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AUTHOR Schwartz, Henrietta; Schwartz, Bernard S.
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ABSTRACT

This report documents the successful coordination of two agencies, the Teacher Corps of the Office of Education (Department of Health, Education, and Welfare) and the Office of Juvenile Justice and Delinquency Prevention of the Law Enforcement Assistance Administration (Department of Justice), in the establishment of a joint program, the School Crime Intervention Component (Activity II) of the Teacher Corps Youth Advocacy Program. The report traces the historical development of the agreement and examines the program in order to make recommendations for future interagency collaboration. The methodology includes comparisons of the needs of the two parent agencies, use of a transactional model for analyzing the program's functioning, and examination of the organizational subculture of the program through the use of interviews, observations, and other information gathering methods. (PGD)

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The Development of an Interagency Agreement

The Office of Juvenile Justice and Delinquency
Prevention and Teacher Corps Youth Advocacy
School Crime Intervention Program

EA 011 642

The Development of an Interagency Agreement.
Office of Juvenile Justice and Delinquency Prevention
and
Teacher Corps Youth Advocacy
School Crime Intervention Program

by
Professors Henrietta and Bernard S. Schwartz
Research and Development Center
College of Education
Roosevelt University
Chicago, Illinois

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Youth Advocacy Loop
6880 Carriage Hill, B15
Brecksville, Ohio 44141

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I. INTRODUCTION

The purpose of this report is to document the development, operation, and impact of an interagency agreement between two federal departments, the Department of Health, Education, and Welfare, Office of Education, Teacher Corps Program, and the Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration (OJJDP/LEAA). The interagency agreement created the OJJDP/LEAA School Crime Intervention component of the Teacher Corps Youth Advocacy Program. The purpose of the program was to reduce crime and violence, and the climate of fear accompanying these disruptions in public schools in ten sites across the country through the intervention strategy of student initiated activities.

The circumstances which led to the evolution of a functional and important national interagency agreement were pinpointed in an article written by Senator Birch Bayh, the Chairman of the Senate Subcommittee on Juvenile Delinquency of the Senate Judiciary Committee. The Senator characterized the issue of crime by youth as a grave national problem. He noted the "rising level of violence and vandalism in the nation's public school system . . . and its connection with the nature and quality of school experience. To the extent that our schools were being subjected to an increasing trend of violence and vandalism, they would necessarily become a factor in the escalating rate of juvenile crime and delinquency".¹

A. Background

The media, the public, and research agencies have paid much attention to the issue over the past five years. A review of the literature and commentary reveals that between 1957 and 1974, the number of delinquency cases for persons aged 10 to 17 disposed of by American Juvenile Courts rose from 19.1 to 37.5 per thousand

1. Birch Bayh, "Seeking Solutions to School Violence and Vandalism", The Kappan, (Vol. 59: No. 5, January, 1978) p. 299.

persons.¹ Arrests of males under age 18 for narcotics law violations increased 1,288% between 1960 and 1972.² The numbers of weapons confiscated from students by authorities in schools surveyed rose by 54% in the period 1970 to 1973.³ Most adolescent antisocial conduct was performed on victims who were, for the most part, also adolescents. The crime victimization rate in 1974 for 16 to 19 year olds was 122 per 1000 persons as against 64 per 1000 for the total U. S. population.⁴ Concomitantly, assaults on school teachers increased 85% between 1970 and 1975.⁵ According to the National Education Association figures, American school children in 1975 committed 100 murders, 12,000 armed robberies, 9,000 rapes and 204,000 aggravated assaults against teachers and other students. School vandalism cost the American taxpayer about half a billion dollars in 1976.⁶

Against this background of increasing incidents of crime, violence, and vandalism in the public schools are statements describing the traditional practices of educational systems. These practices do not have a casual relationship to the increase in school crime, but they are related. According to Dr. Kenneth Polk, "through the structure of . . . schools, we fundamentally deny young people an opportunity to experience competence, to experience a sense of contribution, to experience a sense of power". Dr. Art Pearl suggested, "We have to transform schools. Schools cause delinquency. People who feel attached, who care, are not likely to be delinquent. A sense of attachment must come in school. Rather than creating attachment, it creates

1. U. S. Department of Justice, Law Enforcement Assistance Administration, Sourcebook on Criminal Justice Statistics, 1973 (Washington, D.C., U. S. Government Printing Office, 1973) p. 572.

2. U. S. Department of Justice, Crime in the United States (Washington, D.C., U. S. Government Printing Office, 1972) p. 124.

3. U. S. Senate, Ninety-Fourth Congress, First Session, Preliminary Report, Delinquency, Our Nation's Schools (Washington, D.C., U. S. Government Printing Office, 1975) p. 4.

4. U. S. Bureau of Census, Characteristics of American Youth: 1974, Series 823, Number 51 (Washington, D.C., U. S. Government Printing Office, 1975) p. 29.

5. U. S. Senate Ninety-Fourth Congress, First Session, Preliminary Report, Committee to Investigate Juvenile Delinquency in Our Nation's Schools, Our Nation's Schools, A Report Card: "A" In School Violence and Vandalism (Washington, D.C., U. S. Government Printing Office, 1975) p.4.

6. The Washington Star, Tuesday, November 9, 1976.

the opposite. Unless we transform schools, we end up throwing the problem into the juvenile justice system". And Ms. Patricia Waid stated, "The very first signs of delinquency occur when the child gets the notion very early in school that he is somehow bad". Representative Shirley Chisholm, Congresswoman from New York, commented during an interview that, "Schools play a role in contributing to the delinquency problem. The school milieu", she indicated, "tells these kids that people don't care about us, so why should we care about people."¹ According to the National Institute of Education Safe School Study evidence, violence may be reduced if students feel they have some control over what happens to them in school.

The problems of crime, violence, and disruption in the nation's schools cannot be viewed in isolation. As John M. Rector, Administrator of the Office of Juvenile Justice and Delinquency Prevention pointed out in his testimony before the Subcommittee on Economic Opportunity, Committee on Education and Labor, House of Representatives, concerning School Violence and Vandalism on January 24, 1978,

"In approaching the problems of schools, it is important to remember that the school is a microcosm of the community it serves. The problems of that community will be reflected in its schools. School violence must be viewed in the context of community violence, illegal gag activity, learning disabilities, substance abuse, nutrition, and the myriad of other factors determining the quality of life in a particular community." (p. 5)

In response to the growing public and congressional awareness of the critical nature of the school crime and violence problem, the 93rd Congress of the United States, through its investigations by committees, established the framework for Public Law 93-415, the Juvenile Justice and Delinquency Prevention Act of 1974 which gave authority to the Office of Juvenile Justice and Delinquency Prevention and the Law Enforcement Assistance Administration to engage in programs to attack the problems of crime and delinquency in school settings. As Mr. Rector indicated,

"The 1974 Act is permeated with language designed to cultivate

1. Interviews conducted and compiled by Cheryl H. Ruby for Apothogems, Youth Advocacy Loop Newsletter, Teacher Corps, 1977, pp. 1-9.

participation by young persons. Too often young people are systematically excluded from participation in the planning, operation, and evaluation of programs that exist supposedly for them . . . Youth participation should be a cornerstone of any program designed to curb violence and vandalism in our schools." (January 24, 1978, p. 6)

Congressional support through two administrations and approval by two Presidents set the stage for the interagency agreement which is the subject of this report. The legislative mandates and administrative support allowed OJJDP/LEAA to work with the Office of Education, Teacher Corps Youth Advocacy Programs, in the development and evaluation of a joint federal effort to collaborate on a School Crime Intervention Program based on the model of Student Initiated Activities. The School Crime Intervention Program of the Youth Advocacy Projects was seen as a demonstration effort to bring about positive changes in working with youth, legitimation of a new approach to youth participation in society, and a concentrated interagency effort to reduce crime, violence, and vandalism in the nation's schools. The two agencies and the key actors in the development of the agreement and the purposes of the report are described in the next section.

B. Brief Description of the Two Federal Agencies

1. Department of Health, Education, and Welfare, Office of Education: Teacher Corps Youth Advocacy Projects (YAP). In the words of William L. Smith, Director:

Teacher Corps:

Teacher Corps exemplifies an explicit attempt by the federal government to forge federal, state, and local collaboration for change in local institutions. All Teacher Corps projects are planned as collaborative ventures . . . The local community in which a Teacher Corps project works is an integral part of the development and a successful execution of the project. It plays a role equal with the school and the institution of higher education in governing the project.¹

The purpose of the Teacher Corps program is strengthening the educational opportunities available to children in areas having

1. William L. Smith, Ten Years of Teacher Corps, 1966-76, From the Field (Los Angeles, University of Southern California, T.C. Contract USOE #300-75-0103, 1977) p. 3.

concentrations of low income families, encouraging colleges and universities to broaden their programs of teacher preparation, and encouraging institutions of higher education and local education agencies to improve programs of training and retraining for teachers, teacher aides, and other educational programs.¹

Teacher Corps Youth Advocacy Projects were a response to 1970 Teacher Corps legislation. The projects were organized to develop, attract, and train educational personnel, and to provide relevant remedial, basic, and secondary educational training, including literacy and communication skills, for predelinquents, juvenile delinquents, youth offenders, and adult criminal offenders. A Teacher Corps Youth Advocacy Project deals primarily with meeting the educational needs of children within the state's compulsory age requirements who have been identified through some existing process as being "Youth are the greatest and most vulnerable minority. Youth need advocates to act for them and to speak for their rights".² This is precisely the focus of Youth Advocacy Projects in Teacher Corps. Clarence C. Walker, Youth Advocacy Project Coordinator states:

"Youth Advocacy Projects focus on strengthening the educational opportunities available to troubled youths who are currently ignored or "pushed out" by the public school system. These youths are identified as pre-delinquent, have dropped out of school, or have been officially processed as delinquent. Projects typically work with students at the secondary level. The project attempts to provide such youths with positive alternatives to official processing by the juvenile justice system. The relationship may be such that the juvenile justice system's educational personnel become involved in retraining activities outside the institution, while public school personnel become involved in training within the institution. The projects' objectives for institutional change will include a range of modifications being sought in the juvenile justice system as well as the public education system."³

Youth Advocacy Projects are Teacher Corps Projects in every respect, i.e., an

1. Federal Register, Volume 43: No. 37, Thursday, Feb. 23, 1977, Department of Health, Education, and Welfare, Office of Education (Washington, D.C. U. S. Government Printing Office).

2. Judge Mary Conway Kohler, Director National Commission on Resources for Youth, Inc. Address delivered at a Teacher Corps/OJJDP/LEAA sponsored conference on Student Initiated Activities, Oakland, Michigan, November 7, 1977.

3. Clarence C. Walker, "Youth Advocacy Programs in Teacher Corps, Fact Sheet" Teacher Corps brochure, Washington, D.C., 1978.

Institution of Higher Education (IHE) with the capability of offering graduate level teacher training and certification must join with a Local Education Agency (LEA) to submit an application for funding. There must be a potential in the settings selected for the team's service and field based training to include other teachers in the system. This retraining must have the potential to be replicated and used for a wider audience, and, as such, must become a "demonstration strategy" for the thrusts of Teacher Corps.

Youth Advocacy Projects have a clear relationship to the juvenile justice system with objectives for institutional change which include a range of modifications being sought in the juvenile justice system as well as in the public education system. The projects will aim to retain in or return troubled youths to the regular school settings, or provide alternative educational experience.

2. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), Law Enforcement Assistance Administration (LEAA), Special Emphasis Programs.

The Office of Juvenile Justice and Delinquency Prevention is the policy making and administration office for the Law Enforcement Assistance Administration which deals with all programs related to juvenile justice and delinquency prevention. OJJDP has the authority and responsibility for providing national direction, and leadership to encourage the development and implementation of effective methods and programs for the prevention of juvenile delinquency and improvement of juvenile justice; conducting research, demonstration, and evaluation activities and disseminating the results of such efforts to persons and groups working in the field of juvenile justice and delinquency prevention; providing technical expertise and resources to state and local communities to conduct more effective juvenile justice and delinquency prevention and treatment programs; and coordinating federal efforts in the juvenile delinquency area. LEAA has the authority and responsibility for policy guidance and administration of the Office of Juvenile Justice and Delinquency Prevention efforts.

The Special Emphasis Division develops and issues guidelines for the solicitation of proposals in areas determined to be of priority; reviews and recommends for funding proposals submitted in response to the guidelines as well as unsolicited proposals; monitors funded programs; provides technical assistance to grantees; develops and negotiates interagency agreements to facilitate coordination of federal effort; and implements programs requiring the expertise of other government agencies. Legislatively mandated program areas are: alternatives to incarceration, prevention of delinquency, and advocacy.

The Office of the Comptroller of LEAA has the authority and responsibility for planning, developing, and improving financial management programs for upgrading federal and state financial and grants management systems and, providing support services for all LEAA Offices in the areas of accounting, budgeting, granting, contracting, and claims collection.

The Research Division is responsible for conducting basic and applied research on juvenile justice and delinquency prevention issues.¹ It conducts, encourages, and coordinates basic and applied research into any aspect of juvenile delinquency, particularly with regard to new programs and methods which show promise of contributing to the prevention and treatment of juvenile delinquency. It encourages the development of demonstration projects in new innovative techniques and methods to prevent and treat juvenile delinquency. This division is responsible for the product and process evaluation of programs instituted by OJJDP/LEAA.

The goal of process evaluation is to learn as much as possible about how and why a program works; in what kind of settings; with what kinds of persons; and what hinders and what facilitates a program's operation.²

1. A study was commissioned in 1975-76 to determine which agencies in the Office of Education could be considered for collaboration. Three were identified. Planning Assistance Programs (Phil., PA, Research for Better Schools, 1976).

2. Emily Martin, Director, Special Emphasis Programs, OJJDP/LEAA, from a letter to W. Smith, January 27, 1977.

Summary

In summary, both agencies had common broad social goals in the area of working either directly or indirectly with troubled youth. Both agencies had the charge to develop and demonstrate new models of implementing institutional change and of making some impact on the nation's schools. Teacher Corps had a longer history of working in schools with administrators and teachers, but did not use its funds for direct service to students. OJJDP/LEAA could use funds for direct service to students but as a new agency had a limited history of working with public schools. The Directors of both agencies had the power to respond to critical issues in the development of the program and negotiate conflict. National and field based staffs augmented development.

C. Purpose of the Investigation

Interagency agreements at the federal level are rare for a variety of reasons, the varying missions of governmental agencies, the different procedures employed by each agency, mismatched time lines, differing legislation for funding, "turf" problems, and non-parallel agency structures and styles. Therefore, when such an agreement is concluded and translated into operational field based projects in all parts of the country, at ten different sites, the agreement and attendant program should be considered a "success".

The purpose of this investigation is to document such a success. It will trace the development of the Office of Education, Teacher Corps/Law Enforcement Assistance Administration, Office of Juvenile Justice Delinquency Prevention, joint program of grants to 10th and 11th Cycle Youth Advocacy Projects. This joint program was called the School Crime Intervention Component (Activity II) of the Teacher Corps Youth Advocacy Program. In addition to tracing the development of the agreement in historical terms, the program will be examined for the insights it can provide for future collaborative efforts among governmental agencies. The collaborative arrange-

ment created a set of field based programs which developed a subculture within the ongoing lifeways of both agencies. Using anthropological concepts, the universal patterns of the subculture created by the Activity II programs will be summarized.

The assumption is that the uniqueness of the effort merits full documentation. This investigation is not an evaluation, nor is it concerned with the level of "successful" operation of the individual projects in the field, except as key informants perceive their impact on the program culture. The investigation should be viewed as a descriptive and analytical picture of the interagency program hereinafter referred to as Activity II.

Specifically, the report will address the following areas:

1. What led to the development of the interagency agreement?
 - a. Who was involved in the agreement at the national and local levels?
 - b. What was involved in the process of development?
2. What factors, related to the structures and mandates of the two agencies, facilitated or constrained the functioning of the interagency agreement?
What was the impact of:
 - a. federal and legislative mandates?
 - b. fiscal and budgetary rules?
 - c. organizational focus (ethos)?
 - d. personnel attitudes and functions?
 - e. agency styles (legalistic, kinship, affirmative, policing, etc.)?
 - f. role interface and parallel role structures among agencies at the onset of the agreement?
 - g. agency functions and client populations?
3. How were field based projects implemented within the existing framework of the Teacher Corps Youth Advocacy Program structure?
 - a. How were funds allocated?
 - b. How were the ten Youth Advocacy Projects initially involved in the interagency agreement?
 - c. What was the structure of the interagency operation at the national and local levels?
 - d. What did the program staffs at the local and national levels perceive to be:
 - (1) the major accomplishments?
 - (2) the major problems?
4. What were the decision making mechanisms of the program at the national and local levels?
5. How were the interagency agreement and attendant Activity II projects monitored at the national and local levels?
 - a. How did the communication network function for the duration of the program?

- b. Who monitored the ten Activity II School Crime Intervention projects (site visits, reporting forms, etc.)?
 - c. What was the role of the Loop (Youth Advocacy Project Teacher Corps Network?)
 - d. What was the role of the external evaluator?
6. What were the conditions of collaboration over time? What was the impact of:
 - a. Inputs from outside consultants and private agencies?
 - b. Staff changes in both agencies and at the local level?
 - c. Parity among federal and local agencies?
 - d. Management procedures at the national and local level?
 - e. Renegotiation of role functions at the federal and local level?
 7. What events at the project level can be examined to develop:
 - a. staff selection models?
 - b. principles of project governance?
 - c. evaluation technology?
 - d. impact on public schools and universities?
 8. How can the results of this demonstration interagency program be generalized and used as a guide for future interagency efforts?

D. Organization of the Report

This investigation is organized into five sections and an appendix. The first section provides a background statement on troubled youth, the purposes of the report, and a summary of the nature of the two federal agencies involved in the agreement. The second section of the report outlines the conceptual frameworks being used to view the development and status of the interagency agreement and program. The methodology used for conducting the investigation is described, followed by a statement of limitations of the investigation. Third, the findings of the investigation are reported. A chronology of critical events leading to the interagency agreement and a statement from the contract which outlines the thrust of the Teacher Corps/OJJDP/LEAA Activity II program is cited. Where it seems expedient, data are displayed in tabular form, but for the most part the findings are presented in qualitative descriptions and interpretations of the interview, file, and observational information gathered over the last three months. Fourth, the results and their implications are presented regarding the interagency agreement and the program subculture it created. Major issues are identified and discussed. Finally, a set of recommendations concerning future interagency agreements are made.

The structure, function, process, and content of the interagency agreement, its implementation and impact on the involved agencies are the organizing elements for the recommendations section.

II. CONCEPTUAL FRAMEWORKS AND METHODOLOGY

Three constructs are used to view the development and nature of the interagency agreement known as Activity II. They are:

1. Complementarity of Needs between the two agencies at the Federal level.
2. The Necessary Elements in Collaboration - A transactional model.
3. The Subculture of the program created by the adaptation of the Teacher Corps culture to that of OJJDP/LEAA and vice versa.

A. Complementarity of Needs

In preliminary discussions with program officials concerning the scope of work involved in the study, it became evident that both agencies, had, not similar, but complementary needs in the summer of 1976. Further discussions and an examination of the files reinforced this assumption and functioned as a useful way of describing and explaining the speed with which the two agencies were able to accomplish the contract negotiations at the federal and local levels. It is the assumption of this investigation that joint agreements which lead to functional field based projects begin with complementary needs in the following areas:

1. There is a congruence of underlying motives among the agencies, for example, social service, economic regulation, child welfare, etc.
2. There is sufficient proximity to permit ongoing interactions between principal actors in the concerned agencies at the federal and local level, e.g., opportunity for face-to-face contact between decision makers.
3. If the agreement requires a field based component, there is a level of readiness in the field which provides fertile ground for the creation of operational projects.
4. The concerned agencies have parallel time lines in funding, program operation, and enabling legislation.
5. At the time of negotiation, there is an availability of fiscal, material,

and human resources in those agencies directly related to establishing the agreement.

6. There are persistent and committed advocates for the interagency agreement in both agencies.

It will be seen when the data are presented that most if not all of the conditions concerning complementary needs stated above are characteristic of the two agencies involved in the Activity II interagency agreement.

B. Characteristics of Collaboration in Transactional Organizations

Any organization can make choices about the style of administration that will govern the interaction of people and roles within the organization. It is the contention of this investigation that Teacher Corps exemplifies a transactional style of interaction. Its success as a federal program over the last several years illustrates the value of such a style. The term transactional comes from the socio-cultural model of social behavior in organizations outlined by Getzels and Guba.¹ A diagram of the model is shown in Appendix C.

