



**EVALUATION OF THE
DISPROPORTIONATE MINORITY
CONFINEMENT (DMC) INITIATIVE**

Iowa Final Report

**U. S. Department of Justice
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Office of Juvenile Justice and
Delinquency Prevention**

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EXECUTIVE SUMMARY

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The disproportionate minority confinement (DMC) mandate of the Juvenile Justice and Delinquency Prevention (JJDP) Act requires states to develop and implement strategies to address and reduce the overrepresentation of minority youth in secure facilities. In an effort to facilitate compliance with the mandate, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsored demonstration projects in five pilot states. In Phase I of OJJDP's DMC Initiative, each pilot state assessed the extent of DMC in its juvenile justice system. In Phase II, each state designed and implemented strategies to address the disproportionate representation identified in Phase I. The Initiative also included a National Evaluation to document the lessons learned, identify key factors in the success of state and local efforts, and determine the efficacy of different interventions in reducing DMC. At the request of OJJDP, Caliber Associates, in conjunction with state representatives and Portland State University, conducted the National Evaluation, consisting of separate evaluations of each pilot state and one non-pilot state. This report presents findings from the evaluation of the Iowa DMC demonstration project, which began in mid-1991, prior to Iowa's selection as a DMC pilot site, and concluded in the Spring of 1995.

METHODOLOGY

The evaluation of Iowa's DMC Initiative consisted of a state-level process evaluation and an evaluation of the Phase II community demonstration intervention. The state-level process evaluation consisted of qualitative analysis of project documents from Phase I research and findings and Phase II planning activities and interviews with key DMC participants on Phase I issues and Phase II planning, development, implementation, and monitoring issues. The evaluation of the Phase II community demonstration project consisted of quantitative analysis of incidence data; qualitative and quantitative analysis of program operations data; measures of participant satisfaction; and qualitative analysis of interview and focus group data obtained from program staff and community representatives who discussed their perceptions, attitudes, and knowledge of the programs, as well as broader issues pertaining to minority youth.

IOWA'S DMC INITIATIVE

Iowa's Phase I research efforts focused on defining the extent of minority overrepresentation within secure settings. Research efforts included conducting a statewide assessment as well as a more intensive analysis of data in four pilot counties: Black Hawk, Polk, Scott, and Woodbury. These counties have the largest minority populations in the state. The analysis of juvenile confinement data revealed that during the 1992 state fiscal year, minority youth were over-represented in jails, lockups, juvenile detention facilities, state mental health institutes, and the boys' state training school. Furthermore, the length of stay in juvenile detention facilities, state training school, and state mental health institutes varied among minority groups. Quantitative analysis of case processing data from the four pilot counties revealed that race/ethnicity affected decision-making within the juvenile justice system depending upon the stage of the process and the county. Additionally, these analyses uncovered unintentional biases in the decision-making process and revealed that social and community factors significantly contributed to the disproportionate representation of minorities in the juvenile justice system. Participants in town meetings conducted in the four pilot counties, identified factors contributing to DMC, including a lack of economic and social opportunities, a lack of minority staff working within the justice system, and ignorance of minority cultures among educators and service providers. Analysis of interviews with African American youth who were on probation or within state institutions revealed that, although blatant racism was rare, cultural prejudice or ignorance was rampant among justice system personnel.

Once the Phase I research on overrepresentation was completed, the Iowa DMC team developed and implemented its Phase II plans, which focused on community problem identification and community problem solving. Through a competitive process, the Iowa DMC team selected the Jane Boyd Community House to receive funding as the Phase II community demonstration project. The Jane Boyd "Positive Youth Development Project" (PYDP) is based on a "wrap-around" services model. The PYDP is a comprehensive, multiagency effort to reduce criminal and delinquent activity among youth. The PYDP provides primary delinquency prevention to minority youth as well as family services. The PYDP also advocates on behalf of youth and families in the community and seeks to strengthen the neighborhood through citizen action and collaboration with public providers of family services. The evaluation revealed that the PYDP served a significant number of families and individuals, referring family members for needed services to both PYDP and to outside agencies. In addition to the PYDP, Iowa's DMC Initiative also included minor financial support for four other community demonstration projects that had already progressed in organizing and planning DMC-

related efforts.

