

Comprehensive

Health Planning Council

of South Florida

THE STUDY OF THE ADVISABILITY
OF THE "SEED" IN DADE COUNTY

NOVEMBER, 1972

The Health Planning Council is a voluntary, non-profit organization dedicated to assisting the community in identifying and meeting its health needs through research, coordination, goal-setting and implementation.

Mr. Winston Wynne, President
Health Planning Council

Dr. Everett Shocket, Chairman
Drug Abuse Task Force

Dear Mr. Wynne and Dr. Shocket:

Enclosed is the study report of the Committee you formed to advise the County Manager concerning a Seed or Seed-type program for Dade County. We were honored to have been asked to work on this task and are pleased to have been able to serve the community.

COMMITTEE MEMBERSHIP

Mrs. Blanche August
Tom Cahill
Ms. Melanie Cohen
Richard Garnett
David Gersh

John Harrison
Castle Jordan
Mrs. Julia Papper
Dr. Dan Seckinger
Dr. Everett Shocket, *ex-officio*

Reverend Maurice Steinberg, Chairman

Consultants:

Dr. Richard Emerson and Father Fred Harrison

Staff:

Paul Schabacker and Wood McCue, Health Planning Council
Charles Lincoln and Alex Miller, State Drug Abuse Program

Respectfully submitted,

Maurice Steinberg, Chairman
The Special Study Committee for:

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OF THE "SEED" IN DADE COUNTY

NOVEMBER, 1972

Comprehensive **Health Planning Council** *of South Florida*

3000 biscayne boulevard / suite 206 / miami, florida 33137 / phone 305 / 573-8400

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I. INTRODUCTION

The "Seed", Inc. is a drug rehabilitation program located in Broward County. The program employs a unique combination of rehabilitative techniques, and because of this, plus its large numbers of participants and its high claims of success, it has achieved broad favorable publicity as well as created considerable controversy. Both the Seed program and its Director have become a focal point of polarization in Broward County and this has extended into Dade County. Critics include some graduates, some parents of graduates, some public officials in courts and in probation and in schools who work with the Seed and its clientele. Its proponents include equally respectable members of the medical profession, the judiciary, youth service programs and particularly a vast number of parents who proclaim profound and positive changes in their children's behavior both in eliminating the use of drugs as well as the ability to communicate within the family unit upon return home. The increase in public attention to drug abuse programs is indicative of the desperation and confusion felt by parents, the courts, the schools and the community concerning drug abuse and the youth culture.

II. THE ASSIGNMENT AND THE COMMITTEE

- A. The Committee Charge. In early July, 1972, the Board of County Commissioners authorized a contract for \$12,500 with the Seed for drug rehabilitative services to be extended to 100 Dade youth. Metropolitan Dade County Drug Abuse Program has established a plan for monitoring this agreement. Subsequent to that, on July 18, the County Manager, pursuant to the review and advisory contract between the County Commission and the Health Planning Council, requested Health Planning Council advice in exploring the possibility of providing the Seed or a similar type program in Dade County. (See Appendix A) The Health Planning Council Board of Directors, in August, directed that a Committee be formed to conduct this study and prepare such advice for the County Manager.
- B. Committee Selection. The Membership was determined by the President of the Health Planning Council and the Chairman of the Drug Abuse Task Force. Because of the controversial nature of the program to be studied, the Committee was carefully selected for representativeness of the community and impartiality to the topic. The Committee was chaired by a clergyman who is a member of the Drug Abuse Task Force. It included two businessmen, two physicians, two women active in community affairs, a psychologist, a drug counsellor training instructor, a professional from a local drug program, and a graduate of a local drug treatment program. In addition, a psychiatrist and a director of an established drug treatment program served as consultants to the Committee.

III. METHOD OF STUDY

The Committee accepted broad interpretation of its work although the task was stated as a request to recommend as to the advisability of a Seed or a Seed-type program for Dade County, the Committee interpreted this charge to include a look at the potential effect of such action; the auspices under which such a program might or could be developed; and the cost and payment for such a program. Although the task was not to evaluate the Broward County Seed, it was obvious that a thorough look at that program was a prime requirement for achieving the Committee's goal. The Committee spent 42 hours in hearings and deliberations in 11 meetings, plus the 6-hour site visit. Over two dozen persons were heard by the Committee. Included among these were members of the medical professions, the judiciary, youth service agencies, other drug rehabilitation program directors in Dade and in Broward counties, former clients at the Broward Seed, the Seed Director and numerous parents of "Seedlings" who came to the Committee to express their viewpoints. The Committee reviewed numerous newspaper articles from Dade and Broward counties. Other printed and descriptive material was also provided to the Committee and a one hour documentary film produced by a local television station was privately viewed. Approximately 30 unsolicited parental statements in support of the Seed program were brought to the Committee's attention. The Committee was aware that other organizations and agencies had made evaluative studies of the Seed and the Committee attempted to obtain these reports and did utilize them to the extent that they were made available. The Committee also visited the Seed in Broward County and spent 6 hours there observing the program in action and discussing it with the Director, Mr. Art Barker, the program's volunteer psychiatric consultant and other local persons assembled by Mr. Barker. The visit included observation of a "closed" group session with approximately 400 participants in attendance and also an evening "open" meeting with approximately 800 youths and parents combined.

The Committee at various times encountered significant difficulty in moving toward the completion of its task. These difficulties included the inability to obtain permission to review two studies of the Seed program conducted by NIMH review teams, and an unexpected delay in the completion of a Seed study being concurrently conducted by a special panel of the State of Florida Drug Abuse Program. Further difficulties in this evaluation included both the availability and access to available records within the program. Illustrative of the difficulties encountered was the attempt to arrange a site-visit to the Seed. Permission for such a visit was first granted and then retracted by the Director for alleged bias by certain Committee members not acceptable to him. Following the Committee's decision not to visit the Seed with only a portion of the Committee, the invitation for the entire Committee was extended by the Seed Director. A further obstacle was an evident reluctance by certain persons in official positions to express themselves, either because of concern for their own position, or the reluctance to criticize another agency.

Perhaps the greatest difficulty in this study lay in the task of finding a method for determining the advisability, feasibility, validity, success rate and unit cost of this or any other type of program in the drug abuse rehabilitation and prevention field

when the field is so new that standard criteria for comparisons have not been developed and length of success is too brief for conclusive determinations. This difficulty is further compounded by the fact that it is not known how many persons who seem to be improved by any program might not have adjusted their drug abuse through other means within society or by their own volition without the intervention of a rehabilitative program.

IV. DESCRIPTION OF THE SEED

The final report of the special panel of the State Drug Abuse Program describes the Seed program as follows:

"The Seed is a non-residential drug abuse treatment program focusing on the rehabilitation of young (average age 16) poly drug abusers. Approximately 20 of some 90 drug abuse programs in Florida are oriented toward the youthful drug abusing population. Each program relies on peer group pressure, many involve parents, none use foster homes to the extent that the Seed does, and each has its own unique approach and contribution to make. The Seed has several sources of funding; \$177,000 from the NIMH, \$35,000 from the LEAA, and the balance from units of local government and private donations. Many of the young people in the program have been referred by the Broward County schools (875 in 1971-72), and by courts in both Broward and Dade County.