The transactional model assumes that each program is a unique social system characterized by institutional role sets (i.e., teacher-student, doctor-patient, lawyer-client) and expectations, and filled by persons with individual needs. The three styles of leadership-followership which the theory defines are nomothetic, ideographic, and transactional. The nomothetic style emphasizes adherence to role expectations and the requirements of the institution: an assembly line or a prison are examples. The ideographic style emphasizes the need dispositions of the individuals: a research and development center in industry is a good example. The transactional style emphasizes the interaction of the two, i.e., the institution and the individuals.

1. J. W. Getzels, F. F. Campbell, J. M. Lipham, Educational Administration as A Social Process, Theory, Research, Practice (New York: Harper and Row, 1968).

The literature prepared by the Teacher Corps program and the articles written by its director clearly state a preference for the transactional style of organizational management, particularly in the requirement for collaborative arrangements in program management at the local and national level.

Teacher Corps further fits the conditions usually found in organizations which adopt a transactional style. First, it is a low power organization requiring the cooperation of universities, communities, and school districts at the local level to function effectively. Second, the Teacher Corps programs tend to be new and experimental to the participants and require constant input of data from research and evaluation to self-correct operations. Third, the collaborative model of maximum participation in the decision making process is seen as a valued end in itself in addition to the assumption that wide participation ensures ownership and commitment to program goals. Given these conditions, it seems appropriate and useful to look at the Activity II component of the Teacher Corps Youth Advocacy Projects as displaying the three characteristics of a collaborative transactional organization.

In terms of the structure of the arrangement, one would expect to find parity among the agencies involved in the agreement, specifically, Teacher Corps and OJJDP/LEAA. That is, there would be joint decision making and much consultation among the agencies regarding the nature of the program, the thrust of the field based activities, the fiscal management, monitoring, etc. Second, if parity is a key term in structure, interface is a key term in role definition. One would expect to find a series of roles at the federal and local level which function as liaisons between the agencies and the program components. The task of persons in these roles is to interpret the program to the involved people, gain their understanding, sympathy, support, and assistance to accomplish the administrative work necessary to make the relationship among the agencies functional and smooth. Finally, if parity is a key term in structure, and interface a key to role definition, then

negotiation is a key term for program process. That is, one would expect conflicts, tensions, misunderstandings, and differences would be resolved, not by administrative dictates or confrontations, but by negotiation and mutual accountability.

Teacher Corps was the agency charged with carrying out the activities of the interagency agreement. In one way or another, the history of Teacher Corps and Youth Advocacy Projects exemplified the three characteristics of a collaborative transactional organization. Many of its structures are based on the concept of parity, many roles are defined as interfaces between groups and the prevailing process is negotiation. How well the other agency, OJJDP/LEAA, fits this model will be discussed in the results section of the report.

C. The Creation of a Program Subculture - Cultural Universals Model

Two program cultures, Teacher Corps and OJJDP/LEAA, came into contact for the purpose of establishing a new set of field based projects called Activity II, the School Crime Intervention Program. Both agencies had established operating procedures, formal and informal norms and other institutional trappings familiar to the participants in each organization. Further, the Youth Advocacy Projects of Teacher Corps had evolved its own set of unique procedures within the Teacher Corps culture to meet the needs of the special clients the YAP projects served. Activity II brought these separate lifeways into contact in 1976. There was some culture conflict, some assimilation, some selective

The framework through which these events will be viewed is borrowed from the anthropologist.¹ A description of the cultural universals framework follows. Federal agencies (Teacher Corps, Office of Education, OJJDP/LEAA) and the set of 10 local YAP projects are viewed as cultures, or unique systems of human behavior related to the goals of each agency. These agency cultures had purpose, pattern,

1. "The School and The Classroom as Cultural Systems", in Martin Jason and Henrietta Schwartz, A Guidebook to Action Research for the Occupational Educator, DAVTE, Illinois Office of Education, 1976, pp. 135-143.

and coherence and responded in different ways to contact with the culture of the other agency. The point is that the interagency agreement did create an identifiable subculture within the Teacher Corps mainstream called Activity II with its own values about what ought to be the best ways of doing things and what is good and what is bad. The value system and seven other identifiable patterns of behavior and belief are called cultural universals or universal patterns of behavior. They represent those universal aspects of human behavior which each culture or subculture must display if group living is to occur. In addition to a values system, each agency culture must have a cosmology or world view which specifies what constitutes reality. Each cultural unit has some form of social organization which governs individual and group relationship events to the point of determining titles and forms of verbal address. Each system has a technology, a body of knowledge and skills used to perform the tasks necessary for the system to function and survive. There is an economic system which regulates the allocation of goods and services in the agency or project. Further, there is a form of governance or a political system regulating individual and institutional behavior which specifies how decisions are made, how power, authority, and influence are acquired and used, and who participates in what decisions. Typically, there is a special language uniquely suited to the goals of the agency. Finally, there is a socialization process or educational process which regularizes the transmission of knowledge to the neophytes, the unlearned ones in the group. It should be emphasized that the cultural universals model is only one of many conceptual frameworks which anthropologists use to look at the world. It is used here to attempt to capture the development of the subculture related to Activity II programs.

D. Methodology

Data collection and analysis began at the end of February, 1978, and concluded in mid-May, 1978, approximately three months later. The methodology used to collect and analyze information concerning the development and nature of the

Teacher Corps and OJJDP/LEAA interagency agreement combines aspects of historical search and anthropological field methods. Four primary sources were used to collect information:

1. Interview with key informants, at the federal and external agencies involved: Teacher Corps and OJJDP/LEAA and Social Action Research Consultants, the external evaluator.
2. Examination of the files in Teacher Corps, Washington, and some file material provided by OJJDP/LEAA personnel.
3. Interviews with the project directors of the 10 Youth Advocacy Projects involved in Activity II programs. Interviews with the Associate Directors* involved in the 10 Activity II projects.
4. Nonparticipant observation of Activity II related events.

Content analysis was the primary technique used to derive patterns from the written material and thematic content analysis was used to analyze nonparticipant observation notes. Four interview schedules were developed for each role group represented among the key informant group: one for those involved at the federal level in Teacher and OJJDP/LEAA, a schedule for the external evaluation firm Social Action Research Center, a schedule for the Project Directors, and a schedule for the Associate Directors in charge of the Activity II components of the AP programs. In addition, informal conversations were held with other persons identified as being closely related to the development of the agreement, a former AP Project Director, the executive secretary of the Loop (the network organization for the 10 projects), a fiscal officer from the Office of the Budget, the fiscal officer for Teacher Corps, an LEAA consultant and others identified in the list of those interviewed presented in the Appendix.

*In one case, a Program Development Specialist rather than an Associate Director was interviewed.

A variety of journal articles about the YAP of Teacher Corps and other material concerning the mission of OJJDP/LEAA were read and a selected list of the documents and files examined are shown in Appendix A. While all of the documents which were read (approximately 1000 separate items) were not content analyzed, they did provide part of the background information the investigators used to make sense of the data being codified.

Demographic information concerning the Directors and Associate Directors was obtained from observations and interviews and is presented for a specific purpose of drawing contrasts between the two groups. Finally, the judgment of the investigators functioned as the final filter through which the data were sifted and reported.

F. Limitations

Given the limited time available to the investigators for the gathering and examination of data and the fact that visits to the ten projects could not be made, it is possible some aspects of the development of the interagency agreement have been overlooked. For example, the investigators were not present at any of the meetings of the Loop¹ where many of the concerns related to the Activity II components of the program were negotiated. The principal investigator was present at the meetings of the Associate Directors in November, 1977 and March, 1978, and it may be that their concerns have been overemphasized, for they were observed first hand. Additionally, there was simply no time for the in-depth five or six hour repeated interviews with key informants in the field and at the national level, nor was there an opportunity to examine the files of OJJDP/LEAA with the same intensity used to examine Teacher Corps files in Washington.

The language of the report may seem highly personalized to those unfamiliar

1. The Loop is the network organization for the 10 Youth Advocacy Projects. Its purpose is to promote communication, cooperation, and sharing among Projects. The Board of Directors consists of each Project Director. A full time executive secretary implements Loop policy.

with anthropological literature, particularly with ethnographic descriptions of cultures. Real names of real people are used in this document for three reasons: historical, literary, and anthropological. First, it is a historical document and the unique contributions made by key actors are a function of individual personalities interacting with each other and institutional expectations. To disguise the actors would tend to lead the reader to play guessing games to no avail for the identity of the role incumbents is a matter of public record in most cases. Second, to refer to each individual by role title rather than name, each time the report required mentioning the behavior of the role incumbent, would lead to extremely cumbersome prose. For example, a simple declarative sentence on page 32 which uses the names of those involved would become, "In a letter of January 25, 1977 from the Director of Special Emphasis Projects, OJJDP/LEAA to the Director of Teacher Corps, a copy of which was sent to the Teacher Corps Youth Advocacy Program Coordinator, Washington, the following appears". Third, once complex role relationships and structural arrangements are described, the reporting tradition in anthropological literature is to use names. It is in this tradition that the report has been framed and written. Finally, the investigators' own biases and limitations must be taken into account as one reads the findings presented in the next section.

III. FINDINGS

The findings of the investigation are presented in three ways. First, a summary chronology of crucial events is shown. The data for the chronology were drawn from an analysis of the file documents and interviews with those persons most directly involved in orchestrating the interagency agreement.

Second, the thrust of the interagency agreement is examined and the fiscal arrangements at the federal level are summarized. The patterns which emerged from the analysis of the documents and observation notes is commented on in terms of the issues and themes represented in the program. For example, a careful examination of the working drafts of the interagency agreement reveals the language of the document is related more closely to that of the OJJDP/LEAA legislation than to the language of the Teacher Corps documents. In the analysis of the nonparticipant observation notes taken at the YAP conferences (March, 1978 and November, 1977) and in the Washington offices of Teacher Corps and OJJDP/LEAA, patterns of superior, subordinate relationships emerge which distinguish the styles of the two agencies.

Third, a summary of responses to the four interview schedules is presented in tabular form by each role group's responses to common questions. The categories were derived from a thematic content analysis of responses. For example, Chart I presents comparative demographic data for Directors of YAP projects and the Associate Directors who were responsible for implementing the Activity II component of the program. Table 1 summarizes the informants' responses to questions concerning which persons they perceived to be key actors in the development of the interagency agreement. Table 2 codifies the responses to the informant's perceptions regarding the program expectations of the major agencies. The other eight tables present the responses to most of the remaining questions. Each table is followed by samples of verbatim responses to questions and a brief interpretation of the findings.

A. Chronology of Events in the Development of the Interagency Agreement

The major critical episodes which are directly related to the conclusion of the agreement are listed here. To create a detailed and comprehensive history using the rules of internal and external evidence and the other methods of the historian are beyond the scope of this documentation. However, it is important that the sequence of key events be reported to allow for a more comprehensive picture of the information which follows.

This chronology, taken from over 1,000 file documents¹ of Teacher Corps and OJJDP/LEAA, and supplemented by interview data from 43 individuals, briefly outlines critical events, documents, and key actors related to the development of the Interagency Agreement between OJJDP/LEAA and USOE/Teacher Corps which is titled "A School Crime Intervention Component".

In 1970 Teacher Corps Youth Advocacy programs were created to focus on problems of juvenile delinquency and youth and adult offenders. During the period 1970 to 1976 public institutional awareness of and protest against the rising incidence of youth violence and vandalism was documented in the media. The Congress of the United States through committees and subcommittees investigated the problem. Spearheaded by the Bayh-Fitian subcommittee of the Judiciary Committee, the Juvenile Justice and Delinquency Prevention Act of September 1974 was passed, creating and funding the Office of Juvenile Justice and Delinquency Prevention as a division of the Law Enforcement Assistance Administration to attack the problems of juvenile delinquency and crime.

Concurrently, individuals, institutions and agencies in the educational and correctional field gained experience through Teacher Corps Youth Advocacy Programs. By June of 1976, there were ten Youth Advocacy projects in the 10th and

1. A more extensive list of selected documents is shown in the Appendix and the full list is available from the investigators.

11th Cycles of Teacher Corps funding.¹

To aid communication and training, Teacher Corps, Washington at the request of the Directors of YAP projects created an organization called the "Loop" in late 1975. This YAP network composed of the ten Project Directors, the Loop Liaison Officer and invited others met quarterly. It formalized and facilitated the transfer of information and training and centralized the knowledge resources of the Youth Advocacy projects and kept Washington informed of field based concerns and activities.

With increasing knowledge and experience and the need to expand their thrust, YAP Directors, corresponding with each other and Teacher Corps, Washington, D.C., suggested the initiation of collaborative work with agencies having similar needs. At the same time, William Smith, from the inception of his tenure as Director of Teacher Corps, had made it an explicit policy to seek collaborative efforts with other federal agencies having common goals and needs. File memos regularly instructed his top staff aids to seek out such liaisons and negotiate collaborative programs.²

Clarence Walker, Coordinator of the Youth Advocacy Program, gave vigorous impetus to his chief's directive. 1975-76 letters and documents revealed he actively sought out potential collaborative agencies, visited countless individuals, arranging, or being present at meetings where potential existed for those agencies to join forces with Teacher Corps toward collective efforts. Among other agencies represented at some of these meetings with similar collaborative goals were Fred Nader OJJDP/LEAA; Milton Lugar, OJJDP/LEAA; William Smith, USOE, Teacher Corps; Sylvia McCullen, Bureau of Prisons, Department of Justice; Gary Weisman, Department of Labor; Ann Parker, National Council on Crime and Delinquency; Emily Martin,

1. Teacher Corps identifies each group of projects according to the year the project began. A cycle covers a two year period. What Every Intern Should Know About Teacher Corps in Alphabetical Order, T.C., Washington, D.C.

2. Collaborative efforts with VISTA and Peace Corps are examples of this thrust by Teacher Corps.

OJJDP/LEAA, and others.

After many meetings, OJJDP/LEAA and Teacher Corps at one point - early 1975 - came closest to having common and complementary needs. Linkage with Teacher Corps was first suggested by Fred Nader of OJJDP/LEAA to Clarence Walker and followed by meetings in 1976 with Emily Martin, Judi Friedman and Phyllis Modley of OJJDP/LEAA¹ with Teacher Corps, Washington staff and several YAP Directors. Meetings on a face-to-face basis between staff of both agencies increased in frequency and a tentative working agreement was hammered out on May 22, 1976. On June 15, 1976 Teacher Corps learned that OJJDP/LEAA had given formal approval to negotiate with Teacher Corps and to provide \$2,000,000 of funding to Teacher Corps for a school crime intervention program. On August 2, 1976 a joint Teacher Corps/OJJDP/LEAA draft proposal was prepared which described an action program using skilled teachers in collaboration with students to address the issue of crime, violence, vandalism, and its attendant fears in the schools; it defined the problem, presented a plan of action, outlined procedures and specified evaluation and dissemination. The proposal was incorporated into the formal Interagency Agreement of August 24, 1976. Acquisition and furnishing of services and transfer of funds took place between OJJDP/LEAA and Teacher Corps/USOE, Teacher Corps would provide the specified services and OJJDP/LEAA would provide the technical expertise and funds for same. In September of 1976, grants to 10 YAP Activity II, School Crime Intervention projects were negotiated and field based operations began. Part of the contractual agreement specified that OJJDP would monitor the program and required Teacher Corps to participate in a uniform external evaluation of the 10 Activity II projects. OJJDP/LEAA was to select the outside evaluator and did so in September, 1977. The Social Action Research Center (SARC) of California, an independent research firm, was given the contract to evaluate

1. The private consulting firm, American Institute of Research (AIR), Washington, prepared a position paper for OJJDP/LEAA which outlined many of the items built into the subsequent agreement.

all three OJJDP/LEAA school based programs, of which Activity II was one.

On September 11, 1976, a paper was distributed by Social Action Research Center (SARC). It was an evaluation outline, entitled "An Umbrella Evaluation for the Schools' Initiative". Objectives, need for assistance, results and benefits expected, approach and timetable for the next twenty months were covered. It was received by Clarence Walker, YAP Coordinator, and shared with YAP Directors over the next two months in a variety of ways.

On September 18, 1976, statement of work memos among staff at Teacher Corps, Washington revealed that Teacher Corps perceptions differed from an OJJDP/LEAA memo of expectations in seven major areas. Teacher Corps and OJJDP/LEAA people became cognizant of differences in perception of what was to be done. Discussion ensued as well as face-to-face meetings between agency representatives. Organizational courtesy prevailed but the issue of external evaluation was not resolved.

On October 8, 1976, a Youth Advocacy Loop meeting was held with the 10 Project Directors and representatives present from Teacher Corps, Washington, OJJDP/LEAA, project related school and university persons and the American Institute of Research (outside consultants) to look at YAP project amendments. Amendments to existing Teacher Corps YAP proposals had been used as a vehicle by which the new Teacher Corps/OJJDP/LEAA Activity II program could be carried out by Teacher Corps grantees. It was necessary for the assembled representatives to understand how the amendments would operate and this information was explained. Problems of cross project and external evaluator were discussed but not resolved.

At a meeting on December 8, 1976, a policy seminar was held in Washington, D.C. to clarify issues in all Teacher Corps programs. At the same time a meeting with the YAP Loop was held to explicate the role of Arthur Cole, new Teacher Corps, Washington staff researcher who would function in a role with the external evaluator of SARC. The research design for the external evaluation was discussed and the discontent of YAP Directors with the evaluation was voiced.

With a lack of congruent viewpoints and understandings, problems arose about Activity II program thrusts, methodologies, and the external evaluation. On the one hand, Teacher Corps was charged with carrying out the program and site monitoring, and OJJDP/LEAA with monitoring Teacher Corps efforts and evaluating the program. The SARC people were involved with the evaluation as consultants to OJJDP/LEAA. In addition, each Activity II component required the appointment of an Associate Director to supervise the School Crime Intervention aspect of the YAP project. A separate site, different than the educational unit for the Activity I component of the program, had to be selected for Activity II student initiated crime reduction efforts. Project Directors had complete freedom to select their Associate Directors, but the mandate from OJJDP/LEAA was clear - "Keep Activity II distinct from Activity I in the Youth Advocacy project, so that evaluation of program impact can be done".

Teacher Corps people, who had a kind of "family" ethos among themselves and in their approach to school communities, were attuned to the limits to which student run programs and evaluation could be used in their school/communities. Questionnaires for students, teachers and administrators which asked about rape or murder in schools were unacceptable to many school systems, simply because of the implications about the community. Parents objected to such frankness. OJJDP/LEAA and SARC, operating from the legalistic viewpoint of the 1974 legislation, were looking for quantitative data so that assessment of reduction of crime as a result of the program could be documented. That documentation was a part of the agency's legislative mandate.

Negotiation, time, the sensitivity of Teacher Corps and OJJDP/LEAA people, and the increasingly frequent meetings enhanced the informal parity of those agencies involved in the program. After tempers cooled, an awareness on the part of OJJDP/LEAA and SARC representatives of the limitations of school cultural systems emerged. Teacher Corps Washington and YAP field based people learned more about

using the Student Initiated Activities model,¹ which OJJDP/LEAA introduced, promoted and insisted upon. This plan, so contrary to traditional education adult controlled practices, seemed to show promise. New learning on the part of both agencies brought closer rapport among representatives. OJJDP/LEAA and SARC found intervention strategies of Teacher Corps were captured more fully at times by indirect qualitative evaluation measures instead of pre-post test quantitative measures. They learned that school systems simply refused to provide some kinds of "headcounting" information. While this accommodative behavior occurred between the two agencies, Public Law 95-115, the Juvenile Justice Amendments of October 3, 1977, became effective. The Amendments again emphasize the desirability of interagency efforts, incorporate the Commissioner of Education as a member of the Coordinating Council and focus on the reduction of school disruption.

On November 8th to 10th, 1977, a conference on Student Initiated Activities sponsored by OJJDP/LEAA and Teacher Corps was held in Rochester, Michigan. Teacher Corps, Washington staff, YAP Activity I and II personnel and Project Directors, OJJDP/LEAA and SARC representatives gathered together with student representatives in the Activity II programs to discuss the issues involved in evaluating and operating student initiated programs in schools. The conference evaluation illustrated the degree to which Teacher Corps YAP people now accepted the Student Initiated Activities model which, at first, was suspect to them. OJJDP/LEAA and SARC staff recognized the delicacy and knowledge required to engage in intervention strategies and evaluations in public schools. This growing congruence of views is further explained in Henrietta Schwartz's monograph, "The Culture of A conference: A Goal-Free Evaluation of the Youth Advocacy Loop Conference, November 8 - 10, 1977" held at Rochester, Michigan.

1. SIA requires that students be given power and decision making rights in school policies. The model mandated that students be helped to plan and direct their own behavior with guidance from adults.

On March 23-29, 1978, the San Francisco YAP Associate Directors Meeting was held to discuss the SARC evaluation. The mutual use of each other's type of language, legalistic and educational, was evident; a common Activity II vocabulary had emerged. Accommodation between Teacher Corps and OJJDP/LEAA views had begun to institutionalize. The federal and field based components of the program had selectively adopted new elements from the diverse cultures of Teacher Corps and OJJDP/LEAA and developed a subculture unique to Activity II programs. Several participants in both groups were not fully socialized, but given time, they would have become functional members of the subculture.

