YAP has been monitoring implementation. Among the changes: vacant staff positions were filled, confrontation therapy was discontinued, two old facilities were closed and another scaled down to 50 beds, a new 50-bed treatment center was opened, steps were taken to segregate emotionally disturbed from delinquent children in group homes and treatment facilities, and the use of least restrictive programs was instituted.
- In Wisconsin, a YAP lawsuit against a 100-bed residential treatment center (Brian v. Clinicare) resulted in a consent decree banning use of psychotropic drugs without informed consent and strictly limiting the use of locked seclusion wards. As a follow-up, the State Department of Health and Social Services issued a memorandum instructing regional personnel to ensure that all residential treatment facilities use locked wards only when a child is in danger of harming himself or the group and is undergoing an emotional crisis. The memo specifically states that confinements lasting over an hour are suspect.

The Massachusetts project also has undertaken a major lawsuit (Jose T.) on behalf of youth in adult wards of state mental hospitals. No decision has been reached in the case, but in the meantime the named plaintiffs have been moved; the project also has helped negotiate less restrictive placements for several youth in other mental health treatment programs. Like Kentucky, the Delaware and the Florida-Ft. Lauderdale projects have been involved in task forces working on adolescent mental health treatment; several changes are being implemented.

Of the more idiosyncratic outcomes of YAP efforts in the "social services" sector, one of the most interesting was the implementation of a management information system concerning missing children in Broward County, Florida, prompted by the Adam Walsh case. The Ft. Lauderdale project developed the information system using a microcomputer and trained local law enforcement officials in its use. At last report, the state was developing a similar system.

#### Education

About three-fourths of all projects achieved some success at changing policies, practices, and procedures in the educational sector. In only about half of these sites were such outcomes very numerous or significant, however. For the most part, policy and practice changes are specific to an individual school or school district.

School discipline policies, truancy, and alternative education were one of the primary areas of success. For example:

- In New Mexico, alternative education programs were started in three districts and a fourth changed the target population for its existing program. Several other districts made changes in their attendance and discipline policies or practices to limit drop-outs and truancy and to involve students more. With input from YAP, the State Board of Education also revised school discipline regulations to improve notice requirements, limit prior restraints on student publications, and permit student participation in discipline issues. YAP conferences, training workshops, and other technical assistance played a role in all these changes.
- In New York City, YAP represented several hundred students who were involuntarily transferred or suspended. Several individual cases were appealed to the Chancellor, setting important precedents governing suspension and hearing procedures (e.g., parents have a right to review all materials prior to the hearing, a written record of the hearing must be kept). In the meantime, a combination of litigation, follow-up monitoring, and administrative negotiations with

the Chancellor's Office resulted in other systematic changes in Hearing Office procedures. A preliminary injunction in Boe v. the Board of Education set strict time limits for suspension proceedings, mandated a notification of rights to all currently suspended students and their parents, and provided for reinstatement of students when hearings are delayed more than five days. New regulations governing suspensions and involuntary transfers were developed as a result.<sup>9</sup>

- In Arizona, the Urban Indian Law Project represented a number of students at the Phoenix Indian High School (PIHS) and a few other locations. Since then, some improvements in notice procedures and parental involvement at suspension or discipline hearings have been observed. School policies concerning the use of restraints also were modified and a demerit system was adopted that distinguishes between major and minor offenses; fewer hearings are occurring under this system. The student handbook at PIHS was revised to comply with constitutional requirements and Bureau of Indian Affairs regulations.

Revision of student handbooks or other statements of school discipline policies also were reported in some Georgia districts, in Florida's Broward and Leon counties (credited to the Ft. Lauderdale and FCCY projects, respectively), and in some Wisconsin districts. Some Alabama districts reportedly implemented better follow-up on truants; one school developed an in-school suspension program. In Philadelphia, PUPS reported that it resolved about 75% of the suspension cases it handled--these number over 200 per year; several other projects reported satisfactory resolution of some individual cases.

Another area of some achievement was education for the handicapped and other special populations.

- In Pennsylvania, the Secretary of Education withdrew a proposed two-year plan for special education that PUPS and other advocates believed would undermine current programs. PUPS and a

<sup>9</sup>This sequence of efforts is described in more detail in Chapter 5.

statewide education coalition had conducted a public information campaign on the issues, met with legislators and special education administrators, and testified at hearings.

- In New York, admission procedures for vocational education were modified to make them more accessible to females, non-English speaking youth, and special education students. YAP cooperated with a coalition of other organizations to publicize the issue and worked with the Board of Education and individual schools.
- The New York project also participated in two class action suits that benefited handicapped school children (Jose P. v. Ambach and Lora v. Board of Education). As a result of Jose P., "school-based evaluation and support teams" must be established for all but the most severely medically handicapped youth within 60 days of referral. Requirements for parental notification, participation, and special provisions for bilingual students and truants or drop-outs were also part of the final judgment. Lora, brought on behalf of black and Hispanic children assigned to special day schools, stipulated that non-discriminatory criteria be used for evaluating children and that in-service training about special education laws be provided to school personnel.
- Wisconsin YAP obtained a federal court order for the Milwaukee Public Schools (MPS) to reinstate services to 35 handicapped and hard-to-educate children in special treatment programs. Litigation was pursued after unsuccessful attempts to negotiate a solution with MPS, the Department of Public Instruction, and the Department of Social Services.

Other outcomes included improved policies and practices for incarcerated youth with special education needs in Delaware and Wisconsin, and repeal of a Massachusetts Social Services regulation that required parents to relinquish custody of their children in order to obtain residential educational placement.

The remaining changes in educational policy, practice, and procedure are rather diverse. Several projects were involved in developing or encouraging school-based programs such as peer counseling, tutorial support, special services for teenaged mothers, or "enrichment" programs. Usually these efforts were limited to two or three schools per project. In addition, alternative education programs increased in a number of the states that augments their funding of community-based alternatives to incarceration. For example, over two dozen such programs are receiving Ohio's new youth services subsidy.

The New York project, which overall accounts for the largest number of specific educational policy and practice changes, had outcomes in several other areas. One is promotional policy and remediation. YAP made several recommendations that were included in the "promotional gates"10 regulations for the city, such as a statement of policies governing exceptions and appeals and the separation of math and reading gates. In 1981-82, the YAP grantee and trained citizens monitored the city's remediation program for students who had not passed the promotional gates tests; some agency personnel report that program quality improved as a result of this involvement. New York's YAP also had some success in assuring confidentiality and correctness of student records, as well as access by parents to their children's records. Finally, the project has worked with the High School Division to develop a single, streamlined application process. This already has been adopted for youth who have standardized test scores.

#### INCREASING INVOLVEMENT

Increased involvement by youth or other community members and organizations in youth issues or problems resulted from about one in five of all activities. In many instances, increased involvement was not the primary outcome of an activity and in our view, not particularly significant on its own. In a number of cases, it also was difficult to determine how much more individuals and

10New York City sets minimum standards for promotion in Grades 1-9 and has gates for students in the 4th and 7th grades. Students whose test scores are not within one year of grade level in grades 4 and 7 are not promoted. Remediation dollars are focused on the holdover classes.

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- Wisconsin YAP obtained a federal court order for the Milwaukee Public Schools (MPS) to reinstate services to 35 handicapped and hard-to-educate children in special treatment programs. Litigation was pursued after unsuccessful attempts to negotiate a solution with MPS, the Department of Public Instruction, and the Department of Social Services.

Other outcomes included improved policies and practices for incarcerated youth with special education needs in Delaware and Wisconsin, and repeal of a Massachusetts Social Services regulation that required parents to relinquish custody of their children in order to obtain residential educational placement.

The remaining changes in educational policy, practice, and procedure are rather diverse. Several projects were involved in developing or encouraging school-based programs such as peer counseling, tutorial support, special services for teenaged mothers, or "enrichment" programs. Usually these efforts were limited to two or three schools per project. In addition, alternative education programs increased in a number of the states that augments their funding of community-based alternatives to incarceration. For example, over two dozen such programs are receiving Ohio's new youth services subsidy.

The New York project, which overall accounts for the largest number of specific educational policy and practice changes, had outcomes in several other areas. One is promotional policy and remediation. YAP made several recommendations that were included in the "promotional gates"<sup>10</sup> regulations for the city, such as a statement of policies governing exceptions and appeals and the separation of math and reading gates. In 1981-82, the YAP grantee and trained citizens monitored the city's remediation program for students who had not passed the promotional gates tests; some agency personnel report that program quality improved as a result of this involvement. New York's YAP also had some success in assuring confidentiality and correctness of student records, as well as access by parents to their children's records. Finally, the project has worked with the High School Division to develop a single, streamlined application process. This already has been adopted for youth who have standardized test scores.

#### INCREASING INVOLVEMENT

Increased involvement by youth or other community members and organizations in youth issues or problems resulted from about one in five of all activities. In many instances, increased involvement was not the primary outcome of an activity and in our view, not particularly significant on its own. In a number of cases, it also was difficult to determine how much more individuals and

<sup>10</sup>New York City sets minimum standards for promotion in Grades 1-9 and has gates for students in the 4th and 7th grades. Students whose test scores are not within one year of grade level in grades 4 and 7 are not promoted. Remediation dollars are focused on the holdover classes.

organizations were involved after project efforts and the extent of the project's contribution to that involvement. In this section, we restrict ourselves to the more exemplary and better-documented efforts. We begin with those that cut across all three of the major sectors.

The majority of activities that brought increased involvement are those that used coalition-building and/or educational tactics. The more noteworthy results of coalition-building efforts include:

- In Wisconsin, the YAP grantee organized a coalition of human service organizations that were interested in preserving funding for supportive services. The group was formalized as Wisconsin Difference Coalition (WD) in 1980, and grew from 12 to 40 member groups in two years. The members have collaborated on position papers, statewide educational efforts, and presentations to individual legislators and state agency staff. Target agencies credit WD with restoring millions of dollars to the human services budget and with bringing more organizations and citizens into block grant decision-making. In 1982, a subgroup of WD organized the Children's Network, with 32 organizational and 150 citizen members; the group will focus specifically on services to children and on preserving and unifying families.
- A similar effort in Florida, by FCCY, resulted in development of regional Legislative Information Networks (LINs). The LINs were made up of about 1,000 individuals and relied on trained, volunteer coordinators who worked closely with staff. All network members received legislative updates and workshop training. One achievement was the restoration of a 2.5% cut in human service dollars, after the Governor's Office was inundated with mail. Target agency personnel concede that the FCCY effort has increased citizen involvement in children's issues.

Pennsylvania's JJC and the Tennessee project also had viable coalitions of citizens that are credited with taking an active and effective interest in juvenile justice issues primarily. Tennessee's coalition was developed entirely under YAP auspices and focused specifically on court reform. JJC's coalition was already in place when YAP

started, but has grown from 123 to 159 member organizations. The JJC coalition is formal and is quite active on issues related to due process for juveniles, deinstitutionalization, and community-based programming.<sup>11</sup>

There were also some instances of successful coalition efforts in the educational sector.

- In Philadelphia, PUPS used reading programs and their results as an organizing issue for its coalition. YAP staff held over 150 meetings with parent and community groups, with the result that PUPS' membership more than doubled (to 525) over a two-year period. One of the most effective vehicles for getting parents involved was the PUPS Read-A-Thon program. Parents and teachers worked with PUPS staff to hold reading contests in 37 schools; over 13,000 youth participated and parent groups were formed in 22 of the schools.
- In New York City, YAP and several other organizations formed a coalition around the right to remediation. This group has developed position papers, met with State Education and local school personnel, and generally tried to serve as a constructive critic of the current system. In one experimental district, the group is recruiting parents to be mentors for students requiring remediation.

It is interesting to note that the last two examples show efforts that in part resulted in community involvement in service programs, rather than "pure" advocacy roles. There were a number of other YAP activities where community involvement in actual program delivery was an important focus. These include many of the guardian ad litem (GAL) and "Children in Placement" or external review efforts described under policy and practice changes. An example is the GAL program established in Broward County, Florida, for which the Ft. Lauderdale project recruited, screened, and trained 50 volunteers. Such activities involve volunteers in a kind of institutionalized "case advocacy."

Training and conference activities were also used by some projects to increase community involvement. For instance:

<sup>11</sup>For more details about JJC's coalition-building efforts, see the discussion in Chapter 5.

Arizona's National Female Advocacy Project focused primarily on young women's issues in over 40 presentations and conferences in 30 different states. A number of the recipient organizations consequently expanded their concerns about young women. As a result of participation in a national conference, YAP was asked to make presentations on females in the juvenile justice system at statewide and regional meetings of the National Organization for Women (NOW); the Arizona NOW conference passed a resolution about the disparate treatment of young females. The National Women's Political Caucus also passed a similar resolution and requested that YAP help with implementation; YAP was scheduled to deliver several workshops for young women at the 1983 convention. The National Council of Juvenile and Family Court Judges requested that YAP provide training at the Judicial College and to assist in preparing a course on gender bias in the judicial system.

None of the examples so far illustrates increased youth involvement as an outcome. That is true, in part, because much of what we observed under youth activities had rather limited impact on youth involvement in the decisions that affect them--that is, the "increases" were fairly small when we looked beyond the borders of the project itself. There were some exceptions. The best examples are drawn from projects that worked primarily on education issues:

- In New Mexico, YAP worked with the State Office of Volunteer Citizen Participation and local community agencies to present six regional conferences on "New Mexico Youth in the 80's." Target agencies credit YAP with a substantial role in planning and financing the effort. YAP trained 72 youth to serve as conference facilitators and used its ties with the school systems to promote a more substantial youth role in the proceedings. While youth representation was limited in the first four conferences, over 200 youth took part in the last two. YAP then co-sponsored a statewide conference for which youth developed presentations. Six students then presented reports about the concerns in their respective regions to a session of the

legislature. Youth in at least one school district went back and successfully lobbied for some changes in various support services; they also started a peer counseling program.

- In New York City, YAP trained a core group of 30 students from an existing student coalition of 400 members. Since then, students have assisted with training 90 schools and community organizations about student rights and responsibilities, attended over 30 meetings with the Board of Education and other school officials, and engaged in variety of youth-oriented public education activities. Students also serve on the New York City Youth Board's Youth Council and the New York State Commission on Children and Families.
- In Florida, FCCY hired seven "youth consultants" from Leon County high schools and trained them in organizational communication and advocacy skills. When YAP funds were cut in 1982, three youth positions were cut, but the youth held a fund-raiser that restored one position. Youth organized three successive conferences, as well as "Youth Advocacy Committees" in five schools. The first conference was designed to "raise the consciousness" of juvenile justice, school, and county personnel about youth problems. Representatives of all the targeted groups attended. Other products included a tape on foster care and a position paper and a presentation about peer facilitation.

#### INCREASED KNOWLEDGE

While increasing knowledge of youth issues and problems does not in itself improve the lot of young people, such change can be an important prelude to a change in behavior of legislators, public and private agencies, or their constituents. Because it would have been impossible to determine whether and how much learning had resulted from each YAP effort, we tended to give credit for some knowledge changes whenever an activity involved education or training, or some degree of dissemination of research findings. As a result, it is not surprising that over half of all activities are assumed to have achieved some results

in this particular category. Our ratings of significance and project role were more conservative, however: we considered many of these results to be of "minor" significance and we often judged the project's role to be "contributing" rather than "decisive."

Nonetheless, there were many instances in which the sheer magnitude of an educational effort was striking or when the documented demand for a written product or technical assistance spoke for itself. More important, target agency personnel sometimes commended a particular education, training, or research effort in our interviews, telling us how useful it had been.

Important increases in knowledge were frequently attributed to activities that produced research reports or other written documents:

- In Delaware, a YAP report on the state's training school for girls found that per-student costs were more than double those at the boys' school. The report recommended lower-cost alternatives to meet the security and treatment needs of the female students. The report received media coverage and raised awareness of the high costs of incarceration among the public and system personnel.
- In Arizona, NFA established an information clearinghouse to circulate and reprint materials about females in the juvenile justice system, sexual abuse, and minority issues. Over 5,000 documents have been distributed and the service earned praise from observers. In addition, the Arizona-NFA project and its Oregon branch have each developed some popular documents of their own, including a manual on assertion skills for young women (over 1,000 copies sold), a resource booklet on sexual abuse (almost 5,000 sales), and an anthology of "Justice for Young Women" (1,000 sales). Staff have also published several articles elsewhere.
- California's Coleman project did two research papers that its target agencies found particularly significant. One was a 100-page document on the services available to status offenders in San Francisco; the other was a

report called 300 Families in San Francisco, based on comprehensive, 3-year service histories of high-risk children, youth, and families who were clients of local agencies. YAP sold over 1,500 copies of a summary of the latter study.

- In North Carolina, YAP staffed the legislative study commission that drafted a uniform licensing act for child care facilities. YAP's research on practices in other jurisdictions and a survey of opinions within the state also are incorporated in the commission's final report.
- In Philadelphia, PUPS researched and analyzed suspension data by school and district-wide. The result was a 47-page report entitled Suspended Students--Suspended Learning that showed high suspension rates (one-fourth of all secondary students annually) and identified common characteristics of "low suspension" schools (parent/community involvement; principal's emphasis on instruction rather than control; educational programs that interest students). The report was presented to the District Administrators and at their request, was sent to all 280 school principals.
- In Phoenix, Arizona-UILP's report on dropouts, suspensions, and basic demographic characteristics of students at Phoenix Indian and Phoenix Union High Schools provided needed documentation on problems of Indian education. It is credited with having been an important catalyst for discussion. The project's student rights handbook for Native Americans, distributed to over 1,500 youth, has also been in demand.
- In New York City, YAP prepared a report on standardized testing, the right to remediation, and the current status of implementation, and suggested reforms. The report More Than a Score, was widely disseminated to community groups and local decision-makers and was discussed on two radio shows and in several newspapers.

A number of projects were responsible for educational, technical assistance, and training efforts that were important knowledge-builders, judging from their magnitude,

popularity, and/or reputation with target agencies.  
Noteworthy efforts included:

- In Philadelphia (PUPS), presentation of a conference on "school site management (SSM)" an approach designed to return management decision-making to the local schools from the central district. An SSM committee that formed following the conference has continued to publicize the concept within the school system and is discussing a possible pilot project with the superintendent of schools.
- In New Mexico, presentation of 16 workshops and symposia on student rights and responsibilities--reaching over 1,000 people statewide, most of them educators. In addition, on request YAP worked with several districts to examine discipline policies and procedures, or to revise student handbooks.
- In Wisconsin, provision of technical assistance on juvenile jurisdictional issues to over 1800 individuals and organizations with law enforcement, judicial, or social service responsibilities. This included training workshops; for example YAP provided two workshops for municipal court judges on such issues at the request of the Supreme Court Administrator.
- In Tennessee, presentation of three statewide conferences on juvenile justice issues (attendance 120-260), and 10 regional training workshops for youth service officers.
- In Ohio, assessment of needs and presentation of a major training conference for juvenile court personnel, at the request of the Ohio Association of Juvenile Court Judges. Over 250 court workers and judges, from 60 of 88 counties, participated in the highly rated conference.
- In Pennsylvania (JJC), recruitment, training, and deployment of over 50 citizen "inspectors" to state-operated facilities in all regions. In addition, almost two dozen courses on the juvenile justice system and citizen inspections were offered around the state; the courses, each

lasting 8 to 10 weeks, reached over 300 community leaders and professionals. JJC-trained citizens receive high marks from target agency personnel.

National Female Advocacy (both its Arizona and Oregon offices), and the New York City project also had particularly active training and technical assistance programs and appeared to be much in demand.

Broader public education activities, undertaken by all of the projects, also have increased the knowledge of youth issues and problems. While it is particularly difficult to evaluate these results in any systematic way, there is some evidence for meaningful success in a number of instances.

- In Arkansas, in addition to producing a newsletter, YAP sponsored over a dozen public forums, co-sponsored two major conferences and keynoted another, gave numerous speeches to community groups, and made several radio and TV appearances on a variety of youth issues. YAP also developed two slide shows, several public service announcements for TV and radio, and some press releases. Several target agency personnel felt public information was one of the project's most valuable services. JJC in Pennsylvania had a similarly broad and highly-commended public information program.
- In New York City, where there were separate and distinct educational campaigns around specific issues, those on education for the handicapped and the right to remediation stand out. On handicapped issues, YAP provided or co-sponsored over 50 workshops and other presentations, many of them oriented to parents or other advocates, and prepared a handbook on advocacy for handicapped children in New York City. Several hundred copies have been sold. Regarding remediation, YAP developed and distributed a pamphlet on rights to over 10,000 people, issued press releases on promotional issues, and obtained coverage in the major New York papers and on radio.
- In Washington, YAP conducted seminars for media representatives and disseminated media packets on youth issues, with the result that media contacts



are frequent and there has been prominent coverage of several youth issues. A number of other projects appear to have developed strong media links as part of their public information strategies--these include Florida's FCCY, Florida-Ft. Lauderdale, Arkansas, Delaware, and Pennsylvania's JJC.

- In Georgia, YAP prepared and disseminated legislative updates every two to three weeks while the legislature was in session. Several thousand copies were disseminated; because of their evident utility, another organization has taken over the responsibility for the updates since the YAP funds have run out.

Oregon, Washington, and Wisconsin also produced newsletters, issue analyses, or updates that had an especially large circulation. In fact, most of the projects produced such documents and our impression was that they were well-received in all locations.

#### OTHER OUTCOMES

Two of the remaining categories of outcomes--"agency management and staffing" and "other favorable," are small categories. We will not discuss them in detail. For the most part, management and staffing outcomes include improvements such as the redesign of a youth-serving agency's management information system, the introduction of a manpower analysis, or the replacement of agency personnel who have blocked changes desired by advocates. In the near term, there may be no specific benefits to youth; over the longer term, however, it is expected that the changes will result in greater efficiency, conservation of resources, or in a more sympathetic ear for youth concerns.

The "other favorable" category is truly a residual one. It is the place we recorded "interim" outcomes other than those in the legislative sphere--for example, a favorable judgment in the initial stages of a court case or the inclusion of project recommendations in a task force report to the Governor. We also classified here some outcomes that benefited individual youth--an award of financial damages or the negotiation of a new service plan, for example--when none of the other categories seemed appropriate.

The "unfavorable outcomes" also deserve only a brief mention because they were so rare. One instance involved an unfavorable ruling in a court case in which the Wisconsin project had participated peripherally (as "amicus curiae"). The ruling set an undesirable precedent for the definition of "dangerous" juvenile behavior.

The other case involved several statute revision activities of the FCCY project in Florida. In 1980, FCCY worked extensively with legislative staff to modify the juvenile code provisions regarding detention and the use of jails for delinquents and runaways. In the process, the project seized an opportunity to add some of the desired provisions to another pending bill. Apparently, few legislators understood the implications of the amendments and the bill passed easily and was signed. Soon thereafter juvenile judges and law enforcement officials raised the alarm. There was considerable media attention, and many legislators turned against the statute. In 1981, new "get tough" legislation passed and it appears that ground was actually lost over the pre-1980 situation in some areas. The omission of any true debate or consensus on the 1980 bill appears to have contributed strongly to this turn of events, although we cannot be certain that it was solely responsible.

## 5. SEARCHING FOR EXPLANATIONS

The preceding chapter has amply demonstrated that specific advocacy efforts have been successful in many locations, with many target groups, and in many different issue areas. Nonetheless, it is apparent that accomplishments vary in magnitude within and across whatever set of categories we might choose to describe them. A change in school policy in a single school district, for example, affects only a limited number of students, while the passage of legislation or a decision of the State Board of Education can affect all students throughout the state. We also have noted that a project's role in producing a given outcome may vary. And of course, some project efforts have no outcome at all--12.4% of all YAP activities fell into this category.

In this chapter, we look for the explanations of "success." Our purpose is two-fold: (1) to provide a better understanding of how the change process worked for these youth advocacy efforts and (2) if possible, to provide guidelines for structuring similar programs in the future. Given the enormous variation in what the 22 YAP projects tried to do, where, and how, the task is a formidable one. We approach it on several levels. First, we look at the quantitative evidence concerning individual activities. What characteristics of an activity are associated with greater or less success? Next, we look at the quantitative evidence concerning projects, as opposed to activities. Finally, we examine in a more qualitative way the evidence concerning those activities and projects that enjoyed high and low success; there we describe some patterns that were not detected through our other analyses.

### SUCCESS OF ACTIVITIES

In order to examine the success of individual "activities," as defined in Chapter 3, it was necessary to assign each activity a success rating of some sort. We decided on an index that would take into account three factors:

- the extent to which the project had accomplished its objectives for a particular activity (regardless of how important or challenging those objectives might have been);

- the significance of the outcomes of the activity; and
- the role of the project in accomplishing the outcomes.

Each of these factors was represented by a separate variable and the index score was developed as follows:

1. If the activity was rated very or highly successful ("4" or more on a 5-point scale) for its accomplishment of its specific objectives, then the activity received one point.
2. If the activity had an outcome that was rated of "major" significance, the activity received one point.
3. If the project had a "decisive" role in the outcome of an activity, the activity received one point.

Thus, an activity could receive from "0" up to three points depending on its specific characteristics. "Success" on objectives, "significance," and "project role" have equal weight in the index. Therefore an activity that was highly successful in meeting its objectives with a significant outcome but a minor project role would receive the same index score as an activity that was highly successful and had a decisive project role but was of lesser significance. We called the resulting score our "success index," or SRINDEX. Table 5.1 shows the relationships between SRINDEX and each of the component variables. Table 5.2 shows the distribution of SRINDEX across all activities. About 30% of all activities receive scores of 2 or 3, indicating relatively high success.

Having constructed our measure of success, we then proceeded to examine its relationship to other characteristics of individual activities. We identified three clusters of variables that might "make a difference" in success.

- "Target" characteristics, or those variables that describe what issue was selected, what geographical area, and whose behavior or knowledge the activity hoped to change.

TABLE 5.1

PEARSON CORRELATION COEFFICIENTS FOR SRINDEX AND ITS COMPONENTS VARIABLES<sup>1,2</sup>

	SRINDEX	Newrate	Outcome Significance	Role of Project
SRINDEX	1.00			
Newrate	.73 (N=618)	1.00		
Outcome Significance	.73 (N=655)	.67 (N=654)	1.00	
Role of Project	.62 (N=660)	.55 (N=652)	.60 (N=690)	1.00

<sup>1</sup> All correlations are significant at the .001 level.

<sup>2</sup> Definition of variables:

- a. Newrate represents the average of two independent success ratings for each activity. Each rater used a 5-point ordinal scale, where 1 = not at all successful and 5 = highly successful.
- b. Outcome Significance
  - 3 = Major
  - 2 = Moderate
  - 1 = Minor
  - 0 = None, negative, no outcomes
- c. Role of Project in Producing Outcome
  - 3 = Project played decisive role
  - 2 = Project played contributing role
  - 1 = Project played peripheral role
  - 0 = Project played no role or there was no outcome

TABLE 5.2  
DISTRIBUTION OF ACTIVITIES ON SUCCESS INDEX

<u>Index Value</u>	<u>Number of Activities</u> <sup>1</sup>	<u>Percent of Activities</u>
0 (Lowest)	271	40.3
1	200	29.8
2	145	21.6
3 (Highest)	<u>56</u>	<u>8.3</u>
	672	100.0%

<sup>1</sup>Excludes 45 activities with missing data on one or more of the variables used to compute the success index.

- "Tactical" characteristics, or those variables that describe how the activity was done--for how long, by whom, using what primary tactic, etc.
- "Background" characteristics, or those variables that represent events and conditions that are external to a particular activity and possibly beyond YAP's control, but may influence success nevertheless.

We examine each of these clusters in turn.

#### Target Characteristics

Tables 5.3, 5.4, and 5.5 summarize the relationships between our success index and the primary issue addressed by an activity, its immediate and ultimate targets, and other target characteristics. There are some statistically significant relationships in evidence.

- Activities dealing with issues of detention, separation of adults from juveniles, and/or conditions in correctional facilities were more likely to be successful than all other activities. On the other hand, activities dealing with school attendance, drop-outs, or alternative education, as well as the two general-purpose categories of "increasing youth involvement" and "general youth issues," tended to be less successful than the average. (See Table 5.3).
- Regarding type of target agency or group, there also are some categories that deviate from the "average" on success. It is hard to know what to make of the results, however, since there does not appear to be much of a pattern. Only activities directed toward the general public are consistently less successful than all other activities, whether we look at immediate or ultimate targets. (See Table 5.4).
- In general, the larger the target area of an activity, the higher its success index is (Table 5.5). (The small number of activities that are

<sup>1</sup>We recognize that target selection, in the broader sense, also involves strategic or tactical considerations.

TABLE 5.3

RELATIONSHIP BETWEEN PRIMARY ISSUE  
AND SUCCESS OF ACTIVITIES (n=672)

Primary Issue	% Scoring 2 or 3 <sup>1</sup> on Success Index
School discipline, suspension, due process	27.6
School attendance, drop-out, alternative education	16.7*
Education for handicapped/P.L. 94-142	29.2
Career education, vocational education, other school programs	22.7
Permanency planning for foster care/P.L. 96-272	28.3
Child abuse	27.3
Conditions and rights--social services, mental health, education facilities	33.3
Least restrictive environment	35.8
Detention, separation, conditions in correctional facilities	49.0**
Judicial process, juvenile code	40.3
Discrimination	42.1
Coordination of systems	21.7
Increasing youth involvement	14.3*
General youth issues	17.9*
Other	37.0
ALL ACTIVITIES	30.0

<sup>1</sup>Asterisks indicate that activities involving this issue differed significantly from the average pattern of success across all other activities. The measure used was tau c: \*p<.05, \*\*p<.01.

TABLE 5.4

RELATIONSHIP BETWEEN IMMEDIATE AND ULTIMATE  
TARGETS AND SUCCESS OF ACTIVITIES (n=651)

	% Scoring 2 or 3 on Success Index: <sup>1</sup>	
	Immediate Target	Ultimate Target
<u>State</u>		
Legislature	44.3**	35.7
Board/Department of Education	33.3	38.5
Department/Division of Corrections	31.6	31.3
Department/Division of Social Services	30.6	46.3**
Agency combining youth corrections and social services (e.g., Dept. Human Services)	42.9	44.8
Other executive branch	40.0	37.5
Judiciary	30.8	28.6
Other state groups	50.0	38.9
<u>Local</u>		
City/county government <sup>2</sup>	50.0*	22.2
Board of Education/School District	28.3	19.3**
Individual school(s)	30.0	26.9
Department of Social Services, Mental Health	10.0*	13.0
Judiciary	47.6	45.8*
Professional/citizens' group	40.0	0.0*
Specific treatment or correctional facility	54.5**	52.2
<u>Other</u>		
General public	12.2**	14.8**
Parents/students	14.3**	20.7
Multiple or mixed groups, including providers, system personnel	31.9	34.9
Other	31.3	34.8
ALL ACTIVITIES	30.7	30.7

<sup>1</sup>Asterisks indicate that activities involving this target differed significantly from the average pattern of success across all other activities. The measure used was tau c: \*p<.05, \*\*p<.01.

<sup>2</sup>Includes city council, board of supervisors, police, sheriff.



TABLE 5.5  
RELATIONSHIP BETWEEN TARGETS SELECTED AND SUCCESS OF ACTIVITIES

	Success Index					
	Lowest			Highest		
	0	1	2	3		
Target Area (n=664)	%	%	%	%	%	Tau b or c
Local	42.3	32.2	18.0	7.5	100.0	.07, p ≤ .05
Regional	60.0	26.7	0	13.3	100.0	
State	38.8	27.8	24.5	8.9	100.0	
National	9.1	36.4	45.5	9.1	100.0	
<u>Target Sectors<sup>1</sup></u>						
Juvenile Justice	39.8	26.6	22.4	11.1	100.0	.07, p ≤ .05
Non-Juvenile Justice	41.0	33.8	20.5	4.8	100.0	
Social Services	37.0	32.3	22.2	8.4	100.0	.05, NS
Non-Social Services	42.9	27.7	21.1	8.3	100.0	
Education	43.1	33.6	19.1	4.3	100.0	.18, p ≤ .01
Non-Education	38.0	26.6	23.6	11.7	100.0	
<u>Jurisdiction of Immediate Target (n=651)</u>						
State	36.5	24.1	27.6	11.8	100.0	.10, p ≤ .01
Other	41.1	32.1	19.6	7.1	100.0	
<u>Jurisdiction of Ultimate Target (n=651)</u>						
State	35.5	26.0	24.2	14.3	100.0	.12, p ≤ .001
Other	41.9	31.7	21.0	5.5	100.0	
<u>Type of Immediate Target (n=651)</u>						
Public agency/officials	37.3	26.2	24.8	11.7	100.0	.12, p ≤ .01
Non-public, mixed, or uncertain	42.2	33.4	19.2	5.2	100.0	
<u>Type of Ultimate Target (n=651)</u>						
Public agency/officials	38.0	29.4	22.2	10.4	100.0	.07, p ≤ .05
Non-public, mixed, or uncertain	42.9	30.1	21.9	5.0	100.0	

<sup>1</sup>Note that we made three successive comparisons involving the target sector. We compared all activities that targeted juvenile justice vs. those that did not, all activities that targeted social services vs. those that did not, and all activities that targeted education vs. those that did not. An activity that targeted both juvenile justice and social services, for example was included in both the relevant comparisons.

identified as "regional" deviate somewhat from this pattern.)