Applicants accepted by the Seed are placed on a 12-hour day regimen, from 10 a.m. to 10 p.m., for an initial period of 14 days for voluntary admissions and 30 days for court placements. The daily routine consists of morning, afternoon and evening rap sessions with approximately 500 to 600 participants conducted by a staff member using a microphone. Discussions center around such topics as relation with parents, friendship, loneliness, etc. While in this intensive initial phase of the program, members live in foster homes provided by families having a child in the later phase of the program or who has completed it. Parents are further involved in the treatment process by attending evening meetings twice a week. Many parents volunteer their professional services and skills, prepare meals twice a day, and furnish transportation to and from the program. Upon successful completion of the first phase, the member (or "Seedling") is required to attend evening rap sessions three nights a week and one full day on the weekend. He may have returned to school or a job and perhaps to his own home. The decision is made by the staff and is based upon the individual's circumstances."

Additional information was obtained from observations, from the Director and from other printed materials. The Seed has staff members located in several referral points, primarily the courts, who assist in the determination of the appropriateness of a person for the Seed program.

There are a number of persons, including professionals in the medical field who contribute time and can be called on from within the community as requested by the staff. The Committee was informed that although the initial phase was referred to as a two-week program, it is seldom that brief and can extend for a month or more in many instances, dependent upon the progress of the "Seedling." The second phase of the treatment program can also last for several months. The Committee was also informed that progress reports are submitted to the parents at various intervals

and always at the end of the initial phase. Parents who appeared before this Committee and wrote letters, strongly suggested that to them the Seed is the answer to their parental problems as they relate to their children's drug and behavioral difficulties. The Seed is licensed by the State of Florida as a non-residential treatment program at its present location in Broward County. Since participants are placed in selected foster homes from two to six weeks, there is room for questioning its "non-residential" nature.

Parents state that the establishment of honest communication and the change of attitude of the participants are incredible and genuine. Many Seedlings corroborate this and say that it is the only place where they have experienced total honesty in conversation and relationships. Conversely, others who have gone through the program suggest the honesty being displayed is either "brainwashing" on a mass basis or an attempt to speak the "party line" in order to complete the program and to leave the repressive atmosphere, and that it is therefore not genuine, effective, or permanent.

Target Population. The Seed claims to be able to help almost all drug abusers regardless of age and the degree of drug involvement. However, as will be noted later, the actual population served is almost entirely that of the adolescent, and where there is drug usage it is almost exclusive of prolonged narcotic addiction. Although the Director and several supporters and advisory persons to the Seed have stated that referrals are made from the Seed to community agencies and Mental Health programs when appropriate, this Committee found only limited evidence of this. However, other agencies indicate they do have under care a certain number of persons who have completed the Seed program and have since then returned to drug use.

The socio-economic status of the population being served was identified by the Assistant Director of the Seed as families with an average income of \$10,000.

The Committee heard from several persons who work with drug abusing adolescents. Almost unanimously they suggested that the adolescent who is most appropriate for referral to the Seed and its methodology is the young neophyte in drug usage (the experimenter) and youths with attitude and family relationship problems.

Cost. The per unit cost of helping any person at the Seed is difficult to determine from available materials. It has been publicly stated to the County Commission by a Seed representative that it costs an average of \$100 to "cure" a Seed resident. The Director of the Seed told this Committee that the average cost per Seedling was \$200. Since the average intake per month is stated to be within the vicinity of 100 new persons (1,200 per year), a \$100 per person cost would require a budget of \$120,000; doubled if the unit cost is \$200. A minimum income of \$212,000 in Federal contracts or fees for service is identifiable, not counting grants from local governmental bodies and municipalities. In addition, the program makes a request for contributions from each parent (the suggested amount is \$100), and there is a weekly "passing the hat" in the open meeting audience.

The State study indicated a presumed budget in the vicinity of \$300,000 per year. These figures do not include the large amount of donated "in-kind" activities and services that are provided by foster homes, the transportation, and donated professional services. The Program Director identified the staff salary range, exclusive of himself and his assistant, as between \$15 and \$75 per week.

Peer Pressure and Confrontation Technique. The techniques of peer group pressure, and the group confrontation which helps to promote it, are the most identifiable aspects of the Seed program and therefore will be further described and discussed. The continuous "rap" sessions at the Seed concern personal responsibility and relationship difficulties. These discussions involve "kids working on kids", under the guidance of a staff person. The tactic appears designed to eliminate a person's psychological defense and excuses. This process breaks down a person's dependence on his psychological defenses and creates a dependency upon the support of the group. The group responds to the person's admission and confession of failures and personal disabilities with supportive statements of love and respect in spite of the admitted disabilities. The peer group then becomes both the conscience and the support mechanism for changed behavior. At the Seed, this technique is used throughout the daily "closed sessions." A strong influence is instilled for the person to be aware of the group's wishes, with group support for his recognition of failures and desire for change. Twice per week at the Seed, parents are included in massive meetings in which the youths, in numbers of 400 or more are seated in one half of the auditorium opposite their parents in the other half. Parents who attend have the opportunity to communicate with their child briefly by microphone in mutual confession of communication problems and interpersonal relationship deficiencies.

The peer pressure concept utilized by the Seed is very similar to the methods used by Alcoholics Anonymous. The heavy confessional aspect and the moral-inventory concept also have their parallel in Alcoholics Anonymous. The participant's defenses are penetrated until he develops a dependency on the group. Favorable response is then rewarded by the group and unfavorable responses are unacceptable. The Committee would classify the Seed as an attitudinal modification program.

The long-term value of these group confessions and individual expressions of problems in a large group environment is questioned by many professionals and other persons. Conversely, an individual needs and wants to belong, and in this setting confession is the method of participation. Thus, the group aims at social acceptability and brings to the Seedling at least the temporary satisfaction of belonging to a group.

Peer pressure is a powerful force in behavioral change. It is not unique to the Seed program. It has been used in other types of programs and is being used by numerous drug rehabilitation programs in this and other communities, although not to the extent used at the Seed. Peer pressure is the primary method currently being used by the Division of Youth Services in handling delinquents in the State

system where it is known as "guided group interaction" or "positive peer group pressure." Ordinarily peer pressure is accomplished in smaller groups ranging from 10 to 15 persons. The Seed is unique in applying this technique to 300 to 500 persons at once. There are a number of concerns about this technique that had been expressed both in relation to its use by the Seed in massive non-selective groups. These concerns can be summarized as follows:

Is such public confession destructive?

If the peer **group** is effective for behaviorial modification while within and around the peer group, does it have a lasting effect when the person is returned to society and away from the peer group?

Since drug abuse is often symptomatic of other disturbances within the adolescent's life, does peer group pressure constitute an abdication of one's own responsibility for decision making to an outside group?

Consequently, does this hinder the maturation process by not providing any skills for coping with life's problems in the real world?