On June 30, 1978, the Interagency Agreement ends.

B. The Thrust of the Agreement as Stated in the Contract of 8/24/76 and Fiscal Arrangements

The chronology reveals there were a series of working papers and draft documents which appear in the Teacher Corps files outlining the thrust of the program from the perspective of those involved in its development. The Youth Advocacy Program Coordinator and two to four of the experienced YAP project directors met in June and July of 1976 to prepare these working papers as discussion pieces. The OJJDP/LEAA Special Emphasis Program Director and members of her staff worked with the Washington firm of the American Institute for Research (AIR) in the Behavioral Sciences, which had one of their staff persons present at the preliminary meetings in July of 1976 to assist in developing the program¹ framework for the agreement.

In examining the final document, there appears to be little of the language and thrust of the initial working papers prepared by members of the Teacher Corps staff and the committee of YAP directors. These Teacher Corps documents spoke of "model development", "social adjustment", "remediation" and "long term

1. The Teacher Corps School Crime Intervention Program, (Activity II) was seen as a response to the Senate Judiciary Subcommittee Report on Crime and Violence in the Schools, 1974-1975, by the staff of OJJDP/LEAA.

programs". The language of the draft document prepared by AIR and the language of the interagency contract speak of short term programs with measurable outcomes in the reduction of crime, violence, disruption and fear among students. The strategy to use to accomplish these purposes was that of Student Initiated Activities (SIA),¹ a concept in keeping with the norms of the Teacher Corps Youth Advocacy Projects. It is important that some of the exact wording of the contract be presented at this time. The agreement calls for OJJDP/LEAA to transfer to Teacher Corps the sum of \$2,000,000 for the following description of services or activities:

"This program will demonstrate the degree student-based intervention initiatives can reduce the incidence of crime, violence and disruption occurring in our nation's schools and the climate of fear associated with these events. The process for achieving this goal will be through interventions designed and implemented by students. Instruction will be provided students in the skill and knowledge needed to design and implement effective interventions; training will be furnished to school, community and participating juvenile justice system personnel to enable them to be involved in support of this strategy. In addition, expertise gained through institutionalization of various elements of the existing Teacher Corps project will be brought to bear so that there will be dialogue and interchange of experiences between the new component and the regular Teacher Corps team."

OJJDP/LEAA required that the Activity II component of the program be conducted at a separate school site, that is not the same site as the location of the Activity I Corrections portion of the program. Further, it was expected that the site of Activity II would be a public secondary school.

Project Objective:

"To demonstrate the degree student-based intervention initiatives can reduce the incidence of crime, violence and disruption occurring in schools and the climate of fear associated with these events."

There was a requirement that an independent external evaluation be conducted to demonstrate the effectiveness of SIA as a model for the reduction of school

1. Student Initiated Activities as a model was developed by the OJJDP/LEAA Special Emphasis Projects staff in conjunction with American Institute of Research. The model, seen as a way of giving students training in ways to influence school systems and thereby reduce school crime and violence, was refined as the YAP projects implemented it.

crime, violence and disruption. The external evaluator, SARC, was identified in September, 1976 and had a record of experience in the evaluation of similar programs. The final agreement was negotiated largely by William Smith, Director of Teacher Corps, Clarence Walker, the Teacher Corps YAP Coordinator and Emily Martin, Director, Special Emphasis Programs, and Judi Friedman, Law Enforcement Specialist, OJJDP/LEAA with assistance from Shirley Baizey of the Office of Education and William Moulden, Chief of the Management Branch of Teacher Corps on fiscal and bureaucratic matters, Richard W. Velde, Administrator of LEAA, Department of Justice, later John Rector, Administrator of OJJDP, Department of Justice and Acting Commissioner of Education, William F. Pierce and the current Commissioner of Education, Ernest Boyer.

The agreement was signed by James Shealy for OJJDP/LEAA, Joe N. Pate, Contracting Officer for USOE, William Smith for Teacher Corps and Cora O. Beebe, Director of the Budget Division of the Office of Education on August 24, 1976. The date of termination of the agreement is June 30, 1978, or a total of approximately 20 months of funding. The remainder of the contract details the scope of work, the objectives, tasks, etc., and may be obtained from Teacher Corps, Washington. It should be noted that a three page attachment sets forth the "Guidelines for the Evaluation of Youth Advocacy Amendments".

The YAP Directors were called to Washington early in August of 1976 and invited to submit amendments to their current 10th and 11th cycle projects to obtain funds to begin an Activity II program. Four of the projects were new to Teacher Corps and had just received funding in June of 1976 for their Activity I Youth Advocacy Projects. In effect, these Directors were asked to begin two new projects. All 10 Directors were given instructions as to how to write amendments to their current projects and a complicated formula (based on funds received for the initial YAP grant) allocating the OJJDP/LEAA funds was devised by the YAP Coordinator. Amendments were submitted and the 10 amendments for Activity II projects were funded to begin in September, 1976.

Although the Washington staffs of both Teacher Corps and OJJDP/LEAA indicate that the terms of the agreement were communicated verbally and in writing to the Directors in August, 1976, five of the Directors reported never having seen the interagency agreement. Other correspondence and minutes of Loop meetings reveal similar gaps in the areas of external evaluation, project monitoring, reporting on project progress and the relationship between the two components, Activity I and Activity II of the Youth Advocacy Projects. That is, the official documents exchanged and negotiated by the agencies in Washington make the mandate explicit. The correspondence between the administrators at OJJDP/LEAA, Teacher Corps, and SARC spells out the evaluation procedures very clearly (see letter from Emily Martin to William Smith, January 25, 1977), yet there was slippage in the transmission of the information to the field. The minutes of the Loop of July 21, 1977 make it clear that there was still some confusion about the local projects responsibility for external evaluation, reporting to the two agencies and the nature of the articulation between Activity I and Activity II. Interviews with the project administrators revealed the same gap. As the projects developed their own identity, the issues were resolved, so that by November, 1977, the culture of the Activity II component of the program was almost in place for the majority of the field based participants. By March of 1978, nine of the ten Associate Directors were committed members of the Activity II, SIA, Youth Advocacy Program working toward the goal of the reduction of school disruption and fear, crime and violence in just that order.

The Budget

During the initial discussions between OJJDP/LEAA and Teacher Corps, the figure of \$3,000,000 was mentioned as the amount available for the interagency agreement in a memo from Clarence Walker to R. Wood on April 15, 1976. On June 15, 1976 in a memo from Clarence Walker to the Director of Teacher Corps, William Smith, it is explained that the amount of money actually available after additional

discussions with OJJDP/LEAA was \$2,000,000. The three areas of concern mentioned in the memo with respect to the final fiscal arrangements center around (1) working with the Teacher Corps funding cycles, (2) the 10% matching funds requirements from perspective applicants, and (3) funding a program that was not one that Teacher Corps would do anyway without OJJDP/LEAA funds. Much work had been done by the Budget officer, Shirley Aizey and the Teacher Corps Chief of the Management Branch, William Moulden to work out the technical details of the transfer with the assistance of Russell Wood, the Deputy Director of Teacher Corps. The federal government as a procedure for interagency agreements and the transfer of funds, but it by no means is a simple process and many details had to be attended to by the administrators in both agencies. Once Judith Friedman announced that the approval from OJJDP/LEAA for the transfer of funds had been given (6/15/76), the Teacher Corps YAP Coordinator worked out the budget details related to the funding of the ten field sites. Based on a complex formula, the ten projects are allocated funds proportionate to the amount each had received in the national Teacher Corps competition. The two 10th Cycle projects, Baltimore and Colorado, were allocated monies for one year of operation while the other eight (11th Cycle) were allocated funds for two years. The total amount allocated to the field was \$1,835,474 and the average project grant for Activity II was approximately 10% or \$183,547.

Administrative costs for operating the School/Crime Intervention program were \$18,959 or \$54,433 over the \$2,000,000 to be transferred to Teacher Corps by OJJDP/LEAA. Appropriate adjustments were made in the budget at the federal and local levels to accommodate this amount. \$2,000,000 was the final figure transferred.

Each project was instructed to reserve 10% of its project funds for evaluation, internal and external. The distribution of this 10% created some conflicts in the relationships between the projects and the national offices and SARC. In a letter of January 25, 1977 from Emily Martin (OJJDP/LEAA) to William Smith (Teacher Corps), a copy of which was sent to Clarence Walker, YAP Coordinator, the following appears:

(The evaluation needs for the Activity II programs are outlined more fully in the memo of December 29, 1976, from Elaine Murray, SARC to Teacher Corps Directors and Associate Directors. "A summary of outcome evaluation requirements of both the schools and the Activity II evaluators is provided on page 4 of the aforementioned memorandum from Elaine Murry.")

"The cooperation of the Activity II evaluators in the national evaluation design is essential for its success. The 10 percent of each program's budget for evaluation should adequately cover the manpower requirements for the national evaluation, while at the same time allowing for individual project and cross-project work. We would like to point out that from contacts from Activity II staffs, it appears that the Teacher Corps evaluation interests are quite consistent with the objectives and concerns of the national level process evaluation. The SARC group was chosen in part for its long experience in working with action programs, and it is our hope that the SARC involvement in this important effort can serve both of our evaluation needs."

In an effort to regularize the funding of cross-project and external evaluation activities, the Board of Directors of the Loop, that is, all YAP Directors agreed to send funds representing 2% of the 10% to the Loop for distribution. However, this was not legally possible and other issues arose concerning the distribution of this money. The concerns are clearly expressed in a letter of February 14, 1977 to Clarence Walker, YAP Coordinator, from Bud Myers, Director of the Vermont Teacher Corps Project, and Vivienne Williams, Liaison Officer of the Youth Advocacy Loop. A large portion of the letter is cited here, because it does represent one of the few times that administrative directives from Washington, D. C. were necessary to resolve a conflict regarding the allocation of fiscal resources:

"As a result of the February 4th Chicago meeting with Bill Smith and Caroline Gillin, Vivienne and I feel the need to raise some issues round the financial arrangements for the Activity II cross-project evaluation. We'll divide this letter into (1) baseline information; (2) issues and (3) alternatives.

1) Baseline:

In August, 1976, we as Youth Advocacy Directors, agree to set aside 10% of our respective Activity II budgets for evaluation, documentation and dissemination activities. Since we anticipated the evaluation activities to be coordinated through the Loop we then set about developing a policy for managing the funds so that:

- a) independent cross-project evaluation would be assured (independent from an anticipated contract let by LEAA [Doug Grant]) and,
- b) site evaluation of each individual project would be assured.

As you will recall the 10% was divided in Atlanta (Dec. 1976) as follows:

- a) 5% for cross-project activities--
(2% to be located at the Loop offices for easy access, publication, etc., and 3% to remain with the project for cross-project activities which would be the responsibility of individual projects).
- b) The remaining 5% would be retained on site for individual project evaluation.

In Chicago, February 4th, we all heard from Emily Martin and Bill Smith that one-third of the 10% would be used for cross-project evaluation and that this one-third was to be available to Doug Grant and Art Cole for a cooperative cross-project evaluation (this presumably means that two-thirds of the 10% remains with the projects for individual project evaluation).

Further, we were told by Caroline that the transfer of the original 2% to the Loop office in Placentia was not legal or in keeping with the federal policy.

2) Issues:

- a) What to do with the Loop held portions of the 2%. Five projects had already transferred a total of \$13,398.22.
- b) Who authorizes expenditures against the cross-project one-third. What is to be Doug Grant's role, Art Cole's role, your role, the Project Director's role in this regard?

Expenditures thus far have been made under Loop Directors auspices, giving or validating Viv that responsibility. It seems clear that the Board of Directors cannot efficiently handle this. Further, since most of the funds will now be located at individual projects, Viv would have no authority to expend the money.

If Art Cole were to assume this responsibility, he would need very strong support from Washington. Project Directors would need to agree to accepting Art's requests for paying consultants, publication costs and the like. I am certain that the Directors would demand assurances that costs for cross-project activities would be shared evenly across all projects. We believe that a strong statement indicating Art's role and their own responsibilities would need to come from you, Bill and Caroline.

If Doug begins to deal with projects directly, it raises the question for us as to whether LEAA is aware that this represents additional sources of support for his scope of work under contract.

In any case, we should anticipate questions from Directors and their own grants offices regarding who pays, how much, when and for what."

A variety of alternatives were given and the one selected was:

- a) Return all monies not expended to date from the Loop back to projects and have Art Cole (Teacher Corps) or Doug Grant (SARC) or both deal directly with the Directors.

"In any case it must be clear that Viv (Williams, Liaison Officer, Loop) has no responsibility for these funds; secondly, that The University of Vermont as fiscal agency has no responsibility for expenses incurred beyond its own one-third of the local Activity II 10%."

The Project Directors retained control of the 10% to be used for external evaluation and negotiated the distribution of those monies for external, cross-project and internal evaluation with Teacher Corps, Washington and SARC. Typically, the money was used to pay for the visits of consultants from the Washington Office, an Activity II project evaluator to attend to the collection of data and compile the information needed by SARC and to support local evaluation efforts.

Other fiscal matters were handled routinely by the national Teacher Corps staff who submitted quarterly financial reports to the LEAA Contracting Officer with the understanding that "any deviation in the reporting schedule set forth herein shall be agreed to in writing by the performing agency and the LEAA Contracting Officer . . . (and that) any unused funds shall revert to LEAA through appropriate financial accounting channels". (contractual agreement J-LEAA-IAA-030-6, 8/24/76, pp. 4-5).

C. Participants' Perceptions of the Activity II Program

In the course of the investigation, forty-three persons were interviewed over the three month period. Of that group, twelve were members of the Washington staff of Teacher Corps, three were members of the OJJDP/LEAA Washington staff, all 10 Project Directors were interviewed by phone or in person, all nine Associate Directors were interviewed in San Francisco in March, 1978. The one Program Development Specialist whose responses are reported with those of the Associate Directors

was interviewed in Washington in March, 1978. Three members of the SARC staff were interviewed formally and several informal conversations were held with three other research associates of the SARC staff in San Francisco in March, 1978. The five respondents reported under the "Others" category included a fiscal officer with the Office of Education who had worked on the interagency agreement, a former Youth Advocacy Project Director who was identified by three of the current Directors as being "very much involved in the conceptual basis of the program and promoting interagency agreements". (One experienced Director) It should be noted that six of the ten Project Directors had previous experience with Teacher Corps Youth Advocacy programs. Four of the Directors were "new" to Youth Advocacy Projects. Two of those respondents in the "Others" category were project evaluators interviewed in San Francisco and finally, the Liaison Officer for the Youth Advocacy Loop who was talked with in person and by phone on several occasions.

The data reported here are perceptions of the individuals interviewed. Frequently, their perceptions are supported by file documentation and observation. However, it must be emphasized that the data reported in Table 8 and responses to individual project outcomes and impact are perceptions and are not supported by other evidence. The evaluation of the success of local projects in reducing crime, violence, disruption and fear will be reported on by the Social Action Research Center and is not the object of this report, except as respondents report their perceptions.

Chart 1

Demographic Characteristics of
Directors and Associate Directors

	Sex		Age			Ethnic Affiliation			Educational Level			Previous Teacher Corps Experience		Institutional Affiliation		
	M	F	20-30	30-40	40-50	B	W	H	BA	MA	EdD	Yes	No	LEA	IHE	Other
Associate Directors	5	5	6	3	1	5	4	1		8	2	4	6	7	2	1
Directors	8	2		2	8	2	8			1	9	9	1	1	9	

This chart indicated the difference in the demographic characteristics between the YAP Directors and the Associate Directors for the Activity II component of the program. As a group the Associate Directors are predominantly male (8 of 10) under 40 (9 of 10), more than half members of minority groups (6 of 10) and two of the ten have the doctorate. Less than half have had previous Teacher Corps experience, while all but one of the Directors had had contact with Teacher Corps. Further, while nine of the ten Directors are university based, only two of the Associates are university staff people and seven are affiliated with the schools. In summary then, in comparison to the Associate Directors, the Directors as a group are more female, older members of the majority culture with high educational and experience levels and are staff persons at institutions of higher education. The issues of status, security and program input are complicated by these differences in given situations.

The findings presented in Table 1 indicate that 40% of those interviewed perceived that the interagency agreement was created to meet the mutual needs of the two agencies - LEAA had resources and Teacher Corps had entry to schools and programs. The majority of the field staff, Directors and Associate Directors, saw this as the primary motivation. The Washington based staff of the two agencies viewed common goals of the two agencies as the major reason for the creation of the interagency agreement (30%). Two of the Directors spoke of the work of those experienced Directors and others in the field who had been talking about the possibility of an interagency program for several years prior to 1976 and mentioned one or two projects in the Western United States who had negotiated similar agreements with the state law enforcement agencies. It was their feeling that the communication with Washington by these YAP Project Directors was the motivating factor. Finally, several respondents mentioned the legislative mandate of LEAA to "do something in the schools". In fact, OJJDP/LEAA had commissioned a private firm to conduct a study of which agencies in the Office of Education would be most compatible with their mandate to develop programs to reduce school crime. The study¹ listed three agencies, of which Teacher Corps was one. In summary, there was a real and perceived complementarity of needs between the two agencies to do something regarding school crime, violence and disruption.

Table 2 presents the perceptions of the forty-three persons interviewed in response to the question, "Who was most directly involved in creating the joint program? from Teacher Corps? from LEAA?" Clearly, the overwhelming majority of respondents saw Clarence Walker, the YAP Coordinator, Teacher Corps, Washington and Emily Martin, Director, Special Emphasis Programs, OJJDP/LEAA as the prime movers of the interagency agreement. Typically, most respondents also mentioned William Smith, Director of Teacher Corps, and Judi Friedman, Law Enforcement Specialist, OJJDP/LEAA, along with Walker and Martin. Several Directors mentioned other experienced Project Directors as being initiators and model developers.

1. Planning Assistance Programs (Research for Better Schools, Philadelphia, Pennsylvania, 1976).

Table 1: Why was the LEAA/Teacher Corps interagency agreement created?

Role Group	n	Common Goals	LEAA had funds to disburse for school based programs ^a	Field Initiated ^c	Teacher Corps Initiated	LEAA Initiated ^b	LEAA had Resources; TC had schools and Programs	Other ^d
T. C. Washington	12	8	2	0	0	0	0	2
LEAA	3	2	0	0	0	0	0	1
Directors	10	3	0	2	0	0	5	0
Associate Directors*	10*	0	3	0	0	1	6	0
SARC	3	0	0	0	0	0	3	0
Others**	5	0	0	1	0	0	3	1
Total	43 (100%)	13 (30%)	5 (12%)	3 (7%)	0 (0%)	1 (2%)	17 (40%)	4 (9%)

*One interviewee was a program development specialist familiar with the Activity II component.

**Others include: S. Baizey, M. Eager, A. Gronfin, C. Nordstrom, V. Williams. One respondent was involved only in the financial aspects of the program and did not respond to programmatic issues or questions.

^a"LEAA was trying to prove that they could give money to kids to start their own projects and solve their own problems." (Associate Director)

^b"LEAA had a legislative charge to do something related to keeping kids in school; to do something with disruptive kids. They came to Teacher Corps." (Associate Director)

^c"The program was field initiated. Several of us (directors) and Loop secretary had been pushing TC Washington to do this and it finally got done." Mentioned by four of the directors. (Director)

^d"There was pressure on LEAA from the Senate Subcommittee on Juvenile Delinquency to move into the schools. John Rector (now director of OJJDP/LEAA) was the Committee's Administrative Aid." (TC respondent)

"Federal efforts spelled out in the legislation brought about federal agency interaction. 1974 was perhaps the time this was built into the legislation." (LEAA respondent)

Table 2: Who was most directly involved in creating the joint program?

Role Group	n	Teacher Corps					LEAA				
		Walker ^b	Smith	Experienced Directors ^c	Others ^a	No Comment ^d	Friedman	Martin	Luger	Other	No Comment
T. C. Washington	12	11	0	0	0	1	1	8	0	0	3
LEAA	3	3	0	0	0	0	0	3	0	0	0
Directors	10	7	1	2	0	0	2	7	0	0	1
Associate Directors	10	5	2	0	3	0	6	4	0	0	0
SARC	3	2	0	1	0	0	0	2	1	0	0
Others	5	3	0	1	1	0	2	2	0	0	1
Total	43 (100%)	31 (72%)	3 (7%)	4 (9%)	4 (10%)	1 (2%)	11 (26%)	26 (60%)	1 (2%)	0 (0%)	5 (12%)

^aUnder "others" Arthur Cole, T. Tatje and V. Williams were mentioned by two of the 3 Associate Directors.

