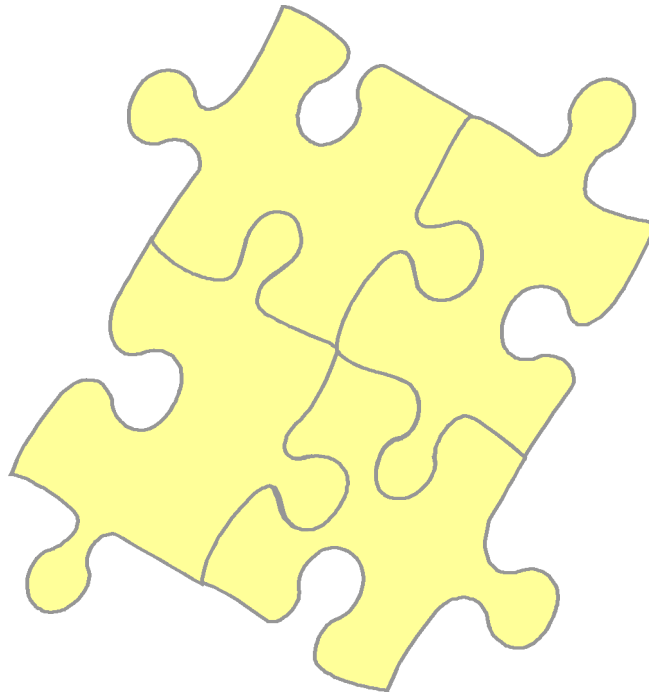




CENTER FOR NATIONAL POLICY

NEW PROGRAMS FOR YOUTH OFFENDERS

A SEARCH FOR EFFECTIVE NATIONAL MODELS



August 2001

TABLE OF CONTENTS

Foreword	
Introduction and Background.....	1
I. The Problem: Juveniles and Crime	2
School Violence	3
Repeat Juvenile Offenders	4
Drugs and Juvenile Crime	4
Gangs	4
Population Growth and Juvenile Crime	5
II. The Search For What Works: Origins of the Conference.....	5
Selection Process	5
Conference Structure	6
Panels and Participants	6
III. Identifying What Works.....	7
A Careful Sorting of the Elements that Make a Program Successful	8
Using an "Outcomes" Orientation to Judge	8
Sharing of Information, Support	9
Recognizing the Importance of the Systems Context	9
Understanding and Responding to Issues Surrounding Evaluation	9
IV. Explaining What Works for Adolescents	10
V. Synthesizing What Works: Summary of the Conference Discussion.....	11
Creating a Compelling Framework of Expectations	12
Imposing a Sense of Self-Worth and Personal Responsibility	13
Imparting Productive Skills Needed	14
Providing a "Re-Entry" Component	15
VI. Making It Work Elsewhere: A National Policy to Reduce Juvenile Crime.....	15
Formal Evaluation of Programs	16
Better Information Sharing about What Works	16
Interdisciplinary Partnerships	16
Improved Support for Staffs	17
Better Preventive Systems	17
Different Strokes	17
VII. Conclusion: A New National Paradigm?	18
Endnotes	19
Appendix: Program Descriptions	21
Participant Bios	31
Contact Information	35

ACKNOWLEDGEMENTS

The Center for National Policy would like to acknowledge with great appreciation the primary author of this report, Eric Schnurer, Adjunct Fellow at the Center for National Policy.

Additional thanks go to Steve Fox, CNP Deputy Director for External Relations, and Jason Peckenpaugh, Research Assistant, and Emily H. Cooney, Events Coordinator, at the Center for National Policy.

CNP would also like to thank all of the conference participants who contributed their ideas and visions that helped make this report possible.

Finally, The Center for National Policy is extremely grateful to the Henry Luce Foundation for generously supporting the work necessary to organize the conference and assemble this report.

*Maureen S. Steinbruner,
CNP President*

Moderator- ROD CHANDLER

Participants-

ROBERT BALL
TULLEY BROWN
JEFF BUTTS
JAMES D. CLARK
MARY LOUISE COLE
ROBERT COLEMAN
CAROL COLLETT
JOSEPH DAUGERDAS
CLAUDIA DUNNE
DENISE GIBSON
MICHAEL LAZO
ANN LOVETT
EMANUEL PARISER
BOBICK SARRAF
LISBETH B. SCHORR
GREGORY L. SHARP
DENNIS TORBETT
CARMEN DELGADO VOTAW
JAN WEST
HARRY WILSON

FOREWORD

This report assembles thoughts, perspectives and information from front-line workers in a world that most of us never see, but that has a significant impact on our communities, our families and our economy.

Juveniles, who have become chronic offenders, and programs showing promise in dealing with them, were the focus of a one-day conference organized by the Center for National Policy in the fall of 2000. The discussions from the conference and the implications for national policy are summarized in this report. They point to a continuing serious challenge for America today as we face the implications of weaker families, the impact of violent images, and the failures of appropriate connection that leave too many young people searching for social satisfaction in all the wrong places, and causing significant damage to themselves and to others.

Without much notice, effective methods of addressing this challenge seem to be developing in different forms in a number of places around the country. These methods, ironically, appear to draw on a combination of liberal and conservative views and values that deep partisans of one approach versus another may find hard to accept. Attention to the needs of individuals is combined with a set of conditions that requires adherence to acceptable norms of behavior. It may sound simple and obvious that this mix can make a significant difference, but it turns out that organizing the right kind of settings and operating the right kind of program designs successfully is not that easy. Yet, it's being done.

The participants in this conference were staff from such programs, and other, related activities, who work in different ways with problem youth, but have all demonstrated the commitment and the realism needed to create real change.

It turns out that adolescents can and do learn how to act and think in new ways, and that adults can help them do so, when the circumstances are structured in the right way.

In order to achieve the objective of providing problem juveniles with the skills and abilities to become contributing members of society, we must instill in such youths the motivation to do so.

Such motivation requires both a recognition of the rights and expectations of the larger society – as well as their validity – and a sense of self-worth sufficient to instill a belief, often lacking in low-achieving and offending young people, that if they try to better themselves they can, in fact succeed.

In short, such “at-risk” youth need to better value both themselves and others. This requires program structures they come to trust others and believe in themselves, structures which create the desire to make proper choices about right and wrong. Call it religion, morals, ethics, or simply “values” – it is something that everyone, across the ideological spectrum, who has worked successfully with youth, recognizes as a centerpiece of achieving progress in this area.

This constitutes a perspective around which all of us should be able to rally. We should all be able to agree on the need to foster successful programs like these that have found appropriate ways to instill positive values in troubled, and troubling, young people.

We should all be able to agree – that is, if we all agree on the value of our young people. Unfortunately, as the CNP conference participants uniformly reported, we do not as a society appear to do so, at least not to the extent required.

As the program participants in this conference demonstrate, our financial investment in turning around troubled youths and juvenile offenders is extremely low. Staff turnover is thus generally quite high. This is doubly unfortunate: Not only does it negatively affect program quality and results, as in every area of human services, but here it has a particularly damaging effect because personal relationships – and thus the quality and stability of staff – are central to success.

And, yes, these models are successful. In my view, we must not give up on problem and offending youth: These are precisely the young people in whose improvement we must invest. As this CNP conference demonstrates, there are in fact successful ways to do so – models that cross the standard divisions between “left” and “right,” “liberal” and conservative,” Democrat and Republican. They therefore offer our nation an opportunity to build upon a rare social policy consensus – as well as upon a rare example of tested and proven success.

We have, in short, the means to build a better future by bettering the young people who will inhabit – and can either contribute to or threaten – that future. It's all a matter of what we value.

Leon E. Panetta / Rod Chandler
Center for National Policy
September 2001

NEW PROGRAMS FOR YOUTH OFFENDERS

A SEARCH FOR EFFECTIVE NATIONAL MODELS

Introduction

The Center for National Policy is committed to exploring new ideas that advance our common goals as a nation.

Communities across the country – suburban and rural as well as inner-city – are deeply concerned about responding to the problem of teen-agers who commit crimes. A search for effective ways to deal with juvenile offenders and at-risk youth has been a major priority for these communities.

After several decades in which various “treatment” models were tried and found wanting, the country has become skeptical that there are any real solutions. As a default, increasing numbers of juveniles have been tried as adults, or put into holding programs, and then turned back out onto the streets. While general crime rates have dropped, the problem of young offenders has remained stubborn and intractable.

Now, however, after some years of experimentation, programs dealing with this problem have begun to show success. Demographic trends are once again swelling the ranks of juveniles in the most critical offender age ranges, making it essential that the best models for turning youths from criminal conduct be identified, expanded, and replicated.

The programs described here are working. Some preliminary recommendations for expanding their impact can be found at the end of this report.

Background

Over the 1990s, as the overall U.S. economy grew and unemployment declined, crime rates also declined. In spite of this, however, Americans remain seriously concerned about the incidence and prevalence of crime, and about the seriousness of youth crime in particular.

In fact, although overall crime rates peaked and began dropping during this period, juvenile offenses remained a significant problem.

At the beginning of a new century, gang violence in cities and random shootings in suburban schools

symbolize for many Americans a lingering social failure in which economic prosperity does not automatically mean community stability.

Real and virtual drugs, guns and violence have become increasingly accessible, on the streets, in high schools, in the media and over the Internet. For many parents and schools, dealing effectively with teen-agers who get into serious trouble has become an overwhelming preoccupation.

Adult fears of and for teen-agers are deep and strong. In response, incarceration rates have increased, and juvenile offenders are now frequently remanded for trial as adults. The result is a growing population of young offenders in jail, an alternative that is both expensive and socially wasteful.

Behind the scenes, however, a small number of independently developed programs for youth offenders have begun to show some success. These programs are largely, although not exclusively, run by non-profit organizations. They are generally, but not always, small-scale. They have a number of common characteristics, even though the people running them tend to see themselves as operating with different program models and theories.

One of these programs, the ICARE Bay Point Schools in south Florida, came to the attention of the Center for National Policy in 1998. Founded in 1995, Bay Point serves approximately 175 youth from communities in and around Miami, all of whom have been in serious trouble with the legal system and most of whom have had some involvement with gangs, a significant problem in Dade County.

Bay Point was modeled, with some modifications, on an existing program in the Philadelphia area, Glen Mills, which has a 20-year-track record but shuns publicity.

Staff at Bay Point believes they have a methodology for getting youthful offenders back onto a normal, constructive life track, a methodology that is extremely effective. They were interested in knowing whether there are other programs producing similar good results, and they wanted an opportunity to share ideas and consult about common challenges. CNP decided to try to help.

Thanks to the farsightedness and generosity of the Luce Foundation of New York, CNP was able to identify and bring together staff from a number of promising programs for a one and a half-day meeting in Washington, DC in the fall of 2000. The conference was moderated by former Washington State Congressman Rod Chandler and attended by some 50 representatives from federal and state government and from treatment programs, schools, and juvenile justice agencies, all of whom participated actively in the meeting.

This report summarizes the discussions and conclusions from that conference, along with some background information that helps explain why these programs may be having a positive impact.

It is clear from the presentations that some things work. Teen-agers with serious problems and histories of bad behavior can be helped. Their ability to function as responsible members of society can be increased, if the right elements are present in dealing with them, either in their communities or – as is often necessary -- in a program that restricts their freedom until they demonstrate they have learned the lessons being taught.

The key elements appear to include: a clear and firm structure of discipline, incorporating both positive and negative sanctions; high expectations; strong peer relations and positive peer pressure; significant opportunities to acquire and demonstrate competence, in sports and in school; and, a staff that is capable of being both demanding and supportive. ‘Re-entry’ to the community must also be managed effectively.

Are these programs worth what they cost? It depends on the alternative. If a 15 year-old can be deterred from following a path that leads from increasingly serious offenses to long-term incarceration, society has saved the price of many years of criminal activity, followed by more years of custody, at a public cost of some \$20,000 per year.¹

Even at a 50-50 rate of success, if these programs work, they are worth it, and the odds of positive outcomes may be higher in some cases. Would absolute prevention be even better? Certainly, but

that’s a more challenging subject, for consideration elsewhere. These programs deserve a closer look, and their reach ought to be expanded. “Lock them up and throw away the key” is an inherently unsatisfactory answer to a problem linked closely to the hopes and fears we all share for our children.

If we can reduce the number of individuals who lose all positive value for society and who must simply be held off somewhere to protect the rest of us, then we all ultimately gain.

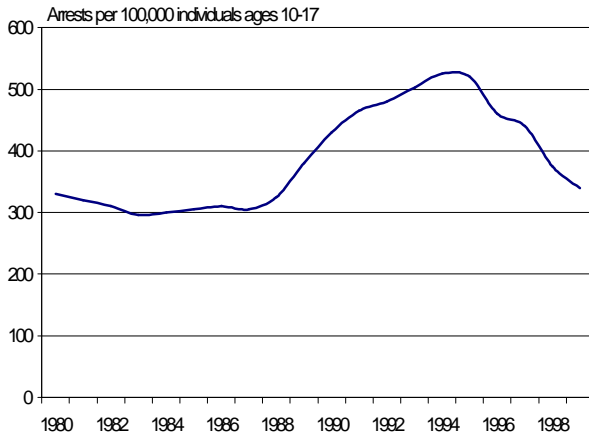
I. THE PROBLEM: JUVENILES AND CRIME

Juveniles commit proportionately more than their share of crimes – and those between the ages of 15 and 18 commit the bulk of the violent offenses. In 1999, there were approximately 2.5 million arrests of youths under 18 for all crimes, constituting 17% of all arrests made that year.²

While juvenile crime certainly remains a troubling aspect of our society, some positive trends have emerged in recent statistics. After skyrocketing from the late 1980’s through the mid-1990’s, youth crime has moderated in recent years. In fact, by certain measures, such as incidents of murder, rates are at their lowest level in a generation. But overall, according to 1999 data, juvenile violent crime rates still remain higher than in the early 1980’s.

The juvenile Violent Crime Index was relatively stable throughout the 1980’s, but started to rise dramatically in 1988. It continued to rise until 1994, at which time it was about 60% percent above the 1988 level. Since 1994, however, the juvenile Violent Crime Index has dropped for five consecutive years, with the juvenile arrest rate for violent crimes in 1999 36% percent below the 1994 peak. In fact, the drop in the juvenile violent crime arrest rate has almost erased the earlier rise, with the 1999 rate just 4% above the 1988 level.³ Despite this good news, it should be noted that the positive trends might be slowing. The FBI’s Uniform Crime Reports release for 2000 indicates that violent crimes rose 0.1% over 1999.⁴ While this is an overall statistic, not a juvenile one, it could portend similar news on the juvenile front.