- Activities that target the juvenile justice sector tend to be somewhat more successful than all other activities; activities that target the educational sector tend to be less successful. This pattern may have something to do with differing levels of project experience with work in these sectors and/or the relative difficulty of affecting the different systems. (For example, educational policy-making tends to be decentralized to a whole host of individual school districts in most states, thereby complicating the advocates' job.)
- Finally, activities that target state agencies or groups, or activities that target public agencies or officials, tend to be somewhat more successful than activities that do not.

It is important to note, however, that while these findings are statistically significant, the percentage differences are modest and the measures of association are low.<sup>2</sup> Moreover, there is a certain degree of tautology here, given the way we rated significance. Outcomes with broader scope were more likely to be ranked as "major;" therefore, one might expect that activities which targeted larger geographic areas or state jurisdictions would have more potential to attain major significance than locally-directed efforts.

#### Tactical Characteristics

The relationship between the primary tactic employed and the success of activities is shown in Table 5.6. Here again, we compared the success of activities using a given tactic--say, research--against the success of all other activities. We also make the same comparisons for

<sup>2</sup>Kendall's tau b and c are measures of the association between two ordinal-level variables--tau b is used for square tables (where the number of rows and columns is equal), tau c for rectangular tables. Tau c can range from 0 (where there is no association between variables) to 1 (where there is perfect association--i.e., knowing the value of one variable automatically reveals the value of the other.)

TABLE 5.6

RELATIONSHIP BETWEEN TACTIC USED AND SUCCESS OF ACTIVITY  
FOR ALL ACTIVITIES AND FOR ACTIVITIES WITHIN SECTORS<sup>1</sup>

TACTIC	% Activities Scoring 2 or 3 on Success Index: <sup>1</sup>			
	All Activities (n=672)	Activities in Juvenile Just. Sector (n=379)	Activities in Social Serv. Sector (n=297)	Activities in Educa. Sector (n=304)
Research	17.2*	20.0	0.0	16.7
Research and education	35.2	37.5	34.8	40.0
Education	17.1*	19.6**	10.6**	8.3
Education and coalition- building	25.4	40.6	36.0	28.6
Coalition-building	21.4	6.7**	23.1	15.8
Technical assistance/training	33.3	39.5	40.7	30.0
Administrative negotiation	30.6	40.0	36.4	23.3
Litigation	54.5***	57.9**	69.2*	42.9*
Statute revision	44.4*	53.8**	45.2	31.3
Monitoring legislation	37.5	50.0	50.0* <sup>2</sup>	0.0
Court watch, other compliance monitoring	24.2	38.9	21.1	33.3
Case advocacy	38.9	16.7	20.0	42.9
Service development/provision	36.4	25.0	44.4	14.3
Other	28.6	30.0	50.0	50.0
ALL ACTIVITIES	30.2	33.5	30.6	23.4

<sup>1</sup> Asterisks indicate that activities involving this tactic differed significantly from the average pattern of success across all other activities. The measure used was tau c: \* $\leq .05$ , \*\* $p \leq .01$ , \*\*\* $p \leq .001$ .

<sup>2</sup> Less than five activities employed this tactic.

activities within each of our three sectors, to examine whether there were affinities between certain tactics and certain sectors.<sup>3</sup>

Overall, two tactics stand out as more successful than the others--litigation and statute revision. For litigation, this pattern holds regardless of sector. For statute revision, it holds only within the juvenile justice sector; in the social services and educational sectors, activities with statute revision as a tactic are neither more nor less successful, on average, than other activities. Education is the only tactic that shows some consistency on the negative side; overall, activities using this tactic are somewhat less successful than all others and that pattern holds within the juvenile justice and social service sectors as well.

Table 5.7 looks at certain other characteristics of how activities were carried out. This table shows that the activities that were more likely to be successful were those that

- Began earlier, lasted longer, or involved higher levels of effort.
- Had YAP staff, as opposed to subcontractors or consultants, in the position of primary responsibility.
- Were done in cooperation with other parties, especially if YAP was in a leadership role.
- Involved personal (face-to-face or telephone) contact with the immediate target group or agency.
- Did not involve youth.

The only variable not significantly related to success was "style" of the activity, which we characterized as adversarial, neutral, or persuasive.

<sup>3</sup> It would have been even more desirable to look for affinities between tactics and issues, but unfortunately the number of cases in each tactic-issue category is too small for this type of analysis.

TABLE 5.7  
RELATIONSHIP BETWEEN APPROACH TO ACTIVITIES AND SUCCESS OF ACTIVITIES

	Success Index					Tau b or c
	Lowest 0 %	1 %	2 %	Highest 3 %		
<u>Level of Effort</u> (n=644)						
Low ( $\leq$ 1 person-mo.)	63.2	24.2	11.0	1.6	100.0	.34, $p \leq .0001$
Medium (1-6 person-mos.)	34.4	36.0	22.0	7.6	100.0	
High ( $>$ 6 person-mos.)	18.2	25.7	36.5	19.6	100.0	
<u>When Activity Began</u> (n=649)						
Prior to YAP	20.6	34.3	25.5	19.6	100.0	.14, $p \leq .0001$
Year 1	44.2	29.5	19.7	6.6	100.0	
Year 2	41.7	28.7	23.5	6.1	100.0	
Year 3	60.0	24.0	12.0	4.0	100.0	
<u>Duration of Activity</u> (n=637)						
Less than 12 mos.	54.7	25.6	18.6	1.2	100.0	.21, $p \leq .0001$
12-23 mos.	47.4	26.3	17.5	8.8	100.0	
24 mos. or more	28.2	34.7	24.1	12.9	100.0	
<u>Primary Responsibility for Activity with:</u> (n=671)						
YAP staff	39.2	30.0	22.3	8.5	100.0	.04, $p \leq .05$
Subcontractor or consultant	54.5	27.3	11.4	6.8	100.0	
<u>Done Cooperatively?</u> (n=669)						
Yes, YAP in primary role	33.7	20.9	31.4	14.0	100.0	.06, $p \leq .01$
Yes, YAP participating	38.7	32.3	19.4	9.7	100.0	
No, YAP alone	41.5	30.9	20.3	7.3	100.0	
<u>Personal Contact with Immediate Target</u> (n=633)						
Yes	38.5	29.3	22.4	9.7	100.0	.05, $p \leq .01$
No	47.4	35.1	17.5	0.0	100.0	
<u>"Style"</u> (n=495) <sup>1</sup>						
Adversarial	26.1	28.3	23.9	21.7	100.0	NS
Neutral	40.4	26.9	26.0	6.7	100.0	
Persuasive	38.0	28.7	23.5	9.9	100.0	
<u>Role of Youth</u> (n=670)						
Some role	46.7	35.5	17.8	0.0	100.0	.09, $p \leq .01$
No role	38.9	28.8	22.4	9.9	100.0	

<sup>1</sup> Analysis does not include cases where style changed over time or where the immediate target was the general public.

There are two caveats concerning these results. First, with the exception of the variables concerning level and duration of effort, the relationships are not very strong. Second, none of the relationships can necessarily be interpreted as causal. For example, it is clear that projects tended to vary their level of effort according to their expectations of success. We saw numerous instances in which YAP directors stopped spending much time on an activity because it appeared highly unlikely to succeed. Similarly, the finding concerning youth confirms our independent observation that typically, project directors did not involve young staff in the activities that tended to yield the most significant successes.

#### Background Characteristics

The context of activities varied dramatically across and within projects, depending on the particular political, social, organizational, and demographic characteristics of the area and their relevance to the issues at hand. It was impossible to capture all of the idiosyncratic features of an activity's "environment" in our coding scheme. However, we were able to identify three sets of considerations which seemed meaningful across activities and sites.

The first involved the occurrence of favorable or unfavorable events that were external to an activity and more or less beyond project control. (We say "more or less," since strictly speaking, a project may have had some role in "creating" these events via another activity. This is particularly true of favorable media attention.) There were six types of events that we noted with some regularity: a change of target agency leadership or staff, a change of law or public policy, media attention to the issue, fiscal crisis, YAP budget cuts (occurring in Year 3), and changes in YAP staff or the staff of YAP coalition members. With the exception of project budget cuts presumably, any of these might be good or bad for a particular activity.

Table 5.8 shows that such individual events are in most cases related to our success index. It also provides three summary counts--total number of positive events, total number of negative events, and the number of positive events less negative events. Each of these summary measures has the expected relationship to success index--that is, more positive events and fewer negative events are related to greater success. The pattern for the



TABLE 5.8  
RELATIONSHIP BETWEEN KEY BACKGROUND EVENTS AND SUCCESS OF ACTIVITIES (n=672)

EVENT	Success Index				%	Tau c
	Lowest 0 %	1 %	2 %	Highest 3 %		
<u>Change of Target Agency Leadership/Staff</u>						
Favorable (n=20)	35.0	15.0	30.0	20.0	100.0	.03, p ≤ .05
Unfavorable (n=20)	35.0	25.0	25.0	15.0	100.0	
Not applicable (n=632)	40.7	30.4	21.2	7.8	100.0	
<u>Change of Law or Policy</u>						
Favorable (n=14)	14.3	21.4	35.7	28.6	100.0	.03, p ≤ .01
Unfavorable (n=7)	57.1	0.0	28.6	14.3	100.0	
Not applicable (n=651)	40.7	30.3	21.2	7.8	100.0	
<u>Media Attention to Issue</u>						
Favorable (n=32)	25.0	18.8	31.3	25.0	100.0	.04, p ≤ .001
Unfavorable (n=8)	37.5	25.0	25.0	12.5	100.0	
Not applicable (n=632)	41.1	30.4	21.0	7.4	100.0	
<u>Fiscal Crisis or Other Decline in System Resources</u>						
Favorable (n=6)	16.7	50.0	16.7	16.7	100.0	NS
Unfavorable (n=39)	48.7	23.1	17.9	10.3	100.0	
Not applicable (n=627)	40.0	30.0	21.9	8.1	100.0	
<u>YAP Budget Cuts</u>						
Unfavorable (n=64)	57.8	29.7	10.9	1.6	100.0	.07, p ≤ .0001
Not applicable (n=608)	38.5	29.8	22.7	9.0	100.0	
<u>Change of YAP or Coalition Staff</u>						
Favorable (n=3)	66.7	0.0	0.0	33.3	100.0	.03, p ≤ .01
Unfavorable (n=23)	65.2	17.4	17.4	0.0	100.0	
Not applicable (n=646)	39.3	30.3	21.8	8.5	100.0	
<u>Total Number of Positive Key Events</u>						
None (n=606)	41.9	30.7	20.6	6.8	100.0	.08, p ≤ .0001
1 (n=59)	27.1	22.0	30.5	20.3	100.0	
2 or More (n=7)	14.3	14.3	28.6	42.9	100.0	
<u>Total Number of Negative Key Events</u>						
None (n=528)	37.7	30.7	22.7	8.9	100.0	.07, p ≤ .01
1 (n=130)	47.7	28.5	17.7	6.2	100.0	
2 or More (n=14)	71.4	7.1	14.3	7.1	100.0	
<u>Key Event Index<sup>1</sup></u>						
-2 or More	76.9	7.7	15.4	0.0	100.0	.12, p ≤ .0001
-1	50.0	27.2	16.7	6.1	100.0	
0	39.0	32.1	21.4	7.5	100.0	
+1	21.7	19.6	39.1	19.6	100.0	
+2 or More	33.3	0.0	0.0	66.7	100.0	

<sup>1</sup>The Key Event Index is defined as the total number of positive events less the total number of negative events for a given activity.

individual events that make up our indices, such as change of target agency leadership, is a bit more unusual. For example, although favorable change of target agency leadership is associated with higher success than an unfavorable change, activities with an unfavorable change still have higher success scores with no leadership change at all. This is true for several other "key events." We suspect this curious pattern can be explained by the fact that the most successful activities are often better documented; therefore, we were more apt to know about the events surrounding them, whether favorable or not.

Tables 5.9 and 5.10 show two other background characteristics of possible importance: whether the project's parent organization had any prior (pre-YAP) experience working with the tactic or sector, and the nature of the organization's pre-YAP relationship with the immediate target agency in question. Unexpectedly, none of these experience factors exhibits any systematic relationship to the success index.

In fact, what is noteworthy is the lack of any particularly striking patterns in the analysis of the success of individual activities. Of all the variables we examined, only two--level of effort and duration--appear strongly related to success.

We tried a number of variations on these analyses to confirm our findings (or lack thereof). First, we repeated most of our analyses within sites. We wanted to examine the possibility that aggregating all activities creates patterns that have no meaning at the level of an individual site, or alternatively, obscures relationships that do exist at the site level. Neither seems to be the case. For the most part, the weakest associations became even weaker at the site level and rarely attained statistical significance. The strongest of the associations--with level of effort--holds at the .05 level of significance for 15 of the 22 sites. The relationship of success to duration holds at six sites and approaches significance at three others.<sup>4</sup>

In another series of analyses, we looked only at activities conducted by ten of the projects--those which seemed to us most similar in terms of overall approach.

<sup>4</sup>There simply was not much variation in the duration of activities at several other sites.

TABLE 5.9

RELATIONSHIP BETWEEN PRE-YAP EXPERIENCE WITH TARGET SECTOR OR PRIMARY TACTIC AND SUCCESS OF ACTIVITY (n=574)<sup>1</sup>

	<u>Success Index</u>					
	Lowest			Highest		
	0	1	2	3		
	%	%	%	%	%	Tau c
<u>Pre-YAP Experience With Target Sector</u>						
Yes	40.7	31.4	20.3	7.6	100.0	.03, NS
No	39.5	28.2	24.1	8.2	100.0	
<u>Pre-YAP Experience With Primary Tactic</u>						
Yes	39.7	30.5	21.1	8.7	100.0	.02, NS
No	41.5	29.2	23.4	5.8	100.0	
<u>Pre-YAP Experience With Sector and Tactic</u>						
With both	38.4	31.6	20.0	10.0	100.0	.00, NS
With one only	43.6	29.6	22.2	4.7	100.0	
With neither	34.3	26.9	26.9	11.9	100.0	

<sup>1</sup>Excludes activities using tactics for which we lacked prior experience ratings.

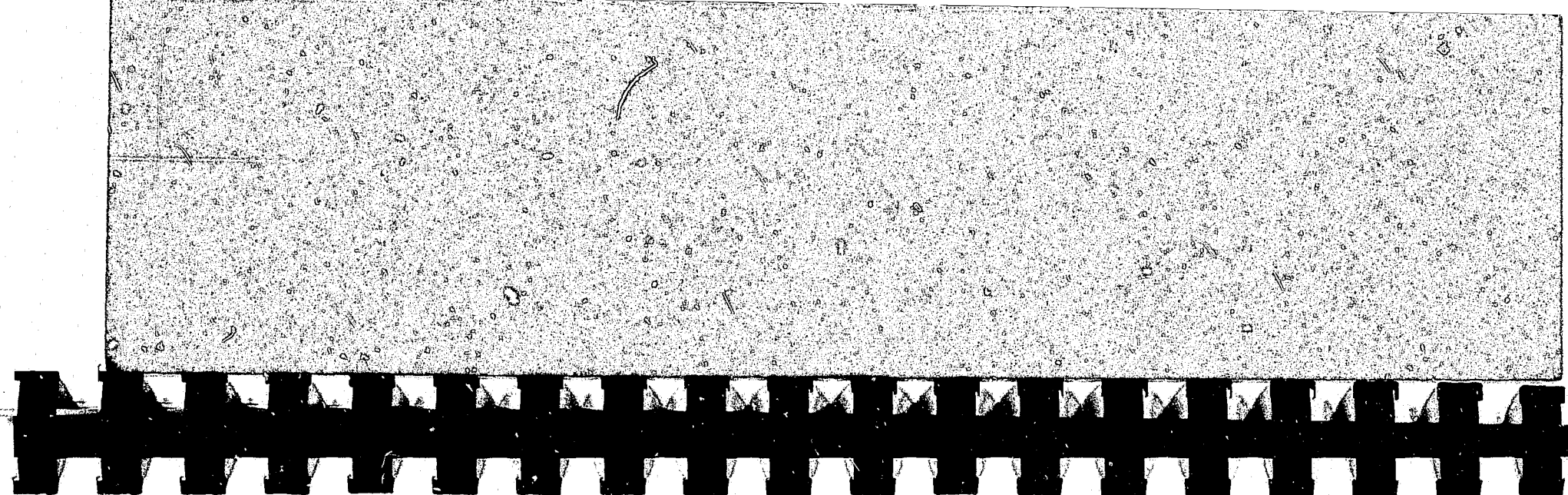


TABLE 5.10

RELATIONSHIP BETWEEN PRIOR RELATIONSHIP WITH IMMEDIATE TARGET AGENCY AND SUCCESS OF ACTIVITY<sup>1</sup>

	<u>Success Index</u>					
	Lowest			Highest		
	0	1	2	3		
	%	%	%	%	%	Tau c
<hr/>						
<u>Was There a Prior Relationship?</u> (n=311)						
Yes	32.5	28.7	25.7	13.1	100.0	.03,NS
No	41.9	20.9	25.6	11.6	100.0	
<u>Nature of Prior Relationship</u> (n=268) <sup>2</sup>						
1. Not at All Supportive	25.0	12.5	37.5	25.0	100.0	.05,NS
2. Moderately Unsupportive	34.1	25.0	22.7	18.2	100.0	
3. Neutral	39.6	22.9	27.1	10.4	100.0	
4. Moderately Supportive	29.7	30.8	27.5	12.1	100.0	
5. Strongly Supportive	31.9	36.2	21.7	10.1	100.0	

<sup>1</sup>Note that Ns are relatively small for these tables, because project director ratings were not available for all immediate target agencies nor for immediate targets like the general public, parents/students, mixed groups, etc.

<sup>2</sup>As rated by project director.

Another analysis excluded all those activities without a public agency or public officials as a target. None of these variations substantially changed the picture.

#### Combined Influences

We also examined the combined effect of the most promising variables from the bivariate analyses above in explaining the differences in success of activities. Regression analysis was employed. Multiple regression is a statistical technique used to indicate how much of the total variation in a single, "dependent" variable--in this case, success index--can be explained by several "independent" variables acting together.

Because of the large number of variables that had some statistically significant association with the success index, we first conducted separate regression analyses using the variables from the "target" and the "tactical" characteristic groups respectively. The purpose of this step was to select from each cluster the variables with the most explanatory power. We then included these selected variables in a regression analysis together with the "key event index," the most promising variable from the background characteristic cluster. The resulting equation included the following independent variables (most of them represented via dummy variables):

- ultimate target agency (state vs. other)
- the presence or absence of each of two issue categories (the school attendance/drop-out/alternative education category and a combined category encompassing "increasing youth involvement" and "general youth issues")
- level of effort (high, medium, low)
- strategy ("direct" vs. "indirect")
- the presence or absence of litigation as the primary tactic
- whether the activity was initiated prior to YAP or not
- the key event index.

In the stepwise regression procedure that we employed,<sup>5</sup> all but the two issue variables were entered into the equation. Level of effort accounted for most of the explained variance in activity success ( $r$ -square = .14); addition of the other variables brought the multiple  $R$  to .49 and the  $r$ -square to .24 ( $p < .05$ ). In other words, these variables account for less than 25% of the variation in the success of individual activities.

Thus, these analyses point to several factors that are associated with the success of an activity, although we cannot assert that they "caused" the success. Nor can we claim that these factors explain a great deal of the success differential that we observed. One possible explanation for this is that we did not succeed in quantifying many of those particular characteristics of activities that make the difference; or perhaps those characteristics we quantified do make a difference in some instances but not consistently enough to constitute a pattern.

Another possibility is that the success of an activity is attributable more to who did it (i.e., what project) than to activity-specific factors. We attempted to examine the latter hypothesis by again using regression techniques. Because we did not have a sufficient number of activities in our population to do an analysis using identifiers for each of the 22 projects, we grouped all projects into five overall success categories, from "best" to "worst." These groupings were arrived at by consensus of AIR staff, after group debate and discussion; the determination of success of projects, like success of activities, took into account how close projects had come to what they intended as well as how important the results had been.<sup>6</sup> We then repeated our earlier regression analysis, including a series of dummy variables that represented the project group responsible for each activity. Adding these variables

5N. Nie and C. H. Hull, Eds. Statistical Package for the Social Sciences, Update 7-9, Second Edition. New York: McGraw-Hill Book Company, 1981, pp. 94-121.

6We experimented with determining our project success groupings from the computerized data on activities and their respective successes. Because of the great variations in sheer numbers, amount of effort invested, and significance of activities across sites, we could not find a satisfactory algorithm for making assignments to groups in this way.

increased the proportion of explained variance to 30% (multiple  $R=.55$ ,  $r\text{-square} = .30$ ,  $p < .05$ ).

This analysis suggests that some part of the success of individual activities can be explained by looking at the projects which performed them. In the next section, we look at the project-level characteristics that are associated with success.

#### SUCCESS OF PROJECTS

Overall ratings of project success were based on a five-point scale, corresponding to the five groupings discussed above. Using our project data set, we considered three categories of variables as of potential value in understanding the success of projects. These categories are:

- Characteristics of the parent organization,
- The resource levels and staff characteristics of YAP itself, and
- The YA project's choices of targets and approach, e.g., what agencies and issues it took on, whether the project worked a great deal with others, what tactics it employed, etc.

#### Parent Agency Characteristics

We hypothesized that the characteristics of the parent agency were important to youth advocacy efforts in several ways. First, the strategies and tactics used by the parent group in the past would constitute a reservoir of experience on which YAP could draw; past involvement with particular sectors might also constitute a "track record" in the eyes of target agencies and the community. Second, aside from experience in particular content areas, we assumed that other experience factors--in operating an agency, in managing federal funds, and other management tasks--might play a role. Finally, we wondered if another characteristic of the organization--whether it had members and if so, what type--was important.

In order to test these ideas, we looked at a number of project-level measures, derived from the background information available to us through interviews with parent

agency directors and the review of the original proposals. Table 5.11 shows the variables selected and their relationship to a project's success rating.

Of all the relationships examined, only two are statistically significant at the .05 level. First, organizations that had used a larger number of different tactics in the year prior to YAP tended to fall in the more successful project groups. Second, those agencies that had been prior recipients of OJJDP funds tended to be more successful. The relationship of success to management of federal funds also approached significance, but the direction of the relationship was not what we expected. That is, agencies with longer experience managing federal funds appeared to be less successful. This suggests that perhaps the significance of past OJJDP funding is not so much a matter of management experience but of experience with content.

None of the other parent agency variables is related to success, including whether the primary focus of the parent agency is advocacy or some other activity such as direct services or research and development. This partially replicates an observation of Kahn, Kamerman, and McGowan in their 1973 "baseline study" of child advocacy (p. 110). Despite the conventional wisdom and some research evidence that mixing advocacy with service provision is unwise, Kahn et al. found that the two foci consistently co-existed in the field; in the short term at least, this appeared to be a viable arrangement.

#### YAP Organization and Resource Characteristics

The way in which a YAP project organized itself, the level of financial resources made available, and the size and qualifications of its staff might all be expected to have some impact on overall project success. In fact, we were surprised to discover that hardly any of our indicators in this category were related to success. As Table 5.12 shows,

- It did not seem to matter whether YAP was coterminous with the parent agency or operated as a distinct component. We had hypothesized that advocacy objectives would be advanced more if YAP's mission and the agency's were one and the same. For the same reason, we assumed that it would be best if the agency director led YAP



TABLE 5.11

RELATIONSHIP OF PARENT AGENCY CHARACTERISTICS TO PROJECT SUCCESS (n=22)<sup>1</sup>

Variable	Level of Association <sup>2</sup>	Direction of Relationship (If Significant)
Advocacy as Primary Focus of Organization (Yes/No)	.24	--
Membership Organization (Yes/No)	.07	--
Type of Membership (Organizations/Individuals/Both) <sup>3</sup>	.17	--
Age of Organization	.10	--
Past Experience Managing Federal Funds (None/1-2 yrs./3-4 yrs./5+)	.33	--
Budget in Fiscal Year Prior to YAP	.04	--
Target Area (National or Multi-state/State/Other)	.07	--
Target Sector(s) (JJ/SS/ED/JJ+SS/SS+ED/All)	.00 <sup>4</sup>	--
Number of Sectors Targeted in Year Prior to YAP	.02	--
Number of Tactics Used in Year Prior to YAP	.53**	Organizations using more tactics prior to YAP were more successful
Past Recipient of OJJDP Funds (Yes/No)	.40*	Past recipients of OJJDP funds were more successful

\*p ≤ .05

\*\*p ≤ .01

<sup>1</sup>Where projects have been assigned to five success groupings from 1 (Lowest) to 5 (Highest).<sup>2</sup>Measure of association is Spearman's rank-order correlation coefficient unless otherwise noted.<sup>3</sup>N=11 organizations which have members.<sup>4</sup>Measure of association is Kendall's tau c.

TABLE 5.12  
RELATIONSHIP OF YAP STAFF, ORGANIZATION, AND RESOURCE CHARACTERISTICS TO PROJECT SUCCESS (n=22)<sup>1</sup>

Variable	Level of Association <sup>2</sup>	Direction of Relationship (If Significant)
<u>Organizational Variables</u>		
YAP and Parent Agency are Nearly Cotermious (Yes/No)	.13	--
YAP Director is Agency Director (Yes/No)	.33	--
YAP Uses Subcontractors or Major Consultants <sup>3</sup> (Yes/No)	.20 <sup>6</sup>	--
YAP Uses Field Staff (Yes/No)	.07 <sup>6</sup>	--
<u>Resource Variables</u>		
Size of Total Award	.19	--
Size of Initial Award	.01	--
<u>Staffing Variables</u>		
Total Number of Staff in Yr. 1 <sup>4</sup>	.17	--
Number of Full-time Staff in Yr. 1 <sup>4</sup>	.05	--
Total Number of Staff in Yr. 3 <sup>4</sup>	.07	--
Percent of Staff with Master's/J.D./Ph.D. in Yr. 1	.23	--
Percent of Staff with Prior Target Agency Experience in Yr. 1	.04	--
<u>Leadership Variables</u>		
Education of Project Director (H.S./B.S./M.A./J.D.-Ph.D.) <sup>5</sup>	.06	--
Project Director Employed by Target Agency Before (Yes/No) <sup>5</sup>	.07	--
Project Director Employed by Parent Agency Before (Yes/No) <sup>5</sup>	.0	--
Project Director Helped Write Proposal (Yes/No) <sup>5</sup>	.00	--
<u>Turnover</u>		
Percent Yr. 1 Staff Remaining at Close of Yr. 2	.45 <sup>7</sup>	Projects with more original staff remaining were more successful
Project Director Changed (Yes/No)	.07	--

\*p ≤ .05

<sup>1</sup>Where projects have been assigned to five success groupings from 1 (Lowest) to 5 (Highest).

<sup>2</sup>Measure of association is Spearman's rank-order coorelation coefficient unless otherwise noted.

<sup>3</sup>Defined as persons or groups who took primary responsibility for one or more activities.

<sup>4</sup>Excludes youth staff and support staff.

<sup>5</sup>Based on original project director.

<sup>6</sup>Two-tailed test of significance.

<sup>7</sup>This measure declines to .34 (p = .08) when we exclude projects that did not receive third-year funding for YAP from the computation.

(although, of course, this might have drawbacks if the director were overcommitted).

- We would have expected project leadership to make a tremendous difference in project success. If this is so, the relevant leadership characteristics apparently are not educational level, past employment (either with a target group or the parent agency), or involvement in writing the proposal. Nor was leadership turnover important in and of itself.<sup>7</sup>
- Size of award, either initially or overall, has no relationship to project success.
- Neither size of staff, educational credentials, nor past experience in the targeted agencies was related to project success.

The sole variable that is related to project success is the amount of staff turnover, expressed as the percent of Year 1 staff who were still employed by YAP at the end of the second year of operations. This relationship is statistically significant when computed across all projects. It comes close to statistical significance even when we exclude those sites that received no third-year funding under YAP. (The latter projects might have been expected to be both less successful and subject to greater turnover because of the impending loss of funds.)

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<sup>7</sup>Five projects had a single turnover of YAP project director; one project had two turnovers. The relevant characteristics of the replacement project directors also appear unrelated to success.

#### Target Choice and Other Process Characteristics

Table 5.13 indicates that various aspects of the advocacy process--the choice of targets and tactics--are more apt to be related to a project's success.

- First, projects with a higher percentage of juvenile justice activities tend to fall in the most successful categories, while the reverse is true of projects with a higher proportion of educational activities. This is consistent with the findings reported earlier concerning the success of individual activities in the juvenile justice and educational sectors respectively.
- Although the sheer number of different tactics used is unrelated to project success, the proportion of those tactics that had been used by the agency before YAP is strongly associated: The higher the proportion of familiar tactics, the higher the success. The Spearman correlation coefficient is .56 ( $p < .01$ ), one of the largest associations we have encountered in this study. The largest association (.63,  $p < .01$ ) occurs between success and the "degree to which YAP activities are connected to an overall plan."
- Adherence to the original YAP objectives (as established in Year 1) is associated, although not as strongly, with project success.
- Finally, there are two indicators that collaboration with others is beneficial. Both the percentage of activities done with other organizations and the number of agencies belonging to YAP's "coalition" are related to project success.<sup>8</sup> Interestingly, the number of contacts with coalition members was not significantly related to success; this suggests

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<sup>8</sup>In this usage, coalition members were loosely defined to encompass those groups and organizations with which YAP had contacts and cooperative relationships on issues of mutual interest. Coalition member here does not denote a formal membership of any kind.

TABLE 5.13  
RELATIONSHIP OF YAP TARGET AND PROCESS CHARACTERISTICS TO PROJECT SUCCESS (n=22)<sup>1</sup>

Variable	Level of Association <sup>2</sup>	Direction of Relationship (If Significant)
Choice of Targets, Issues, and Sectors		
Target Area (National-regional/State/Local)	.30	--
Number of Target Sectors	.19	--
Percent of Sectors That Were New to Parent Agency	.14	--
Percent of Activities in Juvenile Justice Sector	.41*	Projects with higher proportion of JJ activities were more successful
Percent of Activities in Social Services Sector	.22	--
Percent of Activities in Education Sector	.40*	Projects with lower proportions of ED activities were more successful
Number of Target Agencies in Yr. 1 <sup>3</sup>	.05	--
Number of Issues	.19	--
Choice of Strategies and Style		
Number of Tactics Used	.31	--
Percent of Tactics That Were Familiar to Parent Organization (used in year prior to YAP)	.56**	Projects that used a higher proportion of familiar tactics were more successful
Percent of Activities Done With Other Groups	.38*	Projects that did more activities with others were more successful
Number of Coalition Agencies in Yr. 1	.37**	Projects with more coalition agencies were more successful
Number of Monthly Coalition Contacts in Yr. 1	.17	--
Overall "Style" (Confrontational/Neutral/Collaborative/Mixed)	.02 <sup>4</sup>	--
Degree to Which Activities are Connected to an Overall Plan <sup>5</sup>	.63**	Projects with more cohesive plan were more successful
Degree to Which Project Deviated from Original Objectives (Major/Moderate/Minor)	.37*	Projects which deviated less were more successful

\*p < .05  
\*\*p < .01

<sup>1</sup>Where projects have been assigned to five success groupings from 1 (Lowest) to 5 (Highest).  
<sup>2</sup>Measure of association is Spearman's rank-order correlation coefficient unless otherwise noted.  
<sup>3</sup>As defined by the project director.  
<sup>4</sup>Measure of association is Kendall's tau c.  
<sup>5</sup>As rated on a 1 to 5 scale.

that merely having numerous relationships upon which the project can draw in time of need may be more important than having frequent contacts with the organizations.<sup>9</sup>

The remaining variables in Table 5.13 are unrelated to success. These include the project's target area and the raw numbers of target sectors, issues, and agencies. This suggests to us that a broad focus of concern is not necessarily superior to a narrow one. In addition, we also found that the project's overall "style" vis-a-vis target agencies--which we characterized as confrontational, neutral, collaborative, or mixed--was not significantly related to success. We had expected that overall, a confrontational stance would prove counterproductive. Only three projects fell into the confrontational category; none of the three were among our top two groups of projects, but this pattern could have occurred by chance.<sup>10</sup>

#### Environmental Characteristics

The final group of characteristics, shown in Table 5.14, is composed of the measures developed to describe project environments in Chapter 2 (e.g., level of urbanization, political climate, etc.) and two other measures derived from ratings provided by project directors during our early site visits. These two are (1) the proportion of target agencies with which the pre-YAP relationship was unsupportive and (2) a global rating of the extent of opposition to YAP objectives in the target area. None of these variables attains a statistically significant relationship with project success.