^bClarence Walker was mentioned in conjunction with Directors Betty Marier and "Bud" Myers. As one director indicated when asked this question, "There was a level of readiness in the field; several of the directors had been talking about this for a couple of years including Le Roy Black before the Loop and some of the Western directors like Annette Gromfin and Al Brown. Clarence called four of us to Washington in July of 1976 to work on this agreement with LEAA." (This was mentioned by 4 of the directors.)

^cIt was reported by three informants that A. Brown and A. Gromfin were called to Washington in the Spring of 1976 to rough out an interagency agreement with Clarence Walker which he then presented to LEAA. Vivienne Williams, then with the Arizona project, also had input. Other names mentioned were W. Moulden and Tess Mahoney. A concept paper regarding YAP projects and interagency agreements was written in 1974 and sent to TC Washington.

^dThis respondent was concerned with fiscal matters only and was unaware of program issues.

Table 3 reports that 75% of all respondents viewed the goals of Teacher Corps as "Developing and Testing the SIA Model and Providing to Students and Teachers". This expectation was consistent with Teacher Corps historical goals which have always included training of personnel and model development as primary focal points for program activities. Sixteen of the twenty Directors and Associate Directors reported this was their perception of the national office's expectations and two of the three LEAA staff reported that this was the expectation of Teacher Corps. By contrast when asked what they felt the expectations of OJJDP/LEAA were, 77% of those interviewed said that LEAA's expectation was that they would "show evidence that the program had reduced crime and violence and fear in the site school". The interview data revealed that the more experienced Teacher Corps Directors (5 of 10) were able to make the logical connection between testing the student initiated activity model as a strategy (a means) and the reduction of school crime as a goal. The "new" directors (3 of 4) had difficulty making this inference. The Associate Directors (7 of 10) reported they had even greater difficulty making this leap from strategy to outcome, particularly when they were called upon by SARC and the national agencies to use the instrument based on the Safe School Study in a pre-post test fashion to document program impact on the cooperating school. Local project expectations clustered around "Direct Service to Kids which we could not do before; Teacher Corps money could not be used for that", and "Testing the SIA Model" which indirectly meant "service to kids". Finally 67% of the respondents saw SARC's expectations as doing what was necessary "to do an impact study to show if the programs did reduce crime in schools". Clearly, the respondents reported a divergence in the expectations of the national agencies and related these differences to the situation at the local project level.

Table 4 indicates that there were a variety of procedures used to select the Associate Directors. Many of the experienced Directors (4 of 10) moved staff members from the Activity I program into the Associate Director's role for the Activity II component of the program. Several suggested that a selection model be developed and more will be said about this in the results and recommendations sections.

Table 3: What are the expectations for the Activity II programs?

PART I
National Teacher Corps

Role Group	n	Reduce Crime & Violence Impact Study ^a	Training Model (SIA) Development & Testing	Service to Students to Help Them Gain Skills	"Cutting Edge"	Implement Activity II Program	Goals Unclear	Development of Interagency Agreements	No Response
T. C. Washington	12	0	7	0	0	0	0	5	0
LEAA	3	1	2	0	0	0	0	0	0
Directors	10	1	8	0	1	0	0	0	0
Associate Directors	10	2	8	0	0	0	0	0	0
SARC	3	0	3	0	0	0	0	0	0
Others	5	0	4	0	0	0	1	0	0
Total	43 (100%)	4 (9%)	32 (75%)	0 (0%)	1 (2%)	0 (0%)	1 (2%)	5 (12%)	0 (0%)

LEAA

Role Group	n	Reduce Crime & Violence Impact Study ^a	Training Model (SIA) Development & Testing	Service to Students to Help Them Gain Skills	"Cutting Edge"	Implement Activity II Program	Goals Unclear	Development of Interagency Agreements	No Response ^b
T. C. Washington	12	8	0	1	0	0	0	0	3
LEAA	3	2	0	1	0	0	0	0	0
Directors	10	10	0	0	0	0	0	0	0
Associate Directors	10	6	2	1	0	0	1	0	0
SARC	3	3	0	0	0	0	0	0	0
Others	5	4	0	0	0	0	0	0	1
Total	43 (100%)	33 (77%)	2 (5%)	3 (7%)	0 (0%)	0 (0%)	1 (2%)	0 (0%)	4 (9%)

ERIC your project, crime and violence really means disruptive behavior and a way to give kids power to control lives." (2 Associate Directors)

Table 3 (Continued)

PART II

Role Group	n	Local					SARC				
		Reduce Crime & Violence Impact Study ^a	Training Model (SIA) Development & Testing	Service to Students to Help Them Gain Skills	Implement Activity II Program	Goals Unclear	Reduce Crime & Violence Impact Study	Test Training Model ^c	Provide Data Feedback	Other ^d	No Response
T. C. Washington	12	0	5	2	1	4	7	0	4	0	1
LEAA	3	1	0	0	2	0	0	0	3	0	0
Directors	10	4	3	3	0	0	9	1	0	0	0
Associate Directors	10	0	3	6	1	0	8	1	0	1	0
SARC	3	0	2	0	1	0	3	0	0	0	0
Others	5	0	3	1	0	1	2	1	0	1	1
Total	43 (100%)	5 (12%)	16 (36%)	12 (28%)	5 (12%)	5 (12%)	29 (67%)	3 (7%)	7 (16%)	2 (5%)	2 (5%)

^c"We did not feel threatened by SARC instruments. In fact, the data we got in San Francisco (March, 1978) is great. The data say our delivery of services to kids is great and the figures show that there has been a change in school climate and a drop in disruptive behavior. The external evaluation is a good one and will show a low cost, high impact program for us." (Experienced Director sent SARC data to us to support above statement.)

^d"SARC was in Denver in 1976. All of the disharmony has grown out of the SARC evaluations."

"Even though there was resistance to the SARC instrument, the pre test revealed differences in perceptions of teachers and students concerning the level of violence and it showed that the teachers viewed the students as bad and the students were much more fearful than anyone had imagined. We shared the information with the principal who was surprised." (Project Evaluator)

Table 4: What was the Method of Selecting the Associate Director?

Role Group	n	Moved by Director from position on Activity I Staff ^a	Applied to Ad and Screened	Selected by Director ^b	Selected by LEA	Selected by IHE	Other
Directors	10	4	2	2	1	0	1**
Associate Directors	10*	5	2	2	0	0	1**
Others	4	1	0	2	1	0	0
Total	24 (100%)	10 (42%)	4 (17%)	6 (25%)	2 (8%)	0 (0%)	2 (8%)

*One interviewee was a P.D.S.

**One project had two Associate Directors; one selected by the IHE and the other by LEA.

^a(This Associate Director was an LEA teacher and replaced the first Associate Director.) "I have a good relationship with the director, although I expected more problems. My loyalties are with the school district, but the program has "hooked" me. We have a shared management system and I have decision making power at the site . . . I will check things out with the director, but he relies on my judgment. We negotiated a budget at the beginning of the year and I have a line item arrangement to support Acitivity II . . . It pays to know the responsibilities for your role and the system."

^b"In selecting our original Associate Directors I took the advice first of a community person and this did not work, so we replaced him with someone recommended by a colleague and discovered he was not qualified. Then we derived a selection model, followed it and selected a person who had worked with the Activity I component of the program and had other skills. He's great and the model worked." (A "new" Director of a YAP project)

Table 5 summarizes the responses of the field staff concerning the monitoring of the Activity II component of the program. 8 of the 10 Directors mentioned their Teacher Corps Education Program Specialist in addition to the other persons named as monitors and/or consultants. Most frequently mentioned were Clarence Walker, Arthur Cole, and a consultant used by Teacher Corps, Dr. Terrance Tatje, a Professor of Anthropology at SUNY at Buffalo. Most of the respondents viewed Judi Friedman as the program monitor from OJJDP/LEAA and several mentioned a former staff member with the agency, M. Marvin. It was indicated that most of the field people (15 of 20) expected site visits from SARC, but in fact most of the monitoring by SARC was done by phone or mail. The most frequent problems raised with respect to the monitoring had to do with the frequency of reporting in different formats to various agencies and the lack of feedback from others than the Teacher Corps Program Specialist. A uniform reporting format for Activity II programs was devised and this reduced the paper work burden. The issue of the distribution of funds for project monitoring and evaluation has been discussed and will be alluded to again in the final section of the report.

Table 6 reports the results of the responses (of all but the Associate Directors) to the question "How were decisions made about grants, personnel, monitoring"? Almost 50% of the respondents (34% and 9%) mentioned the strategy of negotiation, negotiation between the agencies, negotiation with the field, etc. Six of those interviewed recalled three issues which required administrative directives to resolve some conflicts. These issues were: (1) the right of the OJJDP/LEAA Program Monitor to visit project sites and under what circumstances; (2) the distribution of the 10% in each project budget for monitoring and evaluation; (3) the level and degree of cooperation with the external evaluator in collecting data based on the common instruments. Several persons (5) reported that some issues were not resolved. All five mentioned at least two of the five areas shown below as being "issues left dangling";

1. External evaluation and the appropriateness of the design and instrumentation.
2. The role of the Associate Director in relation to federal agencies.
3. The need to have a commonly accepted conceptual base for Activity II.
4. The requirement for a separate site for Activity II.
5. The degree and level of articulation between Activity I and Activity II.

Table 5: Who monitors the Activity II portion of the Program?

Role Group	n	Teacher Corps					LEAA			SARC			
		Program Specialist	Walker	Cole**	Others ^a	None	Friedman	Others ^c	None	Murray ^b	Grant	Others ^e	None ^d
Directors*	10	4	2	3	1	0	4	4	2	2	0	1	7
Associate Directors	10	4	2	2	2	0	7	2	1	3	0	0	7
Others	5	2	2	1	0	0	5	0	0	1	1	1	2
Totals	25 (100%)	10 (40%)	6 (24%)	6 (24%)	3 (12%)	0 (0%)	16 (64%)	6 (24%)	3 (12%)	6 (24%)	1 (4%)	2 (8%)	16 (64%)

*Most directors (8 of 10) mentioned monitoring by their program specialist in addition to others named in addition to local administrators, deans, city councilmen, etc.

**The perception among many field personnel was that A. Cole had the authority to monitor projects, when in fact he did not have the authority to do so unless specifically requested to monitor by C. Walker.

^aT. Tatje and Cole or Tatje representing Cole.

^b"All her monitoring was done by phone except for our face to face contacts in Chicago (Feb. 1977) and in San Francisco (March 1978)." (Reported by 3 Associate Directors)

^cAll respondents in this category spoke of site visits by M. Marvin who was a consultant to LEAA and who has since left. One Associate Director reported the following, "Mr. Marvin visited and we had a good face to face response from him on the success of Activity II. He said we were doing a good job. Then the written report came and it was all negative and inaccurate. We told Judi, our program specialist, who came in December of 1977 and we got useful feedback. Terry Tatje also visited but we got no feedback except for our talks when he was there."

^d"We expected two or more visits per site from SARC but no one came. Then there was the confusion about evaluation in the budget - 10% of total with half to local evaluation and half to cross project evaluation. Then that got changed to 3% to Art Cole and 2% to SARC - the issue is still confused." (Similar information reported by six Directors and four Associate Directors)

^eOthers here stands for "no comment or don't know." (2 respondents)

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Table 6: How were decisions made about grants, personnel, monitoring?

Role Group	n	Negotiation Between Agencies	Negotiated With Field	T.C. National Made Decisions	LEAA made Decisions	Administrative Directive from T.C. official or LEAA Official	Issues not Resolved ^a	Other ^b
National Teacher Corps	12	2	2	5	0	2	0	1
LEAA	3	1	0	0	0	1	1	0
SARC	3	0	0	0	0	2	1	0
Directors	10	0	7	1	0	1	1	0
Other	5	0	2	0	0	0	2	1
Total	33 (100%)	3 (9%)	11 (34%)	6 (18%)	0 (0%)	6 (18%)	5 (15%)	2 (6%)

^a"The monitoring and external evaluation issues are not resolved and have not been since Pheasant Run, February, 1977."
(1 Director)

^bThis respondent had a fiscal role only.

Table 7 indicates that the field staff of the School Crime Intervention components tended to practice joint decision making at the local project level. 48% reported that the Associate Directors made the operational decisions on a daily basis at the school site and that fiscal and policy matters were discussed with the Project Director and, where appropriate, taken to the governing committees of the project. Differences were negotiated and the project Directors were kept informed by the Associate Directors of Activity II progress. In response to the question concerning the impact of OJJDP/LEAA and Teacher Corps, Washington on the local level, the responses were mixed and the impression is that the impact was variable depending on the local situation at the site and the experience of the local staff. Almost half of the field staff felt that conflicting directives and emphasis on school crime did produce some confusion at the local level. But as one Director put it, "Everything was fine as long as you didn't panic when one of these contradictory directives came to the Associate or you from Washington. You had to use common sense in responding to these things."

Table 8 represents the response to two questions on the interview schedules, "What were the most rewarding aspects of the Activity II program?" and to the field staff, "What were the major accomplishments of the Activity II program?" The responses to both questions are summarized in the following list and represent perceived accomplishments as reported by the Directors and Associate Directors. An item was not listed unless it was mentioned by at least two of the Associate Directors and two of the Directors. The major accomplishments and rewards reported were:

Activity II

1. Helped troubled youth.
2. Made public school personnel more aware of school crime, violence, etc.
3. Provided training for school personnel to deal with school disruption.
4. Worked with community and families to help resolve problems.
5. Introduced kids to the world of work in productive ways.
6. Assisted youth in getting a voice in decision making processes in schools.
7. Refined staff development model by reality grounding in experiences with kids.
8. Collected quantifiable data concerning program success - "we made it work."
9. Achieved articulation between Activity I and Activity II.
10. Incorporated elements of Activity II into ongoing Teacher Corps programs and into new proposals for 1978.
11. Personnel growth and development-learning to work with several agencies.
12. Ability to understand SIA and operationalize it.

Table 7: How are decisions made about Activity II project?

Role Group	n	At the Local Level					LEAA Impact			T.C. National Impact			
		Governing Committee	Activ. I Director & Staff Decide ^a	Activ. II Director & Staff Decide	Joint Decision Making ^b	Other ^e	Emphasis on Crime & Violence Confused Local Level ^d	None	Other	Emphasis on SIA Model Confusing	Conflicting Directives from Washington	None	Other ^c
Directors	10	2	0	3	5	0	4	5	1	3	4	0	3
Associate Directors*	10	0	1	5	3	1	5	2	3	6	3	0	1
Others	5	0	1	0	4	0	2	1	2	1	3	0	1
Total	25 (100%)	2 (8%)	2 (8%)	8 (32%)	12 (48%)	1 (4%)	11 (44%)	8 (32%)	6 (24%)	10 (40%)	10 (40%)	0 (0%)	5 (20%)

*Most Associate Directors (7 of 10) indicated that decisions were situational with fiscal and policy matters going through the Director and governing committees but they made decisions at the Activity II site.

^aOne Associate Director indicated that he did not have the "leverage" to do what needed to be done at the site but did have to get permission from the Activity I Assistant Director.

^bCooperative or Joint Decision Model = Project Director and Associate Director and other decision makers consult and decide.

^c"There were some 'territory' differences in T.C. Washington that had an impact on our project in terms of Clarence and Art and the program specialists and who could tell us what to do." (One Associate Director)

^d"At the beginning there seemed to be little collaborative planning or decision making at the Washington level and this was reflected at the local level. Later there was a more complete understanding of program goals on the part of both agencies." (A project evaluator)

^eLack of articulation between IHE and LEA and Activity I and II staff, isolation and other factors led to the termination of this project in June, 1977. (Interview and file data)

Table 8: What were the most rewarding aspects of the Activity II program?

Role Group	n	Direct Service To Kids	Test SIA Model ^b	Make Interagency Agreement Work	Articulation of Activities I & II	Won Trust of Participants	Personal Growth & Development ^a	Institutionalization	Other ^c
T.C. Washington	12	1	3	1	2	0	2	1	2
LEAA	3	0	0	3	0	0	0	0	0
Directors	10	5	3	0	1	0	0	1	0
Associate Directors	10	3	1	4	0	1	1	0	0
SARC	3	0	1	2	0	0	0	0	0
Others	5	2	2	0	0	0	0	0	1
Total	43 (100%)	11 (26%)	10 (23%)	10 (23%)	3 (7%)	1 (2%)	3 (7%)	2 (5%)	3 (7%)

^a"My investment in this activity is great personally and professionally. I see light at the end of the tunnel."

^b"The opportunity to hone the Activity I program to a fine edge with the input of the professional street wise staff of Activity II was good for Teacher Corps."(1)

"Also Activity II staff interaction with folks from SARC was good because it gave the Activity II staff a feeling for the use of data."(1)

^cOne respondent had a specialized role and didn't know.(1)

Table 9: What were the principle problems related to Activity II?

Role Group	n	Conflicting Agency Goals	Lack of Time	Weak Conceptualization	External Evaluation Imposed	Inexperience of some Directors	Change in Local Staff	Poor Communication ^a	Too Many Masters	Other ^b
T.C. Washington	12	1	2	1	2	2	0	2	0	2
LEAA	3	2	0	1	0	0	0	0	0	0
Directors	10	1	2	1	3	1	0	1	1	0
Associate Directors	10	1	0	1	4	0	1	2	0	1
SARC	3	3	0	0	0	0	0	0	0	0
Others	5	0	0	2	2	0	0	0	0	1
Total	43 (100%)	8 (19%)	4 (9%)	6 (14%)	11 (26%)	3 (7%)	1 (2%)	5 (12%)	1 (2%)	4 (9%)

^a"No widespread immediate impact."(1) "SARC evaluation is inappropriate for a rural area."(1)

"Lack of input from the field."(2)

^b"The most frustrating is not being listened to by SARC and LEAA when recommendations were made."(1) "No Comment."(2)
One Director captured the feeling of 3 others and 2 of the Associate Directors in the following, "SARC was a 'lay on.' They walked in in the fall, 1976 and presented this completely unsuitable grand design taken from the safe school study. We objected to it all over the U.S. - in Atlanta (Dec. 1976), Phoenix and Chicago (Feb. 1977). In Chicago we were ordered to cooperate . . . Later SARC was more flexible and by the March, 1978 meeting we were able to negotiate an evaluation package we could both live with." (1 Director)

Table 10: Would you engage in another such interagency project? What changes would you make?

Role Group	Participation				Changes								
	n	yes	no	other	Clarify National Expectations	More Time for Planning	Voluntary Project Participation	Joint Planning with Loop & Field in Evaluation ^c	Establish Communication Channels ^b	Clarify Goals & Roles at Local Level ^a	No Suggestions*	Other**	
T.C. Washington	12	12	0	0	2	2	0	2	1	0	6	1	
LEAA	3	1	0	2	1	0	0	0	0	0	2	0	
Directors***	10	10	0	0	3	3	1	2	0	0	0	1	
Associate Directors	10	10	0	0	1	2	1	2	1	2	0	1	
SARC	3	3	0	0	0	1	0	1	1	0	0	0	
Others	5	3	1	1	0	0	0	3	1	0	1	0	
Total	43	39	1	3	7	8	2	10	4	2	7	3	
	(100%)	(91%)	(2%)	(7%)	(16%)	(19%)	(5%)	(23%)	(9%)	(5%)	(16%)	(7%)	

*No comments or suggestions from 6 respondents. The assumption is that they were satisfied with the program as it was structured.

**"This project could have been administered by LEAA and TC in concert without transferring funds at all. Each would have worked with its own money." (1 person) One person said, "If you (at the local level) used good sense, everything worked well."

***It should be noted that most of the Directors and Associate Directors listed two or more of the changes shown here and one listed all of them. In analyzing the data what was judged to be the most important recommended change was coded for each respondent.

^a"I don't want to get in and find that my hands are tied . . . before any arrangement is made, nail down the external evaluation." Specify goals and get input from the Directors and the Associate Directors. (1)

^b"Stop nit picking and look at the big scheme of things; divorce the program from your ego and remember the mission and the task." (1)

^cOne Director indicated the external evaluation component was the most crucial area requiring change. "It didn't matter what any of us said (Feb. 1977, Chicago Loop meeting) they (SARC) had their grand design and that was that! SARC responsible for a lot of the conflict and miscommunication in the whole program."

Table 9 summarizes the respondents' perceptions of the principle problems related to Activity II. 26%, largely Directors and Associate Directors, reported that the most bothersome issue for them was the imposition of the external evaluation. Virtually all respondents mentioned the evaluation as a problem in varying degrees. The Teacher Corps Washington, staff responses were spread over most of the categories, while 2 of the 3 OJJDP/LEAA staff persons saw conflicting agency goals as a major problem. Whether the goals of the agencies or the operational styles were the focus of irritation is an issue which should be examined. The Teacher Corps operating style tended to be such like a family, face to face interactions, compromise and protective of one's own. The staff most directly related to the program from OJJDP/LEAA were in an agency in which a contractual or legalistic style was the norm with adherence to time lines, rules of evidence and sanctions for deviations from the standard operating procedures. One of the OJJDP/LEAA staff persons indicated, "At the beginning I just couldn't understand them, Teacher Corps. I would speak straight out and tell them what they had to do and they would say 'don't talk to us like a policeman' . . . (they felt uncomfortable with me.) Later on, when I began to understand how they operated, I appreciated the flexibility of the group and really began to like them and what they did." If one considers poor communication and perceived conflicting agency goals as a single category -- communications -- then about 30% of the participants said this was a major problem. In summary, the responses indicated the problems were localized and related to the roles of the individuals responding and the experiences at the local project site.