LESSONS LEARNED

A primary objective of the state demonstration projects is to provide opportunities for other states and locales to learn from the pilot state experiences. To this end, the evaluation of the Iowa DMC Initiative identified several lessons learned from state and local efforts. Iowa's Phase I planning demonstrated the consensus-building value of investing in quality research. The Phase I research provided the DMC Committee a platform for discussing the status of DMC in the state, not just in confinement, but in the systemic structure that leads to confinement as well. The search for causes of systemic DMC is a separate challenge for consensus. Phase I Committee members offered explanations about the causes of high levels of DMC. One explanation holds that the causes of DMC are chiefly due to the juvenile justice system reflecting the racism of the larger community and that the justice system must be reformed to reduce DMC. The other explanation holds that DMC is caused by socio-economic factors beyond the control of the juvenile justice system and the government, and even if racism disappeared, youth from the lowest economic class would continue to be disproportionately confined. Finally, the Phase II activities demonstrated that even small community programs can effectively pursue different approaches to the reduction of DMC. The PYDP multiplied the impact of its efforts by advocating for minority youth and their families; collaborating with juvenile justice agencies, other public agencies, and community non-profit organizations; and developing alternative resources, such as culturally sensitive delinquency treatment.

FUTURE PLANS

The structure for future DMC efforts in Iowa has been established with the creation of the DMC 2000 strategy. The goals of DMC 2000 are to enhance prevention and diversion programming; expand community-based alternatives to secure detention; effectively monitor juvenile justice system activities and outcomes; review decision-making policy, legislation, and practice; and develop and provide culturally appropriate training. The evaluation found that the DMC 2000 strategy is technically sound, energetic, and appears to be an appropriate "flagship" for revitalizing, channeling, and focusing the DMC Committee's efforts.

I. INTRODUCTION

I. INTRODUCTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsored, in five states, demonstration projects that were designed to address problems of Disproportionate Minority Confinement (DMC) within the juvenile justice system. This report presents findings from the evaluation of the Iowa DMC project. This chapter presents relevant background information, an overview of the Iowa demonstration project, and the purpose and organization of the report.

1. BACKGROUND

Findings from a large body of literature suggest that disproportionate minority confinement occurs within many juvenile justice systems across the nation. Recent congressional legislation requires states to assess the extent of DMC in their juvenile justice systems and to develop and implement strategies to address DMC problems that are found. OJJDP's DMC initiative seeks to assist states to comply with the mandate. The initiative includes support for the development and implementation of DMC projects in five pilot states, including Iowa. The DMC initiative also calls for evaluation of pilot state projects to help OJJDP determine the best methods for assisting states to comply with the mandate, as well as to suggest strategies and provide useful lessons to non-pilot states that are developing and implementing DMC projects of their own. The following paragraphs provide a summary of the DMC literature followed by a more detailed description of the OJJDP DMC Initiative.

1.1 Summary of DMC Literature

Disproportionate minority confinement is defined by OJJDP as a ratio of "the share of the juvenile justice population that is minority relative to the share of the at-risk population that is minority." Since the late 1960s, scores of researchers have published studies assessing the extent to which DMC exists within the juvenile justice system. Approximately two thirds of all published studies found evidence of DMC (Pope and Feyerherm, 1992). One third of the studies, however, did not find evidence of DMC. Researchers note that inherent methodological difficulties contributed to the inconsistent findings. Another factor contributing to the inconsistent findings may be that most DMC studies were restricted to one stage in system processing (Bishop and Frazier, 1988). Such an approach, several authors contend, fails to measure the "cumulative disadvantage" to minority youth within a juvenile justice system. Although race may have a small, statistically insignificant effect on decision-making at particular

stages, race may still have a significant, cumulative effect on the juvenile justice system outcomes overall (Zatz, 1987).

Approximately one third of all DMC studies found an overall pattern of DMC, while an equal proportion of studies found DMC only at particular points within the juvenile justice system (Pope and Feyerherm, 1992). Many researchers believe that DMC is most pronounced at the "front end" of the juvenile justice system, yet few DMC studies have focused on the front end (Conley, 1994). Measuring the racial bias that occurs when police officers decide which juveniles to question—or when citizens, social workers, and school officials decide to alert authorities to delinquent behavior—is fraught with methodological challenges (Sampson, 1986).

Studies finding evidence of DMC typically ascribed its causes to either: (1) systematic racial bias against minority youth within the juvenile justice system or (2) more serious and/or more frequent offenses being committed by minority youth. Both explanations were considered legitimate in the Federal DMC legislation which was developed, in large part, to answer the research findings summarized above.

1.2 OJJDP's DMC Initiative

The 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act included a requirement to states participating in the OJJDP Formula Grants Program to address the growing problem of the disproportionate confinement of minority youth in secure facilities. The 1992 amendments to the JJDP Act included a mandate requiring the states to assess the level of minority youth confinement in their juvenile justice systems and to implement strategies to reduce disproportionate representation. To facilitate states' ability to comply with this mandate, OJJDP established the Disproportionate Minority Confinement Initiative. Through a competitive process, OJJDP selected five states—Arizona, Florida, Iowa, Oregon, and North Carolina—to receive training, technical assistance, and financial assistance.