Chart 1: Juvenile Violent Crime Index Arrest Rate, 1980-1999

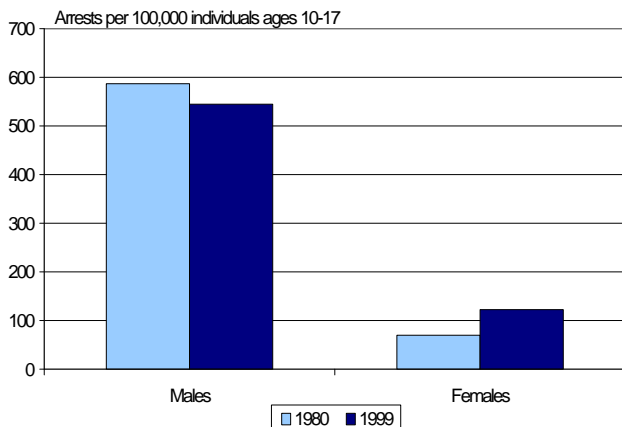


Source: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, based on analysis of arrest data from the FBI and population data from the U.S. Bureau of the Census.

The drop in the murder rate has been particularly encouraging. After more than doubling between 1987 and 1993, the juvenile murder arrest rate has now dropped well below the 1987 level. Overall, the 1999 juvenile murder arrest rate is 68% below the 1993 peak, standing now at its lowest level since the 1960's.⁵ There was also a significant decline in juvenile arrests for property crimes. The juvenile Property Crime Index arrest rate dropped nearly 30% between 1994 and 1999, reaching its lowest level in decades.⁶

The data on female juveniles are not as encouraging. Young women are becoming increasingly violent and delinquent, offsetting gains made among young men. Between 1987 and 1994, the Violent Crime Index rose significantly for both sexes, more than doubling for females while increasing 64% for males. However, the overall declines in recent years have produced strikingly different results for young men and women.

Chart 2: Juvenile Arrest Rate for Males and Females, 1980-99



Source: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice

The 1999 arrest rate for females remained 74% above the 1980 rate, while the 1999 rate for males was actually 7% below the 1980 rate.⁷ Statistics indicate that one-fifth of the increase in juvenile arrests for a violent crime between 1986 and 1995 was attributable to females, while the majority of the increase in arrests for property crimes (89%) was attributed to females. Property crime arrests in this period increased 38% among females and only 1% among males.⁸

School Violence

Although more attention has been called to school violence by high-profile incidents such as the shooting at Columbine High School in Littleton, Colorado, crimes committed in school are on the decline, reflecting juvenile crime trends in general. The percentage of students who reported being victims of crime at school decreased from 10% to 8% between 1995 and 1999.⁹

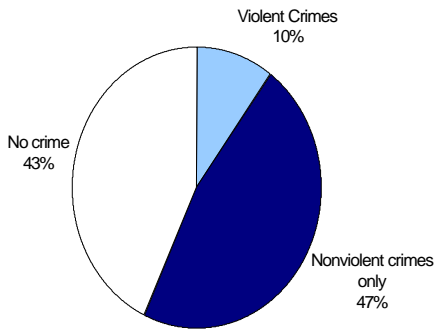
The most common middle and high school crimes reported to police consist of physical attacks and fights without weapons. Of crimes reported to police in the 1996-97 school year, 10% of all public schools reported one or more serious violent crimes, while 47% of public schools reported at least one less serious or nonviolent crime, and the remaining 43% reported no such crimes. However, urban schools were twice as likely to report serious violent crimes.¹⁰

Consistent with the decrease in reports of crime victimization, students appear to feel somewhat safer in their schools. The number of students aged 12 through 18 who feared they were going to be attacked or harmed at school decreased from 99% in 1995 to 5% in 1999. The percentage of students who feared they would be victimized while traveling to and from school also decreased in this time period, from 7% to 4%.¹¹

Schools have responded to violence by implementing zero-tolerance policies, increasing school security, and implementing formal school violence prevention or reduction programs, often in partnership with police and community organizations.¹²

This includes movements to implement character education and greater student accountability, stiffer penalties for school crimes, and better legal protection of teachers and administrators.

Chart 3: Percentage of Schools Reporting Various Levels of Crime, 1996-1997

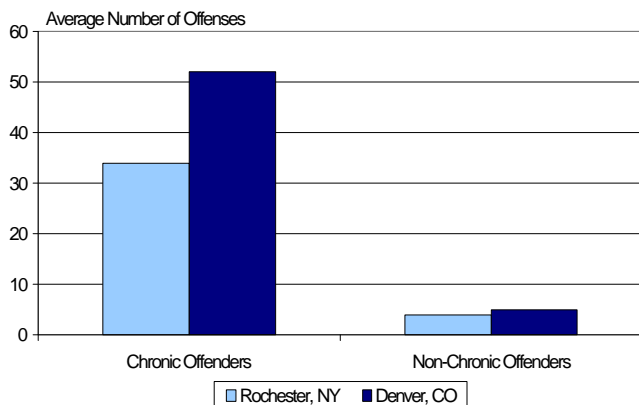


Source: U.S. Department of Education and U.S. Department of Justice

Repeat Juvenile Offenders

Studies suggest that a small population of repeat juvenile offenders is responsible for a large proportion of juvenile crime. A recent National Youth Survey indicates that about 5 percent of all juvenile offenders at each age level (ages 12 - 17) were serious violent offenders and committed an average of 132 delinquent offenses annually, 8 of which were serious violent offenses. Studies by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), of serious, violent, and chronic juvenile offenders in the cities of Rochester and Denver indicated an average of 34 and 52 offenses each, respectively, compared to an average of 4 and 5 offenses each, respectively, for non-chronic violent offenders.

Chart 4: Average Number of Offenses, Chronic vs. Non-Chronic Juvenile Offenders



Source: Facts and Myths About Juvenile Crime and Young Offenders, Building Blocks for Youth.

These studies also suggest that juveniles committing violent crimes at an early age (9-12) are more likely to become serious, chronic and violent offenders. In the OJJDP study of Denver, researchers found that, among juveniles who exhibited violent behavior at age 9 or younger, 62 percent became serious, chronic, and violent offenders.¹³

Drugs and Juvenile Crime

As with the adult population, drug abuse plays a large role in juvenile arrests. Over half of all juvenile arrestees have tested positive for at least one illegal drug, according to the 1998 Arrestee and Drug Abuse Monitoring (ADAM) report. While early findings show that the retention success of juvenile drug courts matches the success of drug courts for adults, significantly reducing recidivism and drug use among graduates, there are only 37 operational juvenile drug courts in the nation.¹⁴

Gangs

Of particular concern is the violence associated with and reinforced by the culture of gangs. Gang activity steadily increased in the nation's schools during the early 1990's, reflecting the overall rise in crime during that time. The number of students who reported that street gangs were present at their schools jumped from 15% in 1989 to 28% in 1995.¹⁵

The gang situation in the late 1990s was more positive, but still mixed. According to the 1999 *National Youth Gang Survey*, there were more than 26,000 gangs and 840,500 gang members in 1999.¹⁶ This was an 8% increase in the number of gang members over 1998, reversing a decline from 1996 to 1998. While the number of gang members decreased by 29% in rural counties from 1998 to 1999, there was a slight increase in both large cities (which account for 60% of all gang members) and small cities. The most troubling statistic is that gang membership increased 27% in suburban counties from 1998 to 1999. Overall, 54% of 1999 responding jurisdictions reported that their youth gang problem is "staying about the same, 31% that it is getting better, and 25% that it is "getting worse."¹⁷

Chart 5: Change in gang membership by location, 1998-1999



Source: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice

Population Growth and Juvenile Crime

Despite the overall positive trends in juvenile violent crime over the past five years, there is great concern that once juvenile populations increase, as they are projected to do, juvenile crime will increase proportionately, at least. Experts such as James Alan Fox, dean of the College of Criminal Justice at Northeastern University, stress that violent crime and homicide among teens will increase if there is not sufficient vigilance because the teen population is rising, particularly among minority groups, whose rates of problem behavior are the highest.¹⁸

Some dispute that there is any correlation between juvenile crime and population. For example, while a “negligible increase” occurred in the juvenile population between 1994 and 1997, there was a 23% drop in the rate of juvenile violent crime arrests in that time period.¹⁹

Nevertheless, the juvenile population is clearly on the rise. The total juvenile population (ages 17 and under) declined in the 1970s and early 1980s, and has been rising since – from 64 million in 1990 to 70 million in 1999.²⁰ This population is projected to reach 72 million by 2010, about 32.5 million of whom will be between the ages of 10 and 17.²¹ Compared to 1999, Census statistics project 1.9 million more males 14 to 24 years old – the most crime-prone group – in the year 2005, and an additional 700,000 in 2010. Given these projections, the current situation may provide a window of opportunity to make significant progress before crime rates likely start to rise again.

II. THE SEARCH FOR WHAT WORKS: ORIGINS OF THE CONFERENCE

In October 2000, the Center for National Policy convened a conference entitled *New Approaches to Programs for At-Risk Youth with Promise: A Search for Effective National Models*. The conference was designed to explore the effectiveness and potential replicability of a small number of new program approaches for juvenile offenders that are organized around innovative combinations of discipline and education.

Because these programs are relatively new and have been locally developed, they operate without much awareness of each other. They also are not generally known at the national level. Their accomplishments remain largely “below the radar,” and constraints on their growth and replication are not well understood. The conference brought together the program directors of a handful of the most promising of these programs with the following objectives:

- To enable program staff to learn from each other about their programs, common experiences and differences.
- To establish what is known about what these peer-approach programs accomplish.
- To make a preliminary assessment of the evidence of their effectiveness, identify key issues that may apply to other types of programs, and provide at least a preliminary view of how and why they achieve what they do.
- To generate understanding of the prospects for and the limitations on replication of such programs, including information about their costs and other key replication issues.

Selection Process

Outreach for programs to include as part of this conference began more than a year in advance with a literature and Internet search aimed at identifying a wide range of programs – mostly, though not exclusively, residential – for troubled youth. Other potential models were suggested by a number of helpful sources contacted by CNP.²²

Certain criteria were established by CNP personnel in screening these programs: They were to be, in the first instance, non-governmentally operated, residential programs aimed at hard-core and/or repeat youth offenders. The search focused particularly on programs that place high expectations on offending youths and view their program mission not as “therapy” but as reform.

Appropriate officials were interviewed at each program, additional program information was obtained, and the list of suitable candidates was winnowed. Suggestions were also taken from interviewees as to other programs they knew of that showed promise. Eventually, a small group of the most promising programs was chosen, contacted, and invited to attend and make presentations.

At this point, the scope of potential conference participants was expanded to include contrasting and complementary program types, including non-residential programs; government-sponsored programs; programs whose participants included non-serious offenders; prevention efforts; programs that create opportunities for former offenders *after* completion of the types of programs identified initially; and similar undertakings within the correctional system itself.

Presenters included representatives from the following programs. Detailed program descriptions are provided in the Appendix.

- | |
|----------------------------------------------------|
| The Academy (Pittsburgh, PA) |
| Achievement Place for Boys (Lawrence KS) |
| Alliance for Children and Families (Milwaukee, WI) |
| The Community School (Camden, ME) |
| daniel Inc. (Jacksonville, FL) |
| Direction Sports Incorporated (Los Angeles, CA) |
| Gainesville State School (Gainesville, TX) |
| Homebuilders Institute (Washington, DC) |
| ICARE Bay Point Schools (Miami, Florida) |
| Idaho Youth Ranch (Boise, Idaho) |
| Judge James V. Riddel Boys Ranch (Goddard KS) |
| National Guard Youth Foundation (Alexandria, VA) |
| Starr Commonwealth (Albion, MI) |
| Youth Service Providers Network (Boston, MA) |

Finally, staff from a wide range of organizations operating youth programs and services were invited to attend and participate in the full-day discussion.

Participants included program staff; volunteer board members; state youth authority/juvenile justice personnel; congressional and executive branch staff from the federal government; academics familiar with evaluation and assessment procedures; educators with relevant backgrounds; police officials who deal with programs for juvenile offenders; members of the press interested in the issue of serious juvenile crime; and resource people from organizations that have conducted successful scale-up or replication efforts in other areas.

Conference Structure

The conference began with an informal evening get-together over dinner. Dr. Mary Louise Cole, director of the Bay Point Schools in Miami, introduced Michael Lazo, a graduate of the Bay Point program, who gave a first-hand description of his life, what led him to Bay Point, his experience in the program and why it worked. Mr. Lazo was followed by Lisbeth Schorr, Lecturer in Social Medicine and Director of the Project on Effective Interventions at Harvard University. Ms. Schorr discussed how to determine what works in social programs, how to describe and document it, and how to relate findings to the ability of a program to be replicated.

The conference proper began the next day with panel discussions on programs for youth offenders, and then moved on to discuss programs that address youth who have not yet offended but are at risk. (See panel titles and participants, below) In addition, there was discussion in each session about program needs, challenges, and constraints. Participants were encouraged to think broadly and deeply—stating their “vision” for their programs, and thinking about how far they could go if they had all they needed to work with.

To put the overall issue in context, the general information outlined above regarding the extent and impact of juvenile crime was presented prior to the first panel discussion and presentations.