Table 10 reveals that 91% of the respondents would continue to work in the School Crime Intervention Program if given the opportunity. Understandable, two of the OJJDP/LEAA staff persons had no comments to make in this area. The three major areas of change suggested are related to joint planning with the field, particularly in the area of evaluation, additional time for planning and program operation and the clarification of goals at the national agency level. 16% of the group said the program was "all right" as it was and they would make no changes.

In summary, then, the 43 respondents perceived the program to have been reasonably "successful" in terms of doing what they felt were the major goals, developing and testing the Student Initiated Activities model as a strategy to reduce crime, violence and disruption in public schools. They reported that the program had problems, a chief one being the imposition of what they felt was an unsuitable external evaluation, but they also reported personal and professional rewards from program participation. They were virtually unanimous in identifying those persons in both agencies who were largely responsible for the development of the interagency agreement. With a background of almost two years of experience, the vast majority indicated they would like to continue to participate in a similar program. Most reported that they had incorporated the successful elements of Activity II into their ongoing Teacher Corps activities and installed some of the program components in the local public school system. Many suggested additional ways of working with schools and troubled youth which represented variations of the SIA model. Most expressed the desire to continue model development in these areas. It was the impression of the investigators that the respondents were pleased, gratified and proud that they had "Made it (Activity II) work!"

IV. RESULTS AND IMPLICATIONS

A synthesis and interpretation of the findings will be presented in this section of the paper related to the conceptual frameworks of the complementarity of needs, the characteristics of the transactional model, and the universals of the Activity II program culture.

A. Complementarity of Needs Between OJJDP/LEAA and Teacher Corps

1. Congruence of Underlying Motives - Both agencies were involved in providing direct service and technical assistance to schools working with troubled youth. The primary focus of each agency was a bit different, as seen in the comparison below:

<u>OJJDP/LEAA Focus</u>	<u>Teacher Corps Focus</u>
Assisting troubled youth and children involved with the juvenile justice system	Increasing educational opportunities for children in low income areas
Reducing crime, violence, and disruption in schools	Training inservice and preservice teachers
Making positive changes in the climate of fear associated with crime and violence	(As of February, 1978) - An improved school climate which fosters the learning of children
Model Development - Test SIA as an intervention strategy and do national impact study	Model Development for training teachers and other educational personnel with local project evaluation
Improving the quality of life in public institutions	Improving the quality of life in public institutions

There was congruence of the underlying social welfare motives of the two agencies, even though their primary clients and strategies were not the same.

2. Face-to-Face Contact Among the Decision Makers in the Agencies, Between the Agencies, In the Field - Both agencies had individuals who had developed a set of informal relationships among personnel at middle management levels. This was also the case among the YAP Directors and Washington Teacher Corps as well as for four of the local projects and their counterparts in the state juvenile justice agencies. A crucial enabling factor was the ability of the chief administrators of the program

to negotiate crucial problems. Both William Smith and Emily Martin had the power and felt the responsibility to make decisions to facilitate program development. The internal network of informal relations allowed the prime movers in each agency to develop a support base and overcome resistance within their own agency. For example, Clarence Walker was able to work with the Program Specialists and others in the Teacher Corps, Washington office who were not enthusiastic about the interagency agreement,¹ who perceived it as an additional task in the monitoring of projects, or in the fiscal accounting practices,² or who said that the program could be mounted without an interagency agreement and transfer of funds.³ Emily Martin had to overcome resistance in her agency to transfer funds to the Office of Education because of "past less than successful experience" with the Office.⁴ There were a variety of "territorial issues" within and between the agencies which were negotiated before the agreement was ever put on paper. Those individuals who functioned as facilitators had congruent motives and needs and were able to negotiate the dissonance within their own agencies and finally between agencies. The negotiation mode was established early, even before the interagency agreement was signed.

In addition to the face-to-face contact between the staffs of the Washington agencies, there was a high level of interaction among the YAP Directors who met frequently with their Liaison Officer, even before the Loop was operational. The YAP Coordinator was present at some of these meetings. Several members of this group were called to Washington during 1975 and 1976 to participate in the planning of the interagency agreement, e.g., A. Brown, Annette Gromfin, B. Marler, B. Myers and Vivienne Williams. There are file documents which indicated that at least Marler,

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1. Interviews with three education program specialists, Washington, March, 1978.
 2. Interview with Teacher Corps Fiscal Officer, March, 1978.
 3. Interview with Teacher Corps, Washington staff member, May, 1978.
 4. Interview with OJJDP/LEAA staff member, March, 1978.

Myers, Walker, and Smith had pre-contract meetings with Martin, Friedman, Lugar, and Modley of OJJDP/LEAA.

3. Field Based Readiness - There were several instances during the 1973-75 period which document the interagency efforts at the local level in the Los Angeles, Arizona and Oregon projects.¹ With the creation of the Loop in 1975-76, a subcommittee of Directors was appointed to look at interagency possibilities. Clarence Walker and Vivienne Williams were informed of and involved in these field based activities and could act as liaisons. When the interagency agreement was negotiated in August, 1976² at least four of the Directors reported they were ready with program designs involving public schools and student initiated activities. Six of the Directors reported they were pleased to have the resources so that they could provide direct services to students not permitted under the Teacher Corps grant. Apparently, at least five to six of the Directors were ready to begin programs, had a person in mind to function as the Associate Director, and had begun negotiations with a local school or had pilot-tested a program component similar to the School Crime Intervention Program and were "ready to go".

4. Parallel Time Lines - At the point when the agreement was negotiated, Teacher Corps had just funded 10 Youth Advocacy projects: 8 for two years and 2 for one year. OJJDP/LEAA was in a position to transfer funds to Teacher Corps by the end of June, 1976. Cycle II projects ended at the same time as the termination of the \$2,000,000 OJJDP/LEAA money in June, 1978. Further, the OJJDP/LEAA legislation made it possible to transfer funds and O.E. regulations made it possible for funded Youth Advocacy Projects to get the money with an amendment to their original proposals. The Activity II grants were proportionate to the initial grant received by projects in the national competition. The funding time lines and legislation for the two

1. Dell'Apa, Frank. "Survey of Teachers, Teaching, and Pupils in Juvenile Correction Institutions in the West", from Education for the Youthful Offender In Correctional Institutions Issues, 1973.

2. Clarence Walker reports that interagency agreements were promoted at the field level by L. Black, the first Loop Liaison Officer, A. Brown, Arizona, and A. Gromfin, California, in 1974 and 1975.

agencies made it possible to transfer funds, allocate monies to the 10 projects, and have sufficient time for each project to operate and evaluate a School Crime Intervention Program. Most of the field based staff indicated that more planning and start-up time would have reduced the operational errors and misunderstandings. But sufficient time was available to both agencies to implement the terms of the agreement.

5. Availability of Human and Material Resources - OJJDP/LEAA had the fiscal resources and Teacher Corps had the human resources, programs, and entry to schools. A marriage could be made. Both agencies used the technical expertise of the other. There are minutes of Loop meetings of the Directors and of the National Developmental Conference in Washington sponsored annually by Teacher Corps which document the presence of Judi Friedman and Emily Martin of OJJDP/LEAA. They provided interpretations of the mission of their agency and of the thrust of the School Crime Intervention Program. Records revealed Clarence Walker's meetings with OJJDP/LEAA staff to describe YAP in Teacher Corps. Individual Directors donated time and conceptual skills to developing drafts of the discussion papers and all Directors took time at their Loop meetings to share information and discuss the Activity II program.

Each project had an individual(s) responsible for Activity II and persons in Washington to whom the Associate Director could relate. Support systems for the Activity II program were established early. Consultants from both agencies and Washington personnel visited the projects, but not as frequently as they might have, according to field staff. The projects (eight of them in any case) had the time, resources, and staff to operate. They did not have the data necessary to self-correct. Feedback was slow in coming from the external evaluator and the outside consultants. Unless a project had devised a good internal reporting system for the Activity II program, decisions were made on partial data. Local events diverted resources, e.g., a change in school administrator, a strike, staff turnover. But the data revealed that for the most part, each site initiated and operated a program which

used student initiated activity as a strategy to reduce disruption in a school or related site.

There was not perfect congruence of needs between the two agencies, but there was complementarity of motives among the staff at the federal level and in the field. Among a group of experienced YAP Directors, there was a knowledge of, and a desire to work with, the juvenile justice system (for different reasons than the OJJDP/LEAA program staff), but they did want to work together on school crime. OJJDP/LEAA had legislative mandate to do things in schools. It takes time to achieve entry into schools, so collaborating on a program with an agency like Teacher Corps which had access to schools seemed the reasonable and expedient thing to do. The enabling legislation allowed OJJDP/LEAA to transfer funds to Teacher Corps and the Office of Education said it was permissible for Teacher Corps to accept the money. What is sometimes overlooked, is that once the money was turned over to Teacher Corps, it was Teacher Corps money. They had an obligation to meet the terms of the agreement insofar as possible; OJJDP/LEAA retained the responsibility for monitoring the administration of the program and was involved in providing technical assistance to Teacher Corps staff in the administration, monitoring, and evaluation of the field projects.

The complementarity of needs is incorporated into the objectives section of the interagency agreement: "The purpose of this agreement is to enable the Teacher Corps to fund demonstration of this approach (Student Initiated Activities) at up to ten sites. The Teacher Corps currently is supporting ten Youth Advocacy Programs which emphasize educational services for juvenile delinquents. Many of these are youths who are permitted to remain in school following arrest or who have returned to the classroom after release from a juvenile institution. Building on the established strengths of these programs can significantly reduce the potential costs of a student-based school crime intervention program, and can speed the realization of expected results. These programs already have the key staff and functional arrange-

ments needed to work with violent and disruptive youth in the school setting".
(pp. 2-3).

B. Collaboration and the Transactional Style of Organizational Processes

1. Parity Among Agencies

The initial structure established in the contract of August, 1976 does not establish the principle of parity among the agencies. Five separate groups must be considered here: (1) Teacher Corps, National, (2) The National OJJDP/LEAA administration, (3) the Project Directors and their Liaison Officer represented by the Loop, (4) the Associate Directors responsible for the operation of Activity II programs, and (5) SARC, the independent research firm contracted by OJJDP/LEAA to evaluate their school based programs. Each group was critical to the operation and evaluation of the program.¹

The agreement specified that Teacher Corps would be responsible for "administering this program under their current program activity, including the solicitation of applicants, the awarding of amended grants, the coordination of grantee activities, the monitoring of grantee expenses and the obtaining of periodic reports from grantees". (p. 3). However, the contract goes on to say, "No changes are to be made in the Guidelines without the concurrence of OJJDP/LEAA Office of Juvenile Justice and Delinquency Prevention . . . Whether or not any applicant has met the Guidelines criteria the order of priority in funding shall be determined jointly by the Teacher Corps and OJJDP/LEAA . . . Any deviation in the reporting schedule set forth herein shall be agreed to in writing by the performing agency and the OJJDP/LEAA Contracting Officer". (pp.3-4).

The contract did attempt to specify some structural arrangements which created parity between the two federal agencies. The problem was that several other important role groups were excluded from this parity arrangement, such as the Directors,

1. The agreement specifies the organizational responsibilities of the two federal agencies, Teacher Corps and OJJDP/LEAA and names Judi Friedman as the OJJDP/LEAA Project Director and Clarence Walker as the Teacher Corps project nitor.

the Associate Directors, and the external evaluators. Further, there was no attempt to establish a council or committee through which these various groups could be represented, heard, and have their concerns addressed.

Ultimately, the YAP Loop assumed some of these functions. By November, 1977 in Michigan, and then in March, 1978, observations revealed that most of the role incumbants in the five groups were engaged in productive interaction using a common language related to common goals. The status differences among Directors and the Associate Directors emerged strongly during the November, 1977 Michigan conference. A conference report predicted some potential conflict between the two groups unless adjustments were made¹ to involve Associate Directors in all appropriate levels of decision making. Apparently, adjustments were made. By March, 1978, in San Francisco, two Directors, the Liaison Officer for the Loop, a Teacher Corps, Washington staff member, SARC persons, and the new OJJDP/LEAA program monitor engaged in making decisions and recommendations regarding program evaluation and documentation, the use of data, program structures, role functions, and procedures. The recommendations were incorporated in a letter to the director of Teacher Corps, Washington with copies to OJJDP/LEAA staff.

Another interesting example of parity in the collaboration involved the circulation of the rough draft of this report. Although Teacher Corps, Washington had commissioned the study, the draft was shared with staff in OJJDP/LEAA, the Loop Liaison Officer, and the Washington staff person from Teacher Corps who deals directly with the Associate Directors and SARC. Each had equal opportunity to give feedback and make corrections in the draft document. The investigators often were asked, "Did you check with _____?"

Although there was no formal structure to insure parity, such as a governing or executive committee, there was parity. The transactional style of the Director

1. Schwartz, Henrietta. "The Culture of a Conference", 1978, pp.45-46.

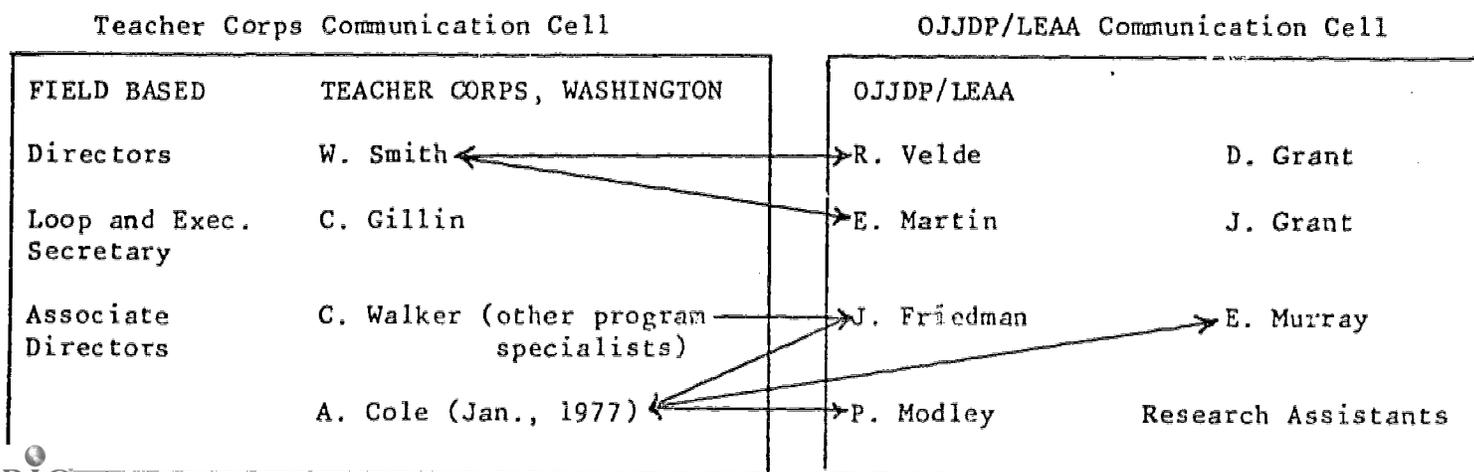
of Teacher Corps and his staff and the preference of the organization for a participatory decision making model tended to insure parity. Occasionally, parity took time and patience to establish, but the two Washington agencies and the field based administrators seemed to have achieved it.

2. Roles at the Interface

The contract specified two persons as the official liaison persons. OJJDP/LEAA had frequent contacts with the outside evaluator, SARC. Several members of the staff of OJJDP/LEAA and SARC were in frequent and regular contact. Similarly, Project Directors and Associate Directors were in contact with the liaison person at Teacher Corps, Washington, either individually or through the Loop and its Executive Secretary. There was a high level of interaction within the two cells, that is, between the field based staff and Teacher Corps, Washington and between OJJDP/LEAA and SARC. Directors were in touch with Clarence Walker, William Smith, C. Gillin and the eight Program Specialists almost on a weekly basis, and certainly on a monthly basis according to the project file data housed in Washington. Further, interviews with the three staff members from OJJDP/LEAA and the three from SARC.

As the diagram below indicates, there were two separate systems operating initially with a lack of interaction at all levels between the two systems. The missing roles at the interface of the groups let issues which should have been resolved early on slip through the cracks, enhanced misunderstandings and created conflicting expectations for field operations.

GENERAL MODEL OF 1976 COMMUNICATIONS



A series of crucial meetings took place in 1976 and 1977, one in Atlanta in December, 1976, one in February, 1977 in Chicago, and another in August, 1977 in Washington between the Activity II Field Based Staff of Teacher Corps and OJJDP/LEAA and SARC. The minutes of the Loop meetings revealed that the Liaison Officer of this group functioned in an informal liaison role prior to February, 1977. At that meeting, it became evident that misunderstandings would continue unless additional roles at the interface of the agencies were established. The recognition of the need for a role(s) at the interface of the two federal agencies, the field based administrators and the external evaluation firm led to the appointment of Dr. Arthur Cole to assist in the facilitation of communication regarding evaluation.

The differences in structure between Teacher Corps and OJJDP/LEAA made it difficult to select one's "like number" in the agency. For example, OJJDP/LEAA had one program monitor for all school based programs; Teacher Corps YAP had eight Program Specialists assigned on the basis of geographic region as well as the YAP Coordinator. Problems arose and were negotiated regarding role expectations and monitoring functions in most instances.

3. Negotiation as the Principle Process

The data indicated the chief program process was negotiation rather than confrontation or administrative directive from the inception of the agreement. The discussions among the principle actors ranged over a period of two years at the federal, local, and regional levels. The contract incorporates this preferred means of working in item 3 under the "Specific Tasks". "Teacher Corps will . . . coordinate activities among the grantees to insure that any problems that are encountered are being identified and steps are being taken to overcome them. In addition, the Teacher Corps is expected to facilitate the exchange of information or project accomplishments among grantees to insure that each demonstration effort reaches its full potential for effectiveness. As appropriate, copies of all information exchanges and notifications of all meetings of grantees shall be supplied to OJJDP/LEAA." (pp.3-4).

Examination of correspondence, minutes of Directors' meetings, and interviews with key informants revealed that most problem areas were negotiated in some heated, but useful meetings. Typically, conflicts were negotiated before they reached the stage of administrative intervention. Most of the progress reports from the YAP Coordinator to the Chief of Cycle Operations and the Director of Teacher Corps detailed issues already resolved. The assumption was that face-to-face, one-to-one negotiations should and did take place when the problem surfaced. For example, one of the projects had two Associate Directors, one selected by the institution of higher education, and one selected by the local school district. The interview data and the file material indicated that the Washington staffs of both agencies were aware of the potential for conflict and worked with the Project Director and two Associates to maintain the cooperation of the university and the school system and install a program. The arrangement did not work well and the decision was made at the program monitor level of both agencies not to continue funding the project beyond the end of the 10th Cycle, June, 1977.

Another example can be cited. The decision was made concerning the retention by the local projects of the 10% of the budget for evaluation activities, in February, 1977 in Chicago. Thereafter, the Washington staff had to negotiate with each local project for the support of the visits of consultants, SARC data collection requirements, and staff visits. These negotiations were carried on with no apparent need for administrative directives or federal intervention.

However, there were some few instances where misunderstandings persisted, either because the basic issue of concern was not resolved, or people were coming from very different viewpoints and a coherent conceptual framework for program elements had not yet been established. There were two instances where the process of negotiation needed the clarity of administrative directives.

In one instance, it was necessary for the Director of the Teacher Corps program to issue a memo indicating that the OJJDP/LEAA representative was to have the right to visit Activity II projects with or without the Teacher Corps Program Specialist

being present. However, the OJJDP/LEAA representative was to notify the Education Program Specialist of the visit. Again, this was necessary in some part because of the lack of direct communication between OJJDP/LEAA and the field based component of the program and the different levels in the structure of the two federal agencies. In the second case, the Director of Teacher Corps and the Administrator of Special Emphasis Programs for OJJDP/LEAA came to a Loop meeting in Chicago, February, 1977 for the specific purpose of instructing the Project Directors as to the resources, human and material, to be allocated to the external evaluation firm, SARC. There were some very heated exchanges which were resolved by a verbal directive.

It is in some ways remarkable that, considering the complexity of the program and the differing styles of organizational operation, administrative directives to resolve program governance and management issues were so rare. Negotiation as a program process in the collaborative interagency agreement worked.