The DMC Initiative was designed to include two 18-month phases. During Phase I, each of the five pilot states assessed the extent of disproportionate representation in its juvenile justice system, and reported the findings to OJJDP. During Phase II, the pilot states designed strategies to address the disproportionate representation problems identified during their Phase I assessments.

Phase II includes a National Evaluation of the DMC Initiative. OJJDP has requested that Caliber Associates design and conduct the evaluation in collaboration with pilot state representatives and the national technical assistance providers from Portland State University. The National Evaluation will include separate evaluation reports on each pilot state and one non-pilot state. To complement the pilot states, the National Evaluation will include the State of Michigan, which developed and implemented a DMC plan without OJJDP support. The inclusion of Michigan will provide a more robust picture of state efforts to reduce minority overrepresentation.

The objectives for the National Evaluation are to document the lessons learned and factors key to the success of state and local efforts, as well as to determine the efficacy of different types of interventions in reducing the degree of disproportionate representation. The evaluation findings will be incorporated into training and technical assistance manuals, which OJJDP will disseminate to all states as a resource that will assist their planning and implementing approaches to reduce the disproportionate representation of minorities in the juvenile justice system.

2. IOWA DMC DEMONSTRATION PROJECT

The Iowa DMC demonstration project was conducted in two phases. To provide a context for the evaluation report, the Iowa DMC Phase I and Phase II activities are summarized below and described in more detail later in this report.

2.1 DMC Phase I Research

During Phase I of its initiative, the Iowa Department of Human Rights' Division of Criminal and Juvenile Justice Planning (CJJP) assessed the extent of disproportionate representation in the state's juvenile justice system. This research effort included a statewide assessment of minority youth overrepresentation and an intensive analysis of data in four pilot counties: Black Hawk, Polk, Scott, and Woodbury. These counties have the largest minority populations in the state.

CJJP's analysis of statewide data revealed that minority youth were over-represented in jails, lockups, juvenile detention facilities, state mental health institutes, and the boys' state training school. Specifically, Native Americans and African Americans experienced longer stays at the state training school than Anglo youth; African Americans experienced longer stays in state mental health institutes than Anglo

youth; and African Americans and Hispanics/Latinos experienced longer stays at juvenile detention facilities than Anglo youth.

Analysis of case processing data from the four pilot counties indicated race effects that varied by county. The influence of race or ethnicity also varied at different stages of the juvenile justice system. Analysis of qualitative data collected in each of the four counties indicated that unintentional biases were evident in the juvenile justice decision-making process.

The analyses of data collected at town meetings held in each county and data from interviews with minority youth involved in the juvenile justice system identified other factors that contributed to the overrepresentation of minority youth in the system. These factors included a lack of:

- Minority staff in both line and management positions within the juvenile justice system
- Recognition by juvenile justice system workers of the unique culture of minority youth
- Economic and social opportunities for minority youth.

Following completion of the Phase I background research on minority youth overrepresentation, the CJJP project team began Phase II of its initiative: developing and implementing plans to address the problems identified by the research findings.

2.2 Iowa's Phase II Initiatives

To address the problem of minority youth overrepresentation in the juvenile justice system, CJJP developed an array of initiatives. These initiatives included:

- Funding a pilot community program to provide prevention and intervention services targeted at minority youth
- Providing planning grants to the four pilot counties that participated in the Phase I data analysis
- Implementing a state-wide cultural competency training program.

These three initiatives are briefly described below.

Community-Based Intervention

CJJP solicited proposals from counties and agencies to receive funding to implement a community demonstration project. CJJP selected the proposal from Cedar Rapids's Jane Boyd Community House. Jane Boyd's Positive Youth Development Project (PYDP) targets the Wellington Heights neighborhood in the city of Cedar Rapids. PYDP is supported by a coalition of Cedar Rapids agencies.

PYDP's primary objective is to provide a holistic approach to strengthening the Wellington Heights neighborhood by empowering families and providing prevention and intervention services to parents and their children. The Jane Boyd DMC project was incorporated into PYDP to provide neighborhood children and families with any array of services, delivered in the three ways:

- Specific program services were funded by the new resources obtained from Iowa's DMC grant
- Jane Boyd services targeted to minority youth who were at-risk for juvenile justice involvement were extended
- Additional services were developed or extended through the PYDP coalition of agencies.

Representatives from the coalition formed a task force to oversee the project's provision of family-oriented services to reduce minority overrepresentation in the juvenile justice system.