This suggests that the assumptions about political climate that underlay our selection of measures in Chapter 2 were overly simplistic. Projects in "conservative" jurisdictions were not necessarily less successful than

<sup>9</sup>A number of other analyses of coalition relationships were also done--for example, distinguishing between "strong" coalition members and others, looking at changes from Year 1 to Year 3, and computing average numbers of contacts per coalition member. None of these other analyses added much to our understanding of project success, so they are not reported.

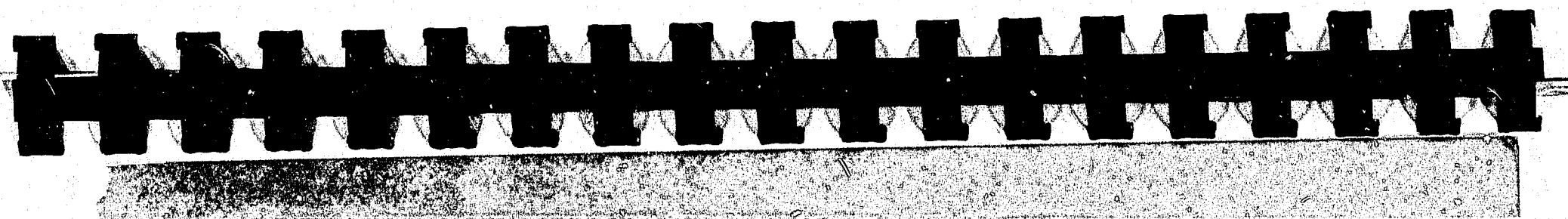
<sup>10</sup>Even when we compared the confrontational projects against all other projects grouped together, the correlation with success is only .23 ( $p=.16$ ).



TABLE 5.14  
RELATIONSHIP OF YAP ENVIRONMENTAL CHARACTERISTICS TO PROJECT SUCCESS (n=22)<sup>1</sup>

Variable	Level of Association <sup>2</sup>	Direction of Relationship (If Any)
Level of Urbanization <sup>3</sup>	.15	--
Rating of Liberal Votes, 1980	.30	--
Shift to Conservatism, 1976-1981 <sup>3</sup>	.07	--
"Punitiveness" of Jurisdiction for Adult Crime <sup>3</sup>	.15	--
Juvenile Code Score <sup>3</sup>	.34	--
Support for Youth <sup>3</sup>	.17	--
Percent of Target Agencies With Which Pre-YAP Relationship Was Unsupportive <sup>4</sup>	.23	--
Extent of Opposition to YAP Objectives <sup>5</sup>	.21	--

\*p ≤ .05  
\*\*p ≤ .01  
<sup>1</sup>Where projects have been assigned to five success groupings from 1 (Lowest) to 5 (Highest).  
<sup>2</sup>Measure of association is Spearman's rank-order correlation coefficient unless otherwise noted.  
<sup>3</sup>See Chapter 2 for a discussion of these measures.  
<sup>4</sup>Each target agency was rated by the project director on a 1-to-5 scale.  
<sup>5</sup>As defined by the project director in Year 1, on a 1-to-5 scale.



projects in "liberal" jurisdictions. We suspect that part of the problem is that our measures of climate were too gross, as they were constructed from voting patterns in a state's congressional delegation. Furthermore, "liberalism" on youth issues may not necessarily coincide with "liberalism" across the broad spectrum of political issues rated by the ADA. Some of the specific issues that were tackled by the projects--for example, permanency planning for children in foster care and reunification of families--would appear to be equally congenial to liberals and conservatives. In any case, some project leaders commented that they had achieved better working relationships and more successes with supposedly "conservative" administrations or legislative leaders than with their "liberal" counterparts.

#### Combined Influences

As with the earlier examination of activities, we used regression analysis to look at the combined effect and relative importance of different variables in explaining the success of projects. The dependent variable was project success. As before, we conducted a series of analyses within clusters of variables to identify the best independent variables in each category. This left us with five independent variables for our equation:

- the number of tactics used by the parent agency in the year prior to YAP;
- the percent of YAP's original staff that remained through Year 2;
- the percent of activities that targeted the educational sector;
- the number of coalition members YAP reported in Year 1; and
- whether or not the project was ranked high ("4" or "5" on a 5-point scale) on "degree to which activities were part of an overall plan."

No variables from the environmental cluster were included because none were significantly related to success; all other clusters are represented.

In the stepwise analysis, only two of the four variables enter the equation. These two, representing staff turnover and pre-YAP experience with tactics, account for 50 percent of the variance in project success (Multiple  $R = .71$ ,  $p < .05$ ).

#### LIMITATIONS OF THE QUANTITATIVE ANALYSES

The quantitative analyses have been extremely useful in sorting through the very large data base on individual activities in order to identify patterns and relationships. But they cannot do full justice to the complex reality of youth advocacy efforts that operate in very different environments and attempt unique combinations of tasks. For one thing, we lack an adequate number of "cases" (activities or projects) for certain kinds of statistical analysis. This is most serious for project-level analyses where the number of variables that might help "explain" success is very large in relation to the number of projects. But even at the activity level, we find that it is difficult to do meaningful analyses if we wish to look at success with particular combinations of issues, tactics, and target agencies simultaneously. For example, only a handful of activities used technical assistance and training to address school discipline problems with local school districts--too small a group to make effective use of statistical techniques.

Another limitation of the quantitative analyses lies in the measures. Many of the measures we used are fairly simple, based on three- or five-point scales or merely the presence or absence of some characteristic. It is possible that we have blurred some important distinctions in this way. Furthermore, for some aspects of the advocacy process that we believe to be important--for example, the "professionalism" or "reputation" of the project staff--we have no satisfactory quantitative measures at all.

A final problem with the quantitative analyses that deserves mention is really more a caveat about their interpretation. In this population of advocacy efforts, the relationships we have identified between characteristics of activities or projects and their success are often not very strong. What this means, in part is that there are many exceptions. For example, while coalition-building does not appear to be very successful on the average, it was extremely successful in a few

instances. While having a high proportion of educational activities was negatively related to success across all projects, one project that focused exclusively on education fell into our most successful group.

Keeping these limitations in mind, we turn to some of the other aspects of projects and activities that appear related to success. For the most part, our discussion is based on a review of individual examples of successes and failures among both projects and activities, as well as some pertinent comments offered by target agency personnel.

#### OTHER OBSERVATIONS

Kahn, Kamerman, and McGowan's 1973 study of child advocacy found that leadership was extremely important to program effectiveness. They also noted that self-reliant and relatively autonomous staff were a must (pp. 111-113). We see no reason to take issue with them. It is clear, however, that leadership and staff quality cannot be pinned down with simple measures of educational degrees or prior work within target agencies, nor can it be completely disentangled from issues of style. The target agency interviews illuminated some of the important staff qualities. Here is a small sample of their comments about the staff:11

"[The project director] is objective, reasonable. He shows good judgment and is very professional."

"Everyone respected [the project director] because he's not whimsical or media-oriented.... His style and approach are a real contrast with the approach of other advocacy groups. Many are not concerned with the truth of the matter. They misrepresent events and do not make clear what they want.... [YAP] offered alternatives, plans, solutions."

"They have basically good staff people--dedicated and conscientious."

11Note that we never asked directly about the quality of staff. We asked interviewees to describe the nature of their working relationship with the project, changes over time, and specific activities in which they had been involved.

"[The project director's] leadership is crucial. He uses money well and wisely. They have an excellent rapport with groups. The initial fear of them has turned into respect for their expertise among people in the juvenile area."

"They have been able to attract high quality staff."

"They are knowledgeable and have the respect of everybody."

"We could rely on the accuracy of their information.... They seemed to work well with people.... They wouldn't back down."

"[They are so well respected that] no conference on juvenile justice or social services is held in [this state] without their input!"

"The most impressive thing is that they followed through with what they said they would do--they were well-organized to get things done."

"I think they approached [the budget cuts] very professionally, even though we didn't take their advice."

A number of themes run through these comments: the staff are expert, the information they provide is good, they manage their resources well, and they are not "media-oriented." One of the adjectives that came up frequently was "professional." Similar comments were elicited for the vast majority of youth advocacy projects, but tended to be somewhat more frequent for those in our highest success group and were very sparse or absent for projects in the lowest group.

Target agency personnel almost never directly criticized the qualifications or basic "competence" of YAP staff. "Style" however, was often a sore point. Projects were criticized for being "hungry for headlines," not knowing when to compromise (or compromising too much), or failing to give credit to agencies for their efforts. For example:

"I resent their attitude that they're the only ones working hard--they discount the agency's efforts sometimes."

It is unlikely, of course, that successful projects can end up pleasing everyone. We found it interesting that we were told "I have yet to hear anyone criticize them" about one of the least successful projects of all. All the same, it is hard to quarrel with the notion that a given tactic (such as the use of mass media to publicize a problem) will sometimes be counterproductive, as well as unpopular with target agency personnel. The trick is in knowing when it will be counterproductive. Project directors and their staff were involved in making such complicated "judgment calls" throughout the youth advocacy effort and it appeared to us that many of them were very good at it.

One important aspect of "judgment" involves the timing and sequencing of activities. Unfortunately, our quantitative data were not amenable to an examination of activity sequence per se, although we were able to determine that "older" and longer activities were generally more successful. Nonetheless, from our information on individual cases we noted that many projects were able to sequence their activities in a particularly effective manner. One of the most striking examples comes from the Ohio project:

The Ohio Youth Services Network (OYSN) began its YAP grant with a major focus on two kindred issues: juvenile code reform and deinstitutionalization. In the preceding year, OYSN had been part of a coalition that saw the closure of one state juvenile institution and the passage of a local youth services subsidy that was designed to encourage more community-based handling of juvenile offenders. With extension of the subsidy scheduled for consideration in the next legislative session, OYSN hoped to consolidate and extend the earlier gains. OYSN succeeded under YAP through a series of interrelated activities.

The first of these was a statewide survey of juvenile judges, county commissioners, selected legislators, service providers, and other interested parties to determine their preferences for administration and use of subsidy funds. The results, which favored nonresidential services and opposed subsidies for standard court administration and traditional facilities, were

ready in March 1981. The timing was apt, as legislative debate was about to begin on the issue.

About the same time, OYSN met individually with the Ohio Youth Commission (OYC--now Department of Youth Services) and with representatives of the state association of juvenile judges to express their concerns about subsidy issues and discuss the survey results. These two groups were destined to be the prime actors in any impending legislative changes. The initial discussions with OYC were fruitless, with OYC indicating that it had already reached an agreement with the judges. The judges, however, had meanwhile drafted a regressive bill, with very harsh code changes and drastic reductions in the administrative budget and authority of OYC. OYSN in its initial meeting with the judges saw a chance for a compromise: OYSN would support a modified version of the judges' bill and the judges would support a major increase in the subsidy. OYSN took no public position on the aspect of the bill that most displeased OYC, the removal of their authority for Aftercare (juvenile parole); however, OYSN had joined the enemy camp as far as OYC and some other advocates were concerned. OYSN, weary from past battles with the judges, took a calculated risk--that the results of the expanded subsidy would be "worth it."

Over the next several months, OYSN is credited with acting as a skillful negotiator/mediator, helping to arrive at a version of the bill that could actually pass. OYSN also contributed public testimony on the bill, did an ad hoc survey of the fiscal impact of the first year of the subsidy for a key Senate committee, and covered the progress and various permutations of the bill in their organizational newsletter. The result was H.B. 440, passed in November 1981. In this version, several of the harsher code revisions were modified or eliminated and a \$42 million subsidy was approved (almost twice the size of the first subsidy program). Limits were placed on the proportion of funds that could be used for residential

treatment, counties were forbidden to use the subsidy to pay for current programs, and other requirements for plans and approval were incorporated. H.B. 440 left the Aftercare program under the purview of OYC, but removed all juvenile misdemeanants from the state's jurisdiction. Misdemeanants (then numbering over 2,000 in state facilities) were to become the exclusive responsibility of the counties.

Following the passage of H.B. 440, OYSN was asked to assist with monitoring its implementation. Serving as staff to a 9-member oversight committee, OYSN surveyed the experiences of all counties with the new program, reviewed their local plans, and began preparing for a systematic study of changes in dispositions and commitments. A major report was presented to the committee in December 1982, suggesting that the legislation was basically working as intended and had gained widespread acceptance. The current feeling among key legislators is that the statute may need only some "fine-tuning."

Meanwhile, OYSN stepped up its efforts to educate local juvenile justice personnel and other service providers about the subsidy program specifically and alternative programming in general. In addition to presenting an average of three conferences annually and offering routine help to member organizations, OYSN provided in-person technical assistance to court personnel and others in several counties and gradually took on the role of a clearinghouse for subsidy and alternate program issues. At the request of the juvenile judges, OYSN also put on a major training conference for court personnel. At first, OYC/DYS participation was very low or non-existent in the educational conferences, because of the rift with OYSN over H.B. 440, but this changed over time. Several of the target agency personnel we interviewed now feel that communication between court personnel, DHS, and service providers has greatly improved.

The Ohio Legislature recently appropriated \$480,000 so that OYSN may continue its training and monitoring efforts for two more years.

In 1983 OYSN also found time to turn its attention to a survey of conditions and problems in the state's juvenile institutions. Although much groundwork had been done, this activity had been deferred because of the competing pressures of H.B. 440 monitoring. Perhaps partly because the institutions themselves had not been directly embroiled in the H.B. 440 debate, nor had their resources (or lack thereof) been examined, all have been cooperative with the study. OYSN took care to involve the administrators in the plans for the survey and built in some opportunity for immediate feedback and dialogue with each institution. This study, not yet complete, is expected to provide another perspective on the impacts of H.B. 440, as well as to bring greater attention to the unmet needs within this part of the juvenile justice system.

We have chosen to cite this rather long vignette because it illustrates a number of characteristics of successful advocacy efforts.

1. First, a number of different activities--with different tactics and audiences--may be necessary to achieve a significant result. It also may be necessary to change the details of a plan or the timing of specific activities to make the most of one's opportunities. For example, if one target group is not open to negotiation on a given issue, perhaps another one is. The plan cannot be so flexible that the broader purpose is lost in the shuffle, however.

2. Compromise is probably necessary in many situations. There are no formulas to calculate the "right" amount of compromise or identify the points that are non-negotiable. Not all observers will agree on the optimal solution. Nonetheless, target agency personnel repeatedly noted of the best projects that they were "politically astute," "willing to listen and be flexible," or able to "understand the limitations and work around them."

3. Research findings, if they are timely, can play an important role in establishing the need or constituency for changes and/or confirming their worth. It is important, of course, that the research be viewed as "credible," however--not slanted to prove a point.

4. Providing staff support for a legislative committee or a major task force of some sort can be a very important way to shape policy. The Ohio case is one of many in which YAP took on such a role. Because state legislators are typically short of staff, as are many of the ad hoc committees that are created to look at emerging issues, they may operate with limited information, meet sporadically, and opt for the "quick fix." In many locations, YAP gave agencies the resources to provide more sustained attention to an issue. One legislator who relied heavily on YAP for staff support described it this way:

"This is the first case where a legislative committee... has done something this massive. [YAP] was with us from "day one". They're really experts in the field. In the first couple of months, they had to educate us--they drew up flow charts and taught us what the acronyms meant... They drew up an initial draft of the bill and brought it in for group discussion and revisions.... They did all the leg work. ...[Without YAP,] maybe we'd have had some "shoot from the hip proposal." Possibly we'd have badgered the agency into making some changes along the way, but nothing this massive....

'Advocacy' is a bad word to describe their efforts. It's more an intensive analysis of the problem...."

5. The Ohio case also illustrates the importance of follow-up. As we have noted repeatedly, getting legislation passed or a regulation changed is only a first step. We recognize that not all projects experienced their legislative or regulatory success as early as Ohio did, and therefore, have had less time for follow-up. But as one state senator recently said to us about a new piece of legislation: "If [YAP] lets it drop, it will be on the books only." Some of the less successful projects seemed especially prone to let things drop after an early success, but this may have been a function of the relative modesty of the initial accomplishments. That is, projects may have seen a modest gain (such as the preparation of a new student handbook for a single school) as unworthy of further follow-up.

A second vignette illustrates the way in which some of the same principles apply to a very different goal in a



different sector. It is drawn from the efforts of Advocates for Children, who worked primarily in the New York City area on education-related issues.

One of the specific issues of interest to Advocates for Children was the use of suspensions as a solution to school discipline problems. Under YAP, AFC pursued a multi-faceted approach to revise practices seen as arbitrary, discriminatory, and contrary to state and local statutes and regulations.

One important component of AFC's approach to the suspension issue, as to many other issues, was litigation. In May 1980, after trying unsuccessfully to have a suspended student reinstated pending his hearing 13 days later, AFC and two other groups filed a class action suit, Boe v. the Board of Education. The suit challenged a number of specific suspension practices and also claimed that state law violated constitutional due process because it failed to require that a hearing be held prior to suspension when the student is no threat or danger. As a result, the project won a preliminary injunction that required the Board of Education to (1) provide a hearing within five days of suspension, (2) reinstate the student at his or her own school or on request to another school if no hearing has been held, (3) schedule hearings within five days of parental request for adjournment, (4) render decisions the business day following the hearing and notify all parties, and (5) notify all students currently under suspension and their parents of their rights.

After the preliminary injunction, AFC spent over a year in negotiations with the Chancellor's Office about the content and wording of new disciplinary regulations that would satisfy the concerns raised by the Boe case. One observer said that AFC "bargained with them on every word;" the consensus is that the bargaining had a substantial effect on the results. During this period, AFC monitored the practices of the Hearing Office, which conducts the hearings for suspended high school students, and brought problems to the attention of the Chancellor or

other administrative personnel. AFC also continued its traditional work of representing suspended or involuntarily transferred youth (over 550 from July 1980-June 1982) at the school or Hearing Office level. Several individual cases were appealed to the Chancellor's Office and many Hearing Office decisions were overturned at this level. Project staff believe this is the reason the head of the office was reassigned. In any case, individual advocacy and monitoring together resulted in remedies for a number of inadequacies in disciplinary policy and procedure at the Hearing Office level.

While these improvements make it harder for AFC to win its appeals on procedural grounds, presumably many more youth are being accorded the due process to which they are entitled. This is especially important because AFC represents only about five percent of suspended students. Another indication of AFC's success was the comment of a former principal: "If you want to suspend a kid, you think about whether or not it will get by the advocacy group."

AFC also approached the suspension issue through several other routes. To expand the pool of attorneys who could handle suspension cases, AFC provided several training sessions on suspension law and disciplinary procedures to legal services attorneys, law students, and other advocates and gave assistance by telephone as needed. Unfortunately, cutbacks in legal services programs limited the availability of their attorneys for suspension cases. Even so, AFC observed in 1982 that there had been a noticeable increase in the proportion of appeals cases handled by non-AFC attorneys. In 1983, AFC decided to focus its training efforts on private attorneys. AFC is also in the process of developing a digest of New York City suspension cases for use by attorneys.

Finally, AFC participated in formulating a task force recommendation that each city school have a discipline code, and has reviewed, critiqued, or helped draft numerous state bills concerning discipline practices. As a result of

the task force, New York City schools are now required to promulgate disciplinary codes. In 1981 AFC reported success with one relevant bill, which prohibited the discharge of truants.

This example, like our earlier one, reinforces our point about the need for coordinating several different activities to achieve results in a given area, as well as the importance of following up on initial successes. It also illustrates the way in which litigation can provide leverage for system change, just as statute revision can. We saw a number of instances that fit this pattern.

The role and ramifications of case advocacy in this particular instance are more atypical. In general, OJJDP had discouraged projects from case advocacy on the grounds that it primarily is a direct service to individual children and tends not to have systemic impact. But in fact, "permanent" policy and procedural changes did result from AFC's case advocacy in the suspension area. Less than half of all other projects had any case advocacy activities, so it is difficult to draw firm conclusions about their general merit. We did observe that such activities tended to be more successful (in a systemic sense) for projects that also had the tactic of litigation in their arsenal. We suspect that the threat of litigation, even if only implied, puts some valuable "clout" behind case advocacy. It also is true, no doubt, that the skills and techniques that are useful for class action litigation are equally useful for case advocacy.

A third example of a successful cluster of activities is drawn from the Pennsylvania Juvenile Justice Center (JJJC).

In 1977, Pennsylvania passed legislation placing status offenders, alleged delinquents under the age of 10, and children without "proper care and control" in the category of "dependent" children. Under the legislation, such children cannot be placed in detention or any other facilities primarily for delinquents, nor can they be placed (after 1979) in jails. Complementary legislation took effect in 1978, which provides financial incentives to counties to implement prevention and diversion services, as well as small community-based programs and facilities to serve as alternatives to

institutionalization. (Essentially, the state reimburses a higher proportion of the cost of noninstitutional services than it does for institutional services.) Perceiving that there would be serious attempts to reverse or undermine this progressive legislation, under YAP JJJC set out to protect the gains of the preceding years and make the legislation work as intended.

The cornerstone of JJJC's efforts was a statewide coalition of organizations, which was largely in place prior to YAP. Under YAP, however, substantial efforts were made to maintain the commitment and involvement of members, and nearly 40 organizations were added to the original roster of 123. The list includes citizens' groups, professional and service organizations, and church groups. All are required to accept a five-plank policy statement, which basically endorses the existing Pennsylvania legislation, provision of due process to juveniles, and a moratorium on new construction of institutions. Each member organization has two representatives who share responsibilities for transmitting information from JJJC headquarters to their individual members.

During YAP, JJJC offered many educational and training opportunities to coalition members, legislators, and to other citizens--particularly professionals and "community leaders." These sessions ran the gamut from speeches and regional conferences to eight-week training courses for volunteer facility inspectors. JJJC also channeled a steady stream of information on relevant issues to the media.

Such efforts paid off in a variety of areas. To begin with, JJJC played a large role in defeating numerous bills that would have reversed or weakened the status offender legislation. For example, in 1981 a bill was introduced providing for the detention of status offenders who run away from community shelters. JJJC prepared a 20-page packet of materials on the issue and sent it to all coalition members. The packet was also sent to several legislators who had requested it

and was used in two workshops on children's issues that were offered to legislators early in 1981. JJC also met to discuss the bill with several key state groups and secured their agreement to oppose the legislation. JJC continued to inform coalition members about the issue through mailings and phone calls; members organized local meetings to decide upon follow-up action--such as letters and personal calls or visits to legislators. To date, no such legislation has passed. Several of our interviewees, who included legislators, said JJC and its informed citizens were a major reason.

Similar efforts were mounted to protect state appropriations for community-based services from severe cuts and to prevent disproportionate increases in funding for state institutions. Although there were some cuts in appropriations in 1980-81, the money has since been restored. Large, institutional increases also have been checked so far.

While these legislative battles were under way, JJC was involved in a variety of other activities to ensure compliance with the spirit and letter of the current statutes. JJC trained volunteers to participate in over 150 facility inspections, many of them done in cooperation with the Attorney General, who is responsible for jail compliance. Successful court watch projects were established in four counties. JJC also trained or provided technical assistance to citizens or coalition members in how to analyze "county plans." The State requires such service plans of all counties receiving child welfare or juvenile justice funds. As a result of JJC training, citizens have provided testimony on the plans in several jurisdictions.

This example, besides confirming our principles about follow-up and overall planning, is interesting for other reasons. For one thing, it illustrates a theme that recurs with several of the YAP efforts. Improving the policies and procedures that affect youth is not the only agenda for youth advocates these days. Keeping the ground that has already been gained is equally important.

In addition, the Pennsylvania case shows how coalition-building can work, despite its poor showing across the overall population of activities. There are a few things that are distinctive about this case and about the two or three instances elsewhere in which coalition-building had superior results: First, the project invested substantial resources in building and maintaining the coalition--the effort went far beyond occasional mailings or meetings. Second, a real "commitment" was required of the coalition members; they had to attend training sessions or distribute information or take on other specific responsibilities. They were not just passive receptors of information, who might or might not be moved to act on it. The Pennsylvania project was especially good at finding a variety of ways to use and expand the coalition members' talents. Incidentally, the project also had very definite notions about the types of member organizations that would be most useful to their coalition, in terms of available time, other resources, and likely degree of access to decision-makers. The recruitment strategy was shaped by these notions.

This series of examples leads us back to our original point that good judgment and good planning play an important role in the success of any advocacy project, however hard those traits are to measure. What also seems to matter is "clout," by which we mean the ability to get decision-makers to pay attention. Our examples have suggested a number of sources of clout--a well-organized coalition, some evidence of ability to litigate successfully, expertise that decision-makers need and lack, good timely research, and access to the media. Another factor that we saw operating in some sites was the presence of politically powerful or respected board members, although this alone did not appear to insure success.

Both the lack of clout and failures of management and planning were characteristic of the projects in the least successful group. Projects that fell into the "moderate" to "somewhat below average" success groups were a rather mixed group, in contrast. In some cases, the less successful projects had invested heavily in activities that had no noteworthy outcomes by the time we concluded our data collection. In a couple of instances, we saw some real potential for future success, and given more time, these projects might have risen considerably in the rankings. But in others, future payoffs are unlikely. With some of the average to below average projects, the

problem lay in the modesty of their aspirations--given the resources available under YAP, they did not try to do as much as their more successful counterparts. And in some instances, we are convinced that the project environment presented some rather significant barriers to success, even though quantitative measures of "climate" and the like were not strongly related to success across all projects.

## 6. SUMMARY AND CONCLUSIONS

When we began this evaluation, we had two primary concerns--to assess the merits of Youth Advocacy as an overall program and to extract whatever lessons might be of value to individual projects and advocates. Based on the evidence to date, it is clear that the merits of the overall program were considerable. The list of accomplishments across the 22 sites is long and impressive. While the possibility remains that initial progress will erode over time, in many locations advocates are already consolidating their gains through appropriate follow-up activities. In the majority of jurisdictions, our preliminary guess is that the organizations funded under the OJJDP initiative will forcefully represent the concerns of children and youth for the foreseeable future.

The program was not equally successful in all locations, nor was it reasonable to expect it to be. However, there were few projects that we would term "failures", and we believe there were several projects that were outstanding successes. This suggests to us that the original criteria employed by OJJDP to select grantees were appropriate, the guidelines established for the program were sound, and the resource levels were adequate.

Several attributes of successful activities and successful projects were identified through a series of quantitative and qualitative analyses. These findings are summarized and discussed below.

1. In general, the most successful activities were those that took on "bigger" targets--larger geographical areas, and state rather than local agencies or groups. Most successful also were those activities that took on "public" targets--the executive agencies, courts, and legislators who actually make the major policy decisions concerning youth. One could argue, with some merit, that such activities have greater "potential" for success to begin with: other things being equal, an activity that targets the state legislature will have broader ramifications if it "works" than an activity that targets a County Department of Social Services, and therefore will get a better success score. The main point, however, is that such activities did seem to work--potential success did get converted into actual success at this level.

2. "Direct" tactics, those that depend on personal contact with the target, seemed to work best, and of the direct tactics, litigation and statute revision were the most successful of all. The "style" of the activity--adversarial, neutral, or collaborative--did not appear to be systematically related to success, however. This should not be surprising, when we consider that litigation and statute revision activities, both fairly successful, tended to fall at opposite ends of the "style" spectrum.

3. Based on our population of advocacy efforts, it appears that the education sector is a difficult one in which to score big successes. Individual activities in this sector were less likely to succeed and projects which had a high proportion of these activities were less likely to fall into our best groups, although there were some noteworthy exceptions. Educational-sector activities involving issues of school attendance, drop-out, and alternative education were particularly unsuccessful relative to all other activities.

The lower success in this sector is probably partly attributable to the choice of target agencies, areas, and tactics rather than to the "content" of the issues per se. For example, activities in the educational sector were more likely to be locally focused--on target agencies such as individual schools and school districts. This may reflect the fact that much educational policy and practice is locally determined, while state legislation and regulation, outside the areas of appropriations and curriculum, are less important factors. As we have seen, activities that targeted larger areas and state level agencies or organizations attained the higher success ratings.

Furthermore, activities in the educational sector were more likely to employ "indirect tactics." They often used public information and other education tactics, or training and technical assistance, directed toward the constituents of the educational system. The rationale, explicit or implied, was that better informed students, parents, and other citizens will pressure the system to make the necessary changes. This may indeed be the case over the long term; however, within the time frame of our study and with the methods at our disposal, we did not find many big successes with such tactics and target groups.

A factor confounding this particular set of findings is the quality of management. We observed it to be particularly weak in a couple of the projects oriented to the educational sector.

4. In contrast to the educational sector, involvement in the juvenile justice sector was disproportionately successful, both at the project and the activity level. Activities involving the issues of detention, separation of adults and juveniles, and other conditions in jails and correctional facilities tended to be the most successful of all. As in the educational sector, part of the explanation for the pattern of success in this sector would appear to be the choice of targets and tactics. Juvenile justice activities were more likely to have state-level and/or public agency targets. The tactics used were more likely to be direct--i.e., to involve personal contact with a public agency. Statute revision, one of the more successful tactics overall, was almost twice as likely to be used in juvenile justice sector activities as in the educational sector.<sup>1</sup>

5. The biggest successes did not come easily. They were generally achieved by those activities that got started the earliest, lasted the longest, and took the largest amounts of staff time. Level of effort and beginning an activity prior to YAP were particularly important predictors of success in our regression equations.

6. The disproportionate success of activities started prior to YAP may signify that past experience with a particular effort also is important. At the project level, there are even stronger indications that experience is important--specifically, past experience with OJJDP and also past experience with a fairly broad range of tactics. Projects that used a high portion of tactics that were familiar to the parent agency before YAP also tended to be more successful.

7. Quality of leadership and staffing--in particular, that complex amalgam of knowledge, style, and judgment that gains the respect of target agencies--was another key ingredient of project success. This particular quality was

<sup>1</sup>However, the same pattern does not hold true for litigation, the most successful tactic of all. It was actually used slightly more in the educational sector.

not captured in our simple quantitative measures of staff education and prior experience, none of which were associated with success; our own observations and those of target agency personnel convince us that this quality was, however, extremely important. Among the quantitative measures, low turnover of staff was one of the two strongest predictors of project success (the other was breadth of the organization's pre-YAP tactical experience). This further suggests the importance of continuity of experience.

8. Collaborative efforts with other agencies, especially when YAP took a leadership role, seem to have been more successful than activities pursued alone. Another indicator of the usefulness of alliances is that the more successful projects tended to have more coalition members. In addition, activities conducted directly by YAP staff were more successful than those assigned to subcontractors or consultants.

9. Activities that did not focus on any specific issue (often general educational efforts) or whose primary focus was "increasing youth involvement" tended to be less successful than the average activity. It was to these "general purpose" issues that youth staff and volunteers were often assigned; therefore, the relationship between youth involvement and success is negative.

10. The more successful projects tended to be those whose activities seemed to fit together as part of an overall plan and also those which adhered more closely to the plan they had established in Year 1. (No projects showed perfect fidelity to their original plans.) Inspection of a number of exemplary cases illustrated how projects need to integrate a number of different activities--with different tactics and audiences--to achieve significant results. The importance of following up on initial successes also was continually reinforced by these examples.

11. In addition to good management and planning, projects also needed "clout," that is, the ability to get decision-makers to pay attention. But clout came from a variety of sources including the backing of a strong coalition, unique expertise, a history of successful litigation, and good research.

12. On the whole, the level of involvement of youth in the Youth Advocacy initiative was disappointing. In our judgment, most projects fell far short of the "extensive and meaningful participation" that OJJDP had intended. The majority of the projects endorsed the philosophy, but failed to put it into practice. Those that made a good faith effort usually found that youth staff were too transient and/or needed too much support from other staff to be integrated into the core efforts. The most common outcome was to involve some youth in peripheral activities, frequently education and/or training efforts. In many locations, we suspect the "youth component" would have been abandoned altogether had OJJDP not insisted upon it.

In terms of its future programming, OJJDP may want to pay particular attention to a couple of these findings. One is the relatively weak showing of many projects and activities in the education sector (although we have noted that this may in part be a function of a disproportionate share of management problems among education-oriented projects). Therefore, we suggest that OJJDP may want to consider additional or alternative strategies to effect changes in school systems. These might include the funding of programs within state boards of education or within the administration of larger school districts, to see whether "insiders" can be mobilized as effective change agents.