A consultant suggested to this Committee that the group consciously and overtly or by inference becomes the decision-maker for individual behavior and thus does not provide for the development of the coping skills that an adolescent needs to handle the personal problems including drug usage pressures. On the other hand, even if coping skills are not learned through this method, if the technique keeps a person drug free for a period of time, the youth might be afforded the opportunity to develop socially and psychologically within a more acceptable atmosphere. It is obvious that the adolescents who are involved in drug abuse have received something from this abuse, be it chemical reaction or acceptance by a drug using reference group. If a program provides something constructive that will replace whatever was considered a value from drug usage, it must be given some credence. Conceivably, even if the Seed does not deal with the deeper problems, it may still produce a moratorium on the problem manifestation long enough that other methods (or growing up itself) can contribute to the solution of the deeper problems.

A primary cause of drug abuse among the youth is the pressure for experimentation and usage from the peer group, (an adolescent's associates) and the adolescent's desire to belong and be acceptable to a group. The premise of the Seed is, therefore, that since peer pressure caused the drug abuse, then that same peer pressure in reverse form should be utilized for correction purposes. A sizeable percentage (17% according to the State analysis of client records) of the adolescents at the Seed are not there because of any drug usage but for attitudinal problems. These can be described as relationship difficulties, behaviorial and school adaptation problems and a life style that is objectional to parents and others in the social environment. In this group and others among the non-addicted drug abusers, some of the apparent positive results of the Seed's methodology can be compared to the results in "marathon"

group and counter group therapies wherein people experience a temporary emotional high and subsequently feel that their life has changed and their problems have been solved by a new insight. It has also been suggested that the lengthened intensity of the confrontation sessions produces a group response similar to that found in revivalistic religious meetings under the guidance of very inspirational and charismatic leaders.

The Staff. During most of the period of operation, the staff of the Seed has consisted of the Director, Mr. Art Barker, and non-professional assistants. The latter are former drug abusers who have graduated from the program and have been selected by him for participation in the group sessions with the "Seedlings." Until recently, there had been no staff member with any professional experience. Under growing criticism, the Seed had added a staff member with experience and training in counselling. The junior staff members are actively engaged as leaders in the sub-groups as well as in the large group sessions. The Director, Mr. Barker, has had limited professional training or experience in the field of drug abuse or youth counselling. He is a recovered alcoholic who has worked as a volunteer in various institutions as a representative of Alcoholics Anonymous. He has experience as an entertainer and an obvious talent for conducting himself in front of audiences and for moving groups of people with his own enthusiasm. An attempt was made by the Committee to determine whether Mr. Barker was a necessary and essential part of the continuance of the Seed or any extension of the Seed into other locations. Opinions provided were at both extremes. Numerous persons suggested that his dynamic and charismatic personality and leadership was the key to every value that comes from the Seed program. The Committee also learned that because of the size of the program, his actual activity and relationship with an individual Seedling is minimal and that most parents barely know him. The exposure of Mr. Barker to the actual clientele is limited to conducting occasional revival type group meetings and a rallying point for the evangelistic spirit in the entire program. However, in addition to his activities within the community, he provides leadership and training to the staff members who work closely with the youths.

In conduct of the Seed program and in the promotion of it, Mr. Barker has frequently voiced his success claims in public speeches and the news media, and his lack of confidence of other drug programs, and in the school and law enforcement systems in controlling the drug problem. These pronouncements, voiced in extreme terms, have created a very strained relationship with other drug programs and social institutions and individuals in Broward County and other communities. These strained relationships also have created a climate of non-cooperation in referrals and mutual training between his and other programs. The Committee expressed a concern that such pronouncements and exaggeration detract from Mr. Barker's desirability as a role model for adolescents.

Even his supporters admit that Mr. Barker is a most difficult person to deal with because of his exaggerated claims about his own program, his negative attitude toward other programs, his secrecy about his own methodology and his defensiveness toward those who are interested in either cooperating with him or who question his methods and results. The Committee itself had personal experience with the extreme and rapid changability of the founder while attempting to arrange a site-visit and access to materials about the Seed, and also during the site-visit. On several occasions, Mr. Barker unnecessarily displayed a strong

antagonism, suspiciousness and uncooperativeness that detracted from the effectiveness of the visit. Yet during the visit, he personally extended himself in a most cordial manner, commenting on his desire for a favorable report from this Committee. It was the opinion of this Committee that although the Seed and its Director have had real oppositions and have had to overcome major stumbling blocks, particularly in its early stages, that the present defensiveness and combative posture of the Director has exceeded reasonableness and has become the major source of controversy and the greatest present weakness of the Seed. This Committee must conclude that he is an abrasive personality, that he has demonstrated a total lack of cooperation with other social agencies and drug abuse rehabilitation programs and has not participated in efforts to coordinate referral, staff training and efforts with others to mutually work at the community problem of drug abuse. The Committee was also impressed with his dedication to helping a large number of troubled youths in a way that seems effective to him, to many youths and to their parents, and was impressed with his ability to organize an agency and program to be the vehicle for that objective.

V. EXPRESSED CONCERNS ABOUT A SEED PROGRAM IN DADE COUNTY

A number of areas of concerns about the agency and the techniques were expressed within the Committee. Some of these were stated initially and some arose as the study progressed. Not all of these concerns have been resolved or answered and some remain as unanswered questions. Perhaps not all are answerable and perhaps not all need to be answered if a valuable service can be provided. These areas of concerns are listed in Appendix "B" of this report.

VI. SEED PROGRAM CHARACTERISTICS: IDENTIFIED **STRENGTHS** AND WEAKNESSES

The Committee was able to identify, using observations, interviews and written materials, a number of program elements which seemed contributory to successes, and elements which would seem to constitute weaknesses to be avoided.

A. The program elements which seemed identifiable as STRENGTHS were as follows:

1. The peer group pressure concept, which is not unique to the Seed, is used successfully in other behavioral modification programs, but not with the large numbers of participants as at the Seed.
2. The foster home placement. Brief removal of the youth from his home environment and into the home of a family which has achieved some new understanding and attitude towards youth is an obviously successful method and tool.
3. Family involvement. The contribution of public confessions from family members of their mutual dissatisfaction and problems and their reaffirmation of love must be counted as an important aspect. The active and continued participation of parents in real work such as providing a foster home, supplying massive amounts of food, and providing transportation at a considerable cost in time and mileage, is a impressive expression of parental concern, and probably has a therapeutic value in allaying guilt,

whether real or imagined. This involvement also provides a real basis for the parents' involvement with the children in identifying with the "cause" or "crusade" aspect of the program.

4. The extent of community involvement is extremely impressive, including the stimulation of community concern for the complexity of the youth-drug phenomena.
5. In spite of the concerns of permanency and non-scientific validity of the use of a revivalistic and evangelistic atmosphere, these attributes are a part of the program and success of the Seed.
6. "Kids on Kids." Since it is acknowledged that a sizeable portion of drug abuse is related to peer pressure, the use of that same technique for resisting drug use appears useful.
7. The large number of persons being served in one program as opposed to the smaller numbers being served by other methodologies appears significant in relation to the size of the stated problem.
8. The substitution of a new social group to which impressionable adolescents can belong in a socially acceptable manner in exchange for the socially unacceptable drug culture groups is a positive for the program.
9. The ventilation of feelings, guilt and hopes can be a valuable starting point for improved communication between peoples. Brief public expression of emotional exchange are not necessarily harmful and may provide a starting point for an improved relationship.