Panels and Participants

This “Squaretable”-style conference was moderated by former Congressman Rod Chandler (R-WA), currently President of R. Duffy Wall and Associates

in Washington, DC and a board member of the SEED Public Charter School (in Washington, DC), which provides boarding school education for inner-city youth. The following programs (listed along with the representatives who attended) were featured at the conference:

Session One: New Hope for Tough Kids: Issues and Next Steps

Presenters

Idaho Youth Ranch - Boise, ID
- Dr. Bob Ball and Ms. Jan West

ICARE Bay Point Schools - Miami, FL
- Dr. Mary Louise Cole

Achievement Place for Boys - Lawrence, KS
- Mr. Bobick Sarraf and Ms. Denise Gibson

Discussants

daniel Inc. - Jacksonville, FL
- Mr. James Clark

The Community School - Camden, ME
- Mr. Emanuel Pariser

Judge Riddel Boys Ranch - Goddard, KS
- Mr. Robert Coleman

The Academy - Pittsburgh, PA
- Mr. Joe Daugerdas

Starr Commonwealth - Albion, MI
- Mr. Harry Wilson

Alliance for Children and Families - Milwaukee, WI
- Ms. Carmen Delgado Votaw

Session Two: New Programs for Tough Places: Links and Lessons

Presenters

Youth Service Providers Network - Boston, MA
- Mr. Jeff Butts and Ms. Claudia Dunne

Direction Sports Incorporated - Los Angeles, CA
- Mr. Tulley Brown

Homebuilders Institute - Washington, DC
- Mr. Dennis Torbett and Ms. Carol Collette

Gainesville State School - Gainesville, TX
- Dr. Ann Fitzsimons-Lovett

Discussant

National Guard Youth Foundation - Alexandria, VA
- Mr. Gregory Sharp

III. IDENTIFYING WHAT WORKS

Identifying what makes something “work” is not a simple task, particularly when dealing with human beings. Things work differently for different people, in different settings, and for different reasons. While the conference discussion produced some common themes as to “what works” in the context of re-channeling teen offenders into productive lives, it is important to note that the experience of the individuals in the program – both during and after – is a key source of information about what works. Listening to and learning from program participants is a crucial step toward better understanding, program development and replication.

Michael Lazo, a graduate of the Bay Point School in Miami, began the conference by describing his personal experience – what led him to the Bay Point School and why it worked for him. Granted, his experience is only his own. But it is not atypical of the circumstances or behavior that the programs at issue are designed to address – or of the values and processes that emerged at the conference as central to success.

Several key events clearly affected Michael early in his life: The loss of his father to prison and the death of his grandfather not only cost Michael his male relationships and two strong figures in his life, but also imposed a great deal of family pressure upon him as the only remaining male in his home. Being a “have-not” while the rest of the world seemed to be filled with “haves” became the driving force in Michael’s worldview; money and material goods became the primary value in his life. As a result, his choice of friends, acquaintances and activities was based solely on monetary achievements. This centrality of money to his self-definition led Michael to a “profession” of stealing cars for profit. As Michael moved further in this direction, he also began to come into significant conflict with teachers and anyone else in any position of authority. In fact, as Michael said, “I wanted to cause pain to some people.”

Finally, after multiple arrests, Michael was sentenced to attend the Bay Point School. Had that intervention not taken place, Michael’s life might not have turned in a better direction. Michael has since graduated, is completing a paramedic program and a fire science technology degree and will soon become a registered nurse.

Why did the Bay Point program work in turning Michael around? First, the imposition of daily routines and expectations from which he could not simply “opt out” made it impossible not to participate in the program. Second, being in a place with a zero-tolerance drug policy and having no encounter at all with peers from the outside created peer pressure to succeed rather than to engage in self-defeating behavior. Finally, and perhaps most important, the program at Bay Point succeeded in getting education to replace money as a central element in his value structure. The energy and focus that went into stealing cars was turned toward learning.

This illustration of why Bay Point “worked” for Michael Lazo was echoed throughout the conference in reference to the components of all successful programs. This raises the question of whether simply copying these “ingredients” will produce more success stories like Michael’s.

Lisbeth Schorr spoke directly to this question. An expert in the field of “determining what works,” Schorr laid out her assessment of “what makes a good program” – and what makes it possible to replicate a program effectively.

Schorr first argued that we must change how judgments are made about what works. In fact, she asserted, too many people simply claim that “nothing works” because they are measuring what works using the wrong tools: We cannot rely exclusively on studies that are methodologically elegant, studies that take as their model for deciding what works how the FDA decides what works – social programs cannot be tested as though they were medications. Yet the conventional wisdom holds: that we must be able to prove that a program works with a randomized trial comparing those who participated with precisely similar controls. Thus, there are inherent contradictions between what we know about what makes for good programs, and the evaluation systems within which these programs must operate – especially if they are to be replicated beyond the initial demonstration.

It is not enough, however, to have a single terrific program, Schorr asserted. The theory used to be that successful programs contain the seeds of their own replication: All one must do is run a successful program and then replicate it. But no matter how strong any individual program is, it takes more than merely copying it to make a successful replication.

Instead, the key is to know *why* a program is successful. Without knowing *why*, the basic elements may be replicated but without the same successes. Why? Because without knowing why a program works, it cannot be adapted to a different community; if one identifies the core elements of success, however, then it can be modified as need be but still achieve the same success in a new setting.

Essentially, according to Schorr, these are the critical aspects of successful replication of good programs:

A. A careful sorting of the elements that make a program successful.

It is not enough to know that a program succeeds – we need to think very carefully about the connection between what the program *does* and the results that the program is hoping to attain. It is critical to distinguish the essence of what makes a program successful from the incidental and peripheral. This means knowing which things can change when people try to implement the program in a new setting and which must stay the same: We need to know what proportion of program content must be specified as a required constant.

This is much easier to achieve in a program based on material than in one based on human relationships. But, since we know that the success in the programs that do best is indeed based on their human relationships, we need to do better at describing them. Schorr cited the comment of former New York City schools chancellor Rudy Crew on education, “If we can agree on what fourth graders should know, we can stop arguing about whether they should learn it sitting in straight rows in desks that are nailed down, or sitting in small groups on the floor dissecting worms.”

B. Using an “outcomes” orientation to judge both whether the replication is worth doing, and whether the expansion is successful.

Replicating a program is not about simply copying the day-to-day aspects of a program; it is about trying to produce the same results that the original successful model or demonstration produced. In order to replicate results, it is necessary to identify the *results* we are looking for. Replicating pieces and replicating processes does not necessarily get to the results that we are trying to duplicate.

C. Sharing of information, support between programs, and assistance.

Replication, particularly of something innovative, is not an easy task. It is certainly not enough to take a “recipe” for a program and try to replicate it without support. When new programs are being developed and replicated, there is an intense pull to return to the *status quo* and simply repeat what is familiar and accepted. Successful replication requires strong support from those in the field grappling with similar problems and issues in order to be able to sustain departure from the *status quo* and create something new.

D. Recognizing the importance of the systems context.

The reason it is important to know the essence of the program is that replication will always take place within a different system and a different context. Replication requires assessing the environment in which the program will function and knowing what changes need to be made from the original setting, and how to make those changes, in order to succeed in a different system and context. For one thing, programs do not succeed if they are not in settings where they will be welcome; in any local program, it is important to enlist local partners who have the power to help a program operate successfully, particularly people who have experience with applicable rules and how to get them changed if they will prevent success.

Some programs will not even attempt to enter new settings unless they know they will be welcome. As an example, some very innovative early childhood programs have made connections with comprehensive community initiatives because they know that community-based organization that are already resident-driven and already working for change in the neighborhood will be much more receptive to a different way of providing childcare or early education than would be a public school system.

It is a mistake to expect that the individuals who run programs successfully also be those able to change the systems within which they have to operate: While that is sometimes the case, it is rare. Rather, what is necessary is a combination of the right people to run a program, and those who know the system and make sure that all bases are covered.

E. Understanding and responding to the issues surrounding evaluation.

We are learning some new ways to deal with the problem of evaluation. Often, the attributes that we know make a good program are not what the evaluator or funder looks for to determine if the program is effective. It is incumbent upon programs both to educate evaluators and change how they look at the program *and* to work to fit these good program elements into what they are looking for: A program may rely for its success upon the fact that its staff really believes in what they are doing – but that is very different from what a bureaucracy is looking for in evaluating the program. If the program management wants to be funded, it must figure out how to convey the nature of its success to the funder in terms the funder understands.

Schorr said in conclusion:

It is abundantly clear to most people involved in this work that randomly assigning participants and control groups to two different groups to find out what works is inapplicable to most of the programs you’re interested in.

If you believe that your program is working because you are either able to mobilize the services of other people in the community, that is very hard for traditional evaluators to evaluate. If you believe that you, in your own program, are doing seventeen different things to produce the outcome that you are after, it is very hard for the evaluators to use their rigorous methods to evaluate that.

So it is important to be very explicit about why you do what you do. Then you can get a pathway that leads you from what you’re doing to the results that you are achieving.

But regardless of who you have to convince, if you can have your stories with numbers, your numbers with stories, and if you can put them together with other people’s findings about why what they’re doing works, you stand a better chance of success.

This, then, set the stage for the conference proper to explore what works, and why, in programs for at-risk youth.²³

IV. EXPLAINING WHAT WORKS FOR ADOLESCENTS

“Adolescence, always a perilous passage, has become for literally millions of American young people a voyage that never reaches the other shore.”²⁴

In *Adolescence & Poverty* (1991), psychologist Laurence Steinberg provided significant insight into the reasons *why* programs such as those presented at this conference might work. It is thus worth reviewing its broad outlines before turning to the specific program elements that emerged at the conference as components of all successful programs.

While many assume that by the time youth reach their teen years their behavior is “unfixable,” recent research indicates that the adolescent brain is still developing and thus new learning may help teens change perceptions, attitudes, values and ultimately, behavior. After a developmental pause in the post-childhood period, the adolescent brain undergoes significant change in its networks. This change may affect mental functions such as judgment and self-control,²⁵ and could provide an opening to influence behavior, somewhat similar to the opportunity to enhance development in young children.

In his discussion of the developmental tasks of adolescence, Steinberg outlined a series of capacities that adolescents must acquire through the experiences of their daily lives, in order to move forward in a productive manner as adults. These are capacities that the learning processes of adolescence are shaping, influencing and reinforcing:

- *Identity and personal responsibility* – the development of a coherent and positive sense of self and the ability to make informed decisions, exercise judgment and regulate one’s own behavior appropriately.
- *Intimacy and interpersonal responsibility* – the ability to form emotional attachments that are characterized by sensitivity, mutuality, responsibility, and trust.

- *Achievement and social responsibility* – the development of the basic skills, knowledge and capabilities needed to participate successfully in the work and education institutions of young adulthood, and the development of a personal system of values and beliefs that will provide a basis for socially responsible behavior and lay the groundwork for active participation in the community.²⁶

In short, adolescents are at an important crossroads, confronting important challenges in their development.²⁷

Since 1989, The Search Institute, an independent, nonprofit organization whose mission is to advance the well-being of adolescents, has assessed development in more than one million 6th to 12th graders in communities across the United States, using the survey instrument, *Search Institute Profiles of Student Life: Attitudes and Behaviors*. In an effort to identify the elements of an “asset-based” approach to healthy development – *i.e.*, one that seeks to *increase* the *positive* influences, not just *decrease* the *negative* influences, in a child’s life – The Search Institute has produced a framework for considering developmental assets for youth, identifying 40 critical factors for young people’s growth and development.

Taken together, the assets offer a set of guidelines for development. To most parents, these factors will seem obvious – what a functional family typically tries to do for kids, with help from community institutions. It is these factors, however, that frequently are not available to young people who become offenders, or are provided by a “negative community.” It is these factors that programs generally have to provide, or replace in a constructive context, for success in redirecting juveniles onto a socially acceptable and useful path.

“*External Assets*” are derived from positive experiences that young people have interacting with the people and institutions in their lives, including:

- *Boundaries and expectations*. Young people need to know what is expected of them and whether activities and behaviors are “in bounds” and “out of bounds.”
- *Constructive use of time*. Young people need constructive involvement that provides opportunities for growth, through creative

activities, sports, community or religious participation, or time at home that engages them positively.

- *Support.* Youth need to experience support, care, and love from their families, neighbors, and many others. They need to belong to organizations and institutions that provide positive, supportive environments.
- *Empowerment.* Young people need to be valued by their community and have opportunities to contribute to others.

“*Internal Assets*” are those internal qualities that guide choices and create a sense of centeredness, purpose, and focus, shaping internal dispositions that contribute to responsible judgments. The four categories of internal assets are:

- *Positive identity.* Young people need a strong sense of their own ability, purpose, worth, and promise.
- *Positive values.* Youth need to develop strong positive values that guide their choices.
- *Commitment to learning.* Young people need to develop a lifelong commitment to education and learning.
- *Social competence.* Young people need skills and competencies that equip them to make positive choices, to build relationships, and to succeed in life.

In this view, all adolescents are redefining themselves, moving from seeing themselves within the family context to understanding themselves in terms of where they fit in a larger community. The external and internal assets they are given and acquire will determine whether the process is constructive, or not.

This model implies that youth need to be given a sense of value by society for engaging in behaviors that have positive social worth. Many youth develop a good sense of self-worth and self-esteem only when they discover that they are good at bad things – such as gang leadership or drug dealing; they need to feel valued instead for doing good and giving back to society. Adolescents who feel worthless and abused, can come to perceive – rightly or wrongly -- that’s

how they have been treated by those responsible for them—parents, teachers, or others in authority.

They can act on those feelings by finding self-worth and definition in defiant behavior, finding a place in the company of others who have the same self-definition, or sometimes, finding themselves in a sense of being alone.

It appears that many of the teen-agers who take this route into serious trouble are not “bad kids,” although neither are they “good” kids. They have internalized a self-definition based on bad behavior; their identity is a part of that behavior, their self-esteem is based on the success of that behavior in the community they feel they belong to, and the only way they are comfortable acting is through that behavior.

In short, adolescents need to learn positive self-worth in a way that helps them define themselves as contributing and responsible members of society. Many juveniles who have come to view themselves as defined by acting against society can still learn positive lessons. While the current tendency is to target programs primarily at early childhood, the evidence suggests that adolescence is actually a developmental period similar to early childhood; young teens are open to change and are changing rapidly. It is a time when outside influence can make a difference. But the task of structuring a program in which this is possible is a demanding one.

A successful program needs to help these kids rework and rewire their sense of who they are – to give them the opportunity to form a more constructive self-identity. That is the crux of changing their behavior and all else follows from that concept.

V. SYNTHESIZING WHAT WORKS: A SUMMARY OF THE CONFERENCE DISCUSSION

The programs discussed at the conference comprise different models and approaches: Some have a stronger mental health focus; some are more disciplinary, some more academic. Some programs are institutionally based while some exist in a home-based setting. The new programs are diverse, scattered, and, for the most part, operate independently of each other.

Yet they all share common characteristics that they identified as the core of their success: Their key focus—in one way or another—is the promotion of

education and self-discipline through the acceptance of behavioral norms established and reinforced by a

peer group system. They all bring structure, purpose, constructive motivation and a sense of belonging to the lives of young people whose environment is otherwise lacking in these important elements of successful living.