Pilot County Planning Grants

The four counties that participated in the Phase I research were initially awarded \$10,000 planning grants each. The purpose of the smaller community-planning grants was to provide the individual communities with the opportunity to pursue their unique approaches to reducing the disproportionate representation of minorities in local juvenile justice systems.

Statewide Cultural Competency Training

The Iowa Phase II plans included the development and provision of cultural competency training. This initiative included, (but was not be limited to) curriculum development and the actual provision of training. Other activities focused on providing

support to the revision of personnel manual sections and chapters; efforts were made to blend cultural competency issues, policies, and procedures within appropriate sections of the personnel manual.

3. PURPOSE AND STRUCTURE OF THE EVALUATION REPORT

The purpose of this document is to present Caliber Associates' evaluation findings on the DMC initiative in Iowa. This chapter provided an overview of the DMC literature, OJJDP's DMC initiative, and Iowa's approach to addressing the DMC problem. Chapter II describes Caliber's objectives and methodology for conducting the evaluation. Chapter III presents findings from the state-level process evaluation of Iowa's DMC initiative, and Chapter IV presents findings from the evaluation of the Jane Boyd Positive Youth Development Project. Finally, Chapter V summarizes key lessons learned from Iowa's experience that may be applicable to states developing their own DMC initiatives. Throughout the report, specific agencies or organizations are introduced by name and (in parentheses) by acronym, thereafter, they are referred to only by acronym. To assist the reader, Appendix A provides an alphabetical list of organizations and their acronyms.

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II. METHODOLOGY

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This chapter describes the overall approach taken in the evaluation of the Iowa DMC initiative. The Caliber team working with the state's Division of Criminal and Juvenile Justice Planning (CJJP) and Portland State University developed the overall evaluation approach for addressing Iowa's major DMC-related activities. The overall evaluation approach had the following associated objectives:

- Provide a mechanism for the documentation of all activities funded under the DMC initiative, including a process evaluation plan for state-level activities.
- Develop a tailored evaluation design for the community demonstration projects that would:
 - Provide support to CJJP management for monitoring grantee progress and assessing implementation and operations of each individual grant
 - Provide measures, where practical, of intervention effectiveness.

To meet these objectives, the Iowa evaluation design consisted of two evaluation frameworks. One addressed the total DMC Phase II process, and the second addresses the individual Jane Boyd community demonstration intervention. Specific evaluation activities are described in the sections that follow.

1. STATEWIDE PROCESS EVALUATION

The following sections describe the evaluation design, data collection methods, and analyses for the statewide process evaluation.

1.1 Evaluation Design

The purpose of the statewide evaluation was much broader than normally associated with a process evaluation. The approach did not focus on a specific program or set of activities. Rather, the overall purpose of this evaluation effort was to assess the state and county planning and implementation processes in order to identify factors that contributed to, as well as distracted from, effective decision-making, program planning, and program implementation activities. Specific objectives associated with the statewide evaluation included:

- Define the operating context for the Iowa DMC approach
- Identify and assess responses to the needs suggested by the Phase I data analysis
- Identify and document the processes used by CJJP, counties, and other local agencies to plan, develop, and fund specific interventions.

To meet these objectives, the statewide process evaluation included the systematic collection of information to answer key process evaluation questions. Examples of evaluation questions that guided this investigation included:

- What was the extent of disproportionate representation of minority youth within the Iowa juvenile justice system?
- What were the major factors contributing to the disproportionate representation?
- What problems were identified, and what assumptions were made about the causes?
- What strategies were developed for responding to the disproportionate representation? How were the strategies determined?
- What programs and other interventions resulted from these strategies?
- What were the implementation experiences associated with the programs and other interventions?
- What lessons were learned about how to create change? To what extent can these lessons be generalized?
- What issues remain unaddressed, and what questions remain to be answered, about the effectiveness of Iowa's DMC strategies?

An illustrative evaluation framework, structured around these evaluation questions, is presented in Exhibit II-1, on the following page.