B. The elements of the program which seemed to be identified as WEAKNESSES are as follows:

1. A major weakness is the validity of the records and the availability of records. Follow-up is predicated on sound record-keeping. Records are necessary elements for treatment planning, in-service training of staff and evaluation of program.
2. There are also some weaknesses in the technique used. Peer group pressure and behavior modification techniques, while having some apparent success in the youthful drug experimenter or moderate drug user, has too soft an impact in dealing with established addiction.
3. The abrasive personality of the Director is a further major weakness. His inability or unwillingness to participate in mutual efforts with other agencies and social institutions in a constructive manner serves as a hindrance to both the effective operation of his own program, and the operation of other programs in the community and therefore, prevents a concerted community approach in drug rehabilitation.

4. A major weakness of the Seed program is its continuing claim of 90% success rate in a brief period of time and at a low cost. This claim of success has been established as patently false and the continuance of the proclamation raises a question of the program's creditibility and integrity. That claim also becomes a point of contention among other drug rehabilitation programs which seek community support and serves as a major stumbling block in their ability to work cooperatively with the Seed.
5. A further weakness is the use of large groups as the vehicle wherein the change occurs. Anonymity and lack of individual attention is associated with large groups.
6. The lack of an appropriate blend of professional and non-professionals appears to be a staff weakness in a program committed to total rehabilitation.
7. More professional evaluation is needed at the time of intake, as well as early in the process, to insure that every client has been appropriately accepted for care and that the techniques to be used will not be harmful to his psychological constitution.
8. Although the use of foster homes and the impressive involvement of families are generally considered a strength, this Committee also heard from families who said that the added burden of feeding and providing transportation for the foster Seedlings living in their home is often a burden beyond their financial ability. The parent-to-parent peer group pressure tends to frustrate the parent with limited means who cannot keep up with the time and money commitments of other parents.
9. Any organization which publicly solicits donations and is awarded public grants must maintain financial accountability of its income and expenditures as well as being able to substantiate unit costs. This Committee is concerned over conflicting financial figures about the Seed's operation.

VII. EVALUATIONS BY OTHER ORGANIZATIONS

- A. National Institute of Mental Health. Since NIMH has provided the Seed with a grant in the amount of \$177,000 per year for drug rehabilitation, the NIMH has conducted two reviews during the past five months of the Seed program. This Committee attempted to obtain copies of these reviews but permission was not granted. The Committee was able to receive some abstracted material from these reports. These reviews demanded correction by the Seed in the following areas: 1. professional staff; 2. role definition of the non-professional staff; 3. staff training; 4. interagency cooperation for continuity of care; 5. record-keeping; 6. increased services for minority and poverty clientele.
- B. The State Drug Abuse Program. Based on its licensing responsibility and controversies the State Drug Abuse Program formed a panel to review the Seed program. Their study was made available to this Committee and a copy of it is attached to this report as an Appendix. In addition to a very good description of the program, the State study also included some statistical material not otherwise available and which substantially contradicts some of the information disseminated by the Seed.

The State study used a 10% random sample of the case records at the Seed since its inception. Some of the most striking findings are as follows:

68% of the admissions were 17 years of age or younger, 4% were non-white and 12% were from Dade County. 58% had never been convicted of any crime. 17% of the total had never tried heroin and only 1% were primarily heroin users. The records revealed that 17% of the total had never used drugs of any kind and were admitted to the Seed for resolution of attitude problems. Contrary to the Seed's public statements of 90% success, the statistical analysis of records revealed that only 41% of the total admitted to the Seed completed the program and could be termed a success as defined by completion. The remainder dropped out or were taken out by parents or the court, or for various other reasons did not complete the prescribed regime. Although the State study, using completion as criteria for success, listed 41% as successful completion, there was no available follow-up information on persons leaving the Seed in 90% of the records studied. This study is attached as Appendix "D".

VIII. SUCCESS RATES

The Drug Abuse epidemic and the drug rehabilitation response efforts are both so recent that no uniform criteria for defining or measuring success have been established to any degree of acceptability. Likewise, there is no uniform determination about the length of time in which a success must remain a success in order to be considered a rehabilitated client of the program from which he graduated.

As previously stated, the Seed claims 90% rehabilitative rate for its clientele. This is based on its own statistical methodology, but both the statistics and methodology of the Seed program are disputable. However, the claim of the 90% rate is used for comparison with other rehabilitative programs which use different methods and aim at a different target group, and indicate a substantially lower rate of success. The Seed's population group, namely youthful experimenters, pre-addicts, moderate users and a low proportion of true addicts can be expected to have a higher rehabilitation success rate than those programs which are dealing primarily with established hard-core addicts. Comparing success rates among such unlike programs would be analogous to the comparing of two medical programs' success rates based upon one treating the common cold and the other treating cancer cases.

In order to arrive at the 90% success rate, the Seed eliminates the counting of various categories of clientele from the total group before establishing the base group from which the percentage is computed. Specifically, the Seed eliminates from the success computation the applicants not accepted into the program after initial contact. It then excludes those who drop out during the first two week initiation period. The program eliminates from its figures those who are removed from the program by outside persons, either parents or the referring court. It removes from the success rate those who never do complete the program and who either are continued in the program for extended periods of time or eventually stop attending. The State Drug Abuse Program panel established that 41% of the total of 2,710 persons on record had successfully graduated and completed the rehabilitation program. There is an absolute and undeniable paucity of records and follow-up material that would establish a reasonable degree of public accountability of the number or percentage of those 41% successful completion who could still be termed successes at three months, six months, one year, or longer intervals of time after leaving the Seed program.

Professional literature suggests that from among that majority of youths who are experimenters or moderate users or non-abusers, a substantial percentage can be expected to become "straight" with or without professional or agency intervention.