The thread common to all of these programs is recognition of the balance between structured discipline and positive support, and the necessity of both. All of the programs discussed try to address the underlying problems bringing these young offenders to their doors, but they also all recognize that they must do so in an environment that changes internal values; demands personal responsibility, accountability to the community, and discipline; and imposes sanctions for breaking the rules.

At the Bay Point Schools, for instance, students are approached from such a perspective. They are seen not as “bad” boys, but rather as boys who are doing bad things. The program therefore requires and encourages students to follow norms, to be accountable for their actions, and to take responsibility for their own lives. Defining and rewarding positive behavior is the essence of a structured normative culture at Bay Point.

This is consistent with the developmental model described above. These programs work because they provide an environment that promotes the acquisition of a positive self-image, one that connects to behavior that will increase the likelihood of success in society – a self-image defined by the value these young people can bring to that society by fulfilling their responsibilities to it.

In order to provide the structure and discipline these kids need, which are generally otherwise missing from their everyday lives, most of these programs work by (a) removing them from the community and family structures that are failing them, and (b) placing them in an environment that gives them the needed discipline and structure.

This consists, broadly speaking, of the following inter-related elements:

A. Creating a compelling framework of expectations, a functional system of positive and negative sanctions, and a network of supportive personal relationships.

One factor clear from the conference is that the structure and discipline that juvenile offenders and other problem youths need to grow into productive adults depend upon various social support networks that these youths generally lack. They need rules, norms, standards, expectations, rewards and punishments. Many successful programs therefore start with the premise that they must remove these young people from their current environments and give them the discipline and structure that these environments fail to provide. In essence, these programs create a new community, a new neighborhood, even a new family, for these youths and replace those that have not worked for them.

As Robert Coleman of the Judge Riddel Boys Ranch stated, "The purpose of many of these programs, Judge Riddel Boys Ranch included, is to remove children from the environment where they had problems in an attempt to reshape their values and beliefs and help them set goals."

The key to any successful program— echoed by every conference participant – is the building of a web of strong interpersonal relationships between the juvenile and adults, and between and among juveniles themselves. Research has shown that there is a positive relationship between the number of supports and opportunities children experience while growing up and the increased success and decreased problems they have during adolescence. In addition, studies on mentoring have shown positive outcomes for youth. For instance, a study of Big Brothers/Big Sisters showed that mentoring significantly reduces initial drug use and school violence, and increases school performance.²⁸ Evidence shows that if we give youth the support they don't have in their immediate environments positive effects will result.

The Community School in Camden, Maine, for instance, focuses on the development of trusting, supportive, and resilient relationships between all members of the learning community. The philosophy of the school is that if educators place primary emphasis on making positive the relationships between student and teacher, student and student, and students with themselves, the cognitive skills will come – or, as Emanuel Pariser, co-director of The

Community School, put it, if you “open the heart the mind will follow.”

Adolescents themselves, and not just adult staff, must learn to work with each other and hold each other accountable. Several of the programs therefore include a strong athletic component, based on the belief that sports—good, healthy competition—can

help teach teamwork, how to value others, how to lose gracefully, and how to manage anger.

Sometimes, the missing structure starts at the family level: Conference participants reported frequent disinterest by parents. Bobick Saraf, from Achievement Place for Boys in Kansas, noted that these programs must often aim at “re-parenting our kids.” Dr. Mary Louise Cole of the Bay Point Schools in Florida added that she would like to obtain court-mandated parent participation to overcome this problem; Andrew J. DeAngelo, Deputy Chief of the Lehigh County (PA) Juvenile Probation Department, responded that some states – including Pennsylvania – have already enacted such parental responsibility laws. Many at the conference believed, however, that parents are often lacking in the interpersonal and psychological skills necessary to deal with their kids; as a result, they check out, leaving other “systems” to do their basic parenting.

B. Imposing a sense self-worth and personal responsibility.

Closely linked to the lack of constructive support networks is the lack of a sense of positive worth – emanating from either self or society – that drives many youthful offenders’ anti-social behavior. As a legislative report in Pennsylvania concluded, establishment of small residential programs sends “the message that the child is worthy of a significant investment, and a dramatic increase in the motivation of the student to succeed results. The positive effect of the message to these young people and their families that society says and shows ‘You are worthy of attention’ cannot be overestimated.”²⁹ In fact, Mary Louise Cole of the Bay Point Schools asserted, these “kids have faced failure all their lives—they need to experience success.”

It is not enough for kids to do well and be rewarded, however – they need to internalize positive values and goals, and base their actions upon those goals. As one conference participant pointed out, gang leaders often do well in these programs: They are

natural leaders. The key is for them to use their leadership skills in a way that is of positive, rather than negative, value to society.

A recurrent theme of the discussion was the notion that “self-esteem” is not an end itself but part of a reciprocal relationship of benefit to the larger society: Juveniles who do not have a sense of being *needed by* society also grow up without feeling an *obligation to*

society. There was widespread agreement at the conference that the lack of positive social bonds results in an inadequate sense among youth offenders of responsibility to others, and particularly to the larger society.

All participating programs therefore attempt to instill responsibility as a centerpiece of their efforts: Along with reinforcement *for* the juvenile must come responsibility *from* the juvenile. Many require participation in student government activities to build a sense of community, belonging and responsibility. Most mandate significant levels of community service. As Bob Ball and Jan West of the Idaho Youth Ranch put it, such requirements are part of the “treatment,” not “community service” in and of itself.

This is obviously closely related to inculcating positive values. Conference moderator Rod Chandler raised the question of to what extent this involves “spiritual development” – an important question in light of the new Administration’s emphasis on “faith-based initiatives.” Most conference participants, however, distinguished between an explicitly *religious* component to programs – which they did not view as essential – and a more generalized emphasis on providing a moral structure that defines “right” and “wrong” for these problem youths (“changing the belief system that got them where they are – get[ting] them to internalize good goals,” as one participant put it), which is seen as a key component by all programs. Mary Louis Cole described it as “knowing what the right thing is and deciding to do it.” The Idaho Youth Ranch describes it as “contributing to the greater good” – highlighting the centrality of notions of responsibility to the community.

Components of such an approach include such closely related concepts as “anger management,” “empathy for others,” and “restorative justice” – mentioned by many – including both victim restitution and simple awareness. In fact, understanding and taking responsibility for the effects of one’s actions on others – especially victims

of the offender's prior criminal behavior – are crucial to future success.

Several programs include victim-offender mediation. Some programs utilize meetings with victim, if the victim wishes. For example, at the Idaho Youth Ranch, if the youth entered the program having harmed others in their community, they will have the opportunity to make amends through a face-to-face

meeting with the victim in the presence of a staff member trained in mediation.

At the Achievement Place for Boys, the treatment model in the home consists of five phases, ranging from behavioral modification to development of empathy and making amends to victims. For students in The Academy, restitution to victims is also an essential component of the student's responsibilities. Students who owe restitution are assigned to jobs on The Academy grounds with 50-75% of their pay being sent to the victims of their delinquent acts.

Many states and localities are already employing such restorative justice concepts in public programs for juvenile offenders. The Victim Restoration Program of Dakota County, Minnesota, provides opportunities for crime victims to meet face to face with the juvenile offenders who harmed them. Through community service, youth offenders in Deschutes County, Oregon's Community Justice Corps make amends to the community for their offenses under adult supervision for significant portions of the day and evening.

The Vermont Department of Corrections directly involves community members meeting face to face with offenders to negotiate a "reparative agreement" that specifies how offenders will make reparation to their victims and other community members. The Impact of Crime on Victims Program in California involves 60 hours of classroom instruction using small-group discussion; lectures, victim and victim advocate speakers, video presentations, case studies, role-play, reading, written exercises, and homework.

A study of over 1,300 restorative justice mediation programs in five cities around the country found that such programs reduced recidivism, increased victim satisfaction and expanded restitution to victims.

C. Imparting the productive skills needed to succeed in the community.

Ultimately, in order to build confidence in themselves, a commitment to lawful society, and the ability to succeed outside the criminal behaviors they've learned, juvenile offenders need educational and vocational skills. All programs therefore focused heavily on efforts to build these skills. The Bay Point Schools in Florida have increased their students' reading scores by more than one grade level, and math skills by nearly two, in less than a year; one result has been that, one year after "graduating" from

Bay Point, 14% have gone on to college, 38% returned to high school, and 39% entered employment – only 3% had committed further offenses. Kansas' Judge Riddel Boys Ranch, where juvenile offenders stay for typically only 140 days, has produced a 94% GED success rate. As Robert Coleman, director of the program, put it, "We . . . teach them the skills necessary to achieve their goals."

In addition to academic rigor, Bay Point recognizes the need for students to develop practical skills in preparation for the work force. Students begin with an overview of all vocational courses and the student then chooses a specialty area. Classes are offered in drafting, construction, landscaping and culinary arts. They also participate in many community projects, such as Habitat for Humanity, building neighborhood parks, homes, or gardens, and assisting with distributing food. Students not only learn practical skills, but also have an opportunity to use them in a work setting. Culinary arts students who earn their GED continue on with a full scholarship to Johnson & Wales University, one of the nation's leading culinary colleges, where they can earn either an Associate of Arts or Bachelor of Science degree.

Many states have also recognized the importance of focusing on education and employment prospects for youth offenders – including conference participant Texas Youth Commission, which integrates education into its youth correctional system through its TEAMS program. Four states – Iowa, Maryland, Massachusetts, and New York – have been singled out by the National Governors Association as making strides in promoting youth development policy. Massachusetts' Youth Development State Collaboration Project, for instance, provides state youth development grants integrating delinquency prevention; leadership and character development; technology training; job training; drug, alcohol, and teen pregnancy prevention; and educational enhancement.

Conference participants viewed job placement as a crucial element of program success, as well. Successful job placement components allow participants to recognize the tangible value of developing productive skills while in the program, and to make the transition to being contributing members of the community once leaving the program. Such efforts also allow them to fill real needs in society: The Home Builders Institute, for instance, has developed a successful job placement

program for Bay Point graduates and other problem youths – Project CRAFT – in order to meet the demand for trained workers in the homebuilding industry. Another conference participant, Adecco, has similarly reached out to the youth offender population to help meet the growing need for temporary workers. And the National Guard has created a successful program by relying not just on the discipline of the military but also on the necessity of job preparation and placement.

D. Providing a “Re-Entry Component.”

Preparing these juveniles for productive work is only one aspect of the need to pay attention not just to what participants do in the program, but also to what they do afterwards. As one conference participant stated, “we can’t keep kids in residential programs forever” – which means the need for “aftercare” efforts in which, as Mary Louise Cole put it, “kids must know that they will still get support *and* supervision.”

- Aftercare includes part-time jobs and necessary structures to emulate the structures they had in their programs.
- There need to be sanctions and consequences for not staying in school, engaging in old behavior, or failing to work, as well.
- Aftercare must include support for families, as well, so that they can learn how to work constructively with their “new” kid. Some programs use field counselors to assist parents and students re-learn their relationship.
- Some programs have mandatory scheduled return visits for one year; some have students return for up to 5 years as a role model.

This is one element of success on which state governments have been actively moving ahead in

such areas as drug crime and juvenile boot camps.³⁰ A study of Delaware’s pioneering drug treatment program for criminal offenders, for instance, released earlier this year, found that after five years, those who completed both treatment *and* aftercare programs were 60% less likely to have been rearrested than those who didn’t. Meanwhile, proponents of “boot camps” – increasingly under fire – now advocate such therapeutic aspects as intensive aftercare following release from camp as essential to

salvaging such programs. A recent study of Pennsylvania’s juvenile boot camp by that state’s Department of Corrections observes, “Widely recognized studies of motivational boot camps . . . have increasingly identified aftercare as a key component for the success of boot camp graduates.” California’s “Little Hoover Commission,” an on-going state government policy and research agency, arrived at similar findings, concluding, “The so-called aftercare portion of boot camps – and in particular job placement success – are widely acknowledged to be the key elements that make boot camps work.”

VI. MAKING IT WORK ELSEWHERE: A NATIONAL POLICY TO REDUCE JUVENILE CRIME

The conference provided an emergent model for programs that work in addressing delinquents and at-risk youth. The second half of the day pointed out obstacles to replicating such successes more widely. In addition to the foregoing programmatic concepts, then, certain systemic changes emerged as necessary to overall success in reaching juvenile offenders and at-risk youth.

While all of these programs are finding success with their students, they are collectively only reaching a fraction of those in need. Expansion of such efforts is critical to making a dent in the problem of juvenile crime. But as these are small, labor-intensive programs that are successful largely because of the centrality of relationships, “expansion” means widespread *replication*: One cannot take Kansas’ Achievement Place for Boys, a program that works with eight seriously disturbed youth offenders at a time, and expand it to a program servicing 800; to replicate it means *100 programs* of eight juveniles each, not one program of 800. (As social commentator Nicholas Lehman has pointed out, one of the downfalls of Lyndon Johnson’s Great Society

was its expansion – rather than expanded *replication* – of promising small experiments.)

More programs need to be designed, more learned about how and why they are successful, and replication funded and evaluated. One of the problems in program design is that programs are often replicated too quickly and not carefully enough; the same results then are not produced in the replicated program. Programs need to be replicated with care, and attention paid to critical issues (including size).

As Lisbeth Schorr observed, understanding the essence of the program is necessary for successful replication; that understanding takes time, care and resources.

The National Commission on the Causes and Prevention of Violence recommended in its thirty-year update a federal investment in replication-to-scale of programs that have been proven to reduce crime at the same time that they improve educational performance, reduce drug involvement, and increase employability.³¹ All of the programs discussed at the conference cost more to run than they receive in reimbursements – yet all cost far less than detention.

An example of a successful program leading to a successful replication is YouthBuild USA. YouthBuild, which began as a single program in East Harlem, now comprises 145 programs engaging 5,000 young adults in 34 states. Part of the success of replication was the creation of a central agency to hone the YouthBuild model. YouthBuild USA focused on spreading information about the model, advocating for a federal YouthBuild program, and providing technical assistance and training to replicating agencies across the country.

As Schorr discussed, the key to successful replication is knowing the “why” of program success. This requires a continuous examination of themes and issues, not only specific program design. There are many sub-issues that were discussed here, including identity formation, self-esteem, and relationships, which are often referred to as “soft” issues; more concrete understanding of these themes, too, however, can help in program design and replication. And replicating what works also means abandoning what does not.