A second possibility might be to harness the staff expertise of a highly successful education project in providing training and technical assistance to fledgling projects, particularly those targeting large school systems. The education projects that employed direct tactics such as litigation and administrative negotiations and that had experienced staff were able to effect major changes.

Another possibility might be the provision of special staff support for state legislative committees or task forces that are considering educational issues relevant to OJJDP's concerns. We found that advocates worked amicably and on a nonpartisan basis with similar kinds of committees on other issues, especially where there was a clear committee mandate and a general receptiveness to an open examination of the problems.

A second finding of particular note for OJJDP is the shortcoming regarding youth involvement. We believe OJJDP will have to continue to emphasize the importance of youth



participation to grantees or most organizations will opt for a plan that largely excludes youth. The solution to the problem of finding roles for youth in the mainstream of advocacy activities is not obvious, however. OJJDP may need to first specify more clearly the goals of such involvement--e.g., to train some individual youth in advocacy techniques, to shape the policies and internal decisions of the grantees themselves, or to affect the policies and practices of the targets of advocacy. This determined, it may be necessary to identify sources of technical assistance appropriate to these goals and to make such assistance readily available to grantees.

The lessons for advocates from the experience of the Youth Advocacy Program are more complex. The results outlined above should interest any organization undertaking similar ventures. But it is clear that there was great variability of experience across projects. In other words, there are no easy formulas. For any advocacy group, the judgment of its staff must continue to be exceedingly important in adapting the lessons of other projects to its own unique circumstances.

The evidence also suggests that the formulas that some observers and practitioners had posited for youth advocacy efforts in the past might bear further scrutiny. To take a striking example, many projects avoided litigation because they were fearful that it would be counterproductive. Across all projects, however, litigation was highly successful.

Because the lessons of advocacy cannot be reduced to formulas, we suggest that OJJDP consider ways to encourage more personal interchange between the demonstrably successful practitioners of advocacy and those who would emulate them. A modest investment in panel discussions at national conferences, or more intensive training and technical assistance workshops (to which participants could bring site-specific "advocacy problems" for discussion and analysis), might prove very useful. (A "host program," which supports visits by other projects to exemplary sites, also would be a possibility--although this technique is more often used with interventions that involve direct services.) In face-to-face forums, practitioners can thoroughly explore the intricacies of tailoring particular strategies to particular settings and constraints.

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APPENDIX A  
TABLES

Appendix A

TABLE 2.1

STANDARDIZED SCORES FOR VARIABLES USED IN INDEXES

Project/Site	URBANIZATION		POLITICAL STANCE AND SHIFT		PUNITIVENESS		EDUCATIONAL EMPHASIS	
	Population	Density	1980 ADA Rating	1976 Rating	Crime Rate	Incarceration Rate	Income	Educational Expenditures
Alabama	.03	-.35	-1.00	.39	-.40	.53	-1.22	-.61
Arizona	.60	-.59	-1.15	-1.04	1.91	-.73	-.82	-.90
Arkansas	-.97	-.50	-.95	-1.04	-1.20	.15	-1.52	-.95
California	1.47	-.02	.61	-.16	1.67	-.39	.43	-.55
Delaware	.25	.69	.79	-.02	.92	1.14	1.36	.87
Florida	1.16	.12	-.26	-.36	2.08	1.59	.43	.68
Georgia	-.06	-.27	-1.07	-1.04	.08	1.79	-1.08	.81
Kentucky	-.74	-.28	-.60	1.41	-1.47	-.37	-1.59	1.29
Massachusetts	1.05	2.61	2.01	.12	.42	-1.14	1.45	1.13
New Mexico	-.83	-.65	-.92	-.02	.35	-.24	-.13	.83
New York	1.26	.98	.94		1.01	.06	2.84	2.67
North Carolina	-.38	-.16	-.61	1.13	-.61	2.24	-.45	.35
Ohio	.83	.49	-.08	.59	-.04	.10	-.17	-.44
Oregon	.15	-.58	1.79	2.35	.85	.01	1.10	1.31
Pennsylvania	.90	.50	.16	-1.72	-1.25	-.92	1.35	1.55
Tennessee	.06	-.19	-.37	-.16	-.71	.60	-1.61	-1.40
Washington	.83	-.42	1.70	-.56	1.02	-.24	.90	.35
Wisconsin	.24	-.31	1.17	.12	-.49	-.62	1.04	1.21

Appendix A

TABLE 3.1

RATINGS OF PROJECT RELATIONSHIP WITH PRIMARY TARGET AGENCY BY SECTOR

Activities by Sector									
Project-Target Relationship Rated As:									
Sector	Not Supportive		Neutral		Supportive		No Pre-YAP Relationship		
	N	%	N	%	N	%	N	%	
Juvenile Justice (n=97)	23	23.7	13	13.4	44	45.4	17	17.5	100.0
Social Services (n=69)	11	15.9	15	21.7	39	56.5	4	5.8	99.9
Education (n=91)	21	23.1	5	5.5	52	57.1	13	14.3	100.0
Juvenile Justice and Social Services (n=41)	5	12.2	8	19.5	20	48.9	8	19.5	100.1
Other Combinations, General (n=18)	3	10.7	8	28.6	11	39.3	6	21.4	100.0



Appendix A

TABLE 3.2

TACTICS UTILIZED BY THE PROJECTS FOR EACH SECTOR

Tactic	Activities by Sector											Total		
	Juvenile Justice		Social Services		Education		Juvenile Justice and Social Services		Education & Juvenile Justice or Social Services		General, All 3			
	N	Z	N	Z	N	Z	N	Z	N	Z	N		Z	
Research (N=30)	11	36.7	5	16.7	10	33.3	1	3.3	0	0	3	10.0	30	100.0
Research and Education (N=57)	20	35.1	11	19.3	9	15.8	9	15.8	3	5.3	5	8.8	57	100.1
Education (N=145)	41	28.3	11	7.6	30	20.7	10	6.9	2	1.4	51	35.2	145	100.1
Education and Coalition-Building (N=69)	14	20.3	7	10.1	27	39.1	5	7.2	2	2.9	14	20.3	69	99.9
Coalition-Building (N=30)	2	6.3	4	12.5	12	37.5	4	12.5	4	12.5	6	18.8	32	100.1
Training and Technical Assistance (N=43)	15	24.2	6	9.7	18	29.0	10	16.1	1	1.6	12	19.4	62	100.0
Administrative Negotiation (N=91)	24	26.4	20	22.0	27	29.7	15	16.5	4	4.4	1	1.1	91	100.1
Litigation (N=45)	14	31.1	6	13.3	16	35.6	2	4.4	6	13.3	1	2.2	45	99.9
Statute Revision (N=70)	26	37.1	15	21.4	11	15.7	10	14.3	2	2.9	6	8.6	70	100.0
Monitoring Legislative Activity (N=8)	3	37.5	1	12.5	1	12.5	2	25.0	0	0	1	12.5	8	100.0
Monitoring/Inspecting for Compliance (N=33)	10	30.3	12	36.4	3	9.1	5	15.2	1	3.0	2	6.1	33	100.1
Case Advocacy (N=18)	3	16.7	0	0	10	55.6	1	5.6	2	11.1	2	11.1	18	100.1
Service Development/Provision (N=33)	4	12.1	11	33.3	10	30.3	4	12.1	1	3.0	3	9.1	33	99.9
Other (N=14)	5	35.7	1	7.1	2	14.3	4	28.6	1	7.1	1	7.1	14	99.9

TABLE 3.3  
RELATIONSHIP BETWEEN ACTIVITY ISSUE AND TACTIC

Activity Issue	Number and Percent of Activities for Each Strategy													
	Research (n=30)		Research & Education (n=57)		Education (n=144)		Education & Coal. Building (n=70)		Tactic Coal. Building (n=32)		Training & Tech. Assis. (n=62)		Administrative Negotiation (n=91)	
<u>Educational System</u>														
School Discipline	5	16.7	9	15.8	7	4.9	3	4.3	3	9.4	8	12.9	10	11.0
School Attendance/Dropout														
Prevention	2	6.7	1	1.8	7	4.9	3	4.3	1	3.1	3	4.8	6	6.6
LRE for Handicapped	0	0.0	0	0.0	3	2.1	2	2.9	2	6.3	2	3.2	1	1.1
Other School Programs	1	3.3	0	0.0	2	1.4	1	1.4	2	6.3	2	3.2	5	5.5
(Total Educational System)	(8)	(26.7)	(10)	(17.6)	(19)	(13.2)	(9)	(12.9)	(8)	(25.1)	(15)	(24.1)	(22)	(24.2)
<u>Juvenile Justice &amp; Social Service Systems</u>														
LRE-Delinquents, Status Offenders, Disturbed	6	20.0	8	14.0	22	15.3	5	7.1	3	9.4	8	12.9	11	12.1
Permanency Planning for Foster Care	4	13.3	4	7.0	5	3.5	3	4.3	0	0.0	4	6.5	11	12.1
Detention Criteria/Conditions & Separation from Adults	0	0.0	6	10.5	1	.7	2	2.9	1	3.1	1	1.6	14	15.1
Juvenile Code/Court Reforms	2	6.7	7	12.3	8	5.6	4	5.7	0	0.0	4	6.5	9	9.9
Conditions/Rights Correctional, Social Service, Mental Health Facilities	0	0.0	3	5.3	0	0.0	1	1.4	1	3.1	1	1.6	9	9.9
Child Abuse & Neglect Reporting & Treatment	2	6.7	5	8.8	2	1.4	1	1.4	0	0.0	0	0.0	2	2.2
(Total Social Services & Juvenile Justice Systems)	(14)	(46.7)	(33)	(57.9)	(38)	(26.4)	(16)	(22.8)	(5)	(15.6)	(18)	(29.1)	(56)	(61.6)
<u>Mixed Systems</u>														
Discrimination Against Women/Minorities	1	3.3	4	7.0	13	9.0	2	2.9	6	18.8	6	9.7	2	2.2
Coordination/Management Youth-Serving Systems	0	0.0	3	5.3	1	.7	1	1.4	0	0.0	2	3.2	6	6.6
Increased Youth Involvement	0	0.0	1	1.8	16	11.1	17	24.3	0	0.0	7	11.3	2	2.2
Other	7	23.3	6	10.5	57	39.6	23	32.9	11	34.4	14	22.6	1	1.1
(Total Mixed Systems)	(8)	(26.6)	(14)	(24.6)	(87)	(60.4)	(45)	(64.4)	(17)	(52.5)	(23)	(36.9)	(11)	(12.1)
<u>TOTAL</u>	30	100.0	57	100.1	144	100.0	70	100.1	32	100.1	62	100.0	91	100.1

TABLE 3.3  
RELATIONSHIP BETWEEN ACTIVITY ISSUE AND TACTIC

Activity Issue	Litigation (n=46)		Statute Revision (n=70)		Monitoring Legislative Activity (n=4)		Monitoring/ Inspecting for Compliance (n=35)		Case Advocacy (n=17)		Service Development/ Provision (n=33)		Other (n=15)		(Direct Tactics)	
<b>Educational System</b>																
School Discipline	7	15.2	2	2.9	0	0.0	1	3.0	4	23.5	0	0.0	1	6.7	( 11)	(75.0)
School Attendance/Dropout Prevention	1	2.2	4	5.7	1	12.5	0	0.0	0	0.0	4	12.1	0	0.0	( 21)	(77.8)
LRE for Handicapped	9	19.6	1	1.4	0	0.0	2	6.1	4	23.5	0	0.0	0	0.0	( 22)	(88.0)
Other School Programs	0	0.0	1	1.4	0	0.0	1	3.0	2	11.8	7	21.2	1	6.7	( 16)	(80.0)
(Total Educational System)	(17)	(37.0)	(8)	(11.4)	(1)	(12.5)	(4)	(12.0)	(10)	(58.8)	(11)	(13.3)	(2)	(11.4)	( 92)	(79.3)
<b>Juvenile Justice &amp; Social Service Systems</b>																
LRE-Delinquents, Status Offenders, Disturbed	6	13.0	14	20.0	2	25.0	11	33.3	2	11.8	4	12.1	0	0.0	( 58)	(81.7)
Permanency Planning for Foster Care	3	6.5	5	7.1	0	0.0	4	12.1	0	0.0	5	15.2	4	26.7	( 37)	(90.2)
Detention Criteria/Conditions & Separation from Adults	11	23.9	7	10.0	0	0.0	4	12.1	1	5.9	2	6.1	0	0.0	( 48)	(96.0)
Juvenile Code/Court Reforms	1	2.2	14	20.0	1	12.5	6	18.2	1	5.9	5	15.2	2	11.1	( 41)	(82.0)
Conditions/Rights Correctional, Social Service, Mental Health Facilities	2	4.3	4	5.7	1	12.5	1	3.0	0	0.0	0	0.0	2	13.3	( 20)	(95.2)
Child Abuse & Neglect Reporting & Treatment	1	2.2	2	2.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	( 9)	(81.8)
(Total Social Services & Juvenile Justice Systems)	(24)	(52.1)	(46)	(65.7)	(4)	(50.0)	(26)	(78.7)	(4)	(23.6)	(16)	(48.6)	(8)	(53.1)	(213)	(87.3)
<b>Mixed Systems</b>																
Discrimination Against Women/ Minorities	0	0.0	0	0.0	1	12.5	3	9.1	0	0.0	2	6.1	1	6.7	( 11)	(45.8)
Coordination/Management Youth- Serving Systems	0	0.0	4	5.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	( 16)	(94.1)
Increased Youth Involvement	0	0.0	1	1.4	0	0.0	0	0.0	0	0.0	1	3.0	2	13.3	( 5)	(12.5)
Other	5	10.9	11	15.7	2	25.0	0	0.0	3	17.6	3	9.1	2	13.4	( 34)	(37.8)
(Total Mixed Systems)	(5)	(10.9)	(16)	(22.9)	(3)	(37.5)	(3)	(9.1)	(3)	(17.6)	(6)	(18.2)	(5)	(13.4)	( 66)	(17.5)
<b>TOTAL</b>	46	100.0	70	100.0	8	100.0	33	99.9	17	100.0	33	100.1	15	100.0	171	69.2

TABLE 3.4

## RELATIONSHIP BETWEEN ACTIVITY TARGETS AND ACTIVITY TACTICS

## Number and Percent of Activities by Target Agency for Each Tactic

Type of Target Agency	Research		Research & Education		Education		Education & Coal. Building		Coalition Building		Training & Tech. Assis.		Admin. Negotiation	
<u>State</u>														
Legislature	2	8.3	9	16.4	4	2.8	4	5.9	0	0.0	0	0.0	0	0.0
Bd./Dept. of Education	0	0.0	3	30.0	0	0.0	0	0.0	1	10.0	0	0.0	3	30.0
Dept./Div. of Corrections	2	10.0	2	10.0	1	5.0	0	0.0	0	0.0	3	15.0	6	30.0
Dept./Div. of Social Services	3	8.3	7	19.4	0	0.0	0	0.0	1	2.8	1	2.8	10	27.8
Dept./Div. of Youth Services	2	9.1	2	9.1	1	4.5	0	0.0	1	4.5	2	9.1	6	27.3
Judiciary	0	0.0	2	14.3	0	0.0	0	0.0	0	0.0	1	7.1	3	21.4
Other Exec. Agency	1	8.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	58.3
Assoc./Commission	0	0.0	1	5.0	5	25.0	1	5.0	3	15.0	2	10.0	7	35.0
(State Total)	10	4.6	26	12.0	11	5.1	5	2.3	6	2.8	9	4.1	42	19.4
<u>Local</u>														
City/County Government	0	0.0	1	5.0	0	0.0	1	5.0	0	0.0	1	9.1	1	9.1
Bd./Dept. of Education	6	10.3	3	5.2	4	6.9	3	5.2	3	5.2	5	8.6	17	29.3
Individual School	2	2.4	2	6.7	3	10.0	0	0.0	0	0.0	1	3.3	5	16.7
Dept./Div. of Social Services	2	9.5	0	0.0	2	9.5	0	0.0	0	0.1	1	4.8	7	33.3
Judiciary	1	4.8	1	4.8	2	9.5	0	0.0	0	0.0	0	0.0	6	28.6
Assoc./Commission	0	0.0	2	11.1	4	22.2	3	16.7	3	16.7	1	5.6	0	0.0
Service Providers	0	0.0	2	8.7	0	0.0	0	0.0	0	0.0	2	8.7	2	8.7
(Local Total)	11	6.0	11	6.0	15	8.2	7	3.8	6	3.3	11	6.0	38	20.9
<u>Other</u>														
General Public	1	4.2	6	6.6	64	70.3	11	12.1	5	5.5	2	2.2	1	1.1
Parents/Students	1	4.2	2	3.1	19	29.7	20	31.3	3	4.7	11	17.2	0	0.0
<u>Other, Mixed</u>	1	0.7	10	7.2	35	25.2	25	18.0	12	8.6	28	20.1	10	0.0
<u>Total Other</u>	3	1.0	18	6.1	118	40.1	56	19.0	20	6.8	41	13.9	11	0.3
<u>TOTAL</u>	24		55		144		68		32		61		91	

TABLE 3.4

## RELATIONSHIP BETWEEN ACTIVITY TARGETS AND ACTIVITY TACTICS

Type of Target Agency	Litigation		Statute Revision		Monitoring Legis. Activity		Monitoring/ Inspecting for Compliance		Case Advocacy		Service Development/ Provision		Other		Total	
<u>State</u>																
Legislature	0	0.0	57	81.4	6	7.2	0	0.0	0	0.0	0	0.0	1	7.1	83	100.0
Bd./Dept. of Education	3	30.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	10	100.0
Dept./Div. of Corrections	3	15.0	1	5.0	0	0.0	0	0.0	0	0.0	1	5.0	1	5.0	20	100.0
Dept./Div. of Social Services	6	16.7	2	5.6	0	0.0	4	11.1	0	0.0	1	2.8	1	2.8	36	100.0
Dept./Div. of Youth Services	1	4.5	4	18.2	0	0.0	3	13.6	0	0.0	0	0.0	0	0.0	22	100.0
Judiciary	3	21.4	0	0.0	0	0.0	3	21.4	0	0.0	2	14.3	0	0.0	14	100.0
Other Exec. Agency	1	8.3	0	0.0	0	0.0	0	0.0	0	0.0	2	16.7	1	8.3	12	100.0
Assoc./Commission	0	0.0	0	0.0	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	20	100.0
(State Total)	17	7.8	64	29.5	6	2.8	11	5.1	0	0.0	6	2.8	4	1.8	217	100.0
<u>Local</u>																
City/County Government	1	9.1	4	36.4	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	11	100.0
Bd./Dept. of Education	10	17.2	1	1.7	0	0.0	0	0.0	4	6.9	3	3.4	0	0.0	58	100.0
Individual School	4	13.3	0	0.0	0	0.0	3	10.0	7	23.3	3	10.0	0	0.0	30	100.0
Dept./Div. of Social Services	0	0.0	0	0.0	0	0.0	5	23.8	0	0.0	4	19.0	0	0.0	21	100.0
Judiciary	3	14.3	0	0.0	0	0.0	7	33.3	0	0.0	1	4.8	0	0.0	21	100.0
Assoc./Commission	0	0.0	1	5.6	1	5.6	0	0.0	0	0.0	1	5.6	2	11.1	18	100.0
Service Providers	9	39.1	0	0.0	0	0.0	2	8.7	5	21.7	1	4.3	0	0.0	23	100.0
(Local Total)	27	14.8	6	3.3	1	0.1	18	9.9	16	8.8	13	7.1	2	1.1	182	100.0
<u>Other</u>																
General Public	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.1	91	100.0
Parents/Students	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	10.9	1	1.6	64	100.0
<u>Other, Mixed</u>	2	1.4	0	0.0	1	0.7	4	2.9	1	0.7	4	2.9	6	4.3	139	100.0
<u>Total Other</u>	2	0.6	0	0.0	1	0.3	4	1.4	1	0.3	11	3.7	8	7.7	294	100.0
<u>TOTAL</u>	46		70		8		33		17		30		14		693	

**CONTINUED**

**3 OF 5**



TABLE 3.4

## RELATIONSHIP BETWEEN ACTIVITY TARGETS AND ACTIVITY TACTICS

## Number and Percent of Activities by Target Agency for Each Tactic

Type of Target Agency	Research	Research & Education	Education	Education & Coal. Building	Coalition Building	Training & Tech. Assis.	Admin. Negotiation
<u>State</u>							
Legislature	2 8.3	9 16.4	4 2.8	4 5.9	0 0.0	0 0.0	0 0.0
Bd./Dept. of Education	0 0.0	3 30.0	0 0.0	0 0.0	1 10.0	0 0.0	3 30.0
Dept./Div. of Corrections	2 10.0	2 10.0	1 5.0	0 0.0	0 0.0	3 15.0	6 30.0
Dept./Div. of Social Services	3 8.3	7 19.4	0 0.0	0 0.0	1 2.8	1 2.8	10 27.8
Dept./Div. of Youth Services	2 9.1	2 9.1	1 4.5	0 0.0	1 4.5	2 9.1	6 27.3
Judiciary	0 0.0	2 14.3	0 0.0	0 0.0	0 0.0	1 7.1	3 21.4
Other Exec. Agency	1 8.3	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	7 58.3
Assoc./Commission	0 0.0	1 5.0	5 25.0	1 5.0	3 15.0	2 10.0	7 35.0
(State Total)	10 4.6	26 12.0	11 5.1	5 2.3	6 2.8	9 4.1	42 19.4
<u>Local</u>							
City/County Government	0 0.0	1 5.0	0 0.0	1 5.0	0 0.0	1 9.1	1 9.1
Bd./Dept. of Education	6 10.3	3 5.2	4 6.9	3 5.2	3 5.2	5 8.6	17 29.3
Individual School	2 2.4	2 6.7	3 10.0	0 0.0	0 0.0	1 3.3	5 16.7
Dept./Div. of Social Services	2 9.5	0 0.0	2 9.5	0 0.0	0 0.1	1 4.8	7 33.3
Judiciary	1 4.8	1 4.8	2 9.5	0 0.0	0 0.0	0 0.0	6 28.6
Assoc./Commission	0 0.0	2 11.1	4 22.2	3 16.7	3 16.7	1 5.6	0 0.0
Service Providers	0 0.0	2 8.7	0 0.0	0 0.0	0 0.0	2 8.7	2 8.7
(Local Total)	11 6.0	11 6.0	15 8.2	7 3.8	6 3.3	11 6.0	38 20.9
<u>Other</u>							
General Public	1 4.2	6 6.6	64 70.3	11 12.1	5 5.5	2 2.2	1 1.1
Parents/Students	1 4.2	2 3.1	19 29.7	20 31.3	3 4.7	11 17.2	0 0.0
Other, Mixed	1 0.7	10 7.2	35 25.2	25 18.0	12 8.6	28 20.1	10 0.0
Total Other	3 1.0	18 6.1	118 40.1	56 19.0	20 6.8	41 13.9	11 0.3
<u>TOTAL</u>	24	55	144	68	32	61	91

TABLE 3.4  
RELATIONSHIP BETWEEN ACTIVITY TARGETS AND ACTIVITY TACTICS

Type of Target Agency	Litigation		Statute Revision		Monitoring Legis. Activity		Monitoring/ Inspecting for Compliance		Case Advocacy		Service Development/ Provision		Other		Total	
<u>State</u>																
Legislature	0	0.0	57	81.4	6	7.2	0	0.0	0	0.0	0	0.0	1	7.1	83	100.0
Bd./Dept. of Education	3	30.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	10	100.0
Dept./Div. of Corrections	3	15.0	1	5.0	0	0.0	0	0.0	0	0.0	1	5.0	1	5.0	20	100.0
Dept./Div. of Social Services	6	16.7	2	5.6	0	0.0	4	11.1	0	0.0	1	2.8	1	2.8	36	100.0
Dept./Div. of Youth Services	1	4.5	4	18.2	0	0.0	3	13.6	0	0.0	0	0.0	0	0.0	22	100.0
Judiciary	3	21.4	0	0.0	0	0.0	3	21.4	0	0.0	2	14.3	0	0.0	14	100.0
Other Exec. Agency	1	8.3	0	0.0	0	0.0	0	0.0	0	0.0	2	16.7	1	8.3	12	100.0
Assoc./Commission	0	0.0	0	0.0	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	20	100.0
(State Total)	17	7.8	64	29.5	6	2.8	11	5.1	0	0.0	6	2.8	4	1.8	217	100.0
<u>Local</u>																
City/County Government	1	9.1	4	36.4	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	11	100.0
Bd./Dept. of Education	10	17.2	1	1.7	0	0.0	0	0.0	4	6.9	3	3.4	0	0.0	58	100.0
Individual School	4	13.3	0	0.0	0	0.0	3	10.0	7	23.3	3	10.0	0	0.0	30	100.0
Dept./Div. of Social Services	0	0.0	0	0.0	0	0.0	5	23.8	0	0.0	4	19.0	0	0.0	21	100.0
Judiciary	3	14.3	0	0.0	0	0.0	7	33.3	0	0.0	1	4.8	0	0.0	21	100.0
Assoc./Commission	0	0.0	1	5.6	1	5.6	0	0.0	0	0.0	1	5.6	2	11.1	18	100.0
Service Providers	9	39.1	0	0.0	0	0.0	2	8.7	5	21.7	1	4.3	0	0.0	23	100.0
(Local Total)	27	14.8	6	3.3	1	0.1	18	9.9	16	8.8	13	7.1	2	1.1	182	100.0
<u>Other</u>																
General Public	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.1	91	100.0
Parents/Students	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	10.9	1	1.6	64	100.0
<u>Other, Mixed</u>	2	1.4	0	0.0	1	0.7	4	2.9	1	0.7	4	2.9	6	4.3	139	100.0
<u>Total Other</u>	2	0.6	0	0.0	1	0.3	4	1.4	1	0.3	11	3.7	8	7.7	294	100.0
<u>TOTAL</u>	46		70		8		33		17		30		14		693	

TABLE 3.4  
RELATIONSHIP BETWEEN ACTIVITY TARGETS AND ACTIVITY TACTICS

Type of Target Agency	Litigation		Statute Revision		Monitoring Legis. Activity		Monitoring/ Inspecting for Compliance		Case Advocacy		Service Development/ Provision		Other		Total	
<u>State</u>																
Legislature	0	0.0	57	81.4	6	7.2	0	0.0	0	0.0	0	0.0	1	7.1	83	100.0
Bd./Dept. of Education	3	30.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	10	100.0
Dept./Div. of Corrections	3	15.0	1	5.0	0	0.0	0	0.0	0	0.0	1	5.0	1	5.0	20	100.0
Dept./Div. of Social Services	6	16.7	2	5.6	0	0.0	4	11.1	0	0.0	1	2.8	1	2.8	36	100.0
Dept./Div. of Youth Services	1	4.5	4	18.2	0	0.0	3	13.6	0	0.0	0	0.0	0	0.0	22	100.0
Judiciary	3	21.4	0	0.0	0	0.0	3	21.4	0	0.0	2	14.3	0	0.0	14	100.0
Other Exec. Agency	1	8.3	0	0.0	0	0.0	0	0.0	0	0.0	2	16.7	1	8.3	12	100.0
Assoc./Commission	0	0.0	0	0.0	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	20	100.0
(State Total)	17	7.8	64	29.5	6	2.8	11	5.1	0	0.0	6	2.8	4	1.8	217	100.0
<u>Local</u>																
City/County Government	1	9.1	4	36.4	0	0.0	1	5.0	0	0.0	0	0.0	0	0.0	11	100.0
Bd./Dept. of Education	10	17.2	1	1.7	0	0.0	0	0.0	4	6.9	3	3.4	0	0.0	58	100.0
Individual School	4	13.3	0	0.0	0	0.0	3	10.0	7	23.3	3	10.0	0	0.0	30	100.0
Dept./Div. of Social Services	0	0.0	0	0.0	0	0.0	5	23.8	0	0.0	4	19.0	0	0.0	21	100.0
Judiciary	3	14.3	0	0.0	0	0.0	7	33.3	0	0.0	1	4.8	0	0.0	21	100.0
Assoc./Commission	0	0.0	1	5.6	1	5.6	0	0.0	0	0.0	1	5.6	2	11.1	18	100.0
Service Providers	9	39.1	0	0.0	0	0.0	2	8.7	5	21.7	1	4.3	0	0.0	23	100.0
(Local Total)	27	14.8	6	3.3	1	0.1	18	9.9	16	8.8	13	7.1	2	1.1	182	100.0
<u>Other</u>																
General Public	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.1	91	100.0
Parents/Students	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	10.9	1	1.6	64	100.0
<u>Other, Mixed</u>	2	1.4	0	0.0	1	0.7	4	2.9	1	0.7	4	2.9	6	4.3	139	100.0
<u>Total Other</u>	2	0.6	0	0.0	1	0.3	4	1.4	1	0.3	11	3.7	8	7.7	294	100.0
<u>TOTAL</u>	46		70		8		33		17		30		14		693	

Appendix A

TABLE 3.5

INCLUSION OF ACTIVITY IN ORIGINAL PROJECT OBJECTIVES\*

<u>Activity Status</u>	<u>Number and Percent of Activities (n=711)</u>	
Original Activity Listed in Objectives	609	85.7
Activity is Follow-up to Original Activity	57	8.0
New Activity	45	6.3

\*The set of objectives approved by OJJD in the Fall, 1980 are considered to be the "original project objectives."

Appendix A

TABLE 3.6

INITIATION DATES OF PROJECT ACTIVITIES

<u>Year Activity Began*</u>	<u>Number and Percent of Activities (n=693)</u>	
Prior to the Youth Advocacy Program	108	15.6
During Year 1 (through 3/81) *	438	63.2
During Year 2 (4/81 - 5/82)	122	17.6
During Year 3 (after 5/82)	25	3.6

\*For the evaluation "project years" were based on a 4/80 start date (the date the first projects received their awards).

Appendix A

TABLE 3.7

ACTIVITY DURATION

<u>Duration of Activity</u>	<u>Number and Percent of All Activities* (n=682)</u>	
Less than 6 months	84	12.3
6-11 months	104	15.2
12-23 months	183	26.8
24 months or more	311	45.6

\*Due to rounding errors, percentages do not total 100.0.

**APPENDIX B**  
**METHODOLOGY**



## APPENDIX B

### DATA COLLECTION PROCEDURES AND METHODS

The American Institutes for Research (AIR) began the evaluation of the Youth Advocacy Program in September, 1980, about six months after the first Youth Advocacy Program grants were awarded. Funds for the evaluation were provided by the National Institute for Juvenile Justice and Delinquency Prevention. The original grant award was for the first two years of the evaluation; in September, 1982, a second grant was awarded to carry the project through the three-year period originally envisioned in the work plan.

The evaluation began under the direction of Robert E. Crew, Jr. When he resigned in June, 1982, the Associate Project Directors, Eileen M. Kelly and Blair B. Bourque, took over his duties. In Fall 1982, Ms. Bourque officially became Project Director and Roberta C. Cronin joined the project as Principal Investigator, with responsibility for the overall project design and analysis. During the course of the project, other staff with major responsibilities for data collection and/or analysis were Frances E. Gragg, Steve Dory, Patricia Semple, Larry Cohen, Sheila Cowan, and Patricia Parham. Clerical and administrative support was provided by Nevie Hutchinson and Deborah Jean Vitale. Mary Medved handled final production of this report.

### APPROACH

The evaluation had two primary objectives: to assess the degree to which the youth advocacy projects were able to influence changes in policies, practices, and procedures of juvenile justice, education, and social service systems; and to improve the state of the art in youth advocacy by exploring which strategies for change work best under which conditions.

#### Unit of Analysis

To meet these objectives, AIR selected a hybrid evaluation approach which combined the flexibility of descriptive, anthropological approaches with the rigor and predictive characteristics of the scientific model. A key consideration was the units of analyses. We first focused

on the individual projects, collecting data appropriate to compare and contrast the projects on major dimensions. However, data at this level of aggregation were insufficient to answer the second of the two evaluation questions--the success of different strategies under varying conditions. In determining an appropriate unit of analysis for this question, we considered several project components. At the highest level were project objectives, identified in the original proposal. These objectives tended to be broadly defined and not readily comparable across sites. At the other extreme were discrete events, such as a meeting or a workshop. At this level of detail, we concluded that the meaning of advocacy would be obscured by minutiae. We settled upon a unit of analysis that falls in between these two extremes in specificity; it was dubbed an "activity".

An activity was defined as the specific efforts the grantee makes to achieve a stated objective. Filing suit to enforce a regulation on the segregation of juvenile from adult offenders is one activity. Using the media to arouse public support for the suit is a second. Operationally, activities were defined as unique issue-tactic-target combinations. An entire series of overlapping activities would describe the complete chain of events and outcomes leading to a particular change.