IX. COMPLIANCE WITH GUIDELINES

In August of 1972, the Health Planning Council approved a set of guidelines for drug abuse rehabilitation programs in Dade County developed by its Drug Abuse Task Force. These comprise the minimal set of criteria and standards to be expected of any drug program in operation in Dade County. The State Drug Abuse Program, in accordance with legislation passed in 1971, established a series of guidelines, criteria and standards for drug abuse treatment programs. Listed below are seven criteria established by the Health Planning Council with a notation about the extent to which the Seed program in Broward County appears to meet these guidelines, and a further indication of the additional guidelines contained in the requirements for State licensure. The guidelines for programs are as follows:

- A. Any local drug program should define explicitly the target populations which it serves and can serve with the greatest quality of care. The Seed staff and some of its supporters have frequently stated that its program can effectively rehabilitate every type of drug abuser. More recent statements by the Director have substantially modified that claim. The observations of this Committee suggest very strongly that the Seed program is most effective for the mid-adolescent age group with mild drug abuse described as experimenters or "soft drug" users, and without extensive criminal behavior and without lengthy drug dependence or addictive patterns.
- B. Local drug programs should have measurable criteria and instruments of quantifiable effectiveness. The Seed's record-keeping as well as its determination of client success, completion and even acceptance in the program are too vague for adequate measuring of effectiveness or quantity of service.
- C. Local drug programs should utilize sound record-keeping procedures including adequate intake, evaluation, services rendered, progress and documented follow-up on persons leaving the program. From various materials it has been noted that the Seed's intake procedures are more all-inclusive than selective and that the program's follow-up documentation is grossly inadequate.
- D. Each program should have a blend of professional and non-professional staff with clearly defined job functions. According to evaluations conducted by other organizations, the Seed has attempted to correct inadequacies during the past several months.
- E. Local drug programs should have financial accountability not only for governmental and public funds but also for private donations. Information on which this accountability could be determined was not made available to this Committee. Questions were raised as to the actual cost of rehabilitation being provided by the Seed.
- F. Local drug programs should participate in the Agency Committee and cooperate with all other drug rehabilitation centers. (The Agency Committee was formed under the auspices of the Health Planning Council's Drug Abuse Task Force and is composed of the Directors of the various drug rehabilitation programs in Dade County.) This Committee learned in various ways and from

numerous sources that the Seed does not participate constructively with other social agencies and drug abuse agencies in Broward County.

- G. Local drug programs should be made available to serve as training sources. Their staff should avail themselves of all training opportunities. It appeared to the Committee that both of these requirements do not exist at the Seed.

The State of Florida Office of Drug Abuse has additional guidelines which include the above plus supplemental criteria required for licensing. These include proof of compliance with local and state requirements for health, safety, sanitation, building and zoning codes, and an agreement for periodic inspections by State representatives. The Committee did not consider these latter criteria, since evaluation for licensing was not the assigned task.

X. CONCLUSIONS AND RECOMMENDATIONS

After two months of intensive study, this HPC study committee has concluded that:

1. There exists a large scale drug abuse and drug experimentation problem amongst teenagers in Dade County, as in urban areas across the United States. The scope of the problem is not presently subject to exact measurement.
2. There is no simple solution to this complex problem of drug abuse and no one individual or organization has the ultimate solution to the problem.
3. The drug abuse field, which has evolved rapidly in recent years, no longer is limited to the older drug addict but today is seeking ways to cope with the significant challenge of rehabilitating massive numbers of teenage drug experimenters largely through a social frame of reference aimed at behavior problems rather than a more traditional medical or psychiatric approach.
4. The field of drug abuse treatment, rehabilitation and prevention is too new to empirically or emphatically make judgements of any single approach. The state of the art is even less capable of giving definitive evaluations of any recent innovative technique or modification within the already untested field. Thus, no new ideas or methods should be denied or discarded unless patently harmful or useless. Conversely, any program should be willing to be subjected to constant evaluation of methodology. These evolving programs should be willing to change and seek change, and respond to the demand for flexibility when new knowledge is apparent.
5. The many drug abuse programs located in Dade County have, since their inception, steadily improved the quality of their programs and have developed cooperative working relationships which makes each more effective.
6. The constructive aspects of the present Seed program are, without a doubt, proving beneficial to a substantial number of young people and their parents and the program does not seem to be having serious negative effects on many of the youth involved. The scope of intensity of parent commitment through the open meetings, the foster home program, and the enthusiastic voluntary promotion of the Seed, is extremely impressive. This significant commitment by many parents to the Seed program not only suggests that the program is meeting felt needs of these families and their children but also undoubtedly reflects the need for help and even desperation experienced by parents of drug involved children.
7. The development and operation of a Seed-type program in Dade County which is directed towards a defined population of youthful drug experimenters and non-addictive drug users would seem to be in the public's best interest.

8. Any drug rehabilitation program operating in Dade County should maintain certain basic standards of operation. An expressed attempt to achieve these basic standards should be agreed to by any program wishing to obtain state licensing or community support in Dade County. If substantial progress towards achievement of the agreed upon goals is not reached within 6 months, then the program's license should be revoked.
9. The Committee takes note of the action of the Metropolitan Dade County Commission (sitting as the Dade County Port Authority) on October 7th in which they agreed to the Seed program's desire to use a County owned facility located at the Opa Locka Airport and presently leased to the Goodyear Company, as the location for the operation of the Seed program in Dade County.

In view of the Committee's conviction that a Seed-type program has the potential of meeting the felt needs of certain Dade County parents and their drug involved children, plus being aware that several hundred Dade County youngsters and their parents are now participating in the Broward Seed program, the Committee, therefore, recommends:

1. That the Seed program be encouraged in its expressed desire to initiate operation in Dade County.
2. That the Seed program be required to meet all the standards of licensing under the State Drug Abuse Program and the approved Health Planning Council Drug Abuse Program guidelines (refer to Appendix "C") for rehabilitation programs.
3. That the Dade County Comprehensive Drug Abuse Program proceed with the proposed evaluation of the effectiveness of the Seed program on 100 Seed participants as requested by the County.
4. That the Seed program should base its reports upon well-documented records.
5. That the Seed program indicate a willingness to participate constructively in presently developed interagency cooperation and community planning activities.
6. That each local drug abuse program operate under the policy direction of a Board of Directors appropriately representative of the community.

EXPRESSED CONCERNS ABOUT A SEED PROGRAM IN DADE COUNTY

A. Concerns about the techniques and method.

1. Will there be any future harmful effect on the youths from this intense confrontation and confession technique or from the establishment of a cult and its potential for social ostracization and maladjustment at a later date when returned to normal society?
2. Does the transfer of the source of decision-making from the individual to the peer group actually occur and is this desirable or harmful?
3. Is it wise to mix persons of varying ages, degrees of drug involvement and psychological problems into one treatment group?
4. Are the Seed rehabilitation effects of a lasting nature or short lived?
5. Does the Seed program appreciably change the environment of the subject and his family in a form which has lasting effects?
6. Can peer pressure accelerate, emphasize or mask a severe emotional disturbance?
7. Are the youths verbally participating and saying the right things in order to be graduated and leave the repressive atmosphere, or are these expressions and changes sincere and genuine?
8. Has becoming a Seedling attained a special status so as to encourage or exaggerate claims of drug usage in order to become a member or more active participant?
9. Should there be more careful selection of foster homes?

B. Concerns about the success rate.

1. Is the claim of 90% success rate valid?
2. Are records available which can substantiate any success rate?
3. What is the short, intermediate and long-range success rate for graduates of the Program?
4. Can lasting rehabilitation be accomplished in such a short time as claimed?

C. Concerns about the staff.

1. Can a staff of almost all non-professionals effectively rehabilitate the client population?

2. Are non-professional staff members capable of recognizing and dealing with serious pathology?
3. Is the Director , Mr. Barker, an essential element of the success or can the techniques be accomplished under someone else's direction?
4. Can the Director be expected to cooperate with other social agencies and drug rehabilitation efforts if invited into Dade County?
5. Are the demonstrated personality manifestations of the Director a liability or an asset, or an inconsequential element in working with adolescents?