The conference identified six ways in which such efforts across the board – and across the nation – can, and need to, be improved:

A. Formal evaluation of programs.

Anecdotal evidence, while important, is not enough. Formal evaluation of programs focusing on long-term results is critical in gaining program knowledge as well as building political and other support for program replication. Long-term and broader analyses of results -- beyond simple recidivism studies, how are program graduates doing five or ten years down the road? – and conducting high-quality evaluation require greater cooperation from government

agencies and funders: Often, regulations and requirements are out of line with the real needs of measuring program outcomes; thus, while technical standards are being met, no real evaluation is taking place. As Lee Schorr pointed out, evaluation needs to better fit what the programs are really doing and the programs need to better synthesize what they know to make them easier to evaluate.

B. Better information sharing about what works.

The US Department of Health and Human Services has stated that an impediment to a national public health response in the area of youth violence is the lack of comparable data sources, standardized definitions and definitional issues, and adequate resources to establish consistent tracking systems.

Conference attendees similarly spoke of needing a national database of program information and evaluation information; better ways of sharing “best practices”; and more forums to come together and collaborate on both problems and successes. Funders can play an important role in information dissemination as they set program standards by following new developments and learning in the field.

C. Interdisciplinary partnerships.

Caring for the nation’s youth cannot simply be left to the child welfare system. It must become a partnership between education, law enforcement, social service, and public health agencies.

Kids who end up in the family service system most often also wind up in the juvenile justice system – yet, conference participants felt, while the justice system usually knows which of its “clients” are in the social welfare system, social welfare systems almost

never know which of their kids are getting into trouble. Existing services need to be better coordinated to truly serve youths at-risk of trouble, including bringing together the resources of individuals, families, communities, and formal governmental systems.

As Emanuel Pariser of The Community School, asked, reflecting the views of most attendees, “Where is the outrage? Why is it that the richest country in the world cannot adequately fund the systems we need to take care of our children? There is no secret to this work: It is hard and it takes time and therefore

money, but we have to develop the will to make this financial investment and the understanding that these children are ours in the most fundamental sense.”

D. Improved support for staffs.

The foregoing discussion led directly to the observation that we must invest more heavily in staff at all levels to make an impact on kids.

There was widespread agreement at the conference that, as America has increasingly devalued its youth, it has devalued the profession of working with kids. As discussed throughout, the problem is reciprocal: Young Americans are not properly “socialized” to feel responsibility to the greater society because that society is not currently assuming responsibility for its young.

One lesson of this conference was the importance of relationships in straightening out troubled youths – and relationships require people, people with time, commitment, and skill. For these programs to work, their staffs need to be well trained, well paid, provided incentives to remain in their jobs, and given the respect of true professionals.

Thus, perhaps the profoundest agreement at the conference was that working with youth – in any setting – requires increased status and investment as a “public good.” If we do not pay care staff, teachers, coaches, mentors and the like a reasonable wage, particularly in the current economy, we cannot retain them; young teachers and other professionals are leaving college with student loan debt and will make career decisions in part based on their ability to meet their financial obligations.

Policy suggestion were made such as loan forgiveness for teachers and for others working in these types of programs – a similar to the national

health service corps for medical professionals working in hard-to-serve areas – or other ways to view these teachers as doing national service. But the essential point was that we must either begin as a nation to value those we need to address the problems of young people, or reconcile ourselves to a future of increasingly troubled and disconnected youths and thus rising crime and its associated costs to society.

E. Better preventive systems.

Taken together, the programs discussed at this conference present a coherent emerging model of how to turn juvenile offenders toward more productive lives. Society’s objective, however, is not just to re-mediate past offenders but to prevent offending to begin with. The conference encompassed several programs directed at youths at risk of developing into the types of offenders handled by the other participants. The Youth Service Providers Network in Massachusetts is a partnership between the Boston Police Department and the Boys & Girls Clubs of Boston; it identifies young people exhibiting early anti-social behavior, possible gang involvement and signs of broken family life, links them with police officers in social and mentoring settings, and provides access to services to help these youths stay in school and acquire marketable skills. Los Angeles, California’s Direction Sports provides community-building programs through sports, fine arts and academic programs in at-risk neighborhoods – and does so by utilizing as mentors teenagers and young adults from similar backgrounds who themselves fall in the at-risk category for serious youthful offending; program founder Tully Brown believes that these programs answer these youths’ need to be needed, providing a meaningful alternative to a life of offending.

Importantly, these prevention programs find essential the same elements as do the remediation programs: building person-to-person relationships and a sense of community, creating a sense of meaning by imposing a sense of personal responsibility, and providing the tools to enter society productively.

F. Different strokes.

Getting at the root of the problem of youth offenders requires first accepting that there are different “problems” facing different youths. While we know many of the risk factors associated with aggressive and anti-social behavior in teens, there is no “one size fits all” solution.

For example, as the data describe, the number of females joining the ranks of juvenile offenders is rising rapidly; while the programs discussed at the conference primarily targeted the male population, we need to look more carefully at young females in this context. The issues they face and the needs they have may be quite different from their male counterparts and some program changes may need to be made to address these.

Other issues also vary by offender category: Many sexual offenders were themselves sexually or otherwise abused as children, while gang members often have a different “root” problem or triggering factor. Diagnosing some of those root causes is essential to successfully treating teens; many troubled youth have failed in programs simply because they were in the wrong program.

VII. Conclusion: A New National Paradigm?

America’s response to crime – particularly juvenile crime – has often been marked by opposing philosophies that view crime as either willful behavior deserving punishment, or as a “disease,” the product of factors outside the individual, such as poverty, racism, or negative family life—rendering the offender a victim in need of treatment. CNP has argued in the past that this “either/or” approach misses the point: Punishment that is not designed to address and resolve underlying problems is doomed to release future recidivists. But “treatment” that does not hold offenders accountable, impose sanctions, and compel change will be no more successful.

This premise holds up further in the face of this conference’s analysis: The emerging model for

programs for at-risk youth is one that combines discipline *and* help. As we found in the drug treatment context – where virtually all the points raised coincide almost perfectly – solving the

problem requires both support and structure. Proper “treatment” is disciplinary, and proper discipline is “treatment.”

This emerging model crosses many ideological borders, and could serve as the jumping-off point for a new national consensus on social programs in the “compassionate conservatism” of the new Administration: All of these programs, though generally staffed by “liberal” social service-oriented individuals, are based on the notion that “coddling” troubled youth doesn’t accomplish anything. While denying the premise that specifically *religious* elements (and their attendant potential first amendment problems) are essential to program success, they all agree that a *moral* dimension is central to turning these youth into productive members of society. They all build off a commitment to greater social good that crosses, and appeals to, elements on both the left and right in Congress today. Finally, while governments at the state and local levels are learning and incorporating many of the lessons illustrated by these programs, the solutions essentially involve the “civil society,” rather than government, that both left and right find increasingly appealing.

If as a nation we truly are interested in ways to reduce delinquency and improve life for the nation’s young people, then this appears to be a model to begin investing in. The question is, are we truly interested?

Endnotes

- ¹ James J. Stephan. *State Prison Expenditures, 1996*. Washington, DC: Bureau of Justice Statistics, U.S. Department of Justice, 1999.
- ² Snyder, Howard N. (2000). *Juvenile Arrests 1999*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- ³ Ibid.
- ⁴ *Uniform Crime Reports: January – December 2000*, Washington, DC: Federal Bureau of Investigation, 2001.
- ⁵ Snyder.
- ⁶ Ibid.
- ⁷ OJJDP *Statistical Briefing Book*. December, 2000. Online. Available: <http://ojjdp.ncjrs.org/ojstatbb/qa250.html>.
- ⁸ Poe-Yamagata, E. *Female Participation in Delinquent Behavior is on the Rise*. NCJJ in BRIEF (1)(2). Pittsburgh, PA: National Center for Juvenile Justice, 1997. Poe-Yamagata, E. and Butts, J. *Female Offenders in the Juvenile Justice System*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention. 1996.
- ⁹ *Indicators of School Crime and Safety 2000*, U.S. Dept. of Education & Dept. of Justice, October 2000.
- ¹⁰ Ibid.
- ¹¹ Ibid.
- ¹² *Annual Report on School Safety: October 1998*, U.S. Department of Education and U.S. Department of Justice.
- ¹³ *Facts and Myths About Juvenile Crime and Young Offenders*, Building Blocks for Youth.
- ¹⁴ Prepared Remarks by Barry R. McCaffrey Director, Office of National Drug Control Policy Before the First Annual Criminal Justice and Substance Abuse Conference, Albany, New York, June 29, 1999.
- ¹⁵ Ibid.
- ¹⁶ Arlen Egley, Jr., OJJDP Fact Sheet #20: *Highlights of the 1999 National Youth Gang Survey*, Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, November 2000.
- ¹⁷ Ibid.
- ¹⁸ Michael J. Sniffe, *Murders, Other Serious Crimes Drop for 6th Year*, Associated Press, November 23, 1998.
- ¹⁹ *Facts and Myths About Juvenile Crime and Young Offenders*, Building Blocks for Youth.
- ²⁰ Population Estimates Program, Population Division, U.S. Census Bureau, Washington, DC, 2000-1.
- ²¹ Population Projections Program, Population Division, U.S. Census Bureau, Washington, DC, 2000.
- ²² Sources contacted included the Office of Juvenile Justice and Delinquency Prevention of the US Department of Justice; staff of the U.S. Senate Committee on Health, Education, Labor and Pensions; CNP Board Members Maurice Ferre and Ron Ansin; and the Alliance for Children and Families.
- ²³ Schorr's findings are echoed elsewhere, especially in the work of Replication and Program Strategies, Inc., a national nonprofit organization that helps promising programs in the public and nonprofit sectors expand to other communities and states. RPS, like Schorr, has found that replication is more than picking up a program, process, or practice and placing it down somewhere else – successful replication requires the right match between the initiative to be replicated and a place with a similar need. The organization has identified a set of key questions about the aspects of any innovation that will allow for informed decision-making and determination of the challenges and costs in replication:
 - *Defining the Innovation:* What are the purpose, mission, and goals that support the mission?
 - *Evidence of Impact/Outcomes:* How can you demonstrate that the innovation makes a difference?

- *Suitability for Replication*: How easily could the innovation operate in other locations?
- *Evidence of Interest in Undertaking Replication*: Is there an interest in expanding the innovation to other locations? What motivates this interest?
- *Market Position and State/Local Capability*: Is there a reason that other states and localities would be interested in adopting the innovation?
- *Funding*: Can resources be secured to support adoption of the innovation in other places?
- *Capacity to Plan and Manage*: What are the likely effects of a decision to pursue replication, either as the responsible agent of expansion or as a disseminator of knowledge and experience regarding the innovation?

Replication and Program Strategies, Inc., Self-Assessment Tool. Philadelphia, PA 1995.

²⁴ Joyce Ladner and Peter Edelman, eds., *ADOLESCENCE AND POVERTY : CHALLENGE FOR THE 1990's*, Center for National Policy (October 2000).

²⁵ See, Shankar Vedantam, “Are Teens Just Wired That Way?: Researchers Theorize Brain Changes Are Linked to Behavior,” *Washington Post*, June 3, 2001.

²⁶ Ladner and Edelman.

²⁷ There is evidence of how just how important: Through retrospective study, officials in Philadelphia have identified factors that put youth at risk for violent death or commission of a violent crime; among kids who did fine in their early years, pre- and early adolescence proved a key time in whether they then veered off in a direction that led to illegal activity and violent behavior. Philadelphia School Readiness Report.

²⁸ Cynthia L. Sipe and Pat Ma, with Michelle Alberti Gambone and Amy J. Arbreton, *Support for Youth: A Profile of Three Communities*. April 1998

²⁹ “The Feasibility of Publicly Funded Residential Education in Pennsylvania,” Staff Analysis Pursuant to House Resolution 43 of 1995, Joint State Government Commission, Pennsylvania General Assembly (October 1995).

³⁰ Eric B. Schnurer and Charles R. Lyons, “Juvenile Boot Camps: Experiment in Trouble,” *CNP Stateline*, Washington, DC: Center for National Policy, February 2000; and Eric B. Schnurer and Charles R. Lyons, “Reducing Drug Crime: Are Punishment and Treatment Alternatives – or Complements,” *CNP Stateline*, Washington, DC: Center for National Policy, April 2000

³¹ *To Establish Justice, To Insure Domestic Tranquility: A Thirty Year Update of the National Commission on the Causes and Preventing of Violence*. Washington DC, 1999.

APPENDIX

Program Descriptions

The Academy (Pittsburgh, Pennsylvania)

Discussant: Mr. Joseph Daugerdas, Executive Director

Placement: Non-violent male and female offenders aged 14-18 are referred by the Juvenile Justice system. The Academy was established in 1982 as an alternative to institutionalization for the delinquent youth of Allegheny County. The Day/Evening and Aftercare Programs provide students with the opportunity to apply the skills learned at The Academy to real life situations in their communities while receiving support and counseling from staff members. Utilizing Industrial Trade skills' training as a foundation, the program incorporates academics, counseling, athletics, and a residential Sanction Unit to facilitate the rehabilitation of juvenile offenders. The Academy provides a balanced approach to juvenile justice by emphasizing competency skills' development, accountability, and public safety.

The Academy Program

Industrial Trades (Competency Development): The cornerstone of The Academy's success is its 16-curriculum Industrial trade program. These classes teach students employable skills and provide a sense of self-worth for the students as they see their projects through to completion.

Counseling (Competency Development): Students learn pro-social behavior through various counseling programs at The Academy. Each student participates in one-to-one counseling sessions and attends one of several group-counseling formats.

Athletics (Competency Development): Students are given the opportunity to participate on The Academy's athletic teams, which include baseball, basketball, football, track and field and wrestling. These teams compete against area schools and serve as a forum for instilling students with pride and self-esteem and teaching them the value of teamwork.

Sanction Unit (Public Safety): The Academy's Sanction Unit, which serves as a facility for the in-house sanctioning of students who violate program requirements. The Sanction Unit provides continuity to the program, as students continue to work toward the goals outlined for them at the Day/Evening Program, while receiving accountability for their negative behaviors and learning to accept responsibility for their actions.

Restitution/Community Service: All students placed in The Academy must complete a minimum of 50 Community Service hours. Restitution to victims is also an essential component of the students' responsibilities. Students who owe restitution are assigned to jobs on The Academy grounds with 50-75% of their pay being sent to the victims of their delinquent acts.