In summary then, when one of the components of the transactional organizational style was violated in the development, operation, and evaluation of the program, conflict ensued. If the principle of parity among the concerned groups was violated, communication was incomplete, misunderstandings resulted, and program operations ground to a halt, e.g., involvement of the field in the design for evaluation. When the discovery was made that there were not enough roles at the interface of the various organizations involved, attempts were made to remedy the situation with the appointment of new persons on the Teacher Corps staff, informal liaison responsibilities being assumed by the Loop Liaison Officer and by individual Project Directors, e.g., Myers and Williams, March, 1978. Also more frequent meetings of Associate Directors and other agency personnel were arranged in 1978. For the most part, the development, operation, and later, evaluation of the program were negotiated among the concerned role groups. When negotiation was not able to resolve the conflict, the administrative directive strategy was used. Typically, the directive was followed by increased communication and shared decision making among the concerned groups.

6. The Culture of the Program

This summary of the universal aspects of the culture of the School Crime Intervention program was derived from a thematic content analysis of the interviews, file documents and observations.

The values of the Activity II program represent those norms and goals which ought to govern the beliefs and behaviors of persons in the program. An examination of the goals of both agencies and discussions regarding each agency's norms revealed the following:

OJJDP/LEAA Valued - The program ought to demonstrate:

1. A short term impact study.
2. Evidence of reduction of crime, fear, disruption and violence as a result of the Activity II program.
3. Planning and management skills for students. (Direct service to students)
4. SIA should be the strategy to reduce crime, fear, improve the climate of the school.
5. Development of model training programs for staff in schools.
6. Projects' impact in the form of significant results or be discontinued; bury mistakes and try something new.

TEACHER CORPS Valued - The program ought to demonstrate:

1. Long term formative and summative evaluation - process and product.
2. Evidence of new skills and relationships developed in a school and community through the program.
3. Remediation of causes of delinquency in the school. T.C. traditionally provided indirect service to students through professional training efforts.
4. SIA is a strategy to work with students, but skeptical about impact on crime reduction.
5. Development of a model training program for staff in schools.
6. Work with project to document failures for the "journal of negative findings" - learn from mistakes and self-correct.

Over the last year and a half, there had been an accommodation between the two agency cultures, and the hard lines among the agencies related to Activity II have softened. This was particularly noticeable in the meeting in San Francisco March, 1978. The Associate Directors began to see some usefulness in collecting hard data to document the efforts of Activity II. This Teacher Corps field staff accommodation occurred after face-to-face interaction with the SARC staff over an extended

time period. In turn, the SARC personnel spoke of the real meat of the study being the process evaluation of the way in which the Activity II staff implemented the mandates. The OJJDP/LEAA program monitor admitted being frustrated in the beginning of the work with Teacher Corps, but then developed an understanding of what it meant to work in schools. One of the OJJDP/LEAA staff persons spoke of the "tremendous resistance to anything new in schools. It was a real learning experience for us to understand that schools were just as resistant to change as correctional institutions". (May, 1978).

Finally, the Teacher Corps, Washington staff and field based personnel interviewed in March, 1978 spoke of the need to "do an impact study", (Two Associate Directors), "incorporate the hard data provided by the SARC instruments into our Teacher Corps 1978 proposal to indicate the program has made a mark on school disruption". (One Director) Several other Directors indicated that they were using the SARC data in their local project final evaluation documents.

In summary, the value expressed as "to make it (Activity II) work" permeated the file data, interviews and observations. Hard work was a value for all role grouped in both agencies, in the field and with the SARC personnel. Time was a precious and valued resource. A sense of the finite life of Activity II was expressed with examples of accomplishment and a sense of regret that the experiment was over. Inclusion of others in project planning, operations and evaluation developed over the life of the program as "one ought to consult with Directors, SARC, Associate Directors and OJJDP/LEAA before making this decision". (Teacher Corps, Washington staff person)

Deference patterns mirrored the parent agencies, but within the Activity II group, the value that one ought to respect those with national stature and/or expertise was extended to "insiders and outsiders". For example, the external investigator was given courtesy, attention and air time at the meeting of the Associate Directors and others in San Francisco in March, 1978. The same was true for the new OJJDP/LEAA program monitor who was present at the San Francisco meeting.

As reported in a previous document, emerged as a core value of the people involved at all levels and in all agencies, particularly if one considers the interview

and observation data only. The file documents, perhaps because so many are federal agency forms, were much more concerned with the economics and technology of the program as indicated by the list in the Appendix. However, content analysis of the major documents, the working drafts, the interagency agreement, crucial letters and policy statements revealed they expressly cited the goals as "providing service to students", "improving the climate of the schools" and "enhancing the quality of life in low income areas".

"The primary sacred value of this group has humanism and it was invoked when there was a conflict of values. Invariably, it won out, even to the extent of protecting a member who had violated the other group norms and had not performed the assigned tasks in an acceptable manner."¹

This statement was made in an evaluation of the conference on Student Initiated Activities sponsored by the Activity II component of the Teacher Corps Youth Advocacy Programs in November, 1977. It is still descriptive of the culture of the program with this addition. The quotation incorporates statements made in one way or another by 31 of the 43 respondents:

"It is fine to do this for kids, and to get student initiated activities going, and to involve teachers. But at some time . . . when it comes to funding and getting into schools . . . you have got to show in a 'hard-nosed' way that what you did made things better . . . that there is less crime, drop-outs, violence, broken windows or whatever in the school where you worked." (A Project Director, April, 1978)

The value that one ought to be able to provide evidence - hard evidence - concerning program benefits had become a part of the culture of Activity II.

Governance refers to the culture's patterns of decision making and who was involved in making decisions. Here one must talk about the governance of the field based projects, the monitoring of these projects by Teacher Corps and SARC as an arm of OJJDP/LEAA. The contract clearly stated that Teacher Corps will be responsible for administering the program, issuing the requests for amendments, awarding

Henriett Schwartz, "The Culture of a Conference", 1978, (pp. 40-41).

amended grants, coordinating activities, etc. But it also said that Teacher Corps could not change any of the rules or award grants without OJJDP/LEAA approval. Problems arose when OJJDP/LEAA introduced a new element into the operations of projects, SARC, who made decisions about what evaluation models, instruments and resources each local project would use. The Teacher Corps model of decision making was participatory. The OJJDP/LEAA model of decision making was legalistic, hierarchial and contractual. OJJDP/LEAA had one person, at the most three people, making decisions about the Activity II projects; Teacher Corps had at least three people and often five people at the federal level who had the right to issue a directive to a local project and negotiate the disposition of the directive. In addition, the Directors' organization, the Loop, in its attempts to resolve misunderstandings, passed resolutions which had implications not only for the behavior of the members, but also for the behavior of the Associate Directors and the YAP Coordinator in Washington and the Activity II liaison.

Ultimately, a modus vivendi was established which more closely resembled the participatory decision making model of the Teacher Corps projects than the contractual mode of OJJDP/LEAA. SARC and OJJDP/LEAA accommodated to the inclusive decision making structure and, in turn, Teacher Corps agreed to participate in the evaluation model mandated by OJJDP/LEAA and SARC, with what Teacher Corps field personnel felt to be appropriate changes. There were some changes in key personnel in one of the agencies and the impact of these changes on the decision making process has yet to be determined.¹

Although no formal governance committee was instituted among the involved agencies to set policy for the Activity II program, it is interesting to note that the Juvenile Justice Amendments of 1977 do institutionalize input from the Commissioner of Education. The original legislation of 1974 specified a Coordinating Council

1. Judi Friedman left January, 1978 and was replaced by Monserrate Diaz. John Rector became administrator of OJJDP in October, 1977. Ernest Boyer became Commissioner of Education in 1977.

for Juvenile Justice and Delinquency Prevention, an independent organization in the Executive Branch. The function of the Council is to coordinate all federal juvenile delinquency prevention programs and activities and report to the President once a year. The original membership included the Assistant Administrator of OJJDP, the Attorney General, the Secretary of Health, Education and Welfare, the Secretary of Housing and Urban Development, the Associate and deputy Assistant Administrators of OJJDP, the Director of the Office of Drug Abuse Prevention and the Director of the Institute on Juvenile Justice and Delinquency Prevention and such other agencies as the President designated.

In October, 1977, the Amendments specified the following interagency agreements:

Section 206 (a)(1) of the Act is amended by inserting after "the Director of the Office of Drug Abuse Prevention", the following: "The Commissioner of the Office of Education, the Director of the ACTION Agency."

Section 224 (a)(6) of the Act is amended by inserting after (OJJDP is authorized to make grants, enter into interagency agreements for model programs) "develop and implement" the following: "in coordination with the Commissioner of Education." and by striking out the period at the end thereof and inserting in lieu thereof the following: "and to encourage new approaches and techniques with respect to the prevention of school violence and vandalism;"

Finally, five new functions are added to the OJJDP legislation, the first of which strengthens the requirements for interagency agreements.

Section 224 (a) of the Act is amended by adding at the end thereof the following new paragraph: "(7) develop and support programs stressing advocacy activities aimed at improving services to youth impacted by the juvenile justice system;"

Teacher Corps, Washington staff had some input into these Amendments and the OJJDP/LEAA interagency agreement may have had some influence. The governance mandate specifies interagency cooperation with the Office of Education by the inclusion of the Commissioner on the Coordinating Council. Further, the use of the word advocacy appears for the first time in this 1977 legislation. No casual relationship is claimed. But cultures in contact do exchange with, borrow from, and influence each other in a variety of ways.

Economics refers to the pattern of distribution of goods and services. Much of this was detailed in the contractual agreement. LEAA gave Teacher Corps two million dollars and with their approval, Teacher Corps decided which projects got how much money. A complex formula was devised based on the initial grant given to the project for its Activity I program. The benefits to Teacher Corps were felt at the national level in that the funds came at a time when other Teacher Corps monies were frozen. The contract carried a respectable overhead figure and, in addition to giving money to the field based projects to hire the addition of staff at the Washington level. The investigators heard discussions at field staff meetings and among Directors at other conferences about the amount of money being given to SARC for the external evaluation study. The implication was that the money could have been better spent if it had been allocated to the local projects for internal evaluation activities. Interview data from the field based staff supported this interpretation.

For the two million, Teacher Corps provided expertise, staff, materials, schools and time and monitoring. The decision to fund or not fund a project which had concluded at the end of the 10th cycle was a joint one made by Teacher Corps and OJJDP/LEAA. OJJDP/LEAA provided money, the SIA model, technical expertise and the external evaluator.

At the local level, a variety of economic systems operated. Some Directors, usually the more experienced ones, who had selected experienced staff members to become the Activity II Directors gave these persons almost complete responsibility for the distributions of goods and services and money. Fiscal control remained in the hands of the Directors, for they were officially responsible to Teacher Corps for the money given to Activity II. Some Directors allowed Associate Directors no fiscal leeway, no rights of staff selection and required that each program event be cleared with the Director. Others allowed complete autonomy to the Associate Director. The model operation seemed to be the Directors allowing the Associate Directors much flexibility for Activity II program planning and daily implementation, staff assignments and requests for funds and supplies with the understanding that there would be a systematic reporting procedure and checks for those distributions requiring a policy decision.

Technology - Those skills and knowledge required to get the program going and to keep it operating were seen to be the province of the YAP Teacher Corps program. However, the primary intervention strategy, Student Initiated Activities, was an OJJDP/LEAA invention. The concept was developed by OJJDP/LEAA staff in conjunction with the American Institute of Research, expanded by interaction with experts in Youth Advocacy such as Judge Mary C. Kohler and later refined by the Youth Advocacy Projects of Teacher Corps. OJJDP/LEAA had the resources and technical strategies for direct service to youth, but did not have experience in schools. This lack of familiarity with schools was stated in the contract, and OJJDP/LEAA freely admitted it was buying expertise and skill of the Teacher Corps personnel and programs. Teacher Corps was less secure in admitting it had little experience with the Student Initiated Activities model and needed technical assistance in its implementation. However, the university based field staff who directed and operated the YAP projects did feel they had the technical expertise to evaluate these Activity II pilot programs. OJJDP/LEAA had different perception.

OJJDP/LEAA did not believe that Teacher Corps had the necessary technology to do the kind of impact evaluation it required to justify the allocation of funds. External evaluation was a norm with OJJDP/LEAA to insure objectivity and credibility. Also, the agency had some previous experience with another program in the Office of Education which did not yield an acceptable evaluation. Therefore, it hired SARC to do what appeared to the Teacher Corps personnel to be a replication of the "Safe School Study".¹ OJJDP/LEAA did not view the SARC evaluation design as a replication of the Safe School Study. The Directors and local Teacher Corps staff members were upset, and, in some ways, professionally insulted when they were told that they must participate in, and allocate staff resources to, an outside evaluation

1. "Safe School Study" refers to an NIE Report to Congress in 1975 under the provisions of the Safe School Act. The instruments are shown in Violent Schools, Safe Schools (Washington, D. C. National Institute of Education, U. S. Department of Health, Education and Welfare, 1977).

that they had no voice in planning or approving. Reportedly, attempts to inform OJJDP/LEAA and SARC representatives of the local projects' evaluation efforts fell on deaf ears. Additionally, the experienced Teacher Corps Directors said they knew from the beginning that the time span in which they were being asked to show decreases in school crime and violence was unrealistic and that the SIA strategy needed a conceptual definition, refinement and testing.

Only in the last six to eight months of operation did the three groups come to respect each other's level of knowledge, experience and skill. Teacher Corps field based staff recognized that the SARC evaluation could be useful and that they would learn something from writing the several different kinds of reports required by SARC. OJJDP/LEAA staff (all three interviewed) recognized that working in schools was very different from working in other community service agencies. Schools have a great cultural ballast, for part of their mission is to transmit the cultural heritage. Consequently, they are highly resistant to change. External change agents need great credibility in the system before they can hope to influence it. Teacher Corps personnel knew the introduction of Activity II would take time and caution and could not be legislated. Incorporation of the changes being suggested by Activity II programs took especially sensitive staff persons with special talents.

By March, 1978, some members of the SARC staff recognized that most projects had staff persons with the experience and skills in evaluation to contribute. Project staff evaluators concentrating on qualitative data added another dimension to the quantitative SARC data.

Skills, knowledge, products and technology have been shared over the 20 months of operation and each group has benefited from contact with the other. This was demonstrated in the interview responses. However, the basic issue of an overarching program conceptualization remains to be worked through. For example, discussions and issues raised at the two meetings observed November, 1977 and March, 1978 suggested the need to clarify what is meant by student initiated activities as distinguished from student sponsored, student supervised or student participation in activities.

Language - Both groups at the federal and the project level learned new terms and a combined language emerged. This technical vocabulary was particularly evident at the November, 1977 conference and again in March, 1978. The language of the agreement was largely legalistic and contractual in the mode of LEAA. The papers distributed at the two conferences revealed a blend of the two vocabularies. Teacher Corps staff persons were using terms like "adjudicated youth, violent and disruptive youth". OJJDP/LEAA program monitors and legislation were using terms like "youth advocacy", "troubled youth", "model development", "participatory decision making". Both groups used Student Initiated Activities and although it sometimes meant different things to each group, there was a feeling of joint ownership of the term. After the San Francisco meeting of Associate Directors with SARC personnel, some of the members of the two groups shared definitions of terms unique to their organizations over lunch and laughed (were not defensive) about those areas which still required firm definitions.

Social Organization - The staffing pattern of Activity II was mandated at the federal level. Money was provided to each project for an Associate Director who would be responsible for the Activity II component of the YAP. Each Activity II operation would have an Associate Director and two staff persons and a secretary. The selection of the Associate Director was left to the local project and no criteria were specified for this role. The Project Director was the chief administrator and ultimately responsible to Washington, Teacher Corps and OJJDP/LEAA for the operation of the project and the management of funds, etc. OJJDP/LEAA did require that the Activity II component of the program operate in a separate school and that initially the two components of the program be kept separate. This caused organizational problems for the Directors and status problems for the Associate Directors. There was some sharing between Activity I and II components of the projects, but Associate Directors did have role definition problems. This issue was raised at the March, 1978 meeting and some recommendations were developed by the group for submission to Teacher Corps, Washington.

1. See letter from Mariano Barawed to William Smith, May, 1978.

The interaction of the two agencies at the federal level revealed some mismatch in role parallelism. As indicated earlier, Teacher Corps is a relatively small program with about 40 full time Washington staff persons, at least 20 of whom were in some way related to the Youth Advocacy Projects. The "family" like style of the organization sometimes blurred role status distinctions. There were identifiable deference patterns but one needed to ask to discover superior-subordinate relationships and indications of informal status. OJJDP/LEAA was much more the traditional hierarchical organization with superior/subordinate relationships clearly defined and recognizable even in terms of physical space allotted to role incumbants. (A comparative analysis of the structure of the organizations and role relationships in terms of the allocation of offices and space would be a fascinating investigation). Further, only three people in this agency had any relationship with the Activity II YAP programs and in reality, only one was viewed as a project monitor. So when the OJJDP/LEAA Program Monitor negotiated a site visit by a consultant or responded to a project progress report, the information was communicated to the YAP Coordinator in the Teacher Corps Washington office. "Her like number". However, there were eight other program monitors, "like numbers" - Education Program Specialists who wanted this information and were upset when decisions were made without their input.

Eventually, through meetings, verbal directives and administrative memos, a series of accommodations were developed and the communication channels functioned in a reasonably efficient fashion. The structure of the projects at the local level resembled the typical field based Teacher Corps project, and as articulation increased between Activity I and Activity II components of the program, the staff roles blended. There were some reports of local "turf" conflicts which were resolved by the Directors or the project governing boards.

Socialization Patterns - The ways in which a newcomer learns to be a functional member of the culture, are too subtle to document without extensive observations of the two cultures, the Loop and each project site. Observations were made at Washington agency conferences, brief agency visits and other Teacher Corps sponsored events. Some

of the processes were described in the file documents and interview data, but much of what is reported here is based on inferences from indirect data.

Although there were differences in the patterns of Teacher Corps and OJJDP/LEAA, they were less important in the development of the Activity II culture than the commonalities. In some ways, an age graded culture was established with deference being shown to the experienced people in Teacher Corps, Washington, OJJDP/LEAA and the Loop. Experienced Directors "taught the ropes" to the new ones. In the Associate Directors group, those who had previous experience with Teacher Corps YAP emerged as the informal leaders, although newcomers were selected by the others as the formal group leaders. Generally, newcomers were included and greeted with openness, except when the mentor's status was threatened or someone's "turf" was violated. For example, Teacher Corps Education Program Specialists were not uniformly enthusiastic about the Activity II program and talked about the new staff involved in the program as "young and inexperienced, but he'll/she'll learn". The process at OJJDP/LEAA was seemingly different. In three cases cited in interviews, individuals who could not adjust to the culture of the agency, or accept changes left the office completely.

Newcomers in Activity II who were willing to learn from the "Old Pros" and who did not violate too many expectations survived, achieved status and acculturated rapidly. This seemed to be the case in Washington, in the field and in the Loop. Newcomers from other subcultures typically were extended the courtesies of the YAP group, unless they "came on too strong", "told us our business", "behaved like policemen", or "spoke as if they had just come down from the mountain". These individuals were neglected until their behavior was perceived to change. Typically, newcomers got care and help.

The usual processes by which socialization was achieved were imitation, positive reinforcement, proximity and occasionally punishment in the form of social ostracism and direct or joking reprimands. At the project level, in three rare cases, deviants were separated from the subculture - fired or transferred.

The description of the Cosmology or view of reality of the Activity II program subculture is a summary for this section. The Activity II subculture and its

participants¹ were characterized by the values of humanism, service to youth, openness and hard work. Commitment to "make it work" was evident among all groups. Later in the development of the subculture, after interaction with SARC, the value of "hard evidence" to document the outcomes of the projects emerged. Participation by all groups in decisions and negotiation as a form of conflict resolution were operational realities, not just principles. Individuals in the field were particularly aware of the time bound nature of the effort and there was a much higher level of anxiety around this reality at the project level than there was in the federal agencies. Survival, jobs, depended upon program continuation in one form or another. Consequently, there was competition to demonstrate that one's activities were important, had an impact on the program and people, that one's project was in some ways better than another and more deserving of continuation. Those few persons whose sponsoring institutions did not apply for additional funding exhibited deviant behavior and tended to be less hardworking than the others, more critical and cynical.

The Activity II program subculture, although temporary, made an impact on the Teacher Corps program at the federal level, on the OJJDP/LEAA perspective on schools, and on the flexibility of the external evaluator. The culture refined the technology of the Student Initiated Activities model, generally used time, expertise and fiscal resources to benefit youth and schools, developed its own jargon, extended courtesy and attention to newcomers and, for the most part, was productive and functional. How well the goal of crime reduction in schools was served can only be commented on in terms of participants' responses. The participants perceived that local project goals were met well, and almost two-thirds felt the program had reduced disruptive behavior in the cooperating schools.