D. Concerns about finances.

1. What is the actual cost of Seed operations and the cost per client?
2. What is the actual income and expenditure of the program?
3. Is the budget open to audit and public scrutiny?
4. Is the public being misled by claims that 90% of the clients are successfully rehabilitated and at a stated cost?

E. Concerns about the target population.

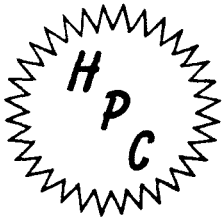
1. Can this technique be successful for hard-core addicts?
2. What is the population group most amenable to this treatment method?
3. Which groups of drug abusers require more than offered at the Seed; which clients benefit most from the Seed; and which graduates retain their success the longest?

F. Concerns about a Seed program in Dade County.

1. Can any local drug rehabilitation program incorporate the proven techniques of the Seed?
2. Will present drug rehabilitation programs suffer in their fund-raising and other community support activities as a result of the publicity which surrounds the Seed?
3. Will Mr. Barker's demonstrated lack of cooperation have a negative effect on a total drug rehabilitation program effort in Dade County?
4. Will other drug rehabilitation programs suffer by association if the Seed should receive bad publicity?
5. Is a competitive element necessary among drug rehabilita-

tion programs in order to sharpen methods, expand knowledge and prevent stagnation?

6. Is the program duplicatable or imitable?
7. Is there an existant agency in Dade County willing to undertake a Seed-type program?
8. Is the Director of the Broward Seed program likely to be spread too thin with expansion, possibly decreasing the benefits available in any single location?
9. Is the presence of this type of technique likely to be used as an instrument of threat against youths with attitude problems and be rejected by all youths as a further example of imposition of behaviorial codes?
10. Is the Dade County School Board able to legally provide excused absences in lieu of suspension during treatment in this or any rehabilitative program?
11. Is the effectiveness of the program empaired by mixing persons convicted of crimes with "attitudinal" problems?



Comprehensive Health Planning Council of South Florida

3000 biscayne boulevard / suite 312 / miami, florida 33137 / phone 305 / 573-0220

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TO: HPC Drug Abuse Task Force
FROM: Agency Committee
RE: Guidelines for Drug Abuse Programs in Dade County

Drug abuse treatment, rehabilitation, education and prevention must be based on a flexible multi-faceted approach. It has been long recognized that the drug abuser does not fit neatly into a single descriptive category nor can any single approach deal adequately with all drug abusers. The wide range of social, psychological, economic and environmental factors which constitute the complex matrix wherein individuals find themselves and manifest dysfunctional behavior mandates the need for variety of approaches. To close the options presently available in deference to any single approach would not correspond to present knowledge in the field nor would it do justice to the years of work it has taken to engender an acceptance of the doctrine of individual differences.

There tends to be a natural inclination on the part of persons who work within drug treatment facilities and indeed elsewhere, to feel they have a corner on the truth. This is a natural in the sense that a person over the years is confronted by only a limited number of treatment methods or approaches and due to the pressures of time may have little opportunity to go beyond that particular frame-of-reference. This circumstance does not preclude, however, the validity of other approaches to the treatment of drug abusers nor does it hold any one approach to be sacred and unquestioned.

The Health Planning Council is a voluntary, non-profit organization dedicated to assisting the community in identifying and meeting its health needs through research, coordination, goal-setting and implementation.

The relative parochial nature of drug abuse treatment approaches almost mandates the conscious willingness to actively seek out communications with a variety of individuals, both professional, paraprofessional and non-professional in an effort to expand the parameters of knowledge, methods, and approaches to the treatment of drug abuse. It is only through such active information seeking behavior that allows an individual to grow programmatically and learn from the experience of others.

It is also the position of the Agency Committee that any drug abuse program in Dade County be subject to all requirements mandated under the State of Florida Senate Bill No. 438, Chapter 71-222, without exception. It is believed that these requirements offer the only rational alternative for offering program accountability to the community and evaluation of program effectiveness.

Evaluation necessarily requires several factors:

First, the Agency Committee feels there is the need for an explicit statement of the population to be served. It is unrealistic to assume that any single program can deal effectively with all age groups and problem areas. For clear communication with the public at large it is, therefore, necessary to present an accurate picture of who can most meaningfully be anticipated to benefit most from the program. If you know the parameters of who you are serving there is a far better opportunity to evaluate measures of effectiveness for the group.

Second, the Agency Committee feels definite criteria should be designated and utilized as to what the treatment center feels are reasonable measures of their effectiveness in rehabilitating the drug abusing population stipulated by their target group. For scientific, verification, and replicability purposes the criteria should be made as measurable and quantifiable as possible. It is felt that the public will no longer tolerate vague, ambiguous, and often meaningless measures of effectiveness offered by individual drug abuse programs. To carry out this task, it is necessary to explicitly define terms such as success, failure, graduate, split and, etc., as used in each individual program. Once this is done, it is vital to state how

measurements will take place and what instruments will be utilized for documentation purposes in order to prove the efficacy of treatment methodology.

Third, the Agency Committee recognizes that from a sound therapeutic and administrative standpoint that client record keeping is vital. Not only does it offer documentation as to the population and numbers of people served, it is also a valuable research instrument. Therapeutically, it is mandatory that the dissemination of client treatment information to the therapeutic staff take place on a scheduled basis in order to insure sound treatment planning. In addition, client records are necessary in order for new personnel to acquaint themselves with the client population. Without appropriate client records, this task is impossible and thus demeans the treatment process. Sound client record keeping should include but not be limited to intake, evaluation services rendered and valid documented follow-up procedures. All of these factors are necessary for quality care.

Fourth, the Agency Committee recognizes that a program is only as good as the services it provides the clients. This makes the delivery of the services extremely important. Qualifications for staff members should be delineated and their job functions defined. As a point of interest, all the programs in Dade County have found the blend of professional clinicians with different backgrounds and experience to be most beneficial.

Fifth, the Agency Committee feels financial accountability is mandatory to insure credibility in the eyes of the community. This means accountability for all funds received whether governmental, public and private. This is vital if the public's trust and support is to be maintained and grow.

Sixth, the Agency Committee urges all drug abuse programs who operate in Dade County are to participate in the Drug Abuse Agency Committee. Since communication is so important especially in such a complex field, it becomes even more important for drug abuse people to deal openly with one another. The exchange of information and

therapeutic approaches can point out to others what has worked and not worked in presently existing programs. This should help in reducing wasteful activity and increasing the selection of factors proven successful programmatically.

Seventh, the Agency Committee is committed to the view that each agency in the drug rehabilitation field be available as a training resource and avail itself of training resources on a regularly scheduled basis. There is much to be gained by cooperative training approaches by the licensed drug abuse programs.

This document represents the Agency Committee's position on drug abuse rehabilitation resources in Dade County. It is felt that such a position is applicable to all drug programs presently operating or contemplated.