Achievement Place for Boys (Lawrence, Kansas)

Presenters: Mr. Bobick Sarraf, Director, and Ms. Denise Gibson, Project Consultant

Placement: There is a multi-faceted admission process beginning with a referral from state contractors (courts and parents may also refer students). Potential referrals are young men (age 12 years or older) who have been adjudicated as sexual offenders and/or violent offenders, and are determined by mental health professionals to be Severely Emotionally Disturbed (SED). Many of the boys have borderline IQ scores; their abuse history usually consists of severe trauma due to sexual, physical, and emotional abuse.

Achievement Place for Boys was founded in 1967 as part of the Achievement Place Research Project headed by Dr. Montrose Wolf, Professor of Human Development and Family Life at the University of Kansas. He along with his colleagues developed the “Teaching Family Model” treatment program, currently utilized in many programs internationally. The project was funded through a NIMH grant as an alternative to incarceration for local youths.

The current Achievement Place for Boys program has taken the “Teaching Family” methodology and adapted it to address the treatment needs of the adolescent offender with special needs.

Treatment: The treatment model in the home consists of five phases. Average stay: 1 year to 18 months.

Phase one: The staff educate the resident to “cause and effect” using almost exclusively behavioral modification techniques.

Phase two: The child works on personal issues and develops the ability to articulate their abuse history. The goal is to develop empathy, through getting in touch with one’s own emotions, which he may have disassociated with at the time of abuse.

Phase three: The treatment focuses on developing empathy through use of cognitive/behavioral model. The Albert Ellis’ RET is implemented during this stage. The goal is for the resident to be able to face and forgive his abusers.

Phase four: The child gains the ability to disclose any and all offenses in detail with the use of self-expression tools gained in the first three phases.

Phase five: The young man is given support in seeking out their victims and making amends. They also ask for forgiveness for their actions.

The program implements a self government system where the boys develop rules and incorporate decision making and conflict resolution skills into their daily lives. A Peer Mentoring system is also utilized to incorporate skills acquired by the older resident in assisting the newcomers.

Outcomes: In 1998 The Koch Crime Commission evaluated the program. They found a recidivism rate of 17% (this includes all offenses, not just sexual or violent crimes). The findings also recognized the cost effectiveness of the program when compared to the alternative available to this population. The aggregate GPA of the home has never been below 2.9 in the past five years. All the boys attend public schools. During the last school year 5 of the 8 boys were on the honor roll; one was a member of the National Honor Society.

Alliance for Children and Families (Milwaukee, WI)

Discussant: Ms. Carmen Delgado Votaw, Senior Vice President, Public Policy

The Alliance for Children and Families is a nonprofit membership association representing child- and family-serving organizations throughout the United States and Canada. Alliance members serve more than 5 million individuals each year in more than 2,000 communities, providing a vast array of services ranging from residential care to domestic-abuse prevention and intervention. The Alliance’s mission is to strengthen members’ capacity to serve and advocate for children, families, and communities.

The Alliance’s model programs expand the services of many member agencies:

Families and Schools Together (FAST) remains a flagship program for the Alliance and continues to grow at an impressive rate. In 1999, FAST programs were in more than 500 schools in 38 states, the District of Columbia, and five Canadian provinces. Families’ evaluation results eight weeks after being enrolled in FAST show statistically significant improvement in school, and a reduction in social isolation. Follow-up data suggest the children continue to improve and some parents self-refer for counseling and substance-abuse treatment, get jobs,

go back to school, and attend community events. Since 1993, FAST has generated \$35 million in funding from national, local, and federal sources and state initiatives.

The Alliance's *Community-Centered Initiative* (CCI) program proved pivotal for members wanting to step "out-of-the-box" and into the community. The CCI concept enhances traditional counseling while engaging clients and local residents as resources for each other. This concept is essential for social change in communities across the nation.

In 1999, the Alliance experienced its first full year of existence since Family Service America (established 1911) and the National Association of Homes and Services for Children (established 1975) merged in October 1998.

The office of public policy in Washington, D.C. works to enable member agencies to fulfill the advocacy mission of children, families, and communities. The office holds an annual conference and issue-specific meetings with Congress and the White House providing members with an opportunity for in-depth discussions with the administration and other decision makers.

The *Idaho Youth Ranch, daniel, Inc.*, and *Starr Commonwealth* are all members of the Alliance.

The Community School (Camden, Maine)

Discussant: Mr. Emanuel Pariser, Co-Director

Placement: Students must successfully apply and choose to stay after the two-and-a-half-week trial period at the beginning of the term.

In the interest of providing an education that is appropriate and accessible to students with non-traditional learning styles, problematic family and social backgrounds, and a history of chronic failure in conventional education settings, The Community School (or "CSchool," as students and staff refer to it) provides an intensive environment that is individually tailored for each student. The CSchool approach is based upon the principals of "relational education," which focus on the development of trusting, supportive, and resilient relationships between all members of the learning community. In the relational model, teacher/counselors and students have reciprocal roles. Students teach how best they can be taught through discussion of their "learning autobiography" – oral histories of their schooling that address learning preferences, anxieties, strengths, and weaknesses. Teacher/Counselors facilitate the students' progress towards completion of their competency exams and self-designed projects. By tackling academic problems together, teacher and student co-create relevant, integrate knowledge.

The CSchool currently facilitates two programs: The Residential Program, which focuses on high school dropouts between the ages of 16 and 20, and the Passages Program, which focuses on parents between the ages of 15 and 20 who have not yet completed their high school education. The CSchool teaches using one-to-one tutoring, small seminars, vocational training, guided life-experience, and experiential courses.

The Residential School

Established in August of 1973, the CSchool is state approved and designed to teach students not only academic skills but practical life-skills as well. Eight students live at the school for periods of six months during which time they must hold jobs in the community, pay room and board, and attend classes six evenings a week. Most importantly, students relearn ways of relation to adults and to each other that enhance both community life and individual potential. Those who complete the program successfully are awarded a high school diploma. Faculty live-in at the CSchool – most spend at least one night a week at the school, enabling them to be with students in a more full and natural context. Because of its small scale (eight students, six faculty), residential nature, and focused goal, the CSchool creates a learning community that invites a sense of belonging from the participants.

This experience of belonging is reinforced by the CSchool's Outreach program that works with graduates from seventeen to forty-five years old and their families to help them with their post-graduate lives.

Outcomes:

For students who have attended the Community School for two months or more:

80% have received their high school diplomas

40% have continued on to post-secondary education

75% who were previously incarcerated/under legal jurisdiction have remained free of serious legal difficulties

daniel, Inc. (Jacksonville, Florida).

Discussant: James D. Clark, President

Placement: Emotionally and behaviorally disturbed youth (ages 5-17) may be referred to daniel's Residential Treatment Center (RTC) by family members and/or healthcare professionals.

daniel is Florida's oldest not-for-profit, child serving agency. Originally established in 1884, daniel provides innovative programs and services to children, families and other youth serving organizations.

Residential Treatment Center (RTC):

daniel's 10-acre campus provides a professionally managed treatment program for children who have serious problems at home, in school, in the community or with their peer group. Interdisciplinary teams develop individualized treatment plans designed to improve acceptable behavior, interpersonal relationships and family functioning. The average length of stay is from four months to one year.

Early Delinquency Intervention and Prevention: EDIP 1

In its eighth year of operation, the EDIP 1 program continues to break the cycle of crime by serving youth 15 years and younger who have been arrested twice. Comprehensive assessments during a short residential stay produce a treatment plan for individual, family, and school interventions supervised by intense case management. Family interventions and parenting classes are also parts of the treatment. Both EDIP programs have achieved Deemed Status, one of the highest ratings in the state. (EDIP 2 operates in Pinellas and Pasco Counties, near the cities of Safety Harbor and Clearwater, FL).

Pride, Independence, Determination, Education: PIDE

The PIDE program is similar to the EDIP program, but is structured for girls exiting Juvenile Justice commitment programs. The program serves girls and starts with a two-week case manager who works with each girl between six and nine months.

Mills House Group Home:

Adolescents who have had serious emotional problems, but are able to use community resources, will benefit from this clinically managed group living experience. Mills House Group Home allows youth to reintegrate into the community. Many youth are attending regular public schools, working in the community and participating in recreational opportunities.

Youth Employment Services: YES

YES is a job placement assistance program for at-risk youth referred by Duval County youth-serving agencies. This collaborative effort is based on the premise that employers will hire adolescents who understand job requirements and are receiving other services. Job ready teens, age 16-19, are matched with local employers for long-term employment opportunities.

Direction Sports, Inc. (Los Angeles, California)

Presenter: Mr. Tulley Brown, Founder and Executive Director, Direction Sports, Inc.

In 1968, Direction Sports became America's first recreation program designed to serve the educational and attitudinal needs of youth after school and year round. In 1974, Direction Sports began working with juvenile offenders. The program uses the magnetism of team membership to give relevance to sports related lessons; through pre-game academic competition, Direction Sports helps youth realize that learning can be fun as well. While the program was originally targeted toward inner-city communities, over time it expanded nation-wide. In over 30 years of operation, Direction Sports is the only one of some 18,000 urban youth programs since the administration of Lyndon Johnson to receive federal funds, operate over ten years and expand nation-wide.

Direction Sports Program

Direction Sports contracts with curriculum experts to design 30 minute reading and math lessons called "chalk talks" on a variety of subjects which the youths regularly experience in their personal lives. This is followed by an hour of team practice in seasonal sports, and concluded with special group rap sessions developed by psychologists. The learning materials are utilized each week to score points before and during games; teams can actually win with knowledge. The design which makes this possible uses college and graduate students to mentor community teenagers who are trained to work as teachers and coaches three or four days a week. They supervise teams of twelve to fourteen elementary school children. Direction Sports is a coed program and operates 44 weeks a year.

In the Early 1980's, Direction Sports began employing disadvantaged teenagers instead of college students to work with their communities' youngsters as a means of providing needed income and a critically needed opportunity to experience self-worth.

Outcomes: In 1976 the Los Angeles Probation Department found that delinquent graduates of the Direction Sports program in Watts and Compton had a recidivism rate of 2 percent (compared to the national average of 50 percent at that point). An August 1997 study, by the USC Department of Psychology found that "Direction Sports, Inc. has succeeded in its goal of enhancing the academic performance of inner-city elementary school students through the use of a community based approach linking academic performance and athletic competition."

Gainesville State School (Gainesville, Texas)

Presenter: Dr. Ann Lovett, Principal

Placement: Violent and non-violent male offenders aged 14-21 are referred by the Texas juvenile justice system.

Gainesville State School is a juvenile correctional facility that is one of fourteen administered by the Texas Youth Commission. Gainesville serves 324 male youth. A fully accredited academic/vocational training program is provided for all youth on campus. This program is staffed with a principal, Assistant Principal, 26 teachers, and 10 teacher aides. Students attend school year-round from 8AM-2:15PM daily.

Providing a program that meets students' needs is critical. Two additional elements were identified as critical to planning and delivering effective programs: the CISCO Networking Academy and the TEAMS program. The

CISCO Networking Academy was established as a response to the need for “real-life,” vocational training. The TEAMS program addresses the essential link between education and treatment programs.

CISCO Networking Academy

The CISCO Academy is a training program designed to teach students how to develop, build, and maintain computer networks. The academy operates under a partnership between local and education authorities at Cisco Systems, Inc. Under this partnership arrangement CISCO developed four semesters of curriculum and hands-on projects that could be taught to students in High Schools and Community Colleges. CISCO has full control of the curriculum and testing. The curriculum is delivered online via computer. All tests are also delivered online and students then submit them electronically to a scoring center to be scored.

TEAMS Program

The TEAMS Program is an agency-wide effort to integrate education and treatment. The Texas Youth Commission utilizes a cognitive-behavioral treatment program called resocialization. Research has consistently demonstrated that the primary limitation of cognitive-behavioral models is the lack of generalization and skill transfer that occurs. In other words, students learn and use the concepts and skills in the treatment setting with their caseworker, but fail to use them in setting with other staff. TEAMS is a concerted effort to address this potential lack of transfer and generalization. Activities integrate educational activities with TEAMS activities in class; for example, in history class students may have to identify Hitler’s thinking errors. In English class, an assignment might be to develop an offense cycle for a character in a short story, play or other situation that increases the likelihood of generalizations and internalization of concepts. Students must complete a prescribed number of TEAMS projects in order to be promoted through the various phases of the Re-socialization program.

The Home Builders Institute (Washington, D.C. – Project CRAFT partners in Avon Park, Daytona Beach, Ft. Lauderdale, West Palm Beach, Orlando, FL, Bismarck, ND, Nashville, TN, Sabillasville, MD)

Presenters: Mr. Dennis Torbett, Vice President for Apprenticeship, and Ms. Carol Collett, Project Coordinator, Project CRAFT, Avon Park Youth Academy (FL)

The Home Builders Institute (HBI) is the nation’s leading source for education and training programs serving the home building industry. For more than 25 years, HBI has trained skilled workers in residential construction. Annually, HBI enrolls over 7,000 individuals nationwide in construction crafts training programs. HBI helps builders enhance their professionalism through continuing education and certificate programs. In 1983, HBI was officially named the education arm of the National Association of Home Builders (NAHB).

Community, Restitution, Apprenticeship Focused Training (CRAFT):

Developed and initiated by the HBI, Project CRAFT is a national training program for high-risk and adjudicated youth. Participants, age 17 or older, complete 21 weeks of training that includes extensive hands-on real work opportunities using community service projects. Through HBI’s Pre-Apprenticeship Certificate Training (PACT), students learn the basics of carpentry, building and apartment maintenance or any one of the trades. Throughout the training, the promotion of goal-oriented thinking helps the participants develop a sense of accomplishment. With certificate in hand and tools, graduates are placed in related employment and/or apprenticeships. An HBI project coordinator assists the graduate with community transition and other supportive services for six months.

Key elements of the CRAFT model include: (1) partnership building and linkages; (2) comprehensive service delivery; (3) community training projects; (4) industry-driven responsive training; (5) motivation, esteem building and leadership; (6) job placement, often with homebuilder association members; and (7) follow up services. CRAFT operates as an alternative to incarceration, intervention or after-care programs.

HBI offers CRAFT to state juvenile justice systems, non-profit organizations and other youth-serving agencies. CRAFT can operate as a prevention, day treatment, facility-based, community-based, or after care program. It is HBI's goal to provide qualified labor for the 185,000 homebuilder association members nationwide using industry-validated curricula and with the most cost effective implementations.