1.2 State-Level Data Collection

For the state-level process evaluation, data sources included project documents and interviews with both key DMC participants, at the state and county levels, and community representatives. Documentation on Phase I research and findings and

**EXHIBIT II-1
EVALUATION FRAMEWORK FOR STATEWIDE PROCESS EVALUATION**

EVALUATION QUESTIONS	INFORMATION NEEDS	INFORMATION SOURCES	DATA COLLECTION METHODS
<ul style="list-style-type: none"> • What was the extent of disproportionate representation of minority youth within the Iowa juvenile justice system? 	<ul style="list-style-type: none"> • Demographic characteristics of youth in JJS • Incidence of minority youth at each stage of JJS process 	<ul style="list-style-type: none"> • Phase I data and researchers 	<ul style="list-style-type: none"> • Document reviews including Phase I data analysis
<ul style="list-style-type: none"> • What were the major factors contributing to the disproportionate representation? 	<ul style="list-style-type: none"> • Factors which influence decisions at each stage in JJS process 	<ul style="list-style-type: none"> • Phase I data and researchers 	<ul style="list-style-type: none"> • Interviews with researchers and CJJP staff
<ul style="list-style-type: none"> • What problems were identified and what assumptions were made about the causes? 	<ul style="list-style-type: none"> • Perceptions and experiences of CJJP and other JJS staff 	<ul style="list-style-type: none"> • Perceptions of JJ system representatives and youth • Perceptions and experiences of state, county local personnel; youth 	<ul style="list-style-type: none"> • Interviews with CJJP and other staff
<ul style="list-style-type: none"> • What strategies were developed for responding to the disproportionate representation? How were the strategies determined? 	<ul style="list-style-type: none"> • Factors that influenced planning and program development decisions 	<ul style="list-style-type: none"> • CJJP staff; county and other local personnel 	<ul style="list-style-type: none"> • Interviews • Project documentation
<ul style="list-style-type: none"> • What strategies were most effective in bringing about change? 	<ul style="list-style-type: none"> • Funding from detailed evaluations 	<ul style="list-style-type: none"> • Jane Boyd, county planning grant evaluations 	<ul style="list-style-type: none"> • Derivative from local evaluation findings
<ul style="list-style-type: none"> • What lessons were learned about how to create change? To what extent are these lessons generalizable? 	<ul style="list-style-type: none"> • Perceptions of CJJP staff; county and other local staff 	<ul style="list-style-type: none"> • CJJP and other staff 	<ul style="list-style-type: none"> • Interviews • Project documentation

<ul style="list-style-type: none"> • What issues remain unaddressed, and what questions remain to be answered about the effectiveness of Iowa's strategies? 	<ul style="list-style-type: none"> • Findings from process evaluation 	<ul style="list-style-type: none"> • Data collected during statewide evaluation 	<ul style="list-style-type: none"> • Derivative from statewide evaluation findings
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Phase II planning activities were obtained from the CJJP DMC team and included:

- A Description and Discussion of Minority Over-Representation in Iowa's Juvenile Justice System
- Juvenile Justice Decision-Making in Iowa: An Analysis of the Influences of Race on Case Processing in Three Counties
- Juvenile Justice Decision-Making in Iowa: An Analysis of the Influence of Race on Case Processing in Scott County
- The Disproportionate Over-Representation of Minority Youth in Secure Facilities: A Survey of Decision-Makers and Delinquents
- Iowa's Phase II Group Application for Discretionary Funding in the Incarceration of Minorities Project
- Categorical Assistance Progress Report; Iowa DMC Project Quarterly Reports.

These documents were reviewed by the evaluation team to enhance understanding of Iowa's DMC initiative and to develop chronologies of events.

In May 1995, a three-person evaluation team made on-site visits to Cedar Falls, Cedar Rapids, Davenport, Des Moines, Eldora, Sioux City, and Waterloo, Iowa to conduct in-depth interviews with key state, county, and community-level leaders and participants in the DMC initiative. A total of 21 interviews were conducted with CJJP staff; members of the Minority Over-Representation Task Force, The Juvenile Justice Advisory Council, the DMC pilot counties, and community-based organizations; and the Phase I researcher.

The interviews explored all of the question areas described above: understanding DMC; Phase I issues, definitions, and findings; Phase II planning; Phase II program development; Phase II implementation; Phase II monitoring; DMC impacts; and DMC "Lessons Learned." All interviews were conducted with semi-structured interview guides tailored to each specific situation. A copy of this interview guide is presented in Appendix B.

1.3 Data Analysis

The analyses conducted were driven by the evaluation objectives. For the state-level process evaluation, project documents were analyzed primarily for background and context information.

To ensure a systematic, comprehensive, and accurate summary of interview data and observation notes, the evaluation team applied content and consistency analysis techniques. These techniques involved recording and tabulating responses from individual interviews and observation notes in a series of matrices. The substance of, or key words from, responses from each data source were recorded in the matrices. Data from each individual source were tabulated by each specific question or topic in order to aggregate the data and make comparisons. The aggregation of data is a structured, but to some extent, judgmental process. Yet the approach yielded an affordable means for providing a reasonably complete and accurate picture of what happened, and why.