In practice, developing a consistent list of activities using the operational definition was extremely difficult. Advocacy efforts do not always conform to clear-cut divisions of tactics, issues, and targets. An example will serve to illustrate the problem.

Project A reports that two of its activities were (1) conducting research on the treatment of juveniles at the state mental health facility; and (2) monitoring changes in the treatment regimen. The research consisted of a six-month effort that resulted in a detailed analytical report. The monitoring consisted of monthly visits and follow-up reports to the agency. Each was clearly a meaningful effort on its own and therefore should be treated as a separate activity.

Project B reported precisely the same activity labels, but the research consisted of a memo written after one site visit and the monitoring consisted of an ad hoc site visit six months later. If we treat these efforts as separate activities, we put a burden on them that they were never

designed to carry. The "research" was simply a quick effort to identify some major problems at the facility. The "monitoring" was never intended to be a systematic oversight; it was a subsequent checkup. It makes more sense to treat these tasks as a single activity labeled something such as "Efforts to upgrade care of juveniles at the state mental health facility."

As these examples indicate, defining what did and did not constitute an "activity" had to be done case by case, using rules of thumb and judgment rather than hard-and-fast criteria. The sequence of procedures we followed in developing lists of activities began with a review of the activities delineated by the projects in their approved goals and objectives. We adhered to the project's roster, unless there was some question about the independent substance of an activity. We next combined identical target, issue, and tactic combinations into a single activity. When there were minor differences in tactics, targets, and issues, we looked at staff responsibilities and the timing. If responsibility for two activities had been split between two or more staff members, or if they took place at discrete times, there was reason to keep the activities separate. The final guideline was to ask if we would be able to write a justification for separating them that would not seem ridiculous.

We worked out these rules of thumb by a process of group consensus and discussion. Initially all staff participated in a large working group that developed activity lists for a subset of projects. The group debated questionable cases as they came up. Thereafter, staff worked independently but periodically consulted with one another and with the Project Director to ensure continued consistency of procedures.

Using these procedures, we developed a list of 717 activities for the 22 projects. Process and outcome variables were coded for each of these 717 activities. By aggregating the data, we were able to look at patterns of activities both on the program level (using all 717 activities), and on the project level (using the activities of each individual project).

### Program Variables

The rationale (see Figure 1.1, p.8) provided the structure for the identification and measurement of program variables. A rationale is a model of the logic underlying the program which makes explicit the linkages between what projects do and what is expected to happen as a result. It provides a means of putting order into program complexity and identifying the major components of the implementation process. The major variables are easily extracted from a complete rationale.

The major types of variables identified in the Youth Advocacy rationale are:

- Environmental Variables or "Disposing Conditions" are the contextual characteristics and events that affect the project's activities and its impact, but are generally beyond its control. The conditions are of two general types. One type (shown on the far left of the rationale) consists of the socioeconomic, demographic, political, ideological, and systemic characteristics of the geographic areas in which the project operates. Those conditions exist at the outset of the project and constitute a relatively fixed state-of-affairs.

The other type of disposing conditions consists of discrete, unanticipated events that occur or conditions that emerge during the life of the project. Examples are the resignation of the director of an agency, a strike in a school system, a ruling by the Supreme Court that a specific policy or practice is unconstitutional, or a major shortfall in the state budget. In contrast to disposing conditions that affect the project's activities and outcomes throughout all stages of the process, these events and conditions tend to influence the project's progress in circumscribed areas of activity. The resignation of the director of an agency who is in the midst of negotiations with the project may, for example, result in a major setback. Similarly, a ruling of the court that a specific practice is unconstitutional may eliminate the need for continuing a lawsuit.

- Process Characteristics describe the direct efforts of the project. There are three types of inputs--program inputs, management inputs, and program activities. Program inputs consist of the start-up activities that are necessary to establish and maintain the project. Examples are hiring staff and assigning them to specific responsibilities; arranging for office space, equipment, and supplies and setting up a structure for managing the project. Management inputs include the tasks that must be carried out to organize and control the resources of the project and to monitor its effectiveness in achieving its objectives. Those efforts include, for example, establishing channels of communication, distributing and monitoring the workload of the staff, reviewing the progress of the projects, and refining and reorganizing its activities as needed. These two types of inputs dictate the internal structure of the project.

The project's major initiatives are its program activities, the specific advocacy tactics that the project uses in its efforts to influence the system, such as research, monitoring and inspecting facilities and agencies, coalition-building, administrative negotiation, litigation, or statute revision, and the provision of direct social and education services.

The links that are shown between the three types of inputs in Figure 1.1 describe the ways in which they affect one another. The extent to which the project is well-managed, for example, will depend on the quality of the staff who are hired and on the project's structure. Similarly, the quality of project management will influence the level of effectiveness the project achieves in implementing its activities. Those inputs, in turn, contribute to the outcomes that are achieved.

- Program Outcomes are the results that are expected to occur because of the implementation of project activities. We have organized those results in the rationale into three levels--immediate, intermediate, and ultimate--although

these distinctions are somewhat blurred in practice.

Immediate outcomes consist of the initial results that must occur for the program activity to effect a change that benefits youth. Such changes include passage of a new law, an agency's decision to revise an administrative policy or procedure, or a favorable ruling by the court. While these steps are significant, they do not ensure that the next event in the chain--a change in practice--will occur. In the framework of the program rationale, changes in institutional or organizational practice are the intermediate outcomes. Changes in practice lead, in turn, to the ultimate outcomes that the project seeks, i.e. changes in the overall condition of youth. The ultimate outcomes that describe long term changes in the youth population were considered beyond the scope of the evaluation.

#### DATA COLLECTION METHODS AND SOURCES

Site visits and a monthly reporting system were the two primary means of collecting evaluation data. The number of site visits necessary to complete the data collection process ranged from three for some of the less complex projects to seven for the North Carolina project which had 12 subcontractors dispersed across the state. (See Table 1.1, p. 11). Site visits generally lasted two to four days, and required follow-up telephone interviews.

The monthly reporting system required each staff member of youth advocacy projects to record their allocations of time to each activity and to note any special accomplishments or setbacks. The exact format for reporting varied. Some of the projects followed a model established by AIR, while others tailored this model to meet some of their internal management needs. The reporting system operated from February, 1981, when the first group of projects completed the year cycle, through April 1983.

### Site Visits and Instruments

Site visits made during Year 1 focused on delineating project efforts into activity and subobjective lists which were consistent across projects, and obtaining background information on the projects' history, staff characteristics and management styles. In addition, a pretest visit was made to a third of the projects, in order to try out interview guides and procedures. During Year 2, site visits focused on updating and restructuring the descriptions of project activities and validating information provided by the projects through target agency interviews. In the final evaluation year, the major purpose of the site visits was to finalize the activity descriptions, with particular emphasis on outcomes, and to update all the relevant forms from the preceding two years.

For most of the site visits, the instrumentation consisted of structured interview guides and rating scales to be completed by project staff, and checklists of archival data to be obtained. Each of the data collection instruments and relevant procedures are detailed below.

#### Year 1

1. "Project Director Interview" -- Using the guide in Appendix C, AIR site coordinators interviewed all 22 Project Directors on the first round of site visits. The interview guide covers: the development of the Youth Advocacy proposal to OJJDP; the reasoning behind the selection of goals and objectives; the organizational accommodation to YAP (irrelevant to Tennessee as a new organization); project start-up efforts and organizational structure (staff, subcontractors, boards); youth participation plans and activities; the primary sources of support and opposition in the community; and the project's relationship to OJJDP.
2. "Organizational Structure and History" -- Interviews were conducted with the Executive Directors of the YAP host organizations using the form in Appendix C. For about half the projects, the YAP Project Director was also the Executive Director. Questions covered the history of the organization, the development of

the YAP proposal, the effects of YAP on the organization, and the sources of community support and opposition. The latter two topics duplicated the Project Director interview and were therefore omitted when the Executive Director was the YAP Project Director.

3. "Staff Interview Form" -- Interviews were conducted with paid YAP staff including those in subcontractor organizations who had primary responsibility for an activity. Approximately 246 staff were interviewed either during the site visits or in follow-up telephone calls. The purpose of the interview was to obtain data on staff characteristics and the management style of the organization. (See "Staff Interview" Forms and "Staffing Summary" in Appendix C.)
4. "Activity Summary" -- The project staff person responsible for each activity was interviewed to obtain a complete description of the effort. Staff were asked to recount events related to the activity, partial outcomes of their work, and the current and prior relationships of the target agency personnel to the project. See the "Activity Summary" in Appendix C.
5. "Target Agencies" -- Each YAP Project Director and Executive Director of the YAP host organization was asked to list the primary target agencies with whom they worked, to describe the relationship, and to rate the cooperativeness of the agency on a five point scale. (See "Target Agency" Form, Appendix C.)
6. "Members of Coalition/Network" -- The Project Director and other staff with networking responsibilities listed the agencies with which the projects worked, described the type of interactions they had with each agency and rated the relationship on a five point scale.
7. "Financial Information" -- The Project Director or other project designee filled out a form summarizing the amount and source of organizational income prior to and during Year 1 of YAP. (See Financial Summary in Appendix C.)

Year 2

8. "Target Agency Personnel Interview" -- For each activity for which there was an immediate target agency (general public education and coalition-building activities usually did not have immediate target agencies) YAP project staff were asked to provide the name, address and telephone number of at least one agency staff person. For each cluster of activities on a topic, AIR staff then selected two or three names from these lists to ensure that no critical target personnel had been omitted. In ongoing litigation cases, it was generally not possible to interview target agencies who were litigants, so names of other appropriate observers were substituted if possible. The final pool of interviews consisted of target personnel or substitutes who were available and willing to be interviewed. Only a few persons contacted refused to be interviewed; most appeared eager to discuss the issues.

Most of the 191 persons interviewed were at policy-making levels in the bureaucracy or the legislative committee structure and in most cases they were directly responsible for the challenged practices and policies. The topics they discussed included their personal and the agency's working relationships with the youth advocacy projects, the agency's stance on the issues in question, the effectiveness of the means and tactics utilized by the projects, and the effects of youth advocacy work. (See Target Agency Personnel Interview, Appendix C.)

9. During Year 2, the "Target Agencies," "Members of Coalition/Network," and "Activity Summaries" completed in Year 1 were updated.

Year 3

10. "Target Agency Personnel Interview" -- During Year 3, 211 additional target personnel interviews were conducted using an updated version of the Year 2 instrument. Selection of the pool of target personnel was again dependent on names provided by the projects.

APPENDIX C  
INSTRUMENTS

PROJECT DIRECTOR INTERVIEW\*

ORGANIZATION: \_\_\_\_\_

NAME OF PROJECT DIRECTOR: \_\_\_\_\_

TELEPHONE NUMBER: \_\_\_\_\_

FIRST, I WOULD LIKE TO ASK YOU SOME QUESTIONS ABOUT THE PROPOSAL.

I. YOUTH ADVOCACY PROGRAM PROPOSAL. *(The Project Director may not be able to answer all of the following questions if he/she was hired recently.)*

A. HOW DID THE ORGANIZATION LEARN ABOUT THE YOUTH ADVOCACY PROGRAM?

B. WHY DID YOU DECIDE TO APPLY FOR THE FUNDS? *(Probe for continuation of previous work or new direction for organization.)*

*\*To be filled out by the Project Director and, at the Project Director's discretion, other administrative staff.*



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\*C. COULD YOU GIVE ME THE NAMES AND ORGANIZATIONAL AFFILIATIONS OF THE PEOPLE WHO HELPED PREPARE YOUR GRANT APPLICATION? PLEASE INDICATE ANY TECHNICAL ASSISTANCE GROUPS AND CONSULTANTS. I WOULD ALSO LIKE TO KNOW WHAT PORTIONS OF THE APPLICATION THEY WERE RESPONSIBLE FOR.

NAME OF PERSON/POSITION/ORGANIZATION	PORTION OF PROPOSAL PERSON WAS RESPONSIBLE FOR

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D. HOW DID YOU DECIDE ON THE SET OF OBJECTIVES, STRATEGIES, AND TARGETS (education, social services, criminal justice) IN THE PROPOSAL?

WAS THERE ANY REVIEW PROCESS?  
IF SO, WHAT DID IT ENTAIL?

E. WHAT ROLE DID YOUTH PLAY IN DEVELOPING THE GRANT APPLICATION?

F. HOW WERE YOU SELECTED AS PROJECT DIRECTOR?

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II. ORGANIZATIONAL ACCOMMODATION TO YA. *(These questions, A-D, are not relevant to organizations which are composed solely of the YA Project.)*

A. DID THIS ORGANIZATION MAKE ANY CHANGES IN ITS OVERALL OBJECTIVES AS A RESULT OF THE YA PROGRAM?

B. SINCE THE AWARD OF THE YOUTH ADVOCACY GRANT, HAVE YOU HAD TO CHANGE YOUR FINANCIAL MANAGEMENT PROCEDURES? IF SO, WHAT WERE THE SPECIFIC CHANGES?

C. WHAT STAFFING CHANGES HAVE BEEN MADE BECAUSE OF YA? HAS THIS HAD ANY REPERCUSSIONS ON NON-YA STAFF?

D. HAS THE YA PROJECT HAD ANY EFFECTS ON THE ORGANIZATION OTHER THAN THOSE LISTED ABOVE?

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D. HOW DID YOU DECIDE ON THE SET OF OBJECTIVES, STRATEGIES, AND TARGETS *(education, social services, criminal justice)* IN THE PROPOSAL?

WAS THERE ANY REVIEW PROCESS?  
IF SO, WHAT DID IT ENTAIL?

E. WHAT ROLE DID YOUTH PLAY IN DEVELOPING THE GRANT APPLICATION?

F. HOW WERE YOU SELECTED AS PROJECT DIRECTOR?

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II. ORGANIZATIONAL ACCOMMODATION TO YA. *(These questions, A-D, are not relevant to organizations which are composed solely of the YA Project.)*

A. DID THIS ORGANIZATION MAKE ANY CHANGES IN ITS OVERALL OBJECTIVES AS A RESULT OF THE YA PROGRAM?

B. SINCE THE AWARD OF THE YOUTH ADVOCACY GRANT, HAVE YOU HAD TO CHANGE YOUR FINANCIAL MANAGEMENT PROCEDURES? IF SO, WHAT WERE THE SPECIFIC CHANGES?

C. WHAT STAFFING CHANGES HAVE BEEN MADE BECAUSE OF YA? HAS THIS HAD ANY REPERCUSSIONS ON NON-YA STAFF?

D. HAS THE YA PROJECT HAD ANY EFFECTS ON THE ORGANIZATION OTHER THAN THOSE LISTED ABOVE?

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III. PROJECT START-UP.

A. ON WHAT DATE WAS YOUR GRANT AWARDED? \_\_\_\_\_ 19

B. BY WHAT DATE WERE YOU ABLE TO BEGIN YOUR FIRST ACTIVITY?

\_\_\_\_\_, 19

WHAT WAS YOUR FIRST ACTIVITY?

WAS THIS ACTIVITY ONGOING PRIOR TO THE AWARD OF THE GRANT?

C. WHAT START-UP PROBLEMS HAVE YOU ENCOUNTERED? *(For example, staffing, dealing with OJJDP, learning federal accounting procedures.)*

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D. WAS THE AWARD OF THE GRANT PUBLICIZED LOCALLY?

IF SO, WHAT KIND OF REACTION DID IT ELICIT FROM THE PUBLIC?

WHAT ABOUT THE TARGETED AGENCIES?

IV. ORGANIZATIONAL STRUCTURE

A. DO YOU SUBCONTRACT ANY OF THE YOUTH ADVOCACY WORK TO OTHER ORGANIZATIONS?

Yes No

If no, skip to Question IV.B.

1. COULD YOU LIST THE SUBCONTRACTORS AND SPECIFY THE AMOUNT EACH RECEIVED?  
(Fill out from proposal, if possible)

	<u>Subcontractors</u>	<u>Amount</u>	<u>No. of Staff</u>
a. Name			
Address			
b. Name			
Address			
c. Name			
Address			
d. Name			
Address			
e. Name			
Address			
f. Name			
Address			
g. Name			
Address			
h. Name			
Address			
i. Name			
Address			
j. Name			
Address			
k. Name			
Address			

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2. WHAT SPECIFIC FUNCTIONS DOES EACH PERFORM? *Go over the activities of each subcontractor. Get a copy of contract if available.)*

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3. WHY DID YOU DECIDE TO USE SUBCONTRACTORS?

4. WHAT IS YOUR RELATIONSHIP WITH THE SUBCONTRACTORS? *(In other words, how much and what type of control does the grantee exert over the subcontractors?)*

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IV. B. ADVISORY BOARD

1. DOES THIS PROJECT HAVE AN ADVISORY OR COMMUNITY BOARD? ☐ Yes ☐ No

If no, skip to "Youth Participation" section.

a. IF YES, DO YOU HAVE AN ADVISORY BOARD MEMBERSHIP LIST?  
WHAT IS THE ORGANIZATIONAL AFFILIATION OF EACH MEMBER?

b. HOW OFTEN DOES THE BOARD MEET?

c. WHAT IS THE ROLE OF THE BOARD?

(Circle "A" if the board has written authority for the item listed.  
Circle "D" if the board actually does what the item says.  
Do not read options but prompt carefully.)

- |       |   |   |
|-------|---|---|
| A     | D | BOARD PARTICIPATES IN DAY-TO-DAY OPERATION OF ACTIVITIES. |
| A     | D | BOARD SETS POLICY   |
| A     | D | BOARD HIRES/FIRES STAFF (specify which staff)             |
| <hr/> |   |   |
| A     | D | BOARD CONTROLS BUDGET                                     |
| A     | D | BOARD RAISES FUNDS FOR PROJECT                            |
| A     | D | BOARD OBTAINS POLITICAL/AGENCY SUPPORT                    |
| A     | D | OTHER/specify   |
| <hr/> |   |   |

COMMENTS:

d. OVERALL, HOW WOULD YOU RATE THE INFLUENCE OF THE BOARD ON THE PROJECT?  
(Circle one)

1	2	3	4	5
Minimal		Moderate		Substantial

e. ARE THERE ANY YOUTH REPRESENTATIVES ON THE BOARD? WHAT IS THEIR FUNCTION?



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f. HOW HAS THE BOARD HELPED OR HINDERED YOUR PROJECT?

2. IS THE ADVISORY BOARD FOR THIS PROJECT THE SAME AS THAT FOR THE ENTIRE ORGANIZATION?             Yes             No

a. WHY DID YOU ELECT TO HAVE THE SAME (*or a different*) BOARD?

b. HOW WERE THE MEMBERS SELECTED?

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IV. C. ORGANIZATIONAL INFLUENCE ON YOUTH ADVOCACY.

1. WHAT TYPE OF SUPPORT DOES THE YOUTH ADVOCACY PROJECT OBTAIN FROM THE GRANTEE ORGANIZATION?  
(*For example, financial management, personnel, physical resources, staffing.*)

2. IN WHAT WAYS DOES THE PARENT ORGANIZATION CONSTRAIN THE YOUTH ADVOCACY PROJECT?

3. DO YOU HAVE AN ORGANIZATIONAL CHART FOR THE YOUTH PROJECT? IF SO, COULD WE HAVE A COPY? IF NOT, COULD WE DRAW ONE NOW?

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V. YOUTH PARTICIPATION

A. FOR THE PURPOSES OF THIS GRANT, HOW DO YOU DEFINE YOUTH?

B. WE HAVE DEVELOPED THE FOLLOWING LIST OF ITEMS DETAILING ROLES YOUTH MIGHT HAVE PLAYED IN THE OPERATION OF YOUR PROJECT. FOR EACH ITEM, COULD YOU CHECK THE COLUMN INDICATING "YES" OR "NO" AND FILL IN THE APPROPRIATE NUMBERS?

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YOUTH PARTICIPATION IN PROPOSAL

	NO	YES	HOW MANY?
IN PROPOSAL WRITING:			
1. Youth suggested ideas for original proposal			
2. Youth reacted to plans formulated by professional staff			
3. Youth drafted major parts of the proposal			
4. Youth conducted research for proposal			
5. Youth reviewed draft products and suggested changes			
6. Youth reviewed final proposal			
PROJECT WORK:			
7. Youth representatives are included on project advisory board			
8. Youth representatives or advisory board have equal voting rights with other board members			
9. Youth participate in staff meetings			
10. Youth are paid for project work			
11. Youth staff conduct basically the same activities as other staff			
12. Youth staff conduct different activities from other staff			
13. Youth staff act as liaisons between project and segments of youth population			
14. Youth were trained by the project			
15. Youth work on educational efforts			
16. Youth participate in administrative negotiations			
17. Youth participate in statute revision			
18. Youth participate in litigation			
19. Youth participate in coalition building			
20. Other/specify: _____			

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C. COULD YOU SUMMARIZE THE ACTIVITIES CONDUCTED BY PROJECT YOUTH?

D. DOES THE PROJECT BENEFIT FROM YOUTH PARTICIPATION? HOW?

E. HAS YOUTH PARTICIPATION LIMITED PROJECT ACTIVITIES?

HOW?

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VI. RELATIONSHIPS WITH INFORMAL NETWORK/COALITION MEMBERS.

HAVE YOU LISTED THE GROUPS WITH WHICH YOU ARE WORKING ON THE "MEMBERS OF COALITION/NETWORK" FORM MAILED TO YOU EARLIER?

IF NOT, CAN WE FILL ONE OUT NOW?

IF SO, WE WOULD NOW LIKE TO ASK YOU SOME QUESTIONS ABOUT THE NATURE AND FREQUENCY OF YOUR CONTACTS WITH EACH GROUP.

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VII. RELATIONSHIPS WITH TARGET AGENCIES.

HAVE YOU LISTED THE AGENCIES THE PROJECT IS TRYING TO INFLUENCE ON THE "TARGET AGENCIES" FORM MAILED TO YOU EARLIER?

IF NOT, CAN WE FILL ONE OUT NOW?

IF SO, WE WOULD NOW LIKE YOU TO TELL US WHETHER OR NOT YOU HAD A RELATIONSHIP WITH EACH AGENCY PRIOR TO THE YOUTH ADVOCACY PROJECT AND, IF SO, HOW SATISFACTORY THE RELATIONSHIP WAS.

VIII. POLITICAL CONTEXT.

A. HOW WOULD YOU RATE THE EXTENT OF OPPOSITION TO THE YOUTH ADVOCACY PROJECT IN THE TARGET AREA (STATE / COUNTY / CITY / ETC.)? (Circle one)

Extremely High Support			Neutral			Extremely High Opposition
1	2	3	4	5		

B. WHO IS THE OPPOSITION? (Persons or Groups)

C. WHAT IS THE BASIS OF THE OPPOSITION? (resources / turf / philosophy)

D. WHO ARE YOUR PRINCIPAL ALLIES?  
(Persons or groups, i.e., school board, governor, newspaper reporter.)

HOW ARE YOU GOING TO USE THEM?

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E. DOES THE OPPOSITION OR SUPPORT VARY BY ISSUE?

IF SO, WHICH ISSUES ARE THE LEAST CONTROVERSIAL AND WHICH ARE THE MOST CONTROVERSIAL?

F. WHAT IS YOUR STRATEGY FOR COPING WITH THE OPPOSITION?

G. HAVE THERE BEEN ANY CHANGES IN LAWS, REGULATIONS, OR POLICIES THAT AFFECT THE YA PROJECT SINCE THE PROPOSAL WAS WRITTEN?

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IX. RELATIONSHIP WITH OJJDP.

A. ABOUT HOW MANY TIMES PER MONTH DO YOU TALK TO YOUR OJJDP PROJECT MONITOR ON THE TELEPHONE? \_\_\_\_\_ TIMES PER MONTH

WHO USUALLY INITIATES THE CALLS? \_\_\_\_\_ PROJECT DIRECTOR  
\_\_\_\_\_ PROJECT MONITOR

B. HOW MANY TIMES SINCE YOUR GROUP FIRST SUBMITTED ITS PROPOSAL HAS AN OJJDP PROJECT MONITOR VISITED YOU? \_\_\_\_\_

C. WHAT WAS THE PURPOSE OF EACH VISIT? WHAT WAS THE OUTCOME?

1	_____	_____
	_____	_____
	_____	_____
2	_____	_____
	_____	_____
	_____	_____
3	_____	_____
	_____	_____
	_____	_____

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ORGANIZATIONAL STRUCTURE AND HISTORY\*

ORGANIZATION: \_\_\_\_\_

NAME OF INTERVIEWEE: \_\_\_\_\_

TITLE: \_\_\_\_\_

TELEPHONE NUMBER: \_\_\_\_\_

*(On this form 'Organization' refers to the group which was awarded the YA grant or the 'Host Agency.' It probably includes projects other than Youth Advocacy. 'Project' refers to the Youth Advocacy Project.)*

I. HISTORY OF ORGANIZATION: First, I would like to ask you some questions about the history of \_\_\_\_\_  
*(name of organization)*

A. HOW DID THIS ORGANIZATION GET STARTED IN 19\_\_\_\_?

WHAT WAS THE ORIGINAL NAME?

1. WHAT WERE THE ORIGINAL OBJECTIVES OF THE ORGANIZATION? WHY WERE THESE CHOSEN?

2. WHAT WERE THE ORIGINAL STRATEGIES? WHY WERE THESE CHOSEN?

*\*To be filled out by Director of Organization or project Director, if new organization. If filled out by Project Director, do not ask questions marked by \*; they are redundant.*



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3. HAD ANY MAJOR SHIFTS OCCURRED IN THE OBJECTIVES OR STRATEGIES OF THE ORGANIZATION PRIOR TO THE APPLICATION FOR YOUTH ADVOCACY MONIES? IF SO, DESCRIBE THE CHANGES AND THE EVENTS PROMPTING THEM.

B.1. WHAT WERE THE PRIMARY OBJECTIVES AND STRATEGIES OF THE ORGANIZATION IN THE YEAR PRECEDING THE RECEIPT OF THE YOUTH ADVOCACY AWARD (if they differ from those above).

2. WHAT WAS THE ORGANIZATIONAL STRUCTURE IN THAT YEAR? (Go over existing organizational chart if available; sketch a chart if not.)

3. DID THIS ORGANIZATION HAVE AN ADVISORY OR COMMUNITY BOARD IN THAT YEAR?

a. IF YES, WHAT TYPES OF PEOPLE WERE INCLUDED ON IT?  
(Attach the list of board member names and reason for inclusion on the board.)

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b. WHAT WAS THE ROLE OF THE BOARD?

c. HOW FREQUENTLY DID THE BOARD MEET?

d. HAVE THERE BEEN ANY CHANGES IN THE BOARD'S MEMBERSHIP, ROLE, OR FREQUENCY OF MEETINGS SINCE THE ADVENT OF THE YOUTH ADVOCACY PROJECT?

II. YOUTH ADVOCACY PROGRAM PROPOSAL. (The following questions relate to the development of the Youth Advocacy Proposal. Are you the appropriate person to interview on these questions? If not, who can best answer them?)

\*A. HOW DID THE ORGANIZATION LEARN ABOUT THE YOUTH ADVOCACY PROGRAM?

\*B. WHY DID YOU DECIDE TO APPLY FOR THE FUNDS?  
(Probe for continuation of previous work or new direction for organization.)

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\* D. HOW DID YOU DECIDE ON THE SET OF OBJECTIVES, STRATEGIES, AND TARGETS (*education, social services, criminal justice*) IN THE PROPOSAL?

III. ORGANIZATIONAL ACCOMMODATION TO YA (*These questions, A-D, are not relevant to organizations which are composed solely of the YA Project.*)

\* A. DID THIS ORGANIZATION MAKE ANY CHANGES IN ITS OVERALL OBJECTIVES AS A RESULT OF THE YA PROGRAM?

\* WAS THERE ANY REVIEW PROCESS?  
IF SO, WHAT DID IT ENTAIL?

\* B. SINCE THE AWARD OF THE YOUTH ADVOCACY GRANT, HAVE YOU HAD TO CHANGE YOUR FINANCIAL MANAGEMENT PROCEDURES? IF SO, WHAT WERE THE SPECIFIC CHANGES?

\* E. WHAT ROLE DID YOUTH PLAY IN DEVELOPING THE GRANT APPLICATION?

\* C. WHAT STAFFING CHANGES HAVE BEEN MADE BECAUSE OF YA? HAS THIS HAD ANY REPERCUSSIONS ON NON-YA STAFF?

\* F. HOW WAS THE YA PROJECT DIRECTOR SELECTED?

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\* D. HAS THE YOUTH ADVOCACY PROJECT HAD ANY EFFECTS ON THE ORGANIZATION OTHER THAN THOSE LISTED ABOVE?

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V. POLITICAL CONTEXT.

\*A. HOW WOULD YOU RATE THE EXTENT OF OPPOSITION TO THE YOUTH ADVOCACY PROJECT IN THE TARGET AREA (STATE / COUNTY / CITY / ETC.)? CIRCLE ONE.

Extremely  
High  
Support

1

2

Neutral

3

4

Extremely  
High  
Opposition

5

\*B. WHO IS THE OPPOSITION? (*Person or Group*)

\*C. WHAT IS THE BASIS OF THE OPPOSITION? (*Resources / Turf / Philosophy*)

\*D. WHO ARE YOUR PRINCIPAL ALLIES? (*Persons or groups, i.e., school board, governor, newspaper reporter.*)

HOW ARE YOU GOING TO USE THEM?

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\*E. DOES THE OPPOSITION OR SUPPORT VARY BY ISSUE?

IF SO, WHICH ISSUES ARE THE LEAST CONTROVERSIAL AND WHICH ARE THE MOST CONTROVERSIAL?

\*F. WHAT IS YOUR STRATEGY FOR COPING WITH THE OPPOSITION?

\*G. HAVE THERE BEEN ANY CHANGES IN LAWS, REGULATIONS, OR POLICIES THAT AFFECT THE YA PROJECT SINCE THE PROPOSAL WAS WRITTEN?

YAP / Winter '81

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(Site Code and Name)

STAFF INTERVIEW FORM

SITE: \_\_\_\_\_

NAME: \_\_\_\_\_

POSITION: \_\_\_\_\_

SEX:                      Male \_\_\_\_\_                      Female \_\_\_\_\_

RACE: \_\_\_\_\_

NUMBER OF YEARS IN SCHOOL: \_\_\_\_\_

HIGHEST DEGREE: \_\_\_\_\_

WERE YOU HIRED ESPECIALLY FOR THE YOUTH ADVOCACY PROGRAM?    \_\_\_ Yes            \_\_\_ No

HOW MANY HOURS PER WEEK ARE YOU PAID TO WORK FOR THE YAP? \_\_\_\_\_

1. WOULD YOU TELL ME, INFORMALLY, JUST WHAT YOUR JOB ENTAILS AND WHAT YOUR RESPONSIBILITIES ARE?

YAP / Winter '81

STAFF INTERVIEW FORM  
-2-

\_\_\_\_\_  
(Site Code and Name)

2. I WOULD LIKE TO FIND OUT HOW MUCH INPUT YOU HAVE ON THE FOLLOWING TYPES OF DECISIONS CONCERNING THE PROJECT:

	GREAT DEAL	MODERATE AMOUNT	NONE	COMMENTS
BUDGET DECISIONS				
STAFF HIRING				
POLICY FORMATION				
OBJECTIVES & SUBOBJECTIVES				
DAY-TO-DAY ADMINISTRATION				
YA PROPOSAL				

3. I WOULD LIKE TO REVIEW YOUR WORK EXPERIENCE PRIOR TO THE YA PROJECT. TELL ME BRIEFLY WHAT YOUR PREVIOUS VOLUNTEER AND PAID JOBS WERE, AND THE NUMBER OF MONTHS YOU WORKED ON EACH.

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\_\_\_\_\_  
(Site Code and Name)

STAFF INTERVIEW FORM  
-3-

4. HAVE YOU EVER WORKED IN AN AGENCY THAT IS NOW A TARGET FOR YOUR YA PROJECT?

\_\_\_\_ NO

\_\_\_\_ YES \_\_\_\_\_

5. DO YOU SEE THIS PROJECT AS A CONTROVERSIAL ONE? IF SO, IN WHAT WAY?

6. WHAT IS THE EXTENT AND NATURE OF YOUR RELATIONSHIP WITH THE BOARD?

7. *(For those staff that are lead people on an activity.)*

NOW I'D LIKE TO DISCUSS WITH YOU THE ACTIVITIES YOU ARE CURRENTLY WORKING ON. *(Fill out starred sections of Activity Summary sheet.)*

8. ARE THERE ANY YAP ACTIVITIES THAT YOU HAVE ALREADY COMPLETED?

*(If so, fill out all questions on the Activity Summary sheet for each.)*

Project \_\_\_\_\_

ID No. \_\_\_\_\_

STAFFING SUMMARY

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STAFF NAME	JOB FUNCTION	BACKGROUND						EXPERIENCE			PERCENT OF 40-HR. WK. ON YAP	HOURLY SALARY	EMPLOYED BY AGENCY PRIOR TO YAP?  (yes / no)	LOCATION	EDUCATION
		ASIAN AM	BLACK	HISPANIC	NATIVE AM.	WHITE	SEX	DIRECT*	INDIRECT*	IN TARGET AGENCY**					
1.															
2.															
3.															
4.															
5.															
6.															
7.															
8.															
9.															
10.															
11.															
12.															
13.															
14.															
15.															
16.															
17.															