REPORT OF THE EVALUATION OF THE SEED

October, 1972

The intent of the legislature in creating the Department of Health and Rehabilitative Services Drug Abuse Program was to "provide a comprehensive program of human renewal for drug dependents in rehabilitation centers and aftercare programs." In order to accomplish this goal, mechanisms were instituted to assist community programs to develop in such a way as to offer maximum service in the area of greatest need. This is accomplished in part through the authority to coordinate, develop and license these programs. Very close cooperation between central office and regional staff of the Department of Health and Rehabilitative Services Drug Abuse Program and community programs is required. Annual evaluations are conducted for the purpose of licensing and, in addition, statistical reports are furnished to the state authority to determine the scope of the effectiveness of any program. Progress reports are also supplied to all federal funding sources. The Seed is one of the 93 drug abuse programs licensed by the Department of Health and Rehabilitative Services Drug Abuse Program. But for many reasons, more publicity, controversy and misinformation has developed around this program than any other in the State. In order to correct this misinformation, hostile criticism and the spreading controversy over the policies and plans of the Seed, an evaluation committee was appointed by Mr. Frank D. Nelson, Director of the Department of Health and Rehabilitative Services Drug Abuse Program, to study the problem. The Committee members were chosen to represent the fields of health, mental health, social welfare, drug programs, administration and the legislature. In addition, two staff members of the Department of Health and Rehabilitative Services Drug Abuse Program were assigned to the Committee. Committee members were furnished with some basic factual information about the Seed as well as samples of newspaper articles representative of the issues. The evaluation was planned with Mr. Art Barker, Director of the Seed, and the on site evaluation took place on August 10, and 11.

The Committee spent these two days at the Seed inspecting the facility; talking with Mr. and Mrs. Barker and Sister Theresa, who is professionally trained in guidance and counseling; hearing statements from many parents and staff trainees; attending both day and evening rap sessions and listening to admissions of everything from illegal behavior, including drug abuse and selling, to having an attitude problem; and most important of all, talking with groups of young people currently in the program.

The Seed is a non-residential drug abuse treatment program focusing on the rehabilitation of young (average age 16) poly drug abusers. Approximately 20 of some 90 drug abuse programs in Florida are oriented toward the youthful drug abusing population. Each program relies on peer group pressure, many involve parents, none

use foster homes to the extent that the Seed does, and each has its own unique approach and contribution to make. The Seed has several sources of funding; \$177,000 from the National Institute of Mental Health, \$35,000 from the Law Enforcement Assistance Act, and the balance from units of local government and private donations. Many of the young people in the program have been referred by the Broward County schools (875 in 1971-72), and by courts in both Broward and Dade County.

Applicants accepted by the Seed are placed on a 12 hour a day regimen, from 10:00 a.m. to 10:00 p.m., for an initial period of 14 days for voluntary admissions and 30 days for court placements. The daily routine consists of morning, afternoon and evening rap sessions with approximately 500 to 600 participants conducted by a staff member using a microphone. Discussions center around such topics as relations with parents, friendship, loneliness, etc. While in this intensive initial phase of the program, members live in foster homes provided by families having a child in the later phase of the program or who has completed it. Parents are further involved in the treatment process by attending evening meetings twice a week. Many parents volunteer their professional services and skills, prepare meals twice a day, and furnish transportation to and from the program. Upon successful completion of the first phase, the member (or "Seedling") is required to attend evening rap sessions three nights a week and one full day on the weekend. He may have returned to school or job and perhaps to his own home. The decision is made by the staff and is based upon the individual's circumstances.

At the conclusion of the site visit, each Committee member prepared a written report of his own reactions regarding The Seed. The following statements summarize the committee's impressions and recommendations based upon their own direct observations of the operation of the Program during the two day site visit and do not include information from client records to which they were denied access at that time because Mr. Barker felt the records were confidential and should not be made available. Subsequent to the visit of the committee and the preparation of the report, the client records were examined by staff members of the Office of Drug Abuse.

A SUMMARY OF COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

1. This program appears to have a great deal to offer young poly drug users and is utilizing the resources of the community optimally in its effort to help young people. Some outstanding strengths of the program are based on the principle of guided group interaction and positive peer group pressure. These techniques are used to instill awareness of individual responsibility, direct the individual toward goals, and orient him toward love and "turning on to life." This process is aided by removing the individual from the environment which contributed to his drug problem and by early involvement of his parents and family. The committee was impressed by the degree of interest and participation on the part of the parents which consisted of taking other children into their homes; preparing food seven nights a week; car pooling those not having transportation; serving on committees necessary for continuing the operation, as well as expanding the program as much as possible in order to provide help to others; providing medical and nursing care at no compensation.
2. Mr. Barker's relationship to other programs in the community and in other counties has become strained because of his claims of success and because of the unwillingness to recognize that they too have a contribution to make in rehabilitation and prevention of drug abuse. The attitude that has developed on both sides has created a climate in which intelligent referrals from one program to another, cooperation in the utilization of local, state and federal resources has dwindled. In addition to his negative attitude toward other drug programs, he indicates loss of faith in the school system and law enforcement by suggesting the members of these professions are contributing to the drug dependency problem thru providing of drugs to the young people of the community. The committee feels that this is unnecessary for rehabilitation of this young group.
3. The impact of reaching five or six hundred young people is somewhat reduced if they cannot participate in the group session. A smaller group would afford more opportunities for each individual to take part in the discussion as well as receive more attention from the counselor or group leader.
4. It is probably true that young people who have lived with the drug scene and have successfully completed a drug rehabilitation program and are now drug free are well qualified to serve as counselors. However, exposure to other treatment modalities, additional inservice training, and continued supervision and consultation by professionals would enable them to offer much more to the clients.
5. The evaluation committee was impressed with the caliber and stature of community leaders who were presented to attest to the merits of the Seed Program, but regretted that they were disallowed the privilege of speaking individually to clients within the program.

6. Client tracking procedures and other types of record keeping appear to be adequate for the operation of the program, however, subsequent examination of the records by the staff revealed that in some cases information was absent which would improve the ability of the program to follow its clients after termination. (See Analysis of Records). All terms should be well defined regarding the nature of the client population, criteria used for graduating a child from one phase of the program to another, the status of persons completing the program, and information about clients who leave the program including at what point and for what reasons.

(Attached hereto is an analysis of a random sample of the records of "The Seed" as prepared by the Staff of the Office of Drug Abuse.)

Analysis of Records

Although the Committee learned alot about the program through direct observation of its operation, it was the consensus of the members that the report could not be complete without an examination of client records. Therefore, arrangements were made with Mr. Barker for Mr. Moffett and Mr. Durban from the Central Office staff of the Department of Health and Rehabilitative Services Drug Abuse Program and Mr. Emenheiser, Regional Coordinator, to spend September 28, and 29 examining the records. A scheme was developed for selecting a random sample of approximately 300 client records from a total file or approximately 2,000 records which dated back to the early days of the program in August, 1970, and a recording form with instructions for use was designed. (See Attachment) The identity of the client was not recorded and all reporting is in aggregate statistics. Mr. Barker and his staff were most cooperative and assisted the researchers in every way possible. The data collected was computerized and analyzed by the research staff of the Department of Health and Rehabilitative Services Drug Abuse Program. Frequency counts were obtained for each of the variables enumerated. Each variable was cross tabulated against the reason for the client leaving the Program, that is, whether it was successful completion or for any other reason.