2. PILOT COUNTY INTERVENTION

The project selected as Iowa's pilot county intervention was the Positive Youth Development Project (PYDP), operated by the Jane Boyd Community House in Cedar Rapids, Iowa. The PYDP is a collection of activities, services, and interventions, each with their own objectives. Although all of the program components target the Wellington Heights community, many of the services are limited to a specific number of people during the grant period.

Given the wide range of activities, the limited number of youth or parents to be served, and the lack of rigorous controls on program entrants and completers, the PYDP is not an appropriate candidate for an experimental, or quasi-experimental, design. The project lends itself, however, to a series of evaluation activities that draw upon process evaluation methods and effectiveness evaluation measures. This evaluation approach does not allow for a definitive measurement of the project's effectiveness; however, it does support the collection and analysis of multiple indicators of project performance. Specifically, the evaluation for the PYDP provided:

- Monitoring support for state-level grants management

- Project information to support internal project monitoring
- Low levels of project effectiveness measurement.

The project effectiveness data, while not statistically rigorous, is of sufficient quality to inform Jane Boyd, CJJP, and OJJDP of the types of interventions that are most appropriate to different youth, family, and community needs.

2.1 Evaluation Design

The PYDP is comprised of 10 program components. The evaluation team, together with CJJP and the Jane Boyd Community House Director, reviewed these components in terms of their objectives and the measures that could be used to evaluate the achievement of the objectives. This information has been summarized and is presented in Exhibit II-2 on the following pages. This matrix forms the foundation of the evaluation design for the PYDP.

2.2 Data Collection and Analysis

In July 1995, a two-person evaluation team conducted an on-site data collection visit to Cedar Rapids, Iowa. Several types of information were collected in support of the evaluation of the PYDP, including the following:

- Incidence data—number and type of incidents to be affected by the program component. For example, the Law Enforcement Initiative collects number of local criminal events, number of police calls, number of arrests, and other standard law enforcement measures.
- Project operations - quantitative—quantitative data that reflected the level and type of project operations. Examples include: number of participants, number of training sessions, number and type of other project activities, and number of parents in parent groups.
- Project operations - qualitative—in addition to the quantitative project operations data, information that indicated the content of the project component. For example, the curriculum of the Master Teachers Program, the agendas for the Coffee Break groups, and the type of support provided during the Home Visitation and Counseling component.

- Measures of participant satisfaction—participant feedback questionnaires were developed and used for several of the project components. Using simple, five-point scales and brief narrative reports, these questionnaires requested that participants record their levels of satisfaction with the project experiences, as well as what they liked most and least about the experience.

EXHIBIT II-2
POSITIVE YOUTH DEVELOPMENT PROJECT COMPONENTS
OBJECTIVES, MEASURES, AND EVALUATION SUPPORT

COMPONENT	OBJECTIVES	MEASURES/INDICATORS	TYPE OF EVALUATION SUPPORT	EVALUATION TEAM ACTION STEPS
<p><u>Community Focus</u> Law Enforcement</p>	<ul style="list-style-type: none"> • Change law enforcement image to that of supportive service • Increase beat officers' and residents' exposure to each other • Obtain Departmental support in monitoring neighborhood incidents 	<ul style="list-style-type: none"> • Tallies of incidents; local residents' police calls • Number of foot patrols • Number of occasions officers use Harambee House for breaks • Number/type of preventive activities • Other standard law enforcement measures of effectiveness 	<ul style="list-style-type: none"> • Technical assistance • Overall design 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms • Include this component in evaluation design
<p><u>Family/Parent Focus</u> PATCH/Case Management system</p>	<ul style="list-style-type: none"> • Early identification of family needs • Work with families to identify strengths, needs, resources • Strengthen family's neighborhood network • Refocus programs, resources to neighborhood-based system 	<ul style="list-style-type: none"> • Number of agencies involved in case management • Number youth/families in system • Source/timing of referrals into PATCH • Levels of satisfaction among families/youth 	<ul style="list-style-type: none"> • Technical assistance 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop recording forms
<p>Master Teacher Program</p>	<ul style="list-style-type: none"> • Select Master Teacher participants • Conduct 10 weeks of training • Refer families to social worker • Track family participation in other programs • Work with 50 families with a 90% completion rate 	<ul style="list-style-type: none"> • Increased self-esteem of Master Teacher trainees • Increased neighborhood knowledge of program • 40 families complete 10 sessions • Number of referrals for counseling 	<ul style="list-style-type: none"> • Technical assistance • Overall design 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms, evaluation forms • Include this component in evaluation design