1. Participants refers to Teacher Corps, Washington staff, OJJDP/LEAA staff, Loop personnel, Teacher Corps YAP, Activity I and II staffs and SARC personnel.

V. RECOMMENDATIONS FOR PROPOSED INTERAGENCY AGREEMENTS

The Structure, Function, Content and Process of the Interagency Agreement

In presenting the recommendations for interagency agreements a systems analysis approach seemed the most comprehensive, for it permits comment on the manipulable aspects of the agencies. Redirecting, correcting or reformulating an organization or a series of programs is at best difficult and often impossible. It is foolhardy to begin making modifications by attempting to change basic organizational attitudes. However, it is possible to introduce disequilibrium in the organization by making changes in four areas of the system, in the structure, function, content and process.

Structure refers to the formal and informal role relationships and superior and subordinate relationships characteristic of any formal organization. Modifying one component in a role set will change the nature of the other role relationships. Function refers to the expected behaviors attendant to the roles in the organization, e.g., the teacher teaches and the pupil learns, the doctor treats and the patient gets well. Specifying new or different expectations for the behavior of persons in a role will require the accommodation of new performance requirements or a new role incumbent. This creates organizational change.

A content change can be made by redefining a goal or making the means as important as the goals of the organization. Attendant changes in structure and function follow. A prime example of goal displacement¹ can often be seen in the mental hospital whose major function is to cure patients. However, mental hospitals are frequently custodial institutions charged with keeping patients from endangering or disturbing the public. Custodial activities are essential to therapy, but if custodial means become a major focus of the activities, then the therapeutic ends are displaced. Examination revealed that the resource patterns, the personnel and the operation of an agency changed markedly with making means more important than goals.

1. Amitai Etzioni, Modern Organizations, (Prentice-Hall, Englewood Cliffs, N. J., 1964) pp. 84-85.

Finally, a change in organizational communication processes, who talks to whom, who reports to whom, how are resources allocated, can create a profound change in the pattern of organizational operation. By using these four concepts, structure, function, content and process, recommendations can be made in a logical and systematic fashion. A summary statement of a finding is given in each area, implications for program operation are drawn and a recommendation for future operations is shown.

A. Structure - Role Relationships

Finding: Each federal agency had an internal structure with lack of parallelism between the two.

Implication: Representatives of the involved role groups at the federal level reported they were not completely aware of the development of an interagency agreement, and were not asked for input. Tension was created within Teacher Corps, Washington.

1) **Recommendation:** The inclusion of the Commissioner of Education on the Coordinating Council of OJJDP/LEAA creates linkages at this level of the agencies. However, if another interagency arrangement is negotiated, it is recommended that an Interagency Committee be established including representatives of the following role groups from Teacher Corps: YAP Coordinator, Research Liaison, Education Program Specialists, Fiscal Officer, the Loop Board of Directors, the Associate Directors group and the Director of Teacher Corps or his designee. From OJJDP/LEAA and the External Evaluator: the Director of Special Emphasis Projects, the Program Monitor, a Research Specialist, OJJDP/LEAA consultants and one or more representatives of the External Evaluator. It is suggested that this Interagency Committee meet four times a year to clarify goals, deal with governance issues and set policy. This should insure parity and roles at the interface and negotiation, as characteristics of the collaborative model which worked in the Activity II School Crime Intervention Program.

Finding: The School Crime Intervention Program created by the interagency agreement between OJJDP/LEAA and Teacher Corps developed, operated and evaluated 10 programs across the country, each of which reportedly had some impact on the problem of school crime, at relatively low cost, without establishing a new federal agency.

Implication: The agencies had complementary needs, were able to establish a collaborative program based on parity, roles at the interface of the involved groups and using negotiation as a program process. Interaction among the various agencies and field based groups led to the evolution of a productive program culture.

2) Recommendation: Using this interagency agreement as a model, replications of this program and others should be encouraged when it can be shown that the previously described conditions and enabling legislation are present.

Finding: OJJDP/LEAA and Teacher Corps, Washington agreed that the Activity II projects would operate under the supervision of a new role, an Associate Director to be selected by the Project Director.

Implication: Directors who were not consulted about this structural arrangement, even though Washington allowed them complete freedom to select whom they wished, felt put upon. In some cases, the new role conflicted with a role already operating in the project and the expectations and definition of role performance were not specified. Therefore, the responsibilities and autonomy of the Associate Directors varied widely.

3) Recommendation: If Activity II is to operate as a semi-autonomous entity within an ongoing YAP project, then the individual responsible must have clear tasks, reporting structures, resources, peer support systems, channels to federal agencies and parameters in which to function. The title might be changed to Coordinator and the relationship to the Project Director and other agencies should be detailed either by group negotiation (in the Interagency Committee) or by federal guidelines. A general selection model and set of role responsibilities could be developed with input from the concerned groups.

Finding: Much of the tension surrounding program operation revolved around the role of the External Evaluator and allocation of resources to this evaluation.

Implication: Activity II field based staff and Director had no input into the nature of the external evaluation which they felt was inappropriate for schools and the length of time for project impact on crime in the schools.

4) Recommendation: Sufficient planning time should be allowed to permit field based staff to understand, and, where necessary, modify the design of the external evaluator. Again, the role responsibilities of the External Evaluator should be negotiated early in the arrangement, e.g., the number of site visits, local responsibility for data collection.

Finding: YAP Directors were instructed to keep Activity II "separate". The site of the project could not be the same as Activity I and the staff for Activity II was to be different from Activity I. Later, projects were instructed to articulate Activity I and Activity II.

Implication: It is difficult if not impossible to bring together in six months what which has been kept separate for 14 months. Articulation could have been built into the design of the School Crime Intervention Program from the beginning and, in fact, some of the more experienced Directors did so from the inception of Activity II.

5) Recommendation: If institutionalization of Activity II program elements is to occur, the experience and skills of the Activity I YAP staff should be utilized to accomplish this legitimation. In any case, future YAP projects should incorporate (within the limits of fiscal and legislative constraints) successful elements of Activity II. The best possible circumstance would be for another interagency agreement to be arranged for a five year time period to really test the SIA model.

1. Function - Expectations and Goals

Finding: Interviews revealed there was unclarity about the goals of Activity II, or at least that the field staff received mixed messages from the cooperating agencies.

Implication: Lack of time and face to face interaction with all concerned groups prolonged the unclarity. Goals were negotiated and common statements emerged in the last six months of the operation, when the Activity II program culture really emerged.

1) Recommendation: If another interagency agreement is negotiated, common definitions must be reached at the federal level with input from the field concerning the thrust of the program, crime reduction or testing the SIA model or impact evaluation, or all of these.

Findings: Staff personnel in both federal agencies learned each other's vocabulary and style quickly and functioned well. However, it took the field based staff longer.

Implication: Because the Washington group was in regular face-to-face contact, they could share information, negotiate tensions and coordinate their activities. People in the field knew little about OJJDP/LEAA and SARC knew little about Teacher Corps.

2) Recommendation: If another interagency agreement is negotiated, Teacher Corps, OJJDP/LEAA personnel and the evaluator should receive an orientation which will familiarize them with the function, style and goals of the other agencies.

C. Content - Definitions of Means and Ends

Finding: Respondents reported a variety of interpretations concerning the major intervention strategy of the program, Student Initiated Activities. Definitions ranged from youth participation to youth power in and over school affairs.

Implication: OJJDP/LEAA staff and the external evaluator SARC had a common definition of SIA model and saw it as a means to crime reduction in the school. Teacher Corps staff saw testing the SIA model as a means and a program goal.

1) Recommendation: Definition of the terms should have come from both the project and the agency levels so that goal displacement would have been reduced in the field. This would have allowed the identification of non-negotiable items prior to the implementation of Activity II and the external evaluation.

Finding: Ultimately an acceptable definition of SIA was evolved at conferences in November, 1977 and March, 1978.

Implication: The testing of the SIA model became a program goal for all agencies, implicitly if not explicitly. the limitations on the use of Teacher Corps money (it cannot be used for direct service to students) encouraged the Loop and individual Project Directors to report seeking other agency agreements which would permit further development of the model.

2) Recommendation: Examination of the funding patterns of Teacher Corps is encouraged. If a functional staff development model can be evolved by using some funds to provide direct service to students, such funds should be made available through the Office of Education or other interagency agreements.

Finding: Common role and outcome definitions emerged during the course of the program. More roles were defined as liaisons among the various groups accepting crime reduction in schools, testing the SIA model, and impact studies as important outcomes of Activity II.

Implication: There is little systematic information as to how these content changes occurred with the exception of Loop minutes and conference evaluations (November, 1977).

3) Recommendation: If another interagency agreement is negotiated, systematic comprehensive documentation should be built in from the beginning of the activity to document changes and provide feedback to program planners, implementors, and evaluators. Program cultures drift and decision-makers should be aware of these drifts in an ongoing way.

1. Process - Communication and Interpersonal Relations

Finding: Once all groups had engaged in several face-to-face encounters, a common program identity emerged.

Implication: Opportunities for all groups to come into frequent contact at the beginning of the Activity II program were infrequent. By the time they had established functional communication networks, the program was virtually over.

1) Recommendation: If another interagency agreement is negotiated, opportunity for cross role training and communication should be frequent. This will speed up the sense of program identity. Some meetings should be structured as informational, others as rituals and rites of solidarity and intensification.

Finding: The transactional style of organizational process characteristic of the administration of Teacher Corps was functional in the development and operation of the interagency agreement and the related field based Activity II projects.

Implication: The norm of participatory decision making, negotiation of conflict and roles defined as liaisons channeled the tensions in the experiment into constructive areas. The single area which precipitated much of this tension had to do with reporting and external evaluation.

2) Recommendation: Reporting formats, content, and feedback processes should be established jointly by the agencies prior to the implementation of the interagency program. External evaluation should be agreed upon by both parties and the field participants and then contracted jointly.

In conclusion, the "success" of the interagency agreement has been documented. Two federal agencies did develop, operate and evaluate a complex School Crime Intervention Program in ten different sites across the country. Irrespective of their differences they were able, over a very short period of time, to develop a common vocabulary, share technologies, establish work norms, incorporate newcomers, and take pride in their identification with the Activity II program subculture. The ambition of the program's goals, the reduction of school crime and disruption, improving school climate, testing a student initiated activities model: and doing an impact study is to be admired. But the time span allocated for the achievement of these ambitious goals was unrealistic according to participants and informed experts. Hopefully, the impact data being collected and analyzed by SARC will reveal that a good beginning has been made in school crime reduction. In any case the program deserves continued support, in the opinion of the investigators. Finally, the hardworking, committed and unfailingly optimistic staff persons involved in both agencies and at all levels of the YAP School Crime Intervention Program are to be commended for their efforts in this complex and socially important experiment.

APPENDIX A

Chronology of Key Events

100

APPENDIX A

Chronology - Key Events
From Teacher Corps Project Files and Other Sources

1969

Passage of Amendment to Teacher Corps legislation. Gave the Corps the authority to attract and train educational personnel to provide relevant remedial basic and secondary education training including literacy and communication skills for juvenile delinquents, youth offenders and adult criminal offenders.

1970

First funding of Youth Advocacy Programs

9-1970 "Teacher Corps and Corrections" paper submitted to American University by William Moulden. Part I - The Administrative Process, Part II - The Content of Teacher Corps Corrections Projects and Part III Models for the Future.

1970-1971

Operation of four YAP projects under Teacher Corps.

1972

5-23-72 Office of Education Directive - subject: Interagency Agreements outlining general purpose, scope and definition, policy, authority to enter interagency agreements, responsibilities and procedures, transfer of funds to the Office of Education, prescribed agreement form and distribution.

1973

12-18-73 Letter to William Smith (Director of Teacher Corps) from William Moulden concerning opinions on areas that should be considered in developing the correctional education projects.

1973

Monograph. Dell'Apa, Frank, Education for the Youthful Offender in Correctional Institutions-Issues, Western Interstate Commission for Higher Education, Teacher Corps programs are described in the chapter on "Survey of Teachers, Teaching and Pupils in Juvenile Corrections Institutions in the West".

1973

Pamphlet. Dell'Apa, Frank, Educational Programs in Adult Correctional Institutions; A Survey, Western Interstate Commission for Higher Education. Teacher Corps work is noted in the Chapter on "The Teaching Force".

1974

1-3-74 Memorandum. To Dr. William Smith from Clarence Walker concerning opinions regarding corrections program.

1974

Passage of the Juvenile Justice and Delinquency Prevention Act.

100

1975

5-12-75 Memorandum. To William Smith from Clarence Walker - subject: Commitment for 11th Cycle funding Teacher Corps Corrections Programs. Reply written on memo by Smith indicated estimates were needed for 4-6 projects and noted that teachers must be included in all projects.

5-12-75 Memorandum. Copy of the above sent to Caroline Gillan. Reply on note from Caroline Gillan states "It's fine to make commitment, but should be qualified so that no projects are funded if they don't make it in the competition". Response from William Smith agreed.

6-12-75 Memorandum. From William Moulden to Robert Ardike, Clarence Walker and William Smith - subject: Youth Advocacy Policy Statements...Moulden lists three components of a position that Teacher Corps should take.

9-12-75 Memorandum. To William Smith thru Caroline Gillin from Clarence Walker - subject: Activities in Youth Advocacy Program concerning Teacher Corps Conference, Intern Training, but most importantly 11th Cycle of Teacher Corps. After naming the places which might submit projects Clarence Walker laid out a plan of action that had been and extended would take place in 7 steps or areas.

10-6-75 Letter from Clarence Walker (Coordinator of Youth Advocacy Projects) to Sylvia McCullum (Bureau of Prisons, Department of Justice) thanking her for past cooperation and concerning the next step to take "...positive collaborative effort", to be discussed by an advisory group about to be formed. "Contacts have been made with OJJDP/LEAA, NCCD and Manpower." Walker mentioned 16 pre-applications prior to receipt of full proposal concerning troubled youth.

10-6-75 Letter from Clarence Walker to Fred Nader (Director of Juvenile Justice Division) thanking Nader and recalling a meeting where commonalities between OJJDP/LEAA and Youth Advocacy Project thrusts were discussed. About working with troubled youth "...linkage with OJJDP/LEAA and Teacher Corps", was suggested by Nader and transmitted through Walker to William Smith. Walker also mentioned having received 16 pre-applications concerning troubled youth.

10-6-75 Letter from Clarence Walker to Gary Weisman (Department of Labor) reviewing the possibilities of collaborative effort between DOL and YAP. "We think the next step should be for Manpower, OJJDP/LEAA, NCCD and TC to get together and decide on participation and/or involvement.

10-6-75 Letter from Clarence Walker to Ann Parker (National Council on Crime and Delinquency) thanking her for her offer to assist in the search for linkages and noting that "...some meaningful dialogue has taken place between Teacher Corps, OJJDP/LEAA and Manpower".

10-6-75 Memorandum. From Clarence Walker to William Smith - subject: Youth Advocacy Program. Lists applicants for pre-applications, updates progress made with OJJDP/LEAA, Manpower and NCCD (National Council on Crime and Delinquency). He noted a meeting with Fred Nader and Tom Albrecht of OJJDP/LEAA who requested more information and indicated that something could be done together in the area of personnel training and prevention. Manpower was also a possibility according to contact with Gary Weisman, Dale Marger, and Irene Pindle. Ann Parker from NCCD was also mentioned as thinking that tying these agencies together was a good idea.

10-8-75 Memorandum. From Clarence Walker to William Smith - subject: Activity in YAP. Tom Albrecht (Program Developer of OJJDP/LEAA) and Walker arranged a meeting between OJJDP/LEAA staff and Teacher Corps representative to talk about YAP. Clarence Walker wrote, "I think I have the best connection of all because OJJDP/LEAA did the leg work on legislation (Birch Bayh-Fitian legislation). Bill, I'm going to play this out with OJJDP/LEAA unless you have a better suggestion".

10-24-75 Memorandum. From Clarence Walker to Bill Smith - subject: Youth Advocacy Project. Cancellation of OJJDP/LEAA/TC meeting as a result of appointment of new head of the Juvenile Justice Department and press of work for OJJDP/LEAA staff. Disappointment was expressed by Walker, but he was assured by OJJDP/LEAA that the intent to collaborate with Teacher Corps was still there. A new meeting date was set for November 20-21.

12-17-75 Memorandum. From Clarence Walker for William Smith - subject: Funding commitment for Youth Advocacy Programs. Reviewing a meeting on said day, William Smith, Clarence Walker and Caroline Gillin met and decided on a dollar commitment of \$1.5 million for the first fifteen months of budgeting. "The rationale for the funding commitment was to enable the coordinator of Youth Advocacy Programs, Clarence Walker, to effect linkage with another federal funding source (OJJDP/LEAA and Manpower)."

1976

3-16-76 Ideas for OJJDP/LEAA/TC Coordination. Ideas mainly covered allocation of funds based on a two year program.

4-7-76 Draft from Clarence Walker to William Smith - subject: Work statement of agreement with Teacher Corps and Law Enforcement Assistance Administration (OJJDP/LEAA). "This work statement is designed to ferret out those parts of existing OJJDP/LEAA and OE legislation which will give OJJDP/LEAA the authority to transfer funds to TC and give TC the authority to receive these funds. The other part of this work statement contains content for making a final agreement with OJJDP/LEAA."

4-7-76 Memorandum. From William Moulden thru William Smith to Cora Beebe (Division of Planning and Budget) - subject: Proposed transfer of funds from OJJDP/LEAA to TC for support of the Youth Advocacy thrust. Following the guidelines of 1972 Interagency Agreement, each area is addressed and explained.

4-15-76 Memorandum. From Clarence Walker to Russell Wood (Deputy Director of Teacher Corps) - subject: OJJDP/LEAA still working on what they want to do with \$3 million they are about to transfer to Teacher Corps. The money did not have to be spent but had to be committed by June 1976.

4-28-76 Memorandum. From Clarence Walker thru Caroline Gillan to William Smith - subject: Meeting with OJJDP/LEAA and The American Institute of Research (AIR) representatives (consultants to OJJDP/LEAA). David Klaus (AIR), Charles Murray (AIR), Emily Martin (OJJDP/LEAA), Judi Friedman (OJJDP/LEAA), and Phyllis Modley (OJJDP/LEAA) and William Moulden (TC) attending. AIR people supported funding for Cycle 12 projects. TC people favored 10th and 11th Cycle funding as well as 12th Cycle funding.

April-May 1976 "Youth Advocacy Loop Teacher Corps paper that gives basis introduction to YAP and description of objectives, projects and field liaison person.

5-20-76 Memorandum. From Clarence Walker to Russell Wood (Acting Director, TC) - subject: Latest contact with OJJDP/LEAA. Emily Martin (Special Emphasis Projects, OJJDP/LEAA) contacted Walker noting that OJJDP/LEAA was leaning toward working with the 12th Cycle, yet sign offs have not progressed as quickly as wished at her agency.

6-3-76 Memorandum. To Russell Wood (Deputy Director, TC) from Clarence Walker - subject: Teacher Corps/OJJDP/LEAA coordination. "Recent contacts (last week) with OJJDP/LEAA indicate they are still interested. They say they are waiting for approval from Richard Velde...I understand Mr. Lugar (OJJDP/LEAA) used Teacher Corps in his oral presentation during the hearing (Subcommittee to Investigate Juvenile Delinquency, Committee of the Judiciary, U. S. Senate) to show coordination effort with other federal programs."

6-15-76 Memorandum. From Clarence Walker to William Smith - subject: Meeting with OJJDP/LEAA Tuesday, June 15, 1976 with Judi Friedman where she announced formal approval had been received to move with Teacher Corps, with a figure of \$2 million instead of the \$3 million requested. OJJDP/LEAA wanted to move fast...as soon as possible to commit the money. "Problems fall under three categories, (1) working with Teacher Corps Cycles, (2) 10% matching for prospective applicants and (3) designing a program that would work with Teacher Corps, but not having them pay for something that Teacher Corps would do anyway."

5-22-76. Working Paper. "A School Crime Intervention Component of the Youth Advocacy Teacher Corps Program." This paper presents a basic outline of the program and the "...questions/issues that arise which must be addressed prior to the development of an Interagency Agreement." Questions and issues were covered under four areas: Funding, Management, Time Frame, Technical Assistance and training.

7-22-76 Summary of Minutes of Meeting with Judi Friedman (OJJDP/LEAA). Also attending, Clarence Walker, Betty Marljar (YAP), and Bud Meyers. Points of agreement: Funding, Program Design, Project Objectives, Technical Assistance, and Time Frame. Decisions to be made. Number of projects submitting amendments to participate in programs common elements of program design in OJJDP/LEAA working paper.

7-30-76 Letter from Richard Velde (Administrator, OJJDP/LEAA) to Terrel H. Bell (Commissioner of Education, USOE). Letter talks of intention to enter into cooperative programs between OJJDP/LEAA and TC and Division of Drug Abuse prevention. Details had to be worked out quickly if they are to fit the schedule of the OJJDP and the two agencies of the Office of Education the letter stated.