\*A person with direct experience has performed similar functions in the same target area (education, juvenile justice, social services). A person with indirect experience has either performed similar functions in a different target area or vice versa.

\*\*Experience in the target agency means that the staff person has worked in the agency he/she is trying to reform.



YAP

Code:

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

# ACTIVITY SUMMARY

\*1. SITE \_\_\_\_\_ \*DATE BEGUN \_\_\_\_\_

\*2. LEAD STAFF PERSON \_\_\_\_\_ DATE ENDED \_\_\_\_\_

\*3. ACTIVITY: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\*4. SUBOBJECTIVE: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\*5. OBJECTIVE: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\*6. TARGET:

\_\_\_\_\_ Juvenile Justice

\_\_\_\_\_ Education

\_\_\_\_\_ Social Service

\*7. STRATEGIES:

\_\_\_\_\_ Education

\_\_\_\_\_ Litigation

\_\_\_\_\_ Statute Revision

\_\_\_\_\_ Administrative Negotiation

\_\_\_\_\_ Coalition Building

\_\_\_\_\_ Other: \_\_\_\_\_

\*8. CONDUCT OF ACTIVITY AND ROLE OF PROJECT:

\_\_\_\_\_ YA staff alone

\_\_\_\_\_ YA staff and other "in-house" members

YA role: \_\_\_\_\_ dominant \_\_\_\_\_ equal \_\_\_\_\_ secondary

\_\_\_\_\_ YA staff and outside agency / coalition

YA role: \_\_\_\_\_ dominant \_\_\_\_\_ equal \_\_\_\_\_ secondary

9. NUMBER OF STAFF INVOLVED: \_\_\_\_\_

*\*To be asked at first site visit.*

YAP

Code:

Age Group	Number of People
10	10
20	20
30	80
40	30
50	20
60	10
70	80
80	30
90	10

## ACTIVITY SUMMARY

\*10. NUMBER OF YOUTH INVOLVED IN ACTIVITY, AND CAPACITY\_\_\_\_\_

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\*11. LIST THE SPECIFIC TARGET AGENCY (OR AGENCIES) OR OFFICE(S) OR DIVISION(S) FOR THIS ACTIVITY. DISCUSS YOUR RELATIONSHIP WITH THE AGENCY AT THE BEGINNING OF THE ACTIVITY, THE AGENCY'S POSITION ON THE ACTIVITY, ANY DISCREPANCIES BETWEEN THE AGENCY HEAD AND OTHER STAFF, OR OTHER FACTORS THAT ENHANCE/INHIBIT THE OUTCOMES.

AGENCY: \_\_\_\_\_

DISCUSSION:

YAP

Code:

A horizontal number line with vertical tick marks at every integer from 0 to 10. The number 5 is circled.

## ACTIVITY SUMMARY

-3-

\* 12. STATE/CITY CLIMATE TOWARD SUBOBJECTIVE OF ACTIVITY:

\_\_\_\_ Agree      \_\_\_\_ Neutral      \_\_\_\_ Disagree      \_\_\_\_ Unknown

\* COMMENTS: \_\_\_\_\_

---

13. IMPORTANT EVENTS SURROUNDING ACTIVITY: \_\_\_\_\_

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\*14. EXPECTED OUTCOME: \_\_\_\_\_

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15. IMPORTANT PARTIAL OUTCOMES: \_\_\_\_\_

[illegible]

YAP

-4-

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.

<u>RATING</u>	<u>REASON</u>
<u>    </u> totally successful	
<u>    </u> partly successful	
<u>    </u> not successful	
<u>    </u> cannot judge	

\_\_\_\_\_ Very Important  
\_\_\_\_\_ Somewhat Important  
\_\_\_\_\_ Not Important

---

---

---

---

21. ACTUAL TIME (weeks) FROM BEGINNING TO END: \_\_\_\_\_

---

24. COST OF ACTIVITY: \_\_\_\_\_

Winter '31

TARGET AGENCIES

V. RELATIONSHIPS WITH TARGET AGENCIES. COULD YOU LIST THE DEPARTMENTS/AGENCIES/COMMITTEES YOU ARE TRYING TO INFLUENCE. THESE WOULD INCLUDE, FOR EXAMPLE, TASK FORCES, DIVISIONS WITHIN THE DEPARTMENT OF SOCIAL SERVICE, JUVENILE JUSTICE SYSTEM OR SCHOOL SYSTEM, OR A STATE LEGISLATIVE COMMITTEE. DO NOT INCLUDE AGENCIES AND GROUPS THAT YOU WORK WITH. WE WILL RATE THESE AGENCIES DURING THE SITE VISIT INTERVIEWS.

AGENCY NAMES	EXISTENCE / NATURE OF PRE-YA RELATIONSHIP *
1.	<input type="checkbox"/> No pre-YA relationship with agency <input type="checkbox"/> Prior relationship with agency, which was: <div style="display: flex; justify-content: space-around; width: 100%;"> <span>1</span> <span>2</span> <span>3</span> <span>4</span> <span>5</span> </div> <div style="display: flex; justify-content: space-between;"> <span>Hostile/Unsatisfactory</span> <span>Receptive/Satisfactory</span> </div>
Describe the nature of the relationship:	
2.	<input type="checkbox"/> No pre-YA relationship with agency <input type="checkbox"/> Prior relationship with agency, which was: <div style="display: flex; justify-content: space-around; width: 100%;"> <span>1</span> <span>2</span> <span>3</span> <span>4</span> <span>5</span> </div> <div style="display: flex; justify-content: space-between;"> <span>Hostile/Unsatisfactory</span> <span>Receptive/Satisfactory</span> </div>
Describe the nature of the relationship:	
3.	<input type="checkbox"/> No pre-YA relationship with agency <input type="checkbox"/> Prior relationship with agency, which was: <div style="display: flex; justify-content: space-around; width: 100%;"> <span>1</span> <span>2</span> <span>3</span> <span>4</span> <span>5</span> </div> <div style="display: flex; justify-content: space-between;"> <span>Hostile/Unsatisfactory</span> <span>Receptive/Satisfactory</span> </div>
Describe the nature of the relationship:	
4.	<input type="checkbox"/> No pre-YA relationship with agency <input type="checkbox"/> Prior relationship with agency, which was: <div style="display: flex; justify-content: space-around; width: 100%;"> <span>1</span> <span>2</span> <span>3</span> <span>4</span> <span>5</span> </div> <div style="display: flex; justify-content: space-between;"> <span>Hostile/Unsatisfactory</span> <span>Receptive/Satisfactory</span> </div>
Describe the nature of the relationship:	
5.	<input type="checkbox"/> No pre-YA relationship with agency <input type="checkbox"/> Prior relationship with agency, which was: <div style="display: flex; justify-content: space-around; width: 100%;"> <span>1</span> <span>2</span> <span>3</span> <span>4</span> <span>5</span> </div> <div style="display: flex; justify-content: space-between;"> <span>Hostile/Unsatisfactory</span> <span>Receptive/Satisfactory</span> </div>
Describe the nature of the relationship:	



FINANCIAL INFORMATION

(To be filled out by the person responsible for financial management.)

A. SOURCES OF ORGANIZATIONAL INCOME IN FIRST YEAR OF YA GRANT: (Report by calendar of fiscal year. You may have to estimate if the organization's audit is not yet complete. Please place an \* beside those entries which are estimates.)

Date: \_\_\_\_\_, 19\_\_ to \_\_\_\_\_, 19\_\_

FUNDING SOURCE	PURPOSE	AMOUNT
OJJDP-Youth Advocacy		
OJJDP		
Other LEAA		
Other Federal		
State		
County		
Municipality		
Private Fndtn.		
Service Fees		
Contributions		
Other:		

B. SOURCE OF ORGANIZATION INCOME IN YEAR PRIOR TO AWARD OF YA GRANT:

1. Year organization began: \_\_\_\_\_

Date \_\_\_\_\_, 19\_\_ to \_\_\_\_\_, 19\_\_

FUNDING SOURCE	PURPOSE	AMOUNT
OJJDP		
Other Federal		
State		
County		
Municipality		
Private Fndtn.		

C. FOR EACH OF THE LAST 10 YEARS, WHAT WAS THE APPROXIMATE LEVEL OF FUNDING AND WHAT PROPORTION OF THAT WAS FEDERAL:

YEAR/CYCLE	AMOUNT	PROPORTION FEDERAL
(Mo:) _____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____
_____, 19__ to _____, 19__	_____	_____

D. GENERAL INFORMATION:

1. Year Organization began: \_\_\_\_\_
2. Primary funding source in first year: \_\_\_\_\_  
\_\_\_\_\_
3. How many staff does your organization have on board? \_\_\_\_\_  
\_\_\_\_\_
4. What is your overhead rate? \_\_\_\_\_  
What is your leave and benefits rate? \_\_\_\_\_

Site \_\_\_\_\_

TARGET AGENCY PERSONNEL INTERVIEW

NAME \_\_\_\_\_

AGENCY \_\_\_\_\_

ADDRESS \_\_\_\_\_

TELEPHONE NUMBER \_\_\_\_\_ AREA CODE ( ) \_\_\_\_\_

ACTIVITY NUMBERS \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Points to Cover in Your Introduction

- You are a representative of AIR, a Washington, D.C. research firm, which has a grant from the National Institute of Juvenile Justice and Delinquency Prevention to evaluate the Youth Advocacy Program. As evaluators, our role is to track the progress of the youth advocacy grantees and to determine the short-term effects of their work. The youth advocacy grantee in the interviewee's state is \_\_\_\_\_.
- Ask the interviewee if he/she is familiar with YAP's work and if he/she (or others in their office) worked on an issue in which YAP was involved.
- On this trip, we are interested in gaining the perspective of staff in some of the agencies, organizations, or committees which have been working on the same issues as the youth advocacy grantee. We would like to know about the relationship of the interviewee and his/her agency to the youth advocacy grantee and about some of the issues on which they have worked.
- [If asked state that] We will not report anything that has been said during the interview to the grantee, but we do intend to use this information in our reports. We will not identify names in the report.



1. Have you worked directly with anyone from (YAP) ?  
☐ Yes Who? ☐ No How do you know about (YAP) ?  
[Probe for issues associated with YAP]

2. How would you describe your working relationship with (Person or YAP) .

3. Has this relationship changed over time or according to issue?  
☐ Yes In what way? ☐ No

4. How frequently is (YAP) in contact with you?

5. Have you initiated any contact with (YAP) ?  
☐ Yes Over what issues? ☐ No

ACTIVITY  
ISSUE \_\_\_\_\_ ACTIVITY  
NO(S). \_\_\_\_\_

6. I understand that (YAP) has been involved in (Activity/Issue). Did you work on that issue?  
☐ Yes Please tell me about it. ☐ No

7. What do you know about (YAP's) involvement in this?  
[Probe for anything the project did including

- Intensity of involvement, strategy, alternative strategies.
- OUTCOME
- ROLE YAP PLAYED IN CHANGING LAW, PROCEDURE, ETC.
- WAS YAP EFFECTIVE?

8. When was the last time you talked to someone from (YAP) about their work? Could you tell me about it?

[Probe for:

- When contact occurred, reason for contact
- Who contact was with, who initiated contact
- Nature of contact (part of an ongoing negotiation, one shot request)
- Outcome (followup activity, changes in policy or procedure)

9. Overall, what do you feel has been the most significant activity of the project?

[If different from previously identified issues, probe for:

- YAP's role
- Outcome]

Site \_\_\_\_\_  
Date \_\_\_\_\_

Round #3

TARGET AGENCIES

The target agency personnel whom we are interviewing are listed below. Please answer the questions and rate your previous and current relationship on the 5-point scale.

Target Agency Name	Nature of Relationship				
_____	_____ No relationship with agency/division				
_____	_____ Prior relationship with agency/division which was:				
	1	2	3	4	5
	Hostile/Unsatisfactory				Receptive Satisfactory
	_____ Current relationship with agency, which is:				
	1	2	3	4	5
	Hostile/Unsatisfactory				Receptive Satisfactory

Describe the nature of your working relationship with the target agency/division and with the staff person specified.

Has it changed over time \_\_\_\_\_? How? \_\_\_\_\_

Does it vary according to different issues? How? \_\_\_\_\_

How often and under what circumstances would you typically contact this person? \_\_\_\_\_

For use in YAP Case Study ☐  
Needs further investigation ☐  
Notes:

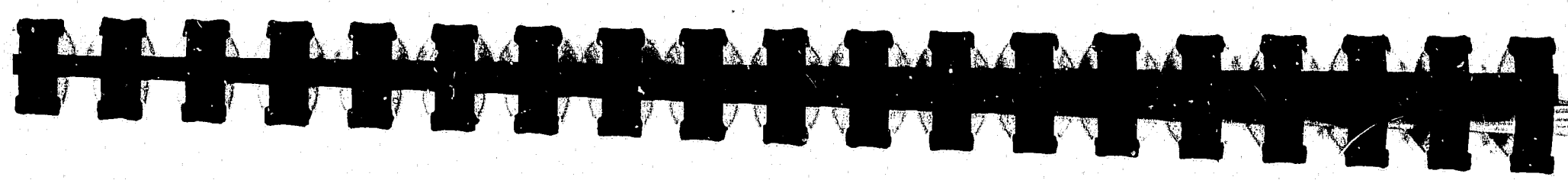
Linked to other activities? ☐  
List Activity Numbers:

Disposing Conditions:

Causal Relationships:

Activity/Event Description:

Outcomes:



WEEKLY SUMMARIES OF ACCOMPLISHMENTS & OUTCOMES

Project Staff

Staff Member \_\_\_\_\_

Date \_\_\_\_\_

Sub-objective No. \_\_\_\_\_

Activity \_\_\_\_\_

Activity Category: (Check one) ☐ Administrative Negotiation ☐ Education ☐ Litigation ☐ Coalition Building ☐ Statute or Code Revision ☐ Other: \_\_\_\_\_

- INSTRUCTIONS:
- 1. Write brief statements of **accomplishments** and **outcomes** each week.
  - 2. Total the number of hours you spend each week on this activity (do not include travel time).
  - 3. Total the number of hours you spend each week traveling for this activity (if your travel time relates to more than one activity, list part here and part with the other activity).

Week 1		
Week 2		
Week 3		
Week 4		
Week 5		
If you add additional pages, check here <input type="checkbox"/>		

MONTHLY SUMMARY

Briefly describe anything especially good or especially bad that affected THIS ACTIVITY.

Total Hours   
Total Travel Costs \$   
Total Per Diem Costs \$

APPENDIX D  
SITE SYNOPSES

## RURAL ALABAMA YOUTH ADVOCACY PROJECT (RAYAP)

The Rural Alabama Youth Advocacy Project (RAYAP) was operated by the Human Resources Development Center (HRDC), at Carver Research Foundation of Tuskegee Institute. HRDC began in 1968 under a Kellogg Foundation grant, with the aim of providing outreach to hard-to-reach, deprived families. HRDC's original focus was vocational education, but the scope broadened over the years. Youth services became a major program component in 1977 when HRDC received an OJJDP grant to provide school-based community enrichment and other programs intended to reduce vandalism and delinquency in nine target communities. Community organizing and public education in order to identify needs, priorities, and resources were a part of this effort; these tactics also were central to some of HRDC's other programs.

The Youth Advocacy Initiative provided an opportunity to continue HRDC's youth services thrust. HRDC received a total of \$720,633 for RAYAP. Although RAYAP received only \$7,592 for the third year, the project actually operated from May 1980 through May 1983 because it had funds remaining from the first two years.

RAYAP's primary goal was to change the policies, practices, and procedures of school systems within 13 "Black Belt" counties. Specific objectives were to:

- Increase community and youth involvement in educational programming;
- Provide an effective communication network for citizens involved in youth advocacy;
- Modify school policies and procedures that encourage suspensions, expulsions, and referrals to the juvenile justice system, and fail to protect student rights; and
- Promote innovative educational programs and approaches for youth who require special assistance.

To pursue these objectives, RAYAP installed a half-time county coordinator in each of the 13 target counties. Each county coordinator attempted to organize a local task force of youth, parents, system personnel, and other concerned citizens, as well as to do general community education on issues of concern. The task forces were expected to become a forum for discussing local educational problems and a catalyst for remedying them. In addition, each county employed an average of two students as "ombudsmen" in their high schools, to serve as conduits for student problems and grievances.

The county-based operations were backed up by a central



specialist, an information specialist, and some other support staff. The long distances between the central office and some of the participating counties turned out to be a barrier to effective working relationships in many instances, however.

RAYAP had varying results, depending on the county. Although initial organizing meetings for the "local advisory task forces" (LATFs) took place everywhere, in several cases the LATFs never became very active. In at least one county, however, the group is now seeking funds to carry on after YAP. In some areas, LATFs were involved in activities like setting up school enrichment programs (black history, junior olympics, field trips, etc.), resolving a school boycott, persuading schools to hire truant officers, correcting unsafe conditions on school property, and developing summer jobs for youth. In one district, PTAs were established in two schools. In another, the LATF launched a voter registration effort in an effort to obtain more black representation on the school board. Some LATFs opened a dialogue with school administrators on discipline policies. Some county coordinators were able to obtain reversals of disciplinary actions in some individual cases.

Efforts to involve students also had variable results. Most counties put on some "awareness" programs for youth and tried to involve youth in a training conference offered by the central office. Several schools put in suggestion boxes. In one district, student councils at two schools became more active. In another county, students organized a series of debates on topics like suspension and drug use; this culminated in a county-wide debate attended by 225 people. In the same county, RAYAP got youth members appointed to two local advisory boards. Elsewhere, youth reorganized the student handbook. In at least one location, the student ombudsmen who were hired under YAP are continuing to work on a volunteer basis.

The Youth Advocacy effort at HRDC came to a close when YAP funding terminated.

For further information about RAYAP, contact:

Rural Alabama Youth Advocacy Project  
Human Resources Development Center  
203 Moton Hall, Tuskegee Institute  
Tuskegee, AL 36088  
(205) 727-8780

- Assertion Skills for Young Women: A Manual
- Stop Sexual Abuse in Oregon
- Justice for Young Women: Closeup on Critical Issues

The book on sexual abuse in Oregon was done in conjunction with the CSD Incest Treatment Program and the Governor's Commission for Women. CSD has adopted the booklet for use by all field staff. Over 5,000 copies have been distributed to sheriff's departments, nurses associations, schools, hospitals, and other interested groups.

A series of articles on contemporary counseling techniques was completed in June 1983 and the project feels they will prove to be useful to social service agencies; however it is too early to tell. A clearinghouse was set up to circulate this information. The clearinghouse included articles by a wide variety of people, not just those funded under the Youth Advocacy Grant. Publications were made available, through the clearinghouse, to both private and public organizations. Three of the target personnel interviewed stated that the clearinghouse provided information not located anywhere else, and therefore it had become an important resource.

Conferences and training programs were also an important aspect of the Youth Advocacy Initiative and were tripartite in approach. For those conferences given outside of Arizona and Oregon, NFAP located local sponsors who could provide followup to the participants. In several cities, task forces were established to monitor and advocate for concerns identified in the conference. Co-sponsors included Girls Club of America, Smith College, University of Hawaii, the Lilly Endowment, National Organization of Women, National Women's Political Caucus, and National Council of Juvenile and Family Court Judges.

The programs in both states conducted training and technical assistance for interested groups. In Arizona staff and consultants conducted training for staff and residents of the training schools and community resident programs. Topics included assertiveness training, sexuality, juvenile rights, sexual abuse, and employment. These group training sessions were often followed up with individual counseling meetings.

Program successes occurred in both Arizona and Oregon. The most striking involved the female training schools in both states. In Arizona the Adobe Mountain School was closed and replaced by a halfway house, New Dawn. NFAP has held training sessions both for staff and offenders in the program. In Oregon the Ways and Means Committee has approved downsizing Hillcrest by 1988; females will then be treated in community facilities.

For more information on NFAP contact:

Carol Zimmerman  
Executive Director  
National Female Advocacy Project  
New Directions for Young Women  
376 S. Stone  
Tucson, AZ 85701  
(602) 623-3677

#### URBAN INDIAN LAW PROJECT

The Urban Indian Law Project (UILP) is a joint program of the Phoenix Indian Center and Community Legal Services. The project began in December 1977. It is housed in the Phoenix Indian Center, which acts as administrator to the Youth Advocacy grant. The Center is a multi-service agency which focuses on four program areas--social services, employment, child development, and senior citizens--for Native Americans. The Center was established in 1954 to provide support to the urban Indian community. This community is mobile, traveling back and forth between the reservations and the city. While the Bureau of Indian Affairs provides services to Indians on the reservations, few services were provided to the Indian in the city. The Center was set up to provide support during this transition.

The Youth Advocacy Initiative of the Urban Indian Law Project was substantially smaller than those in the other 21 sites. The total funding for UILP from OJJDP was \$133,615 for a 36 month period. Consequently the number of staff (consisting primarily of a project director and student rights advocate) was small; several interns, from both the American Indian Project and law school of Arizona State University, supplemented the staff.

The project differed from past efforts of the Indian Center primarily because of its focus on youth; the primary emphasis of the project is student rights and education. Multiple strategies were used by the project to accomplish its goals. These included administrative negotiation, research and education, coalition building, and case advocacy. The project also provided support to several class action suits filed by UILP.

Those agencies targeted for change included the Bureau of Indian Affairs, the Phoenix Indian High School, and the Phoenix Union High School District. Within the Indian community, UILP attempted to get the Inter-Tribal Council of Arizona as well as the individual tribes involved in education issues.

The project was able to accomplish several goals over the three year period. It produced a report on dropout, expulsion, and push out rates of students at both the Phoenix Indian and Phoenix Union high schools. The project also produced a handbook on students' rights and responsibilities which has been well received. UILP has received requests for the book from a wide variety of organizations throughout Arizona. Requests for the book have also come from groups in California and Oklahoma. The report and handbook were used to educate Indian parents, educators, and tribal governments on the problems in the schools.

In the third year of the project (and continuing beyond Youth Advocacy funding) greater attention was given by staff to

increased substantially and generally were made at the request of a group. A coalition composed of parents, educators, and representatives from tribal government was established jointly with Arizona State University and was continuing at the end of Youth Advocacy funding.

Other accomplishments included an Indian Foxfire Project. In this project students went back to their reservation and wrote papers on the culture of the tribe. Topics covered include clothing, food, myths, old and current lifestyles, dance, etc. At the end of the summer the papers and drawings were compiled into a book. Twenty students were involved in both the summers of 1982 and 1983.

One of the other program activities was representing students in disciplinary hearings at the Phoenix Indian School. As a result of this involvement, school policies and practices have improved regarding these hearings. For example, parents are now notified of charges prior to the hearing and there have been increased referrals to alternative schools for special education students. Because of its involvement in Youth Advocacy, the Indian Center is now developing a youth program. In the past the Center had youth projects only intermittently.

For more information on UILP contact:

Saundra Wilkes  
Urban Indian Law Project/Phoenix Indian Center  
3302 North 7th Street  
Phoenix, AZ 85104  
(602) 279-1622

#### ARKANSAS ADVOCATES FOR CHILDREN AND FAMILIES (AACF)

Arkansas Advocates for Children and Families (AACF) was incorporated in 1977. It was the outgrowth of an informal task force of community leaders and other private citizens with a strong interest in the problems of youth and families. Modeled after the Children's Defense Fund, the organization focuses its efforts on data collection and analysis, monitoring of legislative and administrative changes, public education, and coalition-building concerning children's issues. AACF does no direct service delivery, although many of its approximately 500 members are professionals who serve children in some capacity.

At the time of AACF's application for the Youth Advocacy Initiative, the membership was organized into task forces on law, social welfare, education, and health. AACF already had acquired some visibility and credibility in the state through efforts such as the publication of Arkansas Children Have Problems (a pictorial and statistical profile), A Compilation of Arkansas Laws Relating to Children, and a Juvenile Justice Manual, testimony before the legislature on several issues, and assistance to the state's largest juvenile court in developing a volunteer guardian ad litem program.

AACF received \$536,348 to operate its Youth Advocacy Project from July 1980 through June 1983. During the first twelve months of the grant, AACF was able to expand its original staff from two to nine (including a youth employee) and to focus more resources on four particular concerns:

- Changing juvenile jurisdiction, which according to the Arkansas constitution rests with the county executive or his appointee. (When YAP began, the presiding judge was not an attorney in about one-third of the counties.)
- Ensuring systematic case planning and case review for children in out-of-home placements.
- Educating parents and youth about their rights within the systems designed to serve them.
- Involving youth in achieving youth advocacy objectives.

In order to accomplish these objectives, AACF particularly targeted the Arkansas State Legislature and the Arkansas Division of Social Services, as well as the statewide associations of juvenile judges and probation officers. AACF identified 25-30 other organizations as coalition members; most of these were professional or citizens' organizations.

The tactics used by AACF during YAP did not change dramatically from the pre-YAP period, although the level of effort did. Public education, research, and statutory efforts continued to figure heavily. Although the organization had set aside about \$20,000 of its grant to pursue litigation, a Litigation Advisory Committee counseled against the tactic except in very special circumstances and no cases were ever pursued.

AACF's biggest successes so far have come in the area of foster care. AACF worked consistently with DSS on improving various aspects of foster care administration; DSS is now implementing a brand new administrative review system, complete with five new staff. Six-month judicial reviews and individual case plans aimed at permanency have been instituted. Working with the Arkansas Division of Social Services and a few private organizations, AACF also helped pass a Child Placement Licensing Act that will bring some regulation to the almost wholly private and unregulated arena of adoption and foster care placements in Arkansas.

In the juvenile justice sphere, AACF backed several juvenile code amendments that passed the legislature in the 1981 session. Also in 1981, a constitutional amendment to change juvenile jurisdiction was approved by the legislature for the November 1982 ballot, but failed when it was put before the voters. AACF returned to the juvenile jurisdiction issue in 1983, the next legislative session; this time, efforts focused on a narrowly drafted statute that was intended to bypass the constitutional issue. Identical versions of the statute were introduced late in the three-month session, but only the Senate voted on it and passed it. The bill is expected to be re-introduced in 1985.

On the research front, AACF is disseminating two recently completed reports, one on a statewide court monitoring study and the other a study of juveniles referred to circuit court. AACF also prepared a research report on the strengths and weaknesses of various juvenile court structures. AACF's newsletter and other public information efforts are generally credited with raising public consciousness of problems with juvenile jurisdiction and other youth issues. The organization's youth employees have produced a regular newsletter, The Defender, which circulates statewide to 1,000 schools, agencies, and youth facilities.

AACF is currently seeking additional funds to continue its efforts on behalf of children and families. Modest reductions in staff have been made since the end of the YAP grant.

For more information about AACF contact:

Mr. Donald Crary  
Executive Director  
Arkansas Advocates for Children & Families  
931 Donaghey Building  
103 E. 7th  
Little Rock, AR 72201  
(501) 371-9678

## CALIFORNIA CHILD, YOUTH AND FAMILY COALITION

The California Child, Youth and Family Coalition (CCYFC) is a membership organization founded in 1978. The coalition grew out of a statewide meeting of community-based, youth serving organizations. Social Advocates for Youth, located in San Francisco, organized the meeting and provided a staff for the resulting coalition. The membership is composed primarily of youth serving agencies in the private sector; however the membership is open and includes individuals and public agencies as well.

In the past, the coalition has focused on juvenile justice issues, with an emphasis on the deinstitutionalization of status offenders. Other issues in which CCYFC has been involved include all funding issues connected with juvenile justice and social services for youth, the transfer of minors accused of serious crimes from juvenile to adult courts, separation of incarcerated juveniles and adults, child abuse legislation, attempts to revamp the juvenile court system, the availability of mental health treatment for minors, pre-commitment hearings, and court procedures for emancipation.

The primary strategy used by CCYFC has been statute revision. However the group also has been involved in administrative negotiation and conference presentations. Local advocacy was carried on through the coalition membership. Staff conducted training sessions to encourage this activity.

The Youth Advocacy monies were used to continue these activities. CCYFC was awarded \$926,003 over 34 months to continue its work on deinstitutionalization of status offenders. The youth advocacy program used this money to heighten the emphasis placed on local advocacy. In addition to the central office in San Francisco, five satellite offices were set up. These were located in San Diego, Los Angeles County, Santa Clara County, Sacramento, and Fresno. These local offices were also responsible for the youth involvement component of the program. Strategies used by the local offices included administrative negotiation, public education, research, technical assistance and training, testimony before the local Boards of Supervisors, and conference presentations. The targets for these various strategies were local judges, defense attorneys, community-based organizations, police and sheriffs' departments, and county bar associations.

The primary emphasis of the central office continued to be statute revision and administrative negotiation with the California Youth Authority and Parole Board. During a legislative session the degree of involvement by CCYFC in any bill varied. For all bills on which a position was taken, CCYFC provided testimony upon request a

members advising them of actions being taken. This level of effort could be directed at as many as 60 bills. For bills of greater interest CCYFC staff got involved in educating and organizing other community groups to get involved and talked individually with interested parties. At the most intense level of involvement--usually only two or three bills a session--CCYFC worked with sponsoring assemblymen or senators on drafts of the original bill.

CCYFC employed twelve people in the first year to implement the program, five of whom were located in the satellite offices. Only one of the local programs--San Diego--was funded to operate in Year 3 of the program, at which time the total number of professional staff was reduced to five.

Several positive outcomes resulted from the Youth Advocacy Initiative. Perhaps the greatest success occurred in the third year, when because of effective intervention by CCYFC \$20 million in cuts to AB90 funds (juvenile diversion monies to counties) was not enacted by the legislature. Two hoped for successes are the transfer of juvenile beds to the adult authority, which would result in fewer beds in juvenile facilities (proposed and likely to occur), and a bill to place a surcharge on divorce filing fees that would provide a source of revenue for county juvenile diversion programs (passed legislative committees, not passed both houses).

There have also been successes on the local level. In San Diego a Neighborhood Justice Center was established and the Board of Supervisors provided funding for a new alternative program--Vision Quest--to serve 45 youth. Also in San Diego an advisor (half-time staff person) was set up in the juvenile defense attorney's office to provide alternative dispositional recommendations for the consideration of juvenile judges. Approximately 75% of the recommendations have been accepted. In San Francisco CCYFC worked with the Coleman Youth Advocacy project in stopping the construction of a new detention facility.

Given its emphasis on working with the California legislature, CCYFC has moved its offices to Sacramento.

For more information on CCYFC contact:

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California Child, Youth and Family Coalition  
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## COLEMAN CHILDREN AND YOUTH SERVICES

Coleman Children and Youth Services was established by the San Francisco Foundation to improve services to neglected and abused children. Since it was founded in 1975 it has worked primarily with the social service needs of children. They were advocates for

- removal of dependent children from San Francisco's detention facility (which was accomplished in 1976),
- the establishment of a Comprehensive Emergency Service System,
- a community based shelter care system for dependent children,
- in-home prevention services,
- parental stress hotline,
- transfer of the administration of dependency from Probation to the Department of Social Services,
- permanency planning for all children in out-of-home care in San Francisco, and
- appointment of a Child Sexual Trauma Advisory Committee as Mayor's Advisory Body.

The San Francisco Youth Advocacy Project was funded--\$635,308 for a period of 34 months--as a coalition effort. The program as originally conceived was cosponsored by Coleman and the Delinquency Prevention Commission (DPC).<sup>\*</sup> Coalition members included

- The San Francisco Child Abuse Council
- Sexual Minorities Youth Services Coalition
- Family Service Agency
- Young Adults
- Japanese Community Youth Council
- Youth Advocates, Inc.

Using a coalition approach allowed both Coleman and DPC to broaden their approaches to youth. Coleman's previous expertise

<sup>\*</sup>Coleman was defacto the primary contractor.

had been in social services for youth; DPC's expertise was in juvenile justice. By uniting these groups in a single grant the coalition was able to approach the needs of youth from a more comprehensive point of view.