EXHIBIT II-2 (Continued)
POSITIVE YOUTH DEVELOPMENT PROJECT COMPONENTS
OBJECTIVES, MEASURES, AND EVALUATION SUPPORT

COMPONENT	OBJECTIVES	MEASURES/INDICATORS	TYPE OF EVALUATION SUPPORT	EVALUATION TEAM ACTION STEPS
Coffee Break	<ul style="list-style-type: none"> • Involve Master Teacher participants in ongoing support group • Further training process • Create forum to assess family and neighborhood needs 	<ul style="list-style-type: none"> • Formation of group (90% of participants) • Involvement of parents in planning/implementing family nights 	<ul style="list-style-type: none"> • Technical assistance • Overall design 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms, feedback forms • Include this component in evaluation design
Home Visitation and Counseling	<ul style="list-style-type: none"> • Help families in crisis become stable • Use case management system to review cases • Obtain insight and understanding about each family's situation 	<ul style="list-style-type: none"> • Number of home visits • Level of use of counseling services • Number of referrals to other agencies • Indicators of family empowerment 	<ul style="list-style-type: none"> • Technical assistance 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms, feedback forms • Include this component in evaluation design
Family Night Out	<ul style="list-style-type: none"> • Provide six "family night out" social events • Improve family functioning by providing healthful social opportunities • Involve community residents in organizing community activities 	<ul style="list-style-type: none"> • Number of "family night out" events • Program attendance by <ul style="list-style-type: none"> - Youth - Parents • Community-wide participation and feedback 	<ul style="list-style-type: none"> • Technical assistance • Overall design 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms, feedback forms • Include this component in evaluation design
Domestic Violence Prevention	<ul style="list-style-type: none"> • Conduct gender specific programs with youth — increase awareness of date-related abuse • Encourage use of local shelter • Provide crisis and aftercare services • Provide support groups 	<ul style="list-style-type: none"> • Increased number of minorities using services • Employment of minority staff • Evidence that gender-specific programs were conducted • Evidence that this program integrates with other programs/services 	None	None

EXHIBIT II-2 (Continued)
POSITIVE YOUTH DEVELOPMENT PROJECT COMPONENTS
OBJECTIVES, MEASURES, AND EVALUATION SUPPORT

COMPONENT	OBJECTIVES	MEASURES/INDICATORS	TYPE OF EVALUATION SUPPORT	EVALUATION TEAM ACTION STEPS
<p>Youth Focus</p> <p>Youth-In-Action/ Rites of Passage</p>	<ul style="list-style-type: none"> • Provide strategies to enhance youths' self-esteem, academic performance, interpersonal skills, critical thinking/decision-making • Provide youth with tutors/mentors 	<ul style="list-style-type: none"> • Academic performance and attendance • Program attendance and participation • Program-related activities such as development of student journals 	<p>Technical Assistance</p>	<p>Assist Harambee House staff to develop reporting/recording systems</p>
<p>Tutors/Mentors</p>	<ul style="list-style-type: none"> • Recruit 25 mentors to 25 youth • Identify mentors who will provide positive role models • Identify youth who need basic skills tutoring and/or mentoring for self-esteem • Increase individual and business participation 	<ul style="list-style-type: none"> • Number tutors/mentors recruited and trained • Number tutors/mentors who stay active for one year • Number of youth who are tutored/mentored • Indicators of tutoring impact (school performances, etc.) 	<ul style="list-style-type: none"> • Technical assistance • Overall design 	<ul style="list-style-type: none"> • Assist Jane Boyd to develop final measures, recording forms, feedback forms • Include this component in evaluation design
<p>TAFT Alternative Program</p>	<ul style="list-style-type: none"> • Provide educational alternatives for youth expelled from school • Involve parent(s) in youth's educational process • Foster behavior modification of program participants • Enable eventual re-enrollment 	<ul style="list-style-type: none"> • Youth attendance, program completion • Youth returned to school • Follow-up tracking during school year 	<p>None</p>	<p>None</p>

In addition to the project component specific data, information was collected from project staff and other community representatives including law enforcement officers, adults who served as tutors/mentors, and Task Force/other agency representatives. This information included their perceptions, attitudes, and knowledge of the PYDP, as well as broader issues pertaining to minority youth involvement with the juvenile justice system.

Information on individual perceptions, attitudes, and knowledge was collected using one of two methods:

- One-on-one interviews using carefully constructed interview protocols for agency staff, community leaders, and law enforcement officers
- Focus group interviews with youth who participated in the project components.

Interview and focus group guides are presented in Appendix C. Participant feedback surveys are presented in Appendix D.