ICARE Bay Point Schools (Miami, Florida)

Presenter: Dr. Mary Louise Cole, President and CEO

Placement: Juvenile offenders are referred to the school by courts; parents may also place their students into Bay Point.

ICARE Bay Point Schools are three boarding schools for boys, 14 to 18 years old, who are non-violent offenders with long histories of failed schools and treatment programs. The school was founded by ICARE in 1995 in response to the increasing rate of youth crime. In the last five years, Bay Point Schools has grown from 36 to 173 boys in three different schools. The Bay Point Schools are Dade County (FL) Alternative Outreach schools; every student admitted to Bay Point is registered with the Dade County public school system. The average length of stay is 10 months.

Bay Point focuses on four areas of growth: academics, athletics, socialization and vocations, and provides the foundation for success by arming each student with an education and goals for the future. Bay Point approaches students from a sociological standpoint:

They are not "bad" boys, but rather boys who are doing bad things. The program teaches students to follow norms, be accountable for their actions, and take responsibility for their own lives.

The Bay Point program relies on three key concepts:

Positive peer pressure

Immediate confrontation of negative behavior

Incentive-based rewards

At Bay Point, positive behavior is the essence of a structured normative culture. The student leaders of the program act as role models to their younger peers, who, in turn, strive to emulate their "big brothers."

Outcomes: Of the 242 students who have completed the Bay Point program since 1995, 67 have taken and received their GED, 23 are in college, 15 are working, and 77 have returned to school. Bay Point averages a recidivism rate of 6 percent annually; more than 90 percent of Bay Point's graduates have never committed another crime.

Idaho Youth Ranch (Boise, Idaho)

Presenters: Dr. Bob Ball, Vice President for Programs, and Ms. Jan West, Placement Administrator, Idaho Youth Ranch

Placement: Boys, ages 8-18, and girls, ages 13-18 may be referred to the Ranch by courts, parents, or other sources. Potential referrals must be of dull normal intelligence or above, have not committed violent crimes, and have failed or been ruled out for a less restrictive setting.

The Idaho Youth Ranch (IYR) offers troubled children and their families a wide array of services. Founded by Rev. James Crowe, a Methodist Minister, in 1952, IYR operates community-based facilities in Boise and three other locations in Idaho.

Ranch Campus

The original Ranch is a 56 bed, 24 hour supervised, long-term treatment program located on a large ranch outside of Rupert, Idaho. All residents receive multiple weekly group sessions based on a peer group treatment model. Residents receive regular individualized sessions as part of the overall treatment. Specialized groups for substance abuse, social skills, and cognitive skill building are offered. An accredited special education school, on the grounds, complete with a state-of-the-art computer lab is operated in cooperation with the local school district.

Residents have daily, weekly, and one-time responsibilities through chores, work projects, 4-H programs, the equine program, and community service both on and off campus. If youth entered the program having harmed others in their community, they will have the opportunity to make amends through a face-to-face meeting with the victim in the presence of a staff member trained in mediation.

Anchor House (Coeur d'Alene, Idaho)

Anchor House is a 12 bed, 24 hour supervised group care facility for boys ages 13-18, located in northern Idaho. All residents receive weekly group and individual counseling. In addition to group care, the program provides day treatment and pre-vocational training in computer maintenance and carpentry.

Nampa Boys Home (Nampa, Idaho)

The Nampa Boys Home is a 12 bed, 24 hour supervised group care facility for boys ages 13-18. All residents receive weekly group and individual counseling. Youth attend local public schools with daily support and supervision at their school by Youth Ranch Staff.

Outcomes: For students discharged from IYR residential programs in 1999, 2 percent had re-offended three months past discharge. For 9 months past discharge the recidivism rate is 20 percent.

Judge Riddel Boys Ranch (JRBR, Goddard, Kansas)

Discussant: Mr. Robert Coleman, Director of Special Education, Wichita Public Schools, Principal, JRBR

Placement: Juvenile male offenders who are referred by courts.

JRBR is a special purpose school operated by the Wichita Public Schools. The School is housed in the Judge Riddel Boys Ranch Facility – a level 5 residential treatment center operated by Sedgwick County Department of Corrections. JRBR provides for the educational needs of 42 male juvenile offenders ages 13-18 who are referred to the Ranch for an average 140-day treatment program.

JRBR provides guidance and counseling for youths to develop self-control and positive behavior through the development of positive social skills. The program emphasizes the importance of positive relationships to adjust to the community environment, and programs at the ranch are individualized for each student's capabilities.

All students assigned to JRBR receive educational services provided by the staff of the Riddel School. Upon admission, students are assessed for placement in the regular school program or the G.E.D. program (G.E.D. students must be at least 16 years of age and have basic reading and math skills at the eighth grade level of achievement). As a result of highly structured and individualized educational programming, the average student gain in reading and math skills is 2 to 3 years of academic achievement during the 140-day program. G.E.D. Students are expected to successfully complete all testing and receive their G.E.D. diploma within the limits of the 140-day program; currently JRBR has a 95% success rate for students completing the G.E.D. while in residence.

Outcomes: Tracking of successful graduates of the Riddel program indicates that 70% do not re-offend, face new charges, or new placements within the eighteen-month tracking period. Other treatment services include: Work experience in the Job Readiness Training Program; Counseling by masters level counselors; OPTIONS

outpatient drug and alcohol classes; anger management, social skills, problem solving & drug education groups; family visitation and home passes.

National Guard Youth Foundation (Alexandria, Virginia)

Presenter: Gregory L. Sharp, President/Executive Director

Placement: The Youth Challenge Program is a 17-month program for high school dropouts between the ages of 16 and 18 years.

The *Youth Challenge Program* was started in 1993 by the National Guard. As of mid-2000, the program was being conducted in 24 states and one territory, while 16 states were waiting for funding to be made available. The goal of the Youth Challenge Program is to target high school dropouts and expellees who are at the greatest risk and: enhance their life skills, increase their educational levels, improve their employment potential, and provide tools and experience for success.

The Residential and Post-Residential Program

The program, which is a preventive intervention, was designed around an intervention model identified by The Center for Strategic & International Studies (CSIS). The program consists of three phases: a 2-week Pre-Challenge residential (screening) phase, a 20-week residential phase, and a 12-month post-residential phase. A quasi-military environment defines the structure for the residential phases and the intervention model consists of eight core components used to improve individual skills and enhance the holistic growth of the participants. The post-residential phase is structured for long-term follow-up and participant support with individual mentors assigned to each participant.

Outcomes:

Youth Challenge Program is cited as the most effective program of its kind in the nation. The figures by the end of 2000:

25,000 students graduated;
97% placement rate at graduation;
72% obtained a GED or high school diploma;
29% entered the military;
24% went on to college.

Starr Commonwealth (Albion, MI)

Discussant: Mr. Harry Wilson, Dean of Students, The Montcalm School

Placement: Students in Starr Commonwealth's residential programs are juvenile offenders referred by courts or social services.

Founded in 1913, Starr Commonwealth is a not-for-profit organization providing nearly 40 distinct services, each geared to helping young people and families. Starr Commonwealth's programs are rooted in the belief that it is the power of human relationships – adults with children, each person with his or her peers, and people with their organizations and family structures – that make the real difference in the world.

Residential Programs

Starr Commonwealth's residential programs in Michigan and Ohio are the most intensive of all their services. These programs serve young people between the ages of 5 and 19 who are referred by courts or social services and who cannot safely remain at home or in the community. These programs are often utilized when problems are extreme and the young person has failed in several other types of services. Often residential placement is seen as a "last chance" for youth to turn their lives around.

Their residential programs focus on building positive peer cultures and developing strength and healthy value systems in children, rather than merely suppressing troubling behaviors. While the settings for residential services vary, young people live, go to school, and engage in treatment in groups of twelve. Young people typically remain in the program a little more than a year, participating in regular group therapy sessions, learning through service and an individualized academic program. Families are involved throughout the treatment process, providing input, receiving family counseling, and planning for the child's successful return to the community.

Outcomes: Starr Commonwealth's residential programs for adolescent males have proven successful in helping youth make lasting changes. Of the 190 youth reviewed 12 months after program completion, 80% were successfully functioning in school/work/home, and 89% remained in productive living situations.

The Youth Services Providers Network (Boston, Massachusetts)

Presenters: Jeff Butts, Director, and Claudia Dunne, Clinical Manager

The Youth Service Providers Network (YSPN) is a partnership between the Boston Police Department and the Boys and Girls Clubs of Boston. This innovative community-policing program grew out of the frustration expressed by police officers that arrest is the only substantive action they can take when dealing with at-risk youth, and that no options existed for troubled youth they encountered during family disturbance calls. YSPN was created to address this frustration by giving police officers a referral source to ensure that the children they were coming into contact with would get the assistance they needed in their community. This program has greatly alleviated frustration and stress felt by officers in their dealings with youth, further empowering officers to address community concerns, and strengthening the relationship between police and community.

YSPN has Licensed Clinical Social Workers (LCSW) in 8 of the 11 neighborhood-based police stations across the city, including the Youth Violence Strike Force. Referrals come to the LCSW either directly from police officers or through police reports filed by police officers. Youth referred to YSPN receive assistance under a three tiered system; 1) intake and assessment, 2) short-term case management and, 3) on going clinical services. The station-based LCSW consistently receives support and supervision from 3 Licensed Independent Clinical Social Workers (LICSW) who in turn receive weekly supervision from the Clinical Manager of YSPN. This process of supervision fosters a level of communication that ensures quality services for its clients.

Partnership with the Boys and Girls Clubs of Boston

The Boys and Girls Clubs of Boston provide the YSPN with critical financial, administrative and programmatic support. They have provided office space within their clubhouses, assisted in obtaining future funding to ensure future growth, and have offered a free membership for each referral to YSPN.

Participant Bios

Robert Ball is Vice-President for Programs at the Idaho Youth Ranch in Boise, Idaho. Dr. Ball has worked with children and families for the past 20 years. In his current capacity he oversees a range of programs including home-based (Family Preservation) services, alternative schools, vocational training, independent living, group homes, and residential treatment at the Ranch campus. Dr. Ball was formerly the Regional Administrator of a Children's Mental Health program. His current interests include Restorative Justice practices and cognitive behavioral interventions within group care settings; he is also an avid collector of jazz recordings. Dr. Ball received his doctorate in Clinical Psychology from the University of Southern California.

Tulley Brown is Executive Director of Direction Sports, Inc., an out of school academic/athletic program for less advantaged youth that he founded in 1968. Mr. Brown has directed the conceptual and organizational growth of Direction Sports, Inc. for the past 32 years. Prior to founding Direction Sports, Mr. Brown worked part-time with retarded and emotionally disturbed children at the Kennedy Child Studies Center from 1967-1968. From 1956-1960 he was the Youth Director for Wilshire Methodist Church. He attended Occidental College where he received his B.A. in Political Science and minored in Speech. After graduating in 1954, he served two years in the U. S. Army.

Jeff Butts is the Executive Director of the Boston Police Department's Youth Service Providers Network (YSPN). He has designed and implemented a social service model that enables police officers to refer youth and their families to social workers who work out of the officer's district station house. Mr. Butts was a founding member of the planning group that created the YSPN in the spring of 1995. He has also consulted as a program evaluator to community based organizations and is presently consulting with the city of Albuquerque, New Mexico, to establish a similar social work model. Mr. Butts also has a small private practice providing individual and family therapy to teens and their families. He holds a Master Degree in social work and is a licensed independent clinical social worker. He is also a doctoral candidate in juvenile law policy at Northeastern University, where his dissertation will focus on treatment policies affecting serious chronic juvenile offenders.

Rod Chandler is President of R. Duffy Wall and Associates (RDWA), a government relations firm in Washington, D.C. Mr. Chandler served in the U.S. House of Representatives from January 1983 through December of 1992 (R-WA). He was a member of the House Ways and Means Committee and became a recognized authority on employee benefits issues; pensions, health care insurance and deferred compensation. Prior to serving in Congress, Mr. Chandler was a member of the Washington State House of Representatives (1975 to 1982), where he rose to the position of chairman of the House Ways and Means Committee. Mr. Chandler is a member of the board of the SEED School, a Washington, D.C. charter school that provides boarding-school education for inner city youth.

James D. Clark is President of Daniel Memorial, Inc. in Jacksonville, Florida, where he oversees a continuum of programs and services provided by the oldest child-serving agency in the state of Florida. Prior to his move to Jacksonville, Mr. Clark worked as Director of Special Projects and New Programs at Starr Commonwealth School's corporate office in Albion, Michigan. In this capacity, he was responsible for the development and supervision of all new programs, which included service components in Michigan, Ohio, and Indiana. Mr. Clark has been a community leader in both Jacksonville and Albion, serving as chairman of the Duval County Juvenile Justice Council and President of the Greater Albion Chamber of Commerce. He holds a B.S. in Social Work and Psychology from Defiance College and a Masters of Social Work from Ohio State University.

Mary Louise Cole is President, CEO, and Founder of Bay Point Schools, a boarding school for boys, 14 to 18 years old, who are non-violent habitual offenders. Dr. Cole has been a provider of child and youth education and treatment services in Miami Dade County for over thirty years. She served as Executive Director of Children's Home Society (CHS) of Florida for eleven years, a period in which the CHS budget increased from \$300,000 to \$6.3 million per year. Dr. Cole also directed the Head Start Teacher Training Program and designed childcare programs at the University of Miami. A graduate of the University of Pennsylvania and the University of Miami (Ph.D. in Education), Dr. Cole is a member of the Florida Juvenile Justice Accountability Board.

Robert Coleman is Director of Special Education in the Wichita Public Schools, a position in which he also serves as Principal of the Judge Riddell Boys Ranch (JRBR) and Juvenile Detention Facility in Goddard, Kansas. JRBR is a 49-bed licensed care residential ranch style treatment facility for male juvenile offenders in custody ages 13-18; students are typically placed at the Ranch for 140 days. Mr. Coleman has also served as Principal at Sowers Special Education Facility and as Area Coordinator for Special Education Services for the Wichita Public Schools. He is currently President of the Kansas Association of Special Education Administrators and the Kansas Gifted and Talented Association, respectively. Mr. Coleman holds a B.S. and an M.A. in Speech Communication from Pittsburg State University, and a Director of Special Education Certification from Emporia State University.

Carol Collett is Project Coordinator of the Homebuilder's Institute's Project CRAFT (Community, Restitution, Apprenticeship Focused Training) at the Avon Park Youth Academy in Avon Park, Florida. In this capacity she manages training activities, projects, and instructional operations, as well as coordinating the recruitment of students. Ms. Collett also directs the placement of students who graduate from the CRAFT program. She holds two master's degrees and is working on a Ph.D.