The majority of the project staff were housed in Coleman. Coleman increased its original staff of two--an Executive Director and Secretary--to a professional staff of four. An additional six professionals were paid throughout the coalition. Attendant to the funding cuts in year 3, staff cuts were made as well, staff positions were reduced to five full-time equivalents. Five of the original coalition members continued to be involved. The Sexual Minorities Youth Services Coalition dissolved as did Young Adults.

This project was one of the few which focused on local politics rather than the state. The advocacy approaches frequently used by the San Francisco Youth Advocacy Project were administrative negotiations, coalition building, community education, litigation and statute or code revision. Those agencies targeted by the project were the Board of Supervisors, the Mayor, the Division of Family and Children Services of the Department of Social Services, juvenile court judges, the Juvenile Justice Commission, and the Mayor's Criminal Justice Commission. Coleman's style of advocacy was most often adversarial. The Project Director viewed this as necessary to effect change and maintain independence. Coleman strongly defends its independence from the system--all members of the Board of Directors are from the private sector.

Several positive outcomes emerged as a result of the Youth Advocacy Initiative. Services to dependent children were transferred from the control of the Probation Department to the Department of Social Services. The Mayor and the Board of Supervisors adopted a policy to deinstitutionalize status offenders and there appears to be increased referrals of status offenders to community facilities. The Probation Department withdrew its request for a new detention facility. Coleman was instrumental in setting up a black adoption agency, which is scheduled to open late summer 1983. Coleman was also involved in recruiting black families interested in adoption. DSS also reports an increased number of adoptions. Coleman published a book, 300 Families in San Francisco, tracing services used by "high risk" youth and families. The book was well received throughout the city. It is now being used as a textbook in one of the classes at the University of California at Berkeley.



**CONTINUED**

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For more information on Coleman Children and Youth Services  
contact:

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Executive Director  
Coleman Children and Youth Services  
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#### SPEAK OUT FOR YOUTH (SOY)

The Speak Out for Youth (SOY) Project was implemented by a consortium of three private nonprofit organizations based in Delaware -- CHILD, Inc., Delaware Council on Crime and Justice, Inc. (DCCJ), and Community Legal Aid Society, Inc. (CLASI). CHILD, the lead agency for the consortium, began as the Boy's Home of Delaware, a provider of group homes for abused, neglected, and dependent youth. Since 1973, the organization has taken on a broader charter to include advocacy, research, family counseling, emergency shelters, and public education in its activities. Prior to the Youth Advocacy grant, CHILD had been a prominent critic of the state's child protective system and had publicly recommended alternatives to the current organization.

CHILD's two partners in SOY also were long-established organizations. DCCJ originated as the Prisoner's Aid Society in 1920. While maintaining a modest assistance program for released prisoners, it had become a strong advocate for improved correctional systems for adults and juveniles. Issues of recent concern and activity at DCCJ had included due process for incarcerated juveniles and the implementation of an accreditation program for juvenile institutions and community-based programs. CLASI, the third partner, had been providing legal representation in civil matters to those who could not afford private attorneys for over 30 years. One recent case had successfully attacked overcrowding and other conditions in the state's prison for women.

SOY received \$708,367 in Youth Advocacy funds, and operated its YAP grant from May 1980 through August 1983. The project headquarters were at CHILD, where SOY operated as a distinct component of CHILD and had its own director. SOY began with five full-time and two part-time staff, divided among the three agencies.

SOY's focus was abused, neglected, dependent, emotionally disturbed, and delinquent youth who were involved in the juvenile justice, social services, or mental health systems. For each of the participating agencies, the YAP grant represented an opportunity to expand its prior advocacy on behalf of youth. For CLASI, the award also meant an opportunity to step away from case-by-case advocacy and look at the larger system.

Key objectives of SOY included:

- Promotion of an organizational realignment that would merge child protective, correctional, and mental health services under a new Department of Children and Youth;
- Promotion of a reorganization of services for abused, neglected, and dependent children and youth within the State Department of Health and Social Services;

- Improvement of prevention and emergency services for abused and neglected children, and complementary changes in the state's mandatory reporting law;
- Development of a guardian ad litem program for youth in civil proceedings;
- Improvements in the classification system used by the Bureau of Juvenile Corrections, as well as other planning and management processes;
- Revision of Family Court rules of procedure in juvenile cases;
- Development of a better diagnostic and evaluation system for emotionally disturbed youth.

Most of SOY's activities focused on a few targets: the Bureau of Juvenile Corrections, the Division of Social Services (later the Division of Child Protective Services), the Division of Mental Health, the statewide Family Court, and key committees of the General Assembly.

Throughout its three-year history, SOY used a wide variety of tactics, including administrative negotiation with agencies, public education, research, and litigation. SOY's statute revision activities were greatly enhanced by an invitation to "staff" the Special Senate Committee on Children and Youth, during SOY's second year. SOY maintained this role throughout the remainder of the YAP grant and saw the Committee produce several important bills and recommendations on youth issues.

The objectives of SOY were achieved most decisively in the legislative arena, under the auspices of the Senate Committee. Indeed the results far exceeded the project's original expectations. In 1983, the state passed a bill to create a Department of Services for Children, Youth, and Their Families that will combine the Bureau of Juvenile Corrections (BJC), the Division of Child Protective Services (DCPS), the interagency youth diagnostic center, Family Court's Youth Probation Services, and mental health services for youth. DCPS and the diagnostic center had themselves been created only in 1982, largely as a result of the Committee's scrutiny and proposals for children's services. Another interim achievement had been the appropriation of resources to add 19 new protective services workers to DCPS. The new Department will phase in over a one-year period; it has been given about \$300,000 in additional resources for the new Secretary and other central office staff.

Another of SOY's major achievements was the Bureau of Juvenile Corrections' comprehensive new classification system. The system, which covers both security and treatment needs of juveniles at intake and over time, was designed and put into place with substantial planning, training, and monitoring assistance from SOY.

SOY's work to develop new Family Court rules was less successful, although some of the desired principles were incorporated into the state's protective services manual. Similarly, several of SOY's research efforts probably contributed to such changes as modest improvements in the emergency response system for abused children and better conditions at the Girl's Training School. SOY also served on planning committees for a pilot guardian ad litem program and the new diagnostic center; both programs have been implemented. Litigation efforts resulted in improved compliance with P.L. 94-142 (The Education for All Handicapped Act) by BJC and the cessation of the use of criminal contempt citations and penalties for non-delinquent youth by Family Court.

The SOY Project is expected to dissolve after the YAP grant, although each of the participating agencies remains committed to youth advocacy activities on a smaller scale. For further information about SOY, contact:

Mr. Joseph Duffy  
Project Director

OR

Mr. Joseph M. Dell'Olio  
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## FLORIDA CENTER FOR CHILDREN AND YOUTH (FCCY)

Florida Center for Children and Youth (FCCY) was formed in 1976 by a group of agency representatives and private citizens who had been disappointed in the failure of the Florida State Legislature to comprehensively address children's concerns. With funds awarded by the Office of Juvenile Justice and Delinquency Prevention, FCCY hired a staff of advocates to organize a statewide network of child advocacy organizations. The major goals were to organize informed advocacy alliances and to assist these alliances by conducting research and providing them with information. To those ends FCCY operated a clearinghouse, published a monthly newsletter, developed and disseminated legislative updates, provided technical assistance to local clusters of advocacy groups and conducted workshops and conferences. With continued federal funding FCCY administered five special projects prior to youth advocacy--the children in jails study, the monitoring of secure detention populations, the utilization of community groups for deinstitutionalization, the status offender study and the youth and alcohol study. Through these projects FCCY claimed a role in major revisions to the Florida Statutes such as the new Juvenile Justice Act and changes in the sections governing child abuse.

When the Youth Advocacy grant was awarded to FCCY in May 1980 FCCY had on board an experienced staff of 11 professional advocates, most of whom had participated in the widely acclaimed children in jails and deinstitutionalization studies. FCCY's advice was sought by HRS officials on regulations and model legislation and relationships had been established with House and Senate staffers in the relevant committees. The Children, Youth and Families legislation had passed into law in 1980, consolidating statewide planning, budgeting and monitoring of most children's programs and easing FCCY's access to HRS officials responsible for youth-serving programs. FCCY had an auspicious beginning in terms of staff experience, reputation and environment. The only change occasioned by the grant was a deemphasis on children's health as a priority issue.

With the \$749,691 awarded for the first two years, FCCY embarked on an ambitious workplan which covered all three sectors and most of the strategies. The primary goals were:

- to improve and increase appropriate services for dependent children and their families; (through increases in appropriations, amendments to Florida laws to insure permanency planning, deleting the statutory authority to place runaways in adult jails or physically restrictive shelters, and increasing Title XX subsidized day care slots);

- to establish discipline policies, procedures, and practices which protect students from due process violations and unnecessary exclusions (through elimination of academic penalties for truancy and clarifying suspension policies);
- to protect the rights of children and enhance the rehabilitative goals of the juvenile justice system (through legislation prohibiting the placement of juveniles under juvenile court jurisdiction in adult jails, setting strict detention criteria, maintaining confidentiality and age for juvenile court jurisdiction and decreasing the training school population by reallocating resources to less restrictive community programming);
- to increase the use of community-based least restrictive mental health services (through legislative prohibitions of mixing children and adults, increased community access of group and foster homes, and legislative due process safeguards and least restrictive guidelines for placement).

FCCY pursued the same strategy for each of their objectives: researching the problem, developing and disseminating materials, informing and organizing coalition groups, negotiating with the relevant agencies, drafting legislation, providing information to legislators and testifying. Coalition groups were used to show breadth of support for an issue; FCCY staff conducted most of the state-level negotiations and statute-revision activities themselves.

In order to staff the Youth Advocacy project, FCCY expanded its professional staff from 11 to 15. Most of the youth advocacy staff were hold-overs from the previous grant. They were mostly white (13 of 15) and female (9 of 15) and seven of them had been previously employed by one of the agencies or committees targeted by the project. In addition FCCY had a subcontract with Southern Legal Counsel, Inc. for \$35,000 in Year 1 and \$40,000 in Year 2 to provide legal assistance.

The staff shrank to nine professionals in the third year when funding was reduced to \$115,000. During the second and third years there was some staff and board friction concerning project management and leadership roles which impeded total effectiveness.

FCCY's success record was mixed. They claimed major juvenile justice legislative outcomes in the first year of the project which were erased by a backlash movement in 1981. The 1980 amendments had strengthened both provisions prohibiting the placement of runaways in jails and the criteria for detention. Although the detention population decreased by 25% without increasing the non-appearance or arrest rates, the legislature

repealed the progressive provisions in response to pressure from law enforcement officials and Juvenile Court Judges.

FCCY was more successful in the social services area. Two bills which would have weakened the state's regulatory authority over day care were withdrawn, an amendment to the Mental Health Act precluding the mingling of adults and juveniles in state mental hospitals passed, a bill establishing permanency planning procedures passed and appropriations increased for preventive child abuse services and GAL programs. Underlying all of FCCY's legislative work was the development of a legislative information network (The Children's Action Network) capable of responding quickly to child-related issues. The project was least successful in its work with a local school system on disciplinary procedures. In part because of lack of experience in local county-level work, FCCY discontinued those local activities. In 1982, the Legislature appointed a statewide task force on truancy and discipline in order to comprehensively address essentially local "home-rule" issues on a state policy level.

FCCY is building membership participation and support through the efforts of its board and agency affiliates statewide. The Children's Action Network, an alliance of 12 metropolitan county-based child advocacy organizations is established and growing in participation on the local level. However, FCCY has faced staff reductions since the project ended May 1983 and future funding is uncertain.

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Florida Coalitions for Children and Youth  
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#### FLORIDA CHILD ADVOCACY, INC.

Stimulated by a local judge's participation in the 1970 White House Conference on Children and Youth, Child Advocacy, Inc. (CAI) was chartered in Broward County in 1973 to identify and resolve youth problems. Over the next six years the organization received two LEAA grants, one to develop a youth services system in Broward County and one to develop a countywide diversion system. Through this work, CAI developed a local reputation for expertise in planning and coordinating youth services. However, HRS was reportedly extremely resistant to the diversion plan and CAI terminated that project prematurely in 1979.

For CAI the Youth Advocacy Program represented a departure from their previous, passive role of service coordination and planning to a more confrontational and aggressive stance vis a vis child-serving agencies. Although CAI's philosophy of advocacy meshed with that of the Youth Advocacy program, they had not previously used direct tactics such as litigation and statute revision, but had instead relied on information sharing and task force work to achieve their objectives. In addition the focus of the organization was expanded from child abuse and diversion to include broad juvenile justice, social services and educational issues.

CAI received \$739,949 in June 1980 for the first two years of the Youth Advocacy Project and another \$187,793 in 1982 for the third year. The Youth Advocacy project and the organization were coterminous; only \$3,000 of the agency's operating funds in 1981 were not from the OJJDP program. The grant supported an original staff of professionals, an Executive Director, two community organizers, a training specialist, two attorneys, an evaluation specialist and an individual case advocate. About half the staff were female and all but one were white. With cutbacks in grant funds, the staff in 1982 had dwindled to five, only two of whom were original staff.

CAI focuses on Broward County issues, but some of its work is targeted at the state level. The objectives of the project are:

- to increase community awareness of the rights and needs of children;
- to insure children's rights in admissions to and treatment at South Florida State Hospital;
- to increase regulations governing mental health practitioners;
- to develop and enforce adequate day care standards in Broward County;

- to ensure children's rights in the educational system;
- to develop a GAL program for abused and neglected children;
- to mobilize and involve youth; and
- to increase the use of program evaluation in assessing and allocating funds to juvenile justice, status offender, and community arbitration programs.

CAI used a variety of techniques to accomplish these goals. The usual strategy was to research a topic area or to monitor an institution, to prepare a position paper, and to concurrently negotiate with agency officials and inform the public of the problem. The school work consisted largely of case advocacy for handicapped and suspended students, with the bulk of the time spent on litigating a case for a student who had been expelled for a weapons violation. CAI's public information campaign consisted of publication of a newsletter, numerous speaking engagements and constant efforts to have the local media report on children's issues.

CAI's greatest success was in the establishment and operation of a Guardian ad Litem program for abused and neglected children and for children admitted to South Florida State Hospital. Operation of the GAL program was taken over by the state in 1982 as part of a statewide program. Another successful effort was the monitoring of South Florida State Hospital by a CAI-organized team of local experts. With the data from the monitoring report and increased public interest in the problem of juvenile mental treatment, SFSH was able to reduce the number of adolescents and children admitted from 100 to 51. In addition, a CAI-supported bill requiring sight and sound separation of children and adults in mental hospitals was passed. A third success was the development and operation of a model data bank to track missing children.

CAI was least successful in its work in the school system, not surprisingly the agency with which CAI had the least cooperative relationships. The project lost its legal case on weapons violations and was able to achieve only minor compromises from the school system on disciplinary and attendance procedures.

CAI faced some cutbacks in staff and dollars in 1983 but it expects to be able to rebuild to Youth Advocacy levels by 1984. The organization does not intend to apply for government funds in the future.

For more information about CAI, Inc. contact:

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## STUDENTS, TEACHERS, EDUCATORS AND PARENTS FOR SCHOOLS (STEPS)

Students, Teachers, Educators and Parents for Schools (STEPS) was one of several projects operating under the auspices of the Regional Institute for Social Welfare Research, Inc. (RISWR). RISWR, originally a component of the University of Georgia, was incorporated as an independent private non-profit agency in 1969. It serves the states in the southwestern region of the U.S.

The purpose of RISWR is to promote the improvement of social and related services to individuals and families through research, program development, training, consultation and information dissemination. It is particularly concerned with problems related to the disintegration of the family unit, child abuse/neglect, and improvement of services to these families and children.

In 1979 the Institute was engaged in several major initiatives: a national study of the impact of status offender deinstitutionalization; the development of training programs for the certification of state personnel working on child welfare and related issues; and the operation of the Child Abuse and Neglect Resource Center in Region IV, under the auspices of the Department of Health, Education and Welfare (currently two departments--Education; and Health and Human Services). The agency's major programs centered on juvenile justice and social services initiatives.

RISWR staff used the following tactics most often in their work--coalition building, education, research, technical assistance and training, and service provision. These activities sometimes led to staff involvement in administrative negotiation, statute revision, and monitoring legislative activity.

The application to OJJDP would add, to the Institute's agenda, a focus on issues related to education in Georgia. STEPS was funded on 1 May 1980. The initial award of \$746,415 carried the program through 27 months of operation, using carry-over funds for operations in the third year.

The major emphasis of STEPS was on developing uniform policies and procedures for school discipline and preventing the involvement of youth in truancy and behavior problems in the schools. In order to accomplish this, a strategy comprised of several tactics was devised. The tactics included: education, research, coalition building, training and technical assistance, and monitoring legislation and school policies and procedures. It was felt that using coalition building to garner support from key groups would enhance the probability of success.

A needs assessment, conducted early-on, was the means by which the project identified local school districts in which to work to build coalitions. These coalitions were to support the development of programs to prevent discipline and behavior problems. These interventions took place at the level of the neighborhood/school building. A second thrust was to influence legislative initiatives impacting on school policies and procedures from a state-wide perspective. Overall, STEPS intended to encourage the utilization of mechanisms to prevent disciplinary problems in the schools and to develop and promote the use of "model guidelines," for confronting problems when they arose.

STEPS targeted different types of organizations. The principal target agencies, the State Board of Education, local schools in six communities, the State Legislature, and the Georgia Association of Educators. They also intended to inform youth of their rights and to involve them in the development and implementation of changes within the schools.

In order to accomplish these tasks, STEPS began with a staff of eight, the majority of whom were professionals in juvenile justice, education and social services fields. Each was assigned functional responsibilities, e.g., youth opportunities specialist, media specialist, coalition building specialist, etc. A subcontractor, the project's legislative liaison, had primary responsibility for the legislative activities of the project.

STEPS demonstrated the greatest success in work with state-level agencies, in comparison with local coalition building activities. In a couple of instances, activities and in-school programs were begun in local sites and have been assumed by others, e.g., a Student Advisory program and a Partnership Program. In most cases, the staff were too far removed to become integrally involved in program development on-site and sufficient momentum for local ownership and implementation was never attained.

In spite of its short tenure, STEPS did contribute to the attainment of some outcomes. Examples are:

- Appropriation of \$3 million for compensatory education programs in 1982.
- Development of proposed uniform procedures in a reporting system for school disciplinary actions which are now being used in many of Georgia's county-based school systems.
- Establishment of a Joint Committee on Children and Youth by the Georgia legislature which is, according to the National Conference of State Legislatures, the first of its kind. Similar committees are currently being developed in other states. In Georgia, funding for operations was on the legislative agenda, for 1983.



Other intermediate outcomes, such as the adoption of a school climate improvement strategy by the State Board of Education, point to activities for which STEPS was a catalyst.

Georgia STEPS was not successful in securing funds from other sources and is no longer operating. However, information on the program may be obtained from:

Dr. Grady Cornish  
Georgia Board of Dentistry  
166 Prior Street, S.W.  
Atlanta, GA 30303

The professional staff of KYA grew to seven under YAP, including one off-site member based in Lexington. Most of the positions created were research analyst positions for five issue areas--treatment, child care, training and communications, monitoring legislative activity and monitoring service provision facilities. Strategies used by staff remained basically the same as those used prior to the YAP award. The level of effort, however increased significantly.

KYA continued to work with professional associations, citizens groups, public/private service providers, public agencies and task forces on children. The number of coalition groups with which KYA worked almost doubled over the period of the project, from approximately 15 to 30.

KYA has enjoyed the most success in an area in which they had a strong track record prior to YAP -- foster care and correctional reform. KYA encouraged statutorily mandated external (e.g., citizen) review of children in foster care. Based on a Children in Placement model that was used in several counties with which KYA worked, the General Assembly passed Senate Bill 216 in 1982. The bill outlined external review procedures and \$75,000 was appropriated for implementation. KYA was also successful in helping to promote passage of the Kentucky Unified Juvenile Code, which addresses all issues related to children, mental health, and the use of court designated workers to work specifically with status offenders during intake, placement, and release. Appropriations included \$360,000 for the use of court designated workers and \$630,000 for pre-implementation activities in the Code which will be implemented in 1984.

KYA monitored state institutions for youth with emotional problems, which resulted in several reports. Many of the recommendations in KYA's reports formed the basis of a special investigative report adopted by state government as state policy, including: (1) refraining from using the controversial treatment practice called "grouping," (2) monitoring its facilities to assure the quality of care, (3) using more community-based treatment programs, (4) determining what the state's institutional and programmatic needs actually were, (5) providing more training to its staff, (6) using vocational programs as part of the treatment process, and (7) developing individual treatment programs for each child.

KYA has had to reduce its professional staff to four in the past year. The project has been successful in securing funds for maintaining its current level of operations in the coming year. The agency will continue with its current foci and an increased emphasis on fundraising.

For more information about KYA contact:

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#### JUVENILE LAW REFORM PROJECT (JLRP)

The Juvenile Law Reform Project (JLRP) was located within Greater Boston Legal Services (GBLS), the largest provider of legal services in Massachusetts. Founded in 1976 through a merger of two programs for the indigent, Boston Legal Aid Society and the Boston Legal Assistance Project, GBLS had grown to a \$4,000,000 operation at the time of its application for Youth Advocacy funds. Since its inception, GBLS had operated a juvenile law unit with state and, since 1978, OJJDP funds. In addition to litigating several major juvenile law reform cases, staff of this unit had served on relevant state oversight boards and committees; drafted rules, regulations, and legislation; negotiated with public agencies; and done community education.

The Youth Advocacy Initiative represented an opportunity to continue the juvenile law efforts of GBLS as some of its other funding phased out. The Youth Advocacy grant began in May 1980 with an initial award of \$725,963; a continuation grant for the third year brought the total award to \$874,721 and carried JLRP through April 1983. At its peak, YAP funds supported six full-time and five part-time attorneys, as well as paralegals and other support staff. In the final year, when OJJDP ruled out new litigation efforts, the attorney staff was reduced to four to handle continuing cases.

The primary objectives of JLRP under YAP were:

- To ensure that youth in the social services and mental health systems receive the services to which they are entitled and/or appropriate services, while protecting family integrity.
- To ensure that youth in institutions and community-based programs receive high quality services in the least restrictive setting.
- To ensure that the policies and practices of the Department of Youth Services do not discriminate against minority youth, especially young women and Hispanics.
- To ensure that no legislation is enacted to diminish juvenile rights and benefits under the juvenile code.

The majority of JLRP's efforts fell into the category of litigation or administrative negotiation with agencies who were potential or actual targets of litigation. Statute revision activities were generally pursued in concert with a coalition of other organizations who shared similar concerns and, in the case of the juvenile code, through work with state level advisory committees. JLRP also did some community education pertaining to major cases, within the limits permitted by Massachusetts law.

JLRP's two most significant activities under YAP were Lynch v. King and the Jose T. case, each representing several thousand hours of effort. Both cases began prior to YAP. The Jose T. case, brought on behalf of emotionally disturbed youth committed to the adult wards of state mental hospitals, is still pending. The Lynch case, however, yielded JLRP's biggest victory to date. The Lynch complaint alleged that the Department of Social Services (DSS) had failed to provide the requisite child protective services, resulting in many instances of death or serious injury to children, and also unnecessary separation of children from their natural families. In 1982, a Federal District Court judge issued a preliminary injunction ordering DSS to reduce child protective caseloads, to assign all cases within 24 hours, and to establish case plans for all children and review them periodically, or face the loss of federal funds. While appealing the decision, DSS is nonetheless proceeding to comply with the judge's order.

Several other JLRP cases have resulted in improved treatment, better educational services, or more appropriate placements for specific youth, although they did not have the scope of Lynch. When the state legislature voted to close the Regional Adolescent Programs, the state's secure treatment facilities for disturbed youth, JLRP headed a coalition of advocates that negotiated suitable placements for about 20 youth who were discharged. JLRP also is continuing the monitoring of an earlier consent agreement with the Division of Youth Services, concerning conditions at the largest detention facility in the state. In the legislative arena, a regressive juvenile code revision was averted through the combined efforts of JLRP and several other advocacy organizations.

A number of legal cases are still pending and JLRP will continue to pursue them in the post-YAP period. Over the longer term, the youth advocacy effort is expected to face internal competition for resources, as the agency has been experiencing cuts in overall funding for legal services. For more information about JLRP, contact:

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Juvenile Law Reform Project  
Greater Boston Legal Services  
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#### NATIONAL INSTITUTE FOR MULTICULTURAL EDUCATION (NIME)

The National Institute for Multicultural Education (NIME) was incorporated in 1975 to promote educational quality and equal opportunity for all children, with a particular focus on linguistically and culturally distinct populations. NIME's predecessor organization was the National Education Task Force de la Raza, which had addressed educational issues pertinent to Mexican American children. Prior to YAP, NIME was best known for technical assistance and training related to bilingual education, legislation, and other educational issues concerning language minorities. Training recipients included school districts, parents, and school board members in New Mexico and nearby states. NIME also had operated a pilot drop-out prevention program that provided one-to-one counseling, tutoring, and other community-based parent/child interventions.

NIME viewed the Youth Advocacy Initiative as an opportunity to deal with a broader range of educational problems, to look at the link between the schools and the juvenile justice system, and to become more active in developing community competency for addressing educational problems. NIME received \$748,820 to fund the first two years of YAP. The project began in July 1980 as a distinct unit of NIME, with a staff of nine. It had the following general objectives:

- To establish school policies, practices, and procedures that protect student rights, assure due process in disciplinary actions, and limit suspensions and expulsions;
- To modify school policies and practices that limit educational opportunities;
- To promote innovative programs and approaches for students who need special assistance; and
- To promote policies and practices that limit school referrals of youth to the juvenile justice system.

The primary target of YAP was to be local school systems, but YAP intended to work equally with youth, community members, and educators to achieve its goals. In fact, the work with parents and other community members or organizations never became a major emphasis. In the first two years, the majority of YAP's activities involved training workshops, technical assistance, and conferences for educators and/or youth. YAP was involved to a lesser extent in research, administrative negotiation with school systems, coalition-building, and monitoring of state legislation.

In Year Three YAP received a continuation award of \$91,065, primarily to pursue a single objective -- the development of

student rights handbooks in three school districts. The project operated through August 1983.

During its three years of operation, YAP presented four conferences, and over 20 workshops on issues such as school discipline, alternative education, bilingual education, education for the handicapped, and the state's juvenile code. Attendance at these events totalled over 1500; the majority of participants were educators but at least 200 youth and a similar number of parents are known to have participated. In addition, YAP played a major role in putting on a series of regional "Youth in the 80's" conferences and in training the youth who served as facilitators. This effort culminated in a statewide conference and presentations by youth to the state legislature. YAP also was responsible for securing some amendments to the State Department of Education's school discipline regulations; one of these amendments permits a role for students in determining a district's disciplinary policies. YAP also assisted over a dozen districts with activities such as defining their alternative education programs, revising student handbooks, and preparing bilingual education proposals.

The YAP staff was drastically reduced in its last year and the advocacy program as such is expected to cease when OJJDP funds terminate.

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## ADVOCATES FOR CHILDREN

Advocates for Children (AFC) in New York City was founded as Queens Lay Advocates in 1970 to insure that the recent court mandated and statutory due process protections for students were provided. The early objectives were to assure students' access to equal education opportunity and due process protections in disciplinary hearings. In 1972 Queens Lay Advocates joined with a group of educators to start the Martin de Porres Day School for poor emotionally disturbed children and in 1973 they started a group home to serve the same population. The consortium became known as Advocates for Children of New York, Inc. The day school and group home separated from AFC in 1977.

During the years prior to 1980, AFC produced major studies on the delivery of services for emotionally handicapped children, drop-outs, truancy and model alternative programs. AFC also started a Handicapped Children's Rights Unit which expanded the advocacy staff to include counselors, lawyers, researchers, and trainers. Although the focus was on school problems, some of AFC's work, such as the counseling program operated for the State Division of Youth, touches other youth-serving systems.

When the Youth Advocacy program was announced, AFC had over 50 staff on board and an operating budget of over \$1 million from New York State, New York City, several foundations, and the Office of Juvenile Justice and Delinquency Prevention. It had represented over 7,000 children on educational issues and had a solid reputation with the Board of Education and a number of local school officials as a highly professional group.

The Youth Advocacy Project began in June, 1980 and continued through June 1983. The initial two-year grant award was \$749,935 and the third year continuation was \$251,245. Youth Advocacy is one component of AFC; it accounted for less than half of the operating budget in the project's first year.

The Youth Advocacy staff was composed of three attorneys, three advocates, three researchers, and a youth organizer. All but two of these staff were reassigned to youth advocacy from other AFC projects. In addition, during the first project year YAP had a subcontract with the Mental Health Law Project for \$49,821 to provide expert back-up legal support on issues affecting handicapped children. YAP also had a subcontract of \$49,810 with the Bank Street College of Education to design and develop an adolescent leadership training program, to assist in city-wide conferences, and to help prepare an Education Rights Manual for youth. The Bank Street subcontract was not renewed for the second year, but YAP assumed responsibility for the training component. The MHLP was not renewed for the third year, because the litigation aspect of the project was nearing completion.

AFC used the youth advocacy grant to strengthen and expand the work in which it was already engaged. The primary goals were:

- to increase youth leadership;
- to modify "discriminatory, arbitrary, and educationally unsound disciplinary policies;"
- to increase and improve remediation for students falling below set standards;
- to "achieve suitable educational opportunities for all handicapped children;"
- to focus attention on and improve programs for truant and drop-outs; and
- to improve student and parental access to and confidentiality of student records.

The youth advocacy staff employed the full range of strategies to reach these goals. The typical pattern was to first research an issue or monitor programs and then to concurrently educate the public, organize and alert coalition members, and negotiate with the officials controlling the policy. Litigation was used as a last resort. The only strategy de-emphasized by AFC was statute revision. This was in part a function of the fact that the legislature has less control over educational policies and in part a function of AFC's location in New York City instead of Albany, the state capital.

YAP's outstanding record is more a function of the breadth of their efforts and accomplishments than of the outcome of any particular activity. Staff secured positions on virtually all the important Board of Education task forces and had a voice in ensuring remediation for students who do not pass the promotional gates, in developing a single high school admissions program, in guaranteeing due process in disciplinary proceedings, and in insuring confidentiality of records. Staff represented over 4,000 students with varied access, educational programming, and disciplinary problems; the bulk of the individual cases were successful and were resolved at an informal level. YAP also trained a network of 500 individuals and organizations in education law and advocacy skills, and developed a digest of New York decisions on disciplinary issues for the use of other advocates.

Three of YAP's cases produced major policy changes at the New York City Board of Education. The Boe v. Board of Education case resulted in new due process guarantees for all suspended high school students. The Doe case resulted in strengthened protections for handicapped students who are suspended. The far-reaching Jose P. case affected the evaluation, placement and

treatment of all handicapped children in the New York City schools. The court order in the case included: the establishment of school-based support teams which were to provide preventive services and evaluate children in each school; timely evaluation and placement; the notification and involvement of parents; and the timely preparation of Individual Education Plans with parent participation. In tandem with the litigation, AFC organized coalitions which monitored Board of Education and State Education Department programs and policies to assure they advanced the rights of handicapped children. AFC also produced a handbook and resource guide for parents of handicapped students, and conducted extensive training for parents, students and professionals in special education guarantees.

AFC is in no danger of folding although it has faced some staff shrinkage with the conclusion of the Youth Advocacy grant.

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## GOVERNOR'S ADVOCACY COUNCIL ON CHILDREN AND YOUTH

The Governor's Advocacy Council on Children and Youth (GACCY) was the only Youth Advocacy project which is a public agency. Established by the North Carolina State Legislature in 1971, the Council consists of 17 members appointed by the Governor for staggered four year terms. Senators, Representatives, citizens-at-large and youth are represented on the council. Council members meet six times annually to review programs affecting children and youth, to assist in the coordination of services and programs and to identify unmet needs and make recommendations for filling them. Staff to the council are located in the state Department of Administration. This location affords GACCY at least some independence from the agencies directly responsible for children and youth programs.

Within the broad mandate of examining and coordinating services for children and youth, prior to Youth Advocacy GACCY had participated in the development of community-based alternatives, the normalization of the environment in training schools, the deinstitutionalization of status offenders, and the closing of three training schools. In addition, the GACCY staff had conducted two major studies, one on foster care in North Carolina and one on adolescent sexuality. The typical GACCY role was to research and prepare information for the council; the Council members made recommendations and informed legislators or state administrators of the Council work. In addition, GACCY staff handled a heavy case advocacy workload.

GACCY received a Youth Advocacy grant award of \$750,000 for the first two years in June, 1980 and a continuation award of \$209,535 for the third year. The project continued through August, 1983.