8-1976 Summary Statement, HEW Office of Education, Teacher Corps. Notice of Closing Date for Receipt of Amendments from 10th and 11th Cycle Youth Advocacy Projects; closing date September 15, 1976.

August 1976 Attachment: "Guideline for the Evaluation of Youth Advocacy Amendments". These guidelines cover the "basis for approving 10th and 11th cycle grantees of the Teacher Corps Youth Advocacy Programs for School Crime Intervention Component and for determining the amount of award".

8-2-76 Narrative TC/OJJDP/LEAA "This proposal describes a program of training that serves to address the issue of crime, violence, and vandalism in the schools. It also addresses the problem of the fears that are connected to crime, violence and vandalism in the schools." Includes the definition of Problem, Plan and Action, Procedures Evaluation and Dissemination.

8-4-76 Rationale for Law Enforcement Assistance Administration Cooperative Youth Advocacy Program and Notice of Closing Date for Receipt of Amendments. "The OJJDP/LEAA proposes to transfer the sum of \$2 million to Teacher Corps under the OJJDP/LEAA Authorization indicated in Public Law 93-415...September 7, 1974. The purpose of this transfer is to establish pilot programs in Teacher Corps Youth Reasons for transfer followed in this document.

8-6-76 Memorandum. From Fred Hundemer (Grant Procurement Management Division) to Victor Anderson (Office of the General Counsel) - subject: OJJDP/LEAA transfer of funds for additional support of 10 Teacher Corps Youth Advocacy Programs. Letter states no objection to transfer and notes that money will be provided as soon as notice of Closing Date is submitted to the Federal Register.

8-23-76 YAP allocations for TC/OJJDP/LEAA Amendments. Include 10th and 11th Cycle projects. Prepared by Clarence Walker. Total allocations - \$2,824,220 with a ceiling of \$1,835,474.

8-24-76 Cost Price Analysis-Research and Development Contracts. Detailed description of money transferred from OJJDP/LEAA to TC for School Crime Intervention Component. Total Budget \$2,054,433.

8-24-76 Acquisition and Furnishing of Services and Transfer of Funds. Legal document describing the agreement between HEW Teacher Corps and Department of Justice/LEAA Title of the program to be "A School Crime Intervention Component". Contract #LEAA-J-IAA-030-6.

8-26-76 Minutes of Youth Advocacy Projects Meeting. Present TC representatives, OJJDP/LEAA representatives, some LEA and IHE representatives, AIR representatives and Washington staff. Agenda: Research Task Force for OJJDP/LEAA would look at Amendments and future meeting dates were set.

8-26-76 Youth Advocacy Loop Meeting with TC and OJJDP/LEAA.

9-11-76 "Umbrella Evaluation for the Schools Initiative: Objectives and Need for this Assistance, Results and Benefits Expected, Approach and Timetable for the next 2 months", were topics covered in this paper written by the Social Action Research Center (SARC).

9-18-76 Memorandum. From Clarence Walker to William Smith - subject: Comparison of OJJDP/LEAA and TC statements of work. Difference between Air and TC Loop statements done by Lois Weinberg and Clarence Walker are summarized in this memo. Seven major differences were noted.

10-1976 TC YAP Loop Newsletter Vol. 1, No. 1.

11-11-76 Memorandum. From Clarence Walker to William Smith - subject: Press Release TC/OJJDP/LEAA and attachment of releases.

12-1976 Network Reporting Instrument YAP Loop sent out.

12-8-76 Minutes of the Board of Directors meeting of Loop held concurrently with Washington Policy Seminars. In addition to the agenda the roles of Art Cole, Washington TC researcher and Doug Grant, SARC, OJJDP/LEAA researcher, with reference to Activity II were discussed.

12-30-76 Letter from Muffin Laasko (Organizational Development Specialist YAP Arizona State University) to Art Cole favoring concept and plan of SARC instrument to do needs assessment.

1977

1-1977 Youth Advocacy Program Statement

1-24-77 Memo to Alan Brown, (Teacher Corps Director, Arizona State University) from Muffin Laasko - subject: Proposed TC Evaluation Plan. In response to evaluation plan written by Art Cole this memorandum expressed the concerns of Laasko and Darlene Carey (Activity II Evaluator) over the five variables mentioned in the evaluation form.

1-25-77 Letter from Emily Martin to William Smith expressing need of evaluation of Activity II.

1-26-77 Letter from Alan Brown (Director Arizona State University TC) to Clarence Walker concerning a communication from Art Cole related to the School Crime Intervention component. Expresses concern that five variables were impact variables instead of enabling objectives, objectives agreed on previously.

1-31 to 2-4-77 Chicago Board meeting with Memo from Vivienne Williams attached. Minutes of YAP Board meeting here in conjunction with re-entry conference.

2-15-77 Letter from Joan and Doug Grant (SARC) to M. Doherty, E. Rassmessen, M. Denmore, M. Finn, J. Kazen - subject: Schooling survey Umbrella Evaluation Study of School Initiative.

2-1977 Fact Sheet and Seminar topics for a conference of Re-entry.

2-1977 Apothegems (To Speak Out), YAP Loop, Vol. 1. No. 2

3-4-77 Letter to Clarence Walker from Elaine Murray (SARC) concerning evaluation sent to TC Directors.

3-8-77 Umbrella Evaluation for the School Initiative (SARC review of programs one of which is Teacher Corps Activity II).

3-18-77 Memorandum. From William Moulden to William Smith indicating thrusts of TC/OJJDP/LEAA philosophy that had emerged. Requested negotiations.

3-16-77 Agenda and Minutes for Advisory Board meeting for Student Initiative Education.

3-18-77 Note: William Moulden to Clarence Walker stating, "...In our negotiations with OJJDP/LEAA our YAP people attempted to get the broader nature of school delinquency across to OJJDP/LEAA people...(but) contractors were insistant upon isolating the joint effort within the school building".

3-21-77 Letter from Elaine murray (SARC) re: Evaluation Plan for Teacher Corps Activity II.

3-29-77 YAP Activity II Meeting, Stockton, California.

4-1-77 Minutes of Conference Call, April 1, 1977.

4-7-77 Memo from Annette Gromfin (Site Specific Orientation Program Coordinator) to Network secretaries - subject: Consultant nominations and qualifications.

5-10-77 TC YAP Board Meeting, Phoenix, Arizona.

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6-7-77 Interagency Task Group Meeting minutes.

7-20/7-21-77 Minutes YAP Board Meeting, Burlington, Vermont.

7-22-77 Letter from Elaine Murray (SARC) to 10 Teacher Corps Directors with evaluation forms attached.

8-25-77 Letter from Daniel Stanton (Associate Director General Accounting Office) to John Ellis (Executive Commissioner for programs, USOE). Letter is notification of review of federally supported programs concerning offenders.

9-7-77 Special memo. From William Smith to Clarence Walker requesting information on the Interagency agreement between OJJDP/LEAA and TC to show to Peter Relic (Deputy Assistant Secretary of Education).

10-3-77 Passage of Public Law 95-115 - Juvenile Justice Amendments.

11-20-77 "Umbrella Evaluation for the Schools Initiative" Phase II.

11-25-77 Memorandum. From John Goodman to YAP Directors and Associate Directors - subject: Youth Advocacy Monograph.

12-29-77 Letter from Elaine Murray (SARC) to Clarence Walker - subject: Evaluation. "... Dr. Art Cole of your staff has contacted the Associate Directors who have raised no major objections to using this instrument".

12-1977 OE Form 5378 "Funding Documentation for Grants and Assistance Contracts". Form filled out by all Teacher Corps projects.

1977

Lougheed, Jacqueline, "Student Initiated Activities to Increase Autonomy and Decrease Disruptive Behavior", in Five Dimensions of Demonstration, Teacher Corps, 1977.

1977

12th Cycle Policy Statement Teacher Corps Youth Advocacy Programs.

1978

1-11-78 Updated YAP Loop Calendar

1-17-78 Letter and newsletter from Elaine Murray, SARC.

1-31-78 Minutes of Interagency Task Group Meeting.

1-1978 Phi Delta Kappan, Vol. 5, No. 5, January, 1978 Special Issue - "Violence and Discipline Problems in Schools".

2-8-78 Memorandum. From Vivienne Williams to Clarence Walker re: Disposition of Activity II summer paper.

2-9-78 Memorandum. From Elaine Murray and Vernon McKinney (SARC) to Phyllis Modley (OJJDP/LEAA) - subject: Preliminary data on Activity II projects.

2-24-78 Memorandum. From Elaine Murray to Clarence Walker - subject: Initial statement of Activity II intern program summary.

2-1978 Schwartz, Henrietta, The Culture of a Conference: A Goal Free Evaluation of the Youth Advocacy Loop Conference of November 8-10, 1977, held at Rochester Michigan.

5-1-78 Minutes of Meeting, San Francisco Associate Director held 3-29 to 3-31-78 to discuss SARC evaluation.

5-18-78 Memorandum. From Vivienne Williams to Henrietta Schwartz - subject: Monograph, just a few notes.

Summer 1978 Bayh, Birch, "School Violence and Vandalism; Problems and Solutions", in The American Educator, Vol. 2, No. 2, pp. 4-6.

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APPENDIX B

Interview Schedules

List of People Interviewed

APPENDIX B

Interview Schedule - OJJDP/LEAA/Teacher Corps - Washington D.C.

March 8 - 10, 1978

1. What is your role in the joint program? (role function?)
2. Why was the interagency agreement created? (motives of OJJDP/LEAA?)
(motives of Teacher Corps?)
3. How did the contacts get made?
4. What are the agency's expectations for the outcomes of the program?
What do you think the other agency's goals for the joint program are?
5. Who finally negotiated the agreement? role? level in agency? like number?
changes of liaison people over time? reasons for changes?
6. How were decisions made? about grants? personnel? monitoring?
7. Were there problems? Explain.
8. Were there rewards? Explain.
9. If you could do the program and interagency agreement again, what changes
would you make?
10. Rank the projects for me from most effective to least effective.

Arizona	California	Colorado	Georgia
Illinois	Michigan	Indiana	Maryland
Maine	Vermont		
11. What are the characteristics of a successful project? (structure, staff, content,
administration)
12. What are the characteristics of the less effective program?
13. Are there any other OJJDP/LEAA programs dealing with delinquent youth
and schools?
14. What is your greatest concern regarding the OJJDP/LEAA/Teacher Corps
interagency agreement?
15. Other comments?

March, 1978

Name _____ Project _____ Role _____ Cycle _____

1. Why do you think the OJJDP/LEAA Teacher Corps program component was created?
2. In your perception, who was most directly involved in creating the joint program?
From Teacher Corps _____ From OJJDP/LEAA _____
3. What are the expectations for the Activity II program?
 - a. From the perspective of OJJDP/LEAA?
 - b. From the perspective of Teacher Corps National?
 - c. From your local project perspective?
4. How did you select your Associate Director?
5. In addition to your internal supervision, who monitors the Activity II portion of your program?
 - a. Teacher Corps National
 - b. OJJDP/LEAA
 - c. SARC - Social Action Research
 - d. Others?
6. At the local level, how were decisions made about what the Activity II programs should look like? What impact did OJJDP/LEAA and Teacher Corps National have on these decisions?
7. What do you view as the principal problems related to the Activity II portion of your project? Explain.
8. From your perspective, what were the most rewarding aspects of the Activity II program? Explain.
9. What do you feel are the chief accomplishments of the Activity II portion of the program?
10. If you could participate in another joint venture, OJJDP/LEAA and Teacher Corps, would you suggest any changes be made in the structure, function, staffing, etc.?

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March, 1978

Name _____ Project _____ Role _____ Previous experience
with either agency _____ Educational Background _____

1. Tell me what you did before taking the position of Associate Director for the Activity II component of the Teacher Corps Youth Advocacy project.
2. What are your role functions in the joint program?
3. How were you selected?
4. Why do you think the interagency agreement, OJJDP/LEAA/Teacher Corps program component was created?
5. In your perception, who was most directly involved in creating the joint program?
From Teacher Corps _____ From OJJDP/LEAA _____
6. What are the expectations for the Activity II component of the program?
 - a. From the school/community/university/correctional facility clients?
 - b. From the project director?
 - c. From the perspective of OJJDP/LEAA/
 - d. From the perspective of Teacher Corps National?
 - e. From SARC (Social Action Research)?
 - f. From your perspective?
7. At the local project level, how were decisions made about what the Activity II component should look like? Did you have input? How? Role of Project Director, OJJDP/LEAA? Teacher Corps National?
8. From your perspective, what were the most rewarding aspects of the Activity II program? Explain.
9. What do you view as the principle problems related to the Activity II portion of the project?
10. How were you able to articulate Activity I and Activity II components of the project?
11. What do you feel are the major accomplishments of Activity II?
12. If you could participate in another joint venture, OJJDP/LEAA and Teacher Corps, what changes, if any, would your experience suggest?

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March, 1978

Name _____ Role _____ Experience _____

1. Why was the OJJDP/LEAA/Teacher Corps program component created?
2. How were you selected to do the product and process evaluation?
3. With whom do you work most closely at Teacher Corps, National _____
at OJJDP/LEAA _____ at the local project level _____?
4. What variables are you considering in determination of project impact?
5. What do you understand to be the goals of the Activity II component of the Teacher Corps Youth Advocacy projects? From the perspective of OJJDP/LEAA? From the perspective of Teacher Corps? From the local project perspective?
6. What is the data collection schedule? Are there problems? Is the schedule being met?
7. How do you provide feedback to the program sponsors? OJJDP/LEAA? Teacher Corps, National, at the local project level? Do you perceive that this information is being used in programmatic decision making? Why?
8. Have there been problems related to the field evaluation? What? How were they resolved?
9. What do you perceive to be the crucial roles and/or actors in the implementation of the Activity II component of the Teacher Corps Program?
10. How are decisions made regarding your role in the interagency agreement?
11. Rank the projects for me from the most to the least effective:

Arizona	California	Colorado	Georgia
Illinois	Michigan	Indiana	Maryland
Maine	Vermont		
12. What is your greatest concern regarding the OJJDP/LEAA/Teacher Corps interagency agreement?
13. If another agreement were negotiated, what changes, if any, would you suggest?
14. Other comments?

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LIST OF PEOPLE INTERVIEWED

Teacher Corps, Washington, D.C.

William Smith, Director, Teacher Corps
Russell Wood, Deputy Director, Teacher Corps
Clarence Walker, Coordinator, Youth Advocacy Programs
Arthur Cole, Program Specialist, Teacher Corps
William Moulden, Chief, Management Branch, Teacher Corps
Caroline Gillin, Chief, Cycle Operations Branch
Haroldie Spriggs, Program Specialist, Teacher Corps
Diane Young, Program Specialist, Teacher Corps
Joseph Kerns, Program Specialist, Teacher Corps
Kathleen Fitzgerald, Program Specialist, Teacher Corps
Kathleen McAuliffe, Finance Officer, Management Branch, Teacher Corps
Margaret Weisender, Program Specialist, Teacher Corps

OJJDP/LEAA

Judi Friedman, Law Enforcement Specialist, Office of Juvenile Justice and
Delinquency Prevention, LEAA
Emily Martin, Director, Special Emphasis Programs, Office of Juvenile Justice
and Delinquency Prevention, LEAA
Phyllis Modley, Manager of Research, Crime Evaluation, LEAA

Social Action Research Center (SARC)

Douglas Grant, President, Social Action Research Center
Joan Grant, Project Evaluator, Social Action Research Center
Elaine Murray, AID, Cycle Operations Branch, Teacher Corps (SARC)

Teacher Corps, Others

Shirley Baizey, Grants Officer, Office of Education
Annette Gromfin, Coordinator, Site Specific Orientation Program, Teacher Corps
Mary Ann Eager, Documentor, Oakland University, Youth Advocacy Programs
Care Nordstrom, Project Evaluator, Northwestern University, Youth Advocacy
Programs
Vivienne Williams, Liaison Officer, LOOP Network, University of Vermont

DIRECTORS AND ASSOCIATE DIRECTORS INTERVIEWED

Northwestern University, Illinois Teacher Corps

Shirley Baugher, Director
Roy Pierson, Associate Director

Arizona State University, Arizona Teacher Corps

Alan Brown, Director
Donna Wharton, Associate Director

University of Vermont, Vermont Teacher Corps

H. W. Myers, Director
Harry McEntee, Associate Director

Loretto Heights College, Colorado Teacher Corps

Betty K. Marler, Director
Larry Holliday, Associate Director

Oakland University, Michigan Teacher Corps

Jacqueline Loughed, Director
Richard Ruiter, Administrative Coordinator, Activity II

University of Maine/Orono, Maine Teacher Corps

Irene Mehnert, Director
Ellen Walter, Associate Director

Atlanta Consortium, Georgia Teacher Corps

Mae A. Christian, Director
Chester Fuller, Associate Director

California State College, Stanislaus, California Teacher Corps

Richard Prescott, Director
Mark Barawed, Associate Director

Indiana University Foundation, Indiana Teacher Corps

Irving Levy, Co-Director
Larry M. Perdue, Associate Director

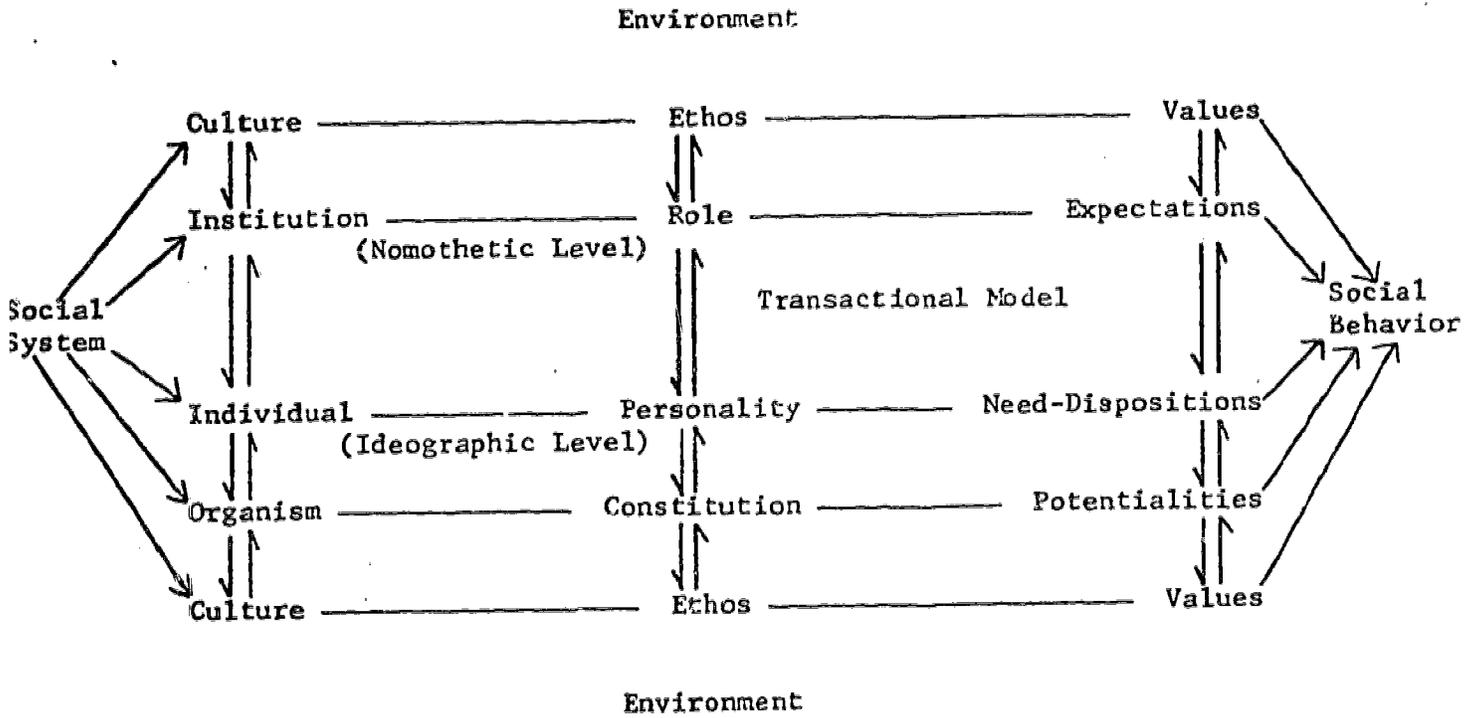
Baltimore City Public Schools, Maryland Teacher Corps

Charles Bowers, Director
James Tolliver, Program Development Specialist

APPENDIX C

Diagram of the Getzels Guba Model

Getzels-Guba Open Socio-Cultural System Framework



Adopted from J. W. Getzels, R. F. Campbell, and J. M. Lipham, Educational Administration as A Social Process, Theory, Research, Practice (New York: Harper and Row, 1968).