Joseph Daugerdas is Executive Director of The Academy (Pittsburgh, PA), a residential treatment alternative to institutionalization for serious juvenile offenders of Allegheny County. He directs a staff of 120 that provides services to 300 students each day, including students that participate in The Academy's aftercare program. Previously, Mr. Daugerdas served as Director of Court Services, Allegheny County Juvenile Court, from 1979 to 1997. He has also worked as a Probation Officer and Supervisor, and in 1989 was named the Pennsylvania Chief Juvenile Probation Officer of the Year. Mr. Daugerdas holds a B.A. from St. Vincent College and an M.A. in Sociology and Human Services from Duquesne University.

Claudia Dunne has been Clinical Director of Boston Police Department's Youth Service Providers Network (YSPN) since 1997. She is responsible for training and ongoing supervision to all program staff including eleven clinical social workers. Previously, Ms. Dunne worked as the Assistant Clinical Director at the Justice Resource Institute's Secure Residential Evaluation and Treatment Program. She has participated in several citywide

initiatives focused on truancy, youth violence and youth development, including the S.T.A.R.T. program, which has developed a variety of strategies to improve poor attendance at all school levels. Ms. Dunne is a Clinical associate at the Simmons School of Social Work and a Field Director for the Boston University School of Social Work.

Denise Gibson is a Project Consultant for the Achievement Place for Boys school in Lawrence, Kansas. She is Professional Development Manager at The Farm, Inc., providing Case Management services to foster homes; she also helps train case workers. Previously, Ms. Gibson worked at Achievement Place and is an expert on the "Teaching Family" methodology that Achievement Place has adapted in its current program. She holds a B.A. in Spanish and Crime & Delinquency Studies and an M.A. in Human Development and Family Life from the University of Kansas.

Michael Lazo is a 19-year old graduate of Bay Point Schools in Miami, Florida. A repeat non-violent offender, he was committed to Bay Point by Judge Tom Petersen from the Florida Juvenile Division. Mr. Lazo currently works for the Lennar Corporation and attends Miami-Dade Community College, majoring in Medical Emergency Services. He has his EMT license and his goals are to attend the Firemen's College and become a fireman and/or a paramedic.

Ann Fitzsimons Lovett is Principal of the Gainesville State School in Gainesville, Texas, a maximum security state institution serving 324 male students aged 14-21. A native of Dublin, Ireland, Dr. Lovett is responsible for the development, management, and ongoing evaluation of all educational and vocational training programs offered at Gainesville. She has been working with at-risk programs for the last twelve years, a period in which she taught adolescents with emotional/behavioral problems in Ireland, New York, and North Texas. Dr. Lovett has written numerous articles describing effective educational and behavioral programming for youth with aggressive and violent behavior. In June 1999, she was named the Texas Youth Commission's "Educator of the Year," and received the Office of the Governor's award for "Outstanding Woman in Texas State Government," in September 2000.

Emanuel Pariser is the Co-Director of The Community School in Camden, Maine, which he co-founded in 1973. Serving adolescents who have dropped out of high school for months or years, the Community School has pioneered a relationally based approach to education, which places primary emphasis on the development of healthy, many-faceted relationships between all members of the school community. In 1987, Mr. Pariser helped write the legislation that established Maine's Office of Truancy, Dropout and Alternative Education; subsequently he became a founding member of that commission, chairperson, and is currently the commission's senior member. He chairs the State Substance Abuse Services Committee and has helped found Maine's Alternative Education Association and the Maine Association for Charter Schools. Mr. Pariser has described the theory and practice of relationally-based education in several journals of alternative education and in the book "Changing Lives: Voices from a School that Works."

Bobick Sarraf has been Co-Director of Achievement Place for Boys in Lawrence, Kansas since 1992. Previously, he served as director for training and evaluation for Catholic Social Services in Hawaii, and worked for over four years with at-risk children in a residential facility in Wichita. A graduate of Wichita State University, Mr. Sarraf has been extensively trained in the "Teaching Family Model" developed at the University of Kansas (KU). Since returning to the Midwest, he has acted as consultant and trainer to other agencies and taught child development classes at KU. Mr. Sarraf resides in the Achievement Place facility with his wife Roxana, fellow Co-Director of the home, and his two children, Kayvon and Katie.

Eric B. Schnurer is a Policy Fellow at the Center for National Policy (CNP). He is also founder and president of Public Works, a consulting firm offering public policy research and analysis to government agencies and officials, non-profits and "think tanks" across the country. Prior to founding Public Works, Mr. Schnurer served as chief of staff to the Lieutenant Governor & Acting Governor of Pennsylvania between 1993 and 1995, and was deputy general counsel to Pennsylvania Governor Bob Casey from 1987 to 1989. In between, he conducted a law practice consisting primarily of constitutional cases, particularly in the area of the first amendment, and helped advise emerging democracies in Eastern Europe on the drafting of their new constitutions.

Mr. Schnurer holds a B.A. in political science from Brown University; a master's degree in public policy from the John F. Kennedy School of Government at Harvard University, and a J.D. from Columbia Law School.

Lisbeth B. Schorr is Lecturer in Social Medicine at Harvard University, and Director of the Project on Effective Interventions at Harvard University. Ms. Schorr has woven many strands of experience with social policy, community building, education, and human service programs together to become a national authority on "what works" to improve the future of disadvantaged children and their families and neighborhoods. With the support of the Annie E. Casey Foundation, she is currently working to build a stronger knowledge base about "what works," with the intention of providing more usable information to communities that are seeking to improve outcomes for disadvantaged children and families. She is the author of *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America* (1997) and *Within Our Reach: Breaking the Cycle of Disadvantage* (1988).

Gregory L. Sharp is the President and Executive Director of the National Guard Youth Foundation, which provides support for scholarships, employment, and mentoring to graduates of the National Guard Youth Challenge Program. Mr. Sharp is also a founding partner and President of The SPECTRUM Group, a consulting and government relations firm in Washington, DC offering congressional liaison, strategic planning, federal marketing, economic development, and program analysis to a variety of industry clients, state and local governments, and associations across the United States. Prior to founding The SPECTRUM Group, Mr. Sharp served in the Office of Legislative Affairs for the Secretary of Defense. He is a graduate of Oklahoma State University and holds an M.B.A. from the University of Santa Clara.

Maureen S. Steinbruner is President of the Center for National Policy, where she directs work on a range of economic, domestic and foreign policy issues. A graduate of the John F. Kennedy School of Government at Harvard University, Ms. Steinbruner has been involved in U.S. policy development for over 25 years, bringing to the process a combination of substantive expertise and political understanding. Since 1993, when she was named President of CNP, Ms. Steinbruner has guided the organization's activities into new areas, each related to the changing nature of U.S. national interests. Ms. Steinbruner served at the U.S. Department of Health, Education and Welfare prior to joining CNP, as well as at the Connecticut State Department of Education. She has studied at MIT, and at Stanford University, where she received a B.A. in 1963.

Dennis Torbett is Vice President for Apprenticeship at the Home Builders Institute (HBI), where he directs the operation of HBI's Craft Skills Department with a budget of nearly \$3 million and 50 national and local staff. He is also responsible for the oversight of national training initiatives for youth, older workers, people with disabilities, juvenile and adult offenders, and homeless adults. Mr. Torbett has over 20 years of experience in the employment and training and workforce development fields. He has directed residential construction apprenticeship and pre-apprenticeship training programs at over 50 sites nationwide, including programs for 25 state and local home builder associations, which represent over 10,000 builder and associate members. Mr. Torbett holds a B.S. in Business and Management from the University of Maryland.

Carmen Delgado Votaw is Senior Vice President for Public Policy of the Alliance for Children and Families, a Milwaukee-based organization which encompasses over 350 agencies that serve children and families. Previously she worked as Director of Public Policy for the United Way of America where she served in the Community Impact Service Area, linking public policy advocacy to community outcomes. She has also worked as Director of Government Relations for the Girl Scouts of the USA and, from 1985-1991, served as chief of staff to U.S. Congressman Jaime B. Fuster of Puerto Rico. In 1991, Ms. Votaw received the Award for Outstanding Achievement of the National Council of Hispanic Women, and was also inducted into the Maryland's Women's Hall of Fame. She has authored numerous books and articles and holds an honorary doctorate in the humanities from Hood College.

Jan West is Placement Administrator for the Idaho Youth Ranch in Boise, Idaho. She has been working with adolescents for 25 years. As the agency Placement Administrator, Ms. West follows each youth's progress through treatment and serves as clinical support to program staff. She has been with the Ranch over 5 years, previously serving as Treatment Supervisor and Facility Manager at the Ranch campus. Ms. West's current interests include strength-based practices particularly as they apply to young women. She received a B.S. from the University of Utah where she specialized in working with learning disabled and emotionally disturbed children. Ms. West also holds a M.S. degree in clinical psychology from the University of Idaho.

***Harry Wilson** is Dean of Students for The Montcalm School, a residential treatment program of Starr Commonwealth located on the Albion, Michigan campus. Mr. Wilson directs the treatment and educational programs of The Montcalm School, as well as the admissions and student life components. He has spent most of the past 25 years serving the various programs and initiatives of Starr Commonwealth. Mr. Wilson has served on the Albion Board of Education, Business and Education Task Force and as a consultant for the Federal Administration on Children, Youth and Families. He holds a B.S. in Psychology and a M.A. in Public Administration.

Contact Information

Bob Ball

Vice President for Programs
Idaho Youth Ranch
7025 Emerald Street
Boise, ID 83704
Phone: (208) 377-2613
Fax: (208) 377-2819
Email: bball@youthranch.org

Paul Brasler

United Methodist Family Services
3900 West Broad Street
Richmond, VA 23230
Phone: (804) 254-9671
Fax: (804) 353-3061
Email: pbrasler@umfs.org

Tulley N. Brown

Direction Sports Incorporated
600 Wilshire Blvd., Suite 320
Los Angeles, CA 90017
Phone: (213) 627-9861
Fax: (213) 627-9862

Jeff Butts

Executive Director
Youth Service Providers Network
115 Warren Street
Roxbury, MA 02119
Phone: (617) 442-7302
Fax: (617) 442-7769
Email: jbutts@yspn.org

Center for National Policy

One Massachusetts Avenue, NW
Suite 333
Washington, DC 20001
Phone: (202) 682-1800
Fax: (202) 682-1818
Email: thecenter@cnponline.org

James D. Clark

daniel Memorial, Inc.
4203 Southpoint Blvd.
Jacksonville, FL 32216
Phone: (904) 296-1055
Fax: (904) 296-1953
Email: jclark@danielkids.org

Mary Louise Cole

President and CEO
ICARE Bay Point Schools
25005 S.W. 133rd Ave.
Miami, FL 33132
Phone: (305) 251-3112
Fax: (305) 254-7729

Robert Coleman

Director of Special Education
Wichita Public Schools
201 North Water
Wichita, KS 67202
Phone: (316) 973-4466
Fax: (316) 973-4492
Email: rcoleman@usd259.net

Carol Collette

Project Coordinator
Homebuilders Institute
242 South Boulevard
Avon Park, FL 33825
Phone: (863) 452-3883

Kathi Colonna

Regional Assistant
Adecco
45945 Center Oak Plaza, Suite 125
Dulles, VA 20166
Phone: (703) 433-5600
Fax: (703) 433-5445
Email: kathi.colonna@adeconna.com

Joe Daugerdas

Executive Director
The Academy
900 Agnew Road
Pittsburgh, PA 15227
Phone: (412) 885-5200
Fax: (412) 881-4139 or (412) 885-3895

Andrew J. DeAngelo

Deputy Chief Probation Officer
Department of Juvenile Probation
County of Lehigh, Courthouse
455 West Hamilton Street
Allentown, PA 18101-1614
Phone: (610) 782-3346
Fax: (610) 770-6701
Email: andrewdeangelo@lehighcounty.org

Carmen Delgado Votaw

Senior Vice President, Public Policy
Alliance for Children and Families
1701 K St., NW Suite 200
Washington, DC 20006
Phone: (202) 223-3447
Fax: (202) 331-7476

Claudia Dunne

Clinical Director
Youth Service Providers Network
115 Warren Street
Roxbury, MA 02119
Phone: (617) 541-2132
Fax: (617) 442-7769
Email: cdunn@yspn.org

Ann Fitzsimons-Lovett

Principal, Gainesville State School
1379 E. Farm Road 678
Gainesville, TX 76240
Phone: (940) 665-0701
Fax: (940) 665-0469

Denise Gibson

Achievement Place for Boys
3120 Haskel Avenue
Lawrence, KS 66044
Phone: (785) 843-5560
Fax: (785) 843-5718

Emanuel Pariser

Co-Director
The Community School
P.O. Box 555
Camden, ME 04843
Phone: (207) 236-3000
Fax: (207) 236-2505
Email: emanuel@cschool.acadia.net

Bobick Sarraf

Director
Achievement Place for Boys
1320 Haskell Avenue
Lawrence, KS 66044
Phone: (785) 843-5560
Fax: (785) 843-5718
Email: ap4b2l@gateway.com

Eric Schnurer

President
Public Works
1690 E. Strasburg Road
West Chester, PA 19380
Phone: (610) 296-9443
Fax: (610) 296-9434
Email: EShnurer@aol.com

Gregory L. Sharp

President
National Guard Youth Foundation
11 Canal Center Plaza, Suite 103
Alexandria, VA 22314
Phone: (703) 683-4222
Fax: (703) 683-0645
Email: NGyouth@aol.com

Dennis Torbett

VP for Apprenticeship: ProjectCraft
Homebuilders Institute
1090 Vermont Avenue Suite 600
Washington, DC 20005
Phone: (202) 371-0600
Fax: (202) 898-7777
E-Mail: torbettd@hbi.org

Jan West

IYR Placement Administrator
Idaho Youth Ranch
7025 Emerald Street
Boise, ID 83704
Phone: (208) 377-2613
Fax: (208) 377-2819
E-Mail: jwest@youthranch.org

***Harry Wilson**

Dean of Students
Starr Commonwealth
13725 Starr Commonwealth Road
Albion, MI 49224
Phone: (517) 629-5591
Fax: (517) 629-6521
E-Mail: wilsonh@starr.org

*Harry Wilson is no longer with
Starr Commonwealth.