GACCY developed a unique management plan for the project. Most of the grant money was distributed to local advocacy groups on the basis of proposals to GACCY. Three central staff were hired to administer the subgrantees. The theory was that the local advocacy groups would conduct county-level research studies and negotiate with local target agency officials. GACCY would provide technical assistance to these groups and would synthesize the information provided by the local groups into reports which they would present to the GACCY council for recommendations. Subcontracts totalling \$265,000 were made with 10 advocacy groups in the first year of the project. The groups were: Cherokee Action Committee for Children; Wake County Child Advocacy Council; Child Advocacy Commission of Lower Cape Fear; Forsyth County Juvenile Justice Council, Inc.; Asheville-Buncombe Youth Services Action Group; Surry Friends of Youth; Child Advocacy Commission of Durham; Greensboro Advocates for Children and Youth; Child Watch, Inc.; and the North Carolina State Youth Involvement Office. Most of these organizations were

well-established advocacy groups involved in both case and class advocacy for child abuse victims, children in foster care, runaways and delinquents. Their first year grant awards ranged from \$19,000 to \$44,000. In the second year of the project the Cherokee, Surry, and Asheville-Buncombe groups were not refunded, but GACCY added two local groups--the Charlotte Council for Children, and the Children's Council of Watauga County. By distributing the Youth Advocacy grant at the local level, GACCY supported a large number of staff--32 in the first year of the project and an equally large number of activities--86 over the course of the project.

Project management was a problem for GACCY. Some problems such as the red tape surrounding hiring stemmed from GACCY's status as a state agency. Other problems were a function of the decentralized structure of the project. It was extremely difficult for GACCY to obtain consistent information from ten different organizations and to track their progress. A third set of problems emerged from hiring attorneys for jobs that were primarily administrative. The attorneys were frustrated by the absence of legal functions. Consequently, there was high turnover in the project staff, including three different project directors.

GACCY's major goals were:

- to monitor and promote the expansion of community-based alternatives for delinquents, status offenders, and emotionally disturbed youth;
- to monitor and improve conditions in training schools, detention centers, prisons and therapeutic camps;
- to promote permanency planning for foster children;
- to improve child abuse and neglect reporting;
- to establish uniform licensing standards for residential group child care facilities;
- to protect students rights and develop alternative programs;
- to increase youth participation; and
- to educate the public on youth issues.

GACCY and the subcontractors employed the full range of strategies. Most of the subcontractors operated children in placement (CIP) projects to assist in regular review of foster care children, guardian ad litem projects and/or court monitoring activities. Subcontractors shared cooperative relationships with juvenile court judges and local departments of social services. GACCY and Child Watch, Inc., a subcontractor which had been



formed by GACCY and other groups to keep the legislature informed of children's issues, conducted most of the state level work.

Most of the GACCY subcontractors were successful, particularly in the operation of CIP projects, the participation in DSS foster care internal review boards, the conduct of studies on the use of community-based alternatives and the monitoring of different court activities. The expected next step of accumulating the knowledge from advocacy work at the local level and pressing for statewide changes never transpired. However, without relying on local efforts, GACCY and Child Watch influenced two state level changes--an amendment allowing the appointment of non-attorney GAL's and a bill providing for judicial review of children whose parental rights have been terminated. GACCY's most notable activity was the monitoring of training schools, camps, detention centers, and prisons under contract with the John Howard Association. The reports alerted the public and the legislature to problems in these facilities and GACCY expects some legislative improvements as a result.

The prognosis for GACCY's survival is excellent, because it is a public agency supported by state funds. However, GACCY does expect staff reductions and will no longer be able to support the local subcontractors. The prognosis for the local groups is less positive: several of the groups have virtually ceased operation and several others are in severe financial straits.

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## OHIO YOUTH SERVICES NETWORK (OYSN)

The Ohio Youth Services Network (OYSN) was formed in 1979 through the merger of the Ohio Youth Service Bureau Association, incorporated in 1972, and the Ohio Coalition of Runaway Youth and Family Crisis Services, begun in 1976. Like its predecessors, OYSN is made up primarily of organizations that provide services. It has 34 dues-paying members.

In its relatively brief history prior to YAP, OYSN had provided technical assistance and training in juvenile justice and delinquency prevention to community agencies under an LEAA grant, and had participated in the National Youth Work Alliance's 10-state Children in Custody initiative, sponsored by OJJDP. Coalition-building, negotiation with administrative agencies, statute revision, research, and public education all were part of OYSN's stock-in-trade. For OYSN, the Youth Advocacy Initiative provided an opportunity to continue or expand its previous activities, as well as to become involved in litigation.

OYSN received \$792,315 under the Youth Advocacy Initiative, which covered an operational period from July 1980 through September 1983. OYSN's overall objectives were:

- To build the capacity of youth service workers and agencies to manage and deliver services, monitor and affect juvenile justice policies, and involve youth in policymaking;
- To expand the availability of alternative education and ensure educational opportunity for all youth;
- To reallocate resources from institutional to community-based services;
- To assess and modify policies and practices in institutions where youth are held; and
- To support the development of other resources that would reduce inappropriate or restrictive placements.

As a result of the YAP award, OYSN added two full-time staff and a part-time youth organizer. This brought the total complement of staff to eleven, six of whom worked on YAP under the supervision of the Executive Director.

For approximately two-and-a-half years of the YAP effort, OYSN had a subcontractor, the Association for Juvenile Justice in Ohio (AJJO). AJJO was a citizen organization, dedicated to the principles of the Juvenile Justice and Delinquency Prevention Act. AJJO also had participated in the Children in Custody initiative and had organized several regional groups of



advocates. Under YAP, its mission was to continue local coalition-building around statewide juvenile justice issues and to improve local detention and institutional policies and practices in 10 targeted counties. AJJO began work with three full-time and two part-time staff, including a part-time youth organizer; the organization cut back its staff to two and dropped four targeted counties when its component did not receive continuation funds for 1982-83.

The primary organizations that OYSN targeted were the Ohio Youth Commission (later DYS -- the Department of Youth Services), the Ohio Association of Juvenile Court Judges, and the Ohio Legislature. To achieve its "capacity-building" objectives, OYSN also worked extensively with youth service workers and provider agencies throughout the state. The tactics used were diverse, as they had been prior to YAP, with research, coalition-building, administrative negotiation, education, training, and statute revision all playing a role. For the first time, the project also provided resources to other organizations and plaintiffs in a handful of litigation cases; OYSN did not take the lead in any litigation efforts.

OYSN had its most dramatic results with its objective to reallocate resources to community-based services. In 1981, OYSN played a key role in negotiating a compromise bill that revised the state's juvenile code and established a \$13.4 million subsidy for local youth programs in the first year. The bill removed all misdemeanants from DYS jurisdiction (and from state training schools), diverted a substantial portion of DYS administrative funds to localities, and set limits on the way counties could use those new funds. Since passage of the bill, OYSN has been assisting an Oversight Committee created by the legislature to monitor the implementation of the subsidy program. Meanwhile, OYSN has carried on a variety of newsletter, clearinghouse, training, technical assistance, and conference activities to inform people about the subsidy program. During the three-year project history, YAP funds partially supported numerous workshops and eight OYSN conferences, two of which had satellite conferences for youth. Reported attendance exceeded 1400.

Apart from the effects of the subsidy per se, at the local level other OYSN efforts directly contributed to the closing of one county's detention center. OYSN's subcontractor, AJJO, reported some local gains as well, in terms of citizen organizing and changes in detention and other practices. In the educational area, OYSN has noted some increase in the funding of alternative education programs, which are a permissible service under the youth subsidy program.

One of OYSN's other major activities -- an intensive survey of conditions and services in all of the state's training schools for youth -- is just being completed.

OYSN has recently been notified that it will receive \$240,000 annually from the state to continue its monitoring and training activities related to the youth services subsidy for two years. OYSN is seeking additional sources of funding to continue other aspects of its advocacy program. AJJO is now operating only with volunteer staff.

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## OREGON YOUTH WORK ALLIANCE (OYWA)

The Oregon Youth Work Alliance (OYWA), is a private, non-profit organization designed to provide leadership and direction for the improvement of programs, policies, and institutions working with and for youth. Since it was founded in 1978, OYWA has been an advocate for children's rights. Using a variety of tactics, such as coalition building, administrative negotiation, and statute revision, they have addressed problems attendant to developing a comprehensive youth development plan, compliance with P.L. 93-415, the Juvenile Justice and Delinquency Prevention Act, and P.L. 94-142, the Education for all Handicapped Act; and overuse of detention and referrals to training schools.

The Youth Advocacy Initiative expanded the strategies available to the OYWA; however the organization continued to concentrate on the same issues. Through the use of subcontractors the OYWA was able to bring together a mix of experts to focus on youth issues from different perspectives, thus adding litigation, research and education, youth participation, and court watch to the strategies invoked. Subcontractors responsible for major portions of the youth advocacy program were:

- Oregon Legal Services
- National Council of Jewish Women (NCJW), Portland Section
- League of Women Voters, Lane County
- Urban League of Portland
- Oregon Council on Crime and Delinquency (OCCD)

Additional subcontractors were used ad hoc when expertise beyond the project was necessary; for example consultants were hired to design a research plan for reviewing the State Child Welfare Agency (CSD) budget.

The OYWA received \$996,252 over a 37-month period to pursue these activities. In the first year of the project 16 professional staff were involved in implementing the program. In addition to paid staff and contractors, OYWA made use of its board of directors whose members represent a range of youth interests. These members spoke at conferences, accompanied staff to meetings with state agencies, etc. NCJW and the League of Women Voters made extensive use of volunteers in implementing their court watch programs. The project's focus was statewide. Its targets included county jails, juvenile departments, the state training schools (MacLauren and Hillcrest), state and county

juvenile justice advisory commissions, the Children's Services Division, the Governor, and the Legislature.

Several positive outcomes resulted from the efforts initiated under Youth Advocacy. The most striking resulted from one of the cases, DB vs. Tewksbury, handled by Oregon Legal Services. In that case the judge found that the detention of children in adult jails is per se unconstitutional. No appeal was filed.

Other successes included the development of the Long Range Policy Planning Task Force, composed of representatives of private sector youth care agencies and representatives of the Children Services Division (CSD) and the State Juvenile Service Commission. This commission was set up in 1981. OYWA supported the bill and has monitored work of the commission and supported efforts to increase community programming in lieu of institutionalization. The State Juvenile Services Commission approved a small budget for the Task Force to review the CSD budget in terms of its caseload and to do a needs analysis of dependent children. The state has also increased its efforts to comply with P.L. 94-142 in the training schools; 97 surrogate parents have been appointed in MacLauren (as opposed to only four the year before) and 23 surrogate parents have been appointed at Hillcrest (as opposed to 0 the year before).

As with most advocacy programs, many successes are the result of efforts of several organizations. OYWA, their subcontractors, and another Oregon Youth Advocacy Program (NFAP) worked together to reduce commitments to the training schools and deinstitutionalize status offenders. These efforts resulted in some important changes. The 1983 Legislature passed an omnibus juvenile bill which removed status offenders from detention and adopted more stringent detention standards. This session also considered a plan developed by the CSD for closure of one of the two training schools. While the Legislature eventually rejected the plan, CSD was directed to reduce the population in the school and to increase expenditures to community programs for juveniles. Community programs are now receiving more money.

The level of effort and the number of staff were reduced during the final year of the program. The reduction was in part a function of completed activities, e.g., the Court Watch Programs were completed, and in part a function of diminished funding. During the last year OYWA has focussed on institutionalizing its efforts in other organizations so that when federal funding terminates, these organizations will be responsible for monitoring planning efforts and compliance issues. At this time, OYWA is planning to close its doors shortly after the grant ends.

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#### JUVENILE JUSTICE CENTER

The Juvenile Justice Center traces its roots to the Montgomery County Committee for Juvenile Justice, a volunteer organization formed in 1971 by women concerned about the deplorable conditions in the Montgomery County Detention Facility. In 1974, following a request from the State Planning Agency to apply for LEAA funds, the Committee expanded to a statewide organization. Its purpose was to affect juvenile and child care policies through the development of volunteer constituencies for children and youth in the four regions of the State. The Committee was renamed the Juvenile Justice Center of Pennsylvania (JJC) with staff in Harrisburg and Pittsburgh as well as Philadelphia. Over the next six years the JJC budget grew from \$64,000 to \$1.3 million with the federal proportion ranging from 40 to 87%.

JJC had worked with OJJDP prior to Youth Advocacy on the Children in Custody program. It had also received several training grants, one for work with Children and Youth Administrators, and one for developing an institute for citizens and child care group home workers. Since 1976 JJC has operated a shelter care program for status offenders that serves as a successful alternative to secure detention. The program combines group shelter care with foster home care. This service is funded by Philadelphia County, but OJJDP has funded JJC to provide training and technical assistance to counties considering the operation of shelter and other alternative programs.

By 1980 JJC was a highly developed statewide organization with a national reputation for youth advocacy. The backbone of JJC is the JJC Citizens' Coalition of local women's groups, professional associations, church, civic and service organizations. As of 1983 there are 158 member groups. Joining the Coalition requires written acceptance of a five plank policy statement which stipulates that no status offenders be treated or classified as delinquent, no juveniles be detained in jails, that an incentive funding plan for deinstitutionalized services be maintained, that there be a moratorium on construction of institutions, and that juveniles be guaranteed due process. JJC analyzes all child-related regulations and legislation and regularly provides information to Coalition members. It also provides citizen training and technical assistance on a routine basis. Trained citizens are, in turn, expected to monitor compliance with the JJDP Act and visit and inspect child care institutions and services, as well as to negotiate with target agency officials and educate legislators as to the effects of proposed policies. To JJC, advocacy and coalition-building are inseparable. The Coalition is not simply an adjunct to give the advocacy staff clout; it is the advocacy organization.

JJC received a Youth Advocacy Program grant of \$752,497 in May 1980 and a continuation award of \$245,771 in May 1982. The advocacy program accounted for less than half of the agency's budget, and was maintained as a separate component from the alternative shelter care program. There were seven full-time and three part-time professional staff in the first year of the grant. Five of the staff were Coalition Coordinators, each one responsible for different sections of the State, one was a Youth Task Force Director, and three held management positions. JJC lost only one staff member until reductions in the third year grant forced staff losses. By February 1983 only three paid professional staff remained, assisted by interns and two volunteer Coalition Coordinators.

The Youth Advocacy grant enabled JJC to continue and to expand the citizen training, technical assistance, and coalition work in which it was already engaged. The primary goal of the project was to maintain Pennsylvania's compliance with the Juvenile Justice and Delinquency Prevention Act. This was to be achieved by maintaining and insuring local compliance with two Pennsylvania State Laws, P.L. 41 and Act 148, whose passage had been strongly supported by JJC in 1976-77. (JJC had helped draft these bills as part of an LEAA-funded project.) P.L. 41 classifies the "habitually disobedient, ungovernable truant," the alleged delinquent under 10, and the child without proper care and control as "dependent" and prohibits their placement in detention centers, correctional facilities or any facility primarily for the care of delinquents. Act 148 establishes a reimbursement system for counties with incentives for the use of prevention programs, community-based services and residential alternatives to institutionalization. Both laws are congruent with OJJDP's agenda. With these strong statutory protections one of JJC's emphases was to train citizens to monitor for statutory compliance. A second focus was to provide technical assistance to the decentralized, local children and youth agencies and advisory committees. The specific objectives were:

- to establish procedures and policies which facilitate the development of cost-effective appropriate services for children and youth;
- to conduct training sessions for professionals involved in the delivery of care to youth;
- to train and provide technical assistance to Children and Youth Advisory Committees in each county;
- to develop programs which address the problems of school drop-out, suspension, and poor performance;
- to develop an informal Youth Task Force;
- to establish a statewide citizen's coalition to ensure compliance with the JJDP Act; and

- to train and schedule citizen monitors for Department of Public Welfare facilities and jails.

Maintenance of Pennsylvania's strong juvenile laws was JJC's most significant success. In a quarterly report to OJJDP, JJC reported that "actions by JJC citizens stopped a plan to pass a package of radical juvenile 'deform' bills which would have taken the state out of compliance with JJDP, and sent most juveniles, 15 and above, to adult court."

JJC's educational and training programs were an important contributor to this success. An eight week course entitled "The Juvenile Justice System - Overview and Inspection Training," which included both classroom teaching and visits to the full range of youth treatment facilities, was attended by 237 citizens across the state. Many of these trained citizens not only participated in the required inspections of Department of Public Welfare facilities, but they also became active in the Coalition. Membership in the Coalition increased from 123 members in May 1980 to 158 in June 1983.

Another major JJC success was the training of the state mandated Children and Youth Advisory Committees in each county. Members expressed an increased understanding of agency goals and the role of the Committee, and played an increased role in Children and Youth Agency operations. Several committees conducted elaborate needs assessments and evaluations with the help of JJC.

JJC actively involved 20 Youth Task Force members and had one youth on its Board of Directors. Task Force members attended lectures on the juvenile justice system, visited youth-serving facilities, conducted research, met with legislators and agency representatives and conducted letter-writing campaigns.

With the end of Youth Advocacy funding, JJC's funding prospects for advocacy work look tenuous, but the Coalition remains in place with an energetic and enthusiastic cadre of citizen volunteers. Advisory Committee and inspection activities have become part of official state policy.

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## PARENTS UNION FOR PUBLIC SCHOOLS

The crisis of a school strike prompted the formation of Parents Unions (PUPS) in November, 1972. A group of parents banded together to provide a vehicle for parent and student rights to be heard and to campaign for an end to the strike and improvements in school management. With small grants from local foundations and donations from churches totalling between \$10,000 to \$20,000 annually, from 1972 to 1975 PUPS expanded its focus to include individual case advocacy for grievances of students and parents in access, programming or due process. In 1976 PUPS added special education to its program agenda. Until the Youth Advocacy project most of the PUPS work was accomplished by volunteers, particularly by representatives from the Board of Directors.

In June, 1980 PUPS was awarded a Youth Advocacy grant of \$536,856 for the first two years of the project. A continuation award of \$113,749 enabled PUPS to continue the project through May 1983. The project subcontracted with the Education Law Center for \$15,000 annually to provide general legal backup and consultation on advocate training. PUPS also subcontracted with the Juvenile Law Center for legal consultation on disciplinary cases.

The Youth Advocacy grant enabled PUPS to continue to expand its work in the areas of reading, special education, and discipline and to add the area of student involvement.

The major goals were:

- to secure policies and practices which increase the number of students who learn to read;
- to reduce the number of illegal and discriminatory suspensions;
- to insure full educational opportunity for the 32,000 children with special needs; and
- to increase student involvement in the school decision-making process.

PUPS was one of the few grassroots organizing projects. Its overall strategy was to conduct research on one of its four issues and to use the materials produced in educating and organizing parent working groups within individual schools. These working groups were in turn expected to press for changes at the school level and to filter information to central PUPS staff. At the same time PUPS staff, usually accompanied by PUPS working group volunteers, would meet with central school administrators to influence system-wide policies and would work

All but two of the 21 PUPS Youth Advocacy staff had worked in the organization before, either on a volunteer or a part-time paid basis. There were four researchers, four organizers, eight advocates, three coordinators, an office manager and an executive director. About half the staff were black and 16 of the 21 were female. The educational level of PUPS staff were lower than those of most of the other YAP grantees. Almost half the staff had no more than a high school degree.

PUPS success on their written objectives was hampered by outright hostility between the superintendent and PUPS and by lengthy school strikes in the first two years of the project. Instead of being able to address reading, discipline and special education problems, PUP's energies were directed at organizing demonstrations calling for an end to the strike, testifying before the school board and attempting to organize alternative educational programs for students. However, the school strike was a good organizing issue for PUPS and it focused attention on school management problems. By the third year of the project a new superintendent was installed who was supportive of parent and youth involvement. This change facilitated PUPS access to officials and progress in virtually every area.

PUP's greatest success was in the special education area. PUPS organized a Philadelphia-based coalition of 13 special education groups which was expanded to a state-wide coalition of 40 groups in 1981. PUPS, in concert with the Pennsylvania Coalition for Quality Education, was able to table a proposed change in the Pennsylvania special education purpose clause which would have undermined the quality of services. Advocates secured least restrictive environment changes such as age appropriate placements and simultaneous cafeteria and arrival/dismissal times in three schools. They also secured appropriate and least restrictive placements for about 80 percent of the 600+ students represented during the grant.

Another PUPS success was in the discipline area. Staff produced a major report on suspension practices which was distributed through the District Superintendents to individual principals. Although there was little school effort to develop district-wide suspension policies, suspension rates declined in 1982-83. PUPS also revitalized the city-wide student union which held two city-wide student assemblies. Student representatives were also placed on the Task Force on School Safety.

PUPS' experience during the school strike led to its participation in the selection of a new superintendent. This was the first time parental input had been solicited in a hiring decision at the superintendent level. PUPS also promoted the innovative school site management concept among administrators.

PUPS future as a small-scale mostly volunteer organization of parents appears certain. Its future as a professional organization with paid staff is less clear. Funding prospects for 1983-84 were uncertain, but severe reductions in staff were expected.

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#### INSTITUTE FOR CHILDREN'S RESOURCES (ICR)

The Institute for Children's Resources (ICR) was chartered in September, 1979 to respond to the Youth Advocacy Program Announcement. Three factors contributed to the decision to pursue the development of an independent non-profit agency to work on youth issues in Tennessee--the political constraints of operating within the framework of a governmental agency, the potential loss of eligibility for juvenile justice formula grant funding due to a failure to deinstitutionalize juveniles, and recent decisions by the Tennessee courts requiring changes in the organization of the juvenile court system.

ICR was funded by YAP from September 1980 through September 1983, having received a one-month no-cost extension at the end of the third year. The initial award of \$709,088 has supported the agency since its inception.

Initially staffed with eleven persons, ICR entered year three with seven staff, all of whom were hired at the beginning of the project. The fact that more than half of the staff members of ICR had worked in agencies and systems related to juvenile justice enhanced its initial efforts to establish credibility in the state. Even at the time of the application to OJJDP, eight community-based groups provided letters of support for ICR.

Following a preliminary needs assessment of the juvenile justice, social services, and education systems in Tennessee, ICR chose to focus on juvenile justice as the system least responsive to the needs of youth. Broadly stated, the goals for the project, as stated in the original proposal, were:

- to achieve broad-based, organized support for a uniform juvenile court structure in Tennessee;
- to improve standardized record-keeping and reporting systems in the juvenile court system and to develop uniform records systems for youth in detention;
- to develop rules of procedure for the juvenile courts;
- to provide technical assistance and information regarding youth services; and
- to increase the proportion of youth in the juvenile justice system who receive non-traditional services and programs.

In order to achieve the goals, ICR intended to utilize the following strategies: public education; monitor and review of youth serving institutions; monitor, review and analysis of



legislative provisions; administrative negotiation; technical assistance and training; and coalition building. The approach of ICR was a persuasive one, designed to foster cooperation and support, if possible.

The major target agencies included the State legislature, the State Planning office, Tennessee Children's Services Commission, (Nashville) Mayor's Crime Commission, and the Tennessee Council of Juvenile Court Judges. In attempting to influence these bodies around the issue of restructure and improvement of the court system for juveniles, ICR was instrumental in the formation of a loosely-linked coalition, including state-wide organizations, Tennesseans for State Family Courts (the idea into which juvenile court restructure evolved).

ICR has demonstrated some success in its efforts. According to interviews with target agency personnel, ICR has become known as the only statewide forum for the discussion of juvenile issues and staff are viewed as the juvenile justice experts in Tennessee. Many requests for technical assistance and information are received by ICR. The following examples of outcomes may also be attributed, in part, to the efforts of the Institute:

- Implementation of uniform record-keeping systems in approximately 95% of the juvenile courts and detention, which led to a legislative mandate.
- Development of Tennessee Rules of Procedure for juvenile courts which were approved by the Supreme Court and State Legislature.
- Appropriation of \$380,000 in 1982 and 1983 to improve the juvenile courts. Supplements of \$4,000 per county resulted in an increase from 50% to 90% of the counties using youth services officers in 1983.

ICR was also instrumental in the passage of a restitution bill and legislation to remove most children from adult jails. The latter included criteria for detention and a plan for identifying resources for implementation.

ICR applied to the Tennessee Juvenile Justice Commission to provide technical assistance in and administer an alternative services reimbursement fund for the removal of juveniles from adult jails. Notification of the acceptance of their application was recently received. Several other strategies are being tried to secure funding for ICR. The Institute has met with some success, though some reductions in staff were made in the third quarter of their third year of funding.

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## THE ASSOCIATION OF WASHINGTON COMMUNITY YOUTH SERVICES

The Association of Washington County Youth Services (AWCYS) is a statewide membership organization composed of youth serving agencies and individuals engaging in legislative and policy advocacy. To support this activity AWCYS is involved in training its membership in advocacy strategies. AWCYS was formed in 1976, one year prior to the implementation of the new juvenile code for Washington State. The focus of the organization throughout much of its history has been tied to the code. AWCYS advocated for the passage of the new code and has worked to oppose "reform" measures to weaken the law. The new code deinstitutionalizes status offenders and reassigns responsibility for these offenders to the Department of Social and Health Services (DSHS) rather than the criminal justice system. AWCYS received previous funding from OJJDP to advocate both for improved crisis intervention to status offenders and for provision of shelter facilities to deinstitutionalize status offenders.

The youth advocacy grant--an award of \$696,636 for a 36 month period--was used to continue AWCYS's work with the juvenile code. In addition AWCYS addressed the issues of

- cost-effective alternatives to secure facilities,
- education in detention,
- alternative education,
- in-school suspension measures,
- comprehensive youth services plan, and
- youth involvement.

AWCYS originally intended to work with the State Board of Education and the Superintendent of Public Instruction on the issues of truancy and dropout problems; however the majority of these efforts were dropped in the second year to concentrate on education in detention. AWCYS did help defeat a bill which advocated institutionalizing truants.

Like most of the youth advocacy projects, the focus for AWCYS was statewide. In addressing these issues the organization targeted the legislature, with special emphasis on the Senate Judiciary and the House Institutions Committees, county sheriffs, the State Jail Commission, the Superintendent of Public Instruction, Juvenile Court Administrators and judges, the Department of Social and Health Services, and the Governor's Juvenile Justice Advisory Committee.

The AWCYS staff was expanded to accommodate the advocacy initiative. Seven professional staff worked on the project in Year 1, five of these staff were hired specifically for the program. AWCYS used its membership in most of its coalition building and administrative negotiation efforts. During the second year of the program AWCYS began forming the Washington State Children's Coalition, a citizen action arm of the organization, with approximately 100 people participating.

There were several important accomplishments of AWCYS as a result of activities initiated under the Youth Advocacy program. Through administrative negotiation with several counties detention intake standards were developed. The State Jail Commission adopted a position on reducing the holding of juveniles in adult jails. Followup visits to those counties have shown a reduction in the use of jails for juveniles. AWCYS staff have also gotten assurances from other juvenile court judges that they will stop or limit the use of jails for juveniles. As a means of supporting legislation, AWCYS staff provided testimony, organized conferences, built coalitions specific to the issue, and identified model programs. One bill--the right to education in detention--supported in this fashion, was passed. The 1983 legislature allocated \$3.7 million to fund these programs in the 1983-85 biennium. AWCYS also pursued several class action suits in concert with the Youth Law Center. Favorable rulings on these suits have bolstered their accomplishments in other areas. AWCYS also presented a symposium--Rethinking Juvenile Justice Policy in Washington--for court administrators and juvenile justice professionals. The symposium, which examined county by county trends in juvenile justice, received a great deal of publicity and was well received.

AWCYS employed youth staff throughout the Youth Advocacy effort. One of the activities in which the youth staff member was involved was an outgrowth of the youth newsletter, an activity common to several Youth Advocacy programs. In the third year of the project AWCYS stopped the newsletter because it had only limited applicability. In its stead they developed the AWCYS Youth Press Service (APYS), an AP-like service with statewide distribution for the editors of high school newspapers. Several articles were written in high schools using this service. UPI even picked up one of the stories.

At the end of OJJDP funding AWCYS merged with the Washington Association of Child Care Agencies. With an expanded member base, the organization (new name Alliance for Youth and Families) hopes to continue to work in juvenile justice and youth services.

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#### YOUTH POLICY AND LAW CENTER

The Youth Policy and Law Center (YPLC) was incorporated in 1976. Located in Madison, Wisconsin, YPLC formed to affect state-level issues and policies related to youth, under 18. Areas of interest included juvenile justice, education, and social services. A range of strategies, excluding direct service delivery, were used in all of these areas. In special instances the Center may engage in case advocacy.

YPLC started with a staff of five and grew to a staff of 26, including students and part-time employees, by 1979. One staff person is housed in a satellite office in Milwaukee. The growth in its reputation, however, surpassed this steady increase in staff.

The reputation of the Center as competent, politically astute and sincere advocates for youth burgeoned in Wisconsin. It is reflected in the numerous requests for technical assistance and information, including consultations to OJJDP. The magnitude of the esteem of OJJDP for YPLC is reflected in the inclusion of its description, as a model state youth advocacy project, in the guidelines for the Youth Advocacy Initiative.

YPLC applied for funds from the Youth Advocacy initiative to continue emphases on mental health and education, begun in 1979 with funding from OJJDP. It would also ensure the pursuance of the Center's juvenile justice and social service activities and, in some cases, increase efforts. A state-level focus was maintained.

Funded under YAP, in May, 1980, YPLC received an initial award of \$736,348. Adding a third year continuation award, in the amount of \$251,250, the Center received a total of \$987,598. The project ended on 31 May 1983.

Nine staff, excluding students and youth staff, and three consultants and/or subcontractors performed most tasks under YAP. Several consultants were also used to provide specific limited services. The leadership of the Center changed once during the course of the project. Staff changes were generally beneficial to the professional development of the person who often accepted a position which grew out of their efforts at YPLC. Six of the original staff, including the initial project director and several lawyers, remained at the center throughout the implementation of the project.

YPLC continued to focus on changing the laws, policies, procedures, attitudes and practices of youth service agencies in support of due process, quality services and least restrictive interventions with youth. Target agencies were identified in juvenile justice, social services, and education. The three

principal strategies were legislation, litigation, and administrative negotiation. Education, technical assistance, dissemination and coalition building activities were also used, in conjunction with these, as appropriate.

Outcomes have occurred using each of these strategies and YPLC has been especially successful in building a state-wide coalition for youth, the Children's Network. It is an outgrowth of their largest coalition building effort, the Wisconsin Difference (WD).

In July, 1980, YPLC was instrumental in the formation WD, a group of 12 state-level human service organizations. This group of coalition members grew to include approximately 40 groups by the project's end. Many of the initiatives on which YPLC worked, were conducted in operation with several member agencies of WD. The rationale for their existence was to coordinate funding requests to the legislature in order to enhance the chances of each, individually and collectively, receiving adequate funding to carry out their mandates.

The major tactics used by this coalition to promote legislative change, were administrative negotiation and education. WD was successful in the promotion of a range of programs and services. The following are examples of those of high priority to YPLC:

- Youth Initiatives affecting educational services to 90,000 youth who are (potential) dropouts - \$3,000,000;
- Youth and Family Aids to integrate funding across programs - \$26,000,000; and
- Outpatient Psychotherapy - \$1,400,000.

In addition, funds were received for runaway programs and services to severely disturbed incarcerated youth and procedures for foster care and shelter care were modified.

During the life of the project, litigation activities of YPLC centered on cases involving: the improvement of conditions for juveniles in custody; improved conditions in mental health facilities; and provision educational services. A sample of the types of outcomes of some of these cases include:

- improved procedures and practices leading to more humane conditions in jails and secure correctional facilities for juveniles;
- barred use of psychotropic drugs without the informed consent of the juvenile and decreased use of locked wards for seclusion--except under certain specific conditions, affecting approximately 200 children initially. The Department of Health and Social Services also mandated similar limitations regarding

the use of locked wards in facilities under their jurisdiction, affecting approximately 2000 children; and

- the reinstatement of handicapped and hard-to-educate children in special education and treatment programs, affecting 35 children immediately and 150-200 children per year.

These short descriptions are certainly not comprehensive, but give the reader a flavor the types of cases with which YPLC has been involved during YAP.

In terms of administrative negotiations many changes in rules and procedures are in varying stages of implementation. The following are examples changes in regulations that have been adopted and are being used:

- Jail Rules requiring that written operational plans be used for juveniles in secure detention or in the juvenile portions of county jails; and
- the Law Enforcement Training and Standards Board regulations increasing the number of training hours available for Children's Code issues (to 40) and using a competency-based training program.

YPLC continues to work in all of these areas and has demonstrated success in each.

With the end of YAP, YPLC no longer had the month-to-month security that a stable funding base provides to any organization. A combination of strategies are being tried to maintain the current base and some inroads have been made. YPLC has no immediate plans to reduce services, or program staff.

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