The age, race and sex of each client was recorded as well as the location of his home and how he was referred to the Seed. We were interested in knowing how long he had spent in the Program and whether or not he had previously recieved any help with his problem. The number of arrests and convictions were also recorded. Information was obtained about the drugs used; the degree of involvement with the drug was determined by the length of time the drug was used. In addition to obtaining a count of those persons successfully completing the Program, we recorded those who had left the Program for any other reason including: leaving without approval; being dismissed by the Program; being referred elsewhere, including to other drug programs; being institutionalized, that is, in jail, in a hospital, in a mental institution; or for any other reason. It was also noted whether the client left the program for any of the above reasons during the initial intensive 10:00 a.m. to 10:00 p.m. phase; during the second phase when a client attends three evenings and one day on the weekend; or during any other period. We were particularly interested in any method the Program had developed for following its graduates. We, therefore, asked for the date of last contact with a client who had left the Program and then whether he was living at home, in school, working, on the staff of the Seed, or whether he had become reinvolved with drugs.

Client Population Characteristics

The ages of the clients in the Seed ranged from nine years to thirty years with 68% of the clients being 17 years old or less. 95% are 21 or under. Race was not recorded in all instances, in fact, this information was not available in 40% of the records examined, but of those recording race, 96% were white and 4% black.

There are approximately 53% males and 47% females. 75% of the people or 203 came from Broward County; 30% coming from Ft. Lauderdale, 13% from Pompano and 19% from other cities in Broward County, 12% or 33 clients came from Dade County; and 35 or 13% came from all other locations including out of State.

Time in Program

The time spent in the Program varied from one day to 270 days. Approximately 10% of the people stayed in the Program less than one week. Another 3% remained for one to two weeks. Another 10% stayed as long as 30 days. Altogether 23% of the clients stayed with the Program less than one month. 20% of the client records examined showed that the individual was still in the Program. Another 30% had been in the Program from three to nine months with no information obtained from 7%.

Referral Source

Clients come to the Seed from a variety of sources. These statistics indicate that their own outreach program is the primary source of clients with 23% being referred by a Seedling currently in the Program, a friend, a sibling, or self-referred with knowledge of the Program being obtained from the news media. The next two major referral sources are the courts with 14%, and the schools with 13%. Parents bring about 9%, with the Division of Youth Services counselors and the Police being other referral sources. In 29% of the cases, the referral source was not identified.

Previous Help

Very little information was obtained about whether a client had received any previous help; whether from another drug program or some other source of help. 5% had been in a drug program previously, 13% had had other kinds of help, about 9% had never sought help before, but there was no information on this question in 72% of the cases.

Arrest and Conviction

Most Seedlings, 36%, have never been arrested; 25% had been arrested once; and 14% have been arrested twice. This accounts for 75% of the people in the program although two people had been arrested more than twice. There was no information on 16% of the cases. 156 people or 58% had had no convictions, 12% one conviction with no information on 24% of the people.

Drug Used

The data on the type of drug used revealed a population of poly drug users; that is, people who have used more than one drug. 170 people or 63% of the clients had used multiple drugs excluding heroin. 16% had used multiple drugs including heroin. Another 1% had used heroin only. No one had used amphetamines only, only one person had used hallucinogenic drugs only, 23 people or 9% had used marijuana only and 1% had used barbiturates only. Use

of other drugs such as alcohol, glue and other solvents, and cocaine were reported used by approximately 3%. No information was obtained on drug usage in 7% of the cases. As to the degree of involvement with drugs as measured by time used in months, 11% of the people had used drugs for six months or less; 16% had used drugs for 7 to 12 months. 35% had used for one and half to three years; 16% had used drugs in excess of three years; with 4% using drugs from five to eight years. In 20% of the cases, the length of time the person used drugs was not indicated. 17% of the people were admitted to the Seed Program for an attitude problem only and reported using no drugs at all.

Termination

112 people or 41% of the cases were recorded as successfully completing the Program; 45% left the Program for some reason other than successfully completing it; 16% were institutionalized, that is they were in a jail, prison, hospital, or mental hospital; 4% were referred to another helping source; and 3% were dismissed. 58 people or 21% left the Program for other reasons. Of these, 43 people or 80% were removed from the Program by their parents. In 14% of the cases, no information was given as to reason for termination. 22% of the people leaving the Program for any reason, including successfully completing it, left during the initial 10:00 a.m. to 10:00 p.m. phase. 25% left during the second phase and 40% at some other time. No information was provided as to time of termination in 13% of the cases.

Follow-up

Follow-up information was unavailable from the records in 244 or 90% of the cases. In 20% of the cases, or 55 of the 271, the client was currently in the Program, so no follow-up information would be appropriate. Of the 216 people who had left the Program for any reason, 11 were in school, 4 were working, 3 were on the staff of The Seed. One individual who had been reported as successfully completing the Program, was found to be living at home but using drugs on follow-up.

Relationship of Reason for Termination With Other Variables.

In order to identify any variable which might be highly correlated with successful completion of the Program, or for some other reason, each variable was cross tabulated with reason for termination. Age, race, sex or city of origin do not appear to have any bearing on either success or failure in the Program. When referral source was cross tabulated with successful completion of the Program, approximately 47% of those successfully completing the Program were referred from sources other than school, parents, or the courts. An examination of the category "Other" revealed that 23% were the result of the Program's own outreach efforts; 47% of those successfully completing the Program had never been arrested and 23% had been arrested once. 75% of these people had never been convicted of a crime. 72% of the people successfully completing the Program had used a variety of drugs excluding heroin. 21% had used heroin

either by itself or in combination with other drugs. Of the people successfully completing the Program, 64% had used drugs (any type) for less than one and a half years. 53% of those who left the Program for any reason had also used drugs for less than one and a half years. 44 people or 17% of the cases sampled were admitted to The Seed for an attitude problem only. Data regarding reason for termination was available on 35 of these individuals and revealed that 50% of those with only an attitude problem successfully completed the Program during any phase as follows: 16% completed it during the initial 10:00 a.m. to 10:00 p.m. phase; 26% during the second phase and 56% successfully completed the Program at some other time. Of those individuals leaving for all reasons other than successful completion of the Program, 30% left during the initial phase, 32% during the second phase and 38% at some other time.

All frequency counts are based on an analysis of 271 records. Wherever information was unavailable in a large number of cases, this is indicated. Cross tabulations between reasons for leaving the Program and each of the other variables is based on a varying number of cases either because no information was entered on the record or because the variable is not appropriate for every individual. For example, persons admitted to the Program with a drug problem would be excluded from the category of those admitted with an attitude problem. In order to check the sampling system, a sample of 60 cases was drawn using a different method. An analysis of these data revealed no significant difference from the sample of 271. (See Attachment)