Following data collection, the data were compiled for analysis. To complete the analysis, these steps were followed:

- Quantitative data obtained from each project component were tabulated
- Qualitative data on project components were summarized using content analysis techniques
- Participant feedback data were tabulated and combined with the above sources
- The broader-based interview data were analyzed by source (i.e., parents, youth, and agency staff).

The focus of the analysis was two-fold:

- Component-specific descriptions of the operations, outcomes, and participant satisfaction
- Broader-based descriptions of community needs and issues pertaining to youth, parents, and families.

For both the state-level process and the community demonstration project analyses, the content of each response to a specific question or topic was compared to determine the diversity as well as the commonalities of findings or experiences reported. Findings from the data analyses for the process evaluation are presented in the next chapter. Findings from the analyses that focused on the PYDP are presented in Chapter IV. Combined, the two sets of analyses revealed the lessons learned and formed the foundation for the conclusions presented in Chapter V.

III. IOWA DMC INITIATIVE—STATE-LEVEL PROCESS

III. IOWA DMC INITIATIVE—STATE-LEVEL PROCESS

The emphasis of the Iowa Disproportionate Minority Confinement (DMC) Initiative was on community problem identification and problem-solving. Transforming the examination of DMC from a federal mandate to community-based initiatives required extensive state and local level planning, collaboration, and negotiation. The purpose of this chapter is to describe the DMC planning and collaboration activities that were initiated and directed by the Iowa DMC team. The chapter begins with a description of the organization of the Iowa DMC Initiative. The Phase I research activities and findings are summarized in order to provide a context for the description of the Phase II state-level activities. The chapter concludes with a description of Iowa's future plans for addressing DMC.

1. IOWA'S DMC PROJECT ORGANIZATION

The Juvenile Justice and Delinquency Prevention (JJDP) Act mandates state-level juvenile justice and delinquency prevention programs and activities. According to the JJDP Act, each participating state and U.S. Territory must create a state advisory group to support the development of state plans and to oversee formula and discretionary grant activities. The Division of Criminal and Juvenile Justice Planning (CJJP) within Iowa's Department of Human Rights provides the required administrative support for DMC-related activities. In addition, the Governor appointed the Juvenile Justice Advisory Council (JJAC) to develop the juvenile justice-related plans and oversee the juvenile justice programs.

The disproportionate overrepresentation of minority youth in secure facilities (DORMSF) was simultaneously recognized as an important policy and program issue in the late 1980's by CJJP and an independent researcher, Michael Leiber, Ph.D. at The University of Northern Iowa. When the JJDP Act was amended in 1988 to require that states address disproportionate minority confinement in secure facilities, the JJAC allocated a portion of formula grant dollars to fund Dr. Leiber's research, which examined race and juvenile justice decision-making in three Iowa counties. On the strength of Dr. Leiber's findings, CJJP applied for, and was awarded, an Office of Juvenile Justice and Delinquency Prevention (OJJDP) Special Emphasis Grant to become a pilot state and, as a national demonstration, to provide interventions to address the disproportionate confinement of minorities.

The Iowa DMC project is organized functionally. OJJDP, as the funding agency, is organizationally at the top and has a direct relationship with CJJP. Portland State University, Community Research Associates, and Caliber Associates are funded directly by OJJDP and provide technical assistance and evaluation services.

During Phase I of the DMC initiative, CJJP temporarily staffed the project with the Juvenile Justice Specialist and the Jail Removal Coordinator, both of whom were under the direction of the Administrator. In March 1994, a full-time Justice System Analyst was hired as the DMC Coordinator and assumed primary responsibility for the Phase II activities. In addition to planning, implementing, and monitoring the overall Iowa DMC project, the CJJP DMC team has direct responsibility for the DMC cultural competency training initiative and the coordination of the DMC information systems development activities. Each of these DMC initiatives are described in subsequent sections of this chapter.

Even before the OJJDP grant, the JJAC recognized that the DMC issues and initiatives would require dedicated oversight. Therefore, the JJAC appointed a group of juvenile justice system professionals, from the state and county levels, and community representatives to the Minority Over-representation Task Force. The Task Force has guided the DMC work with CJJP, and provided recommendations to JJAC during the DMC Phase I and Phase II activities. As the Iowa DMC Initiative matured, the Task Force shifted slightly in focus and membership, encouraging a higher proportion of community representatives, and is currently referred to as the DMC Committee.

Operating under the guidance of the CJJP DMC team are the local DMC communities including the demonstration project in Cedar Rapids and the four recipients of county planning grants: Black Hawk, Polk, Scott, and Woodbury Counties. These local jurisdictions currently have direct responsibility for planning, implementing, and operating the Iowa community-based DMC interventions. These organizational relationships are illustrated in Exhibit III-1 on the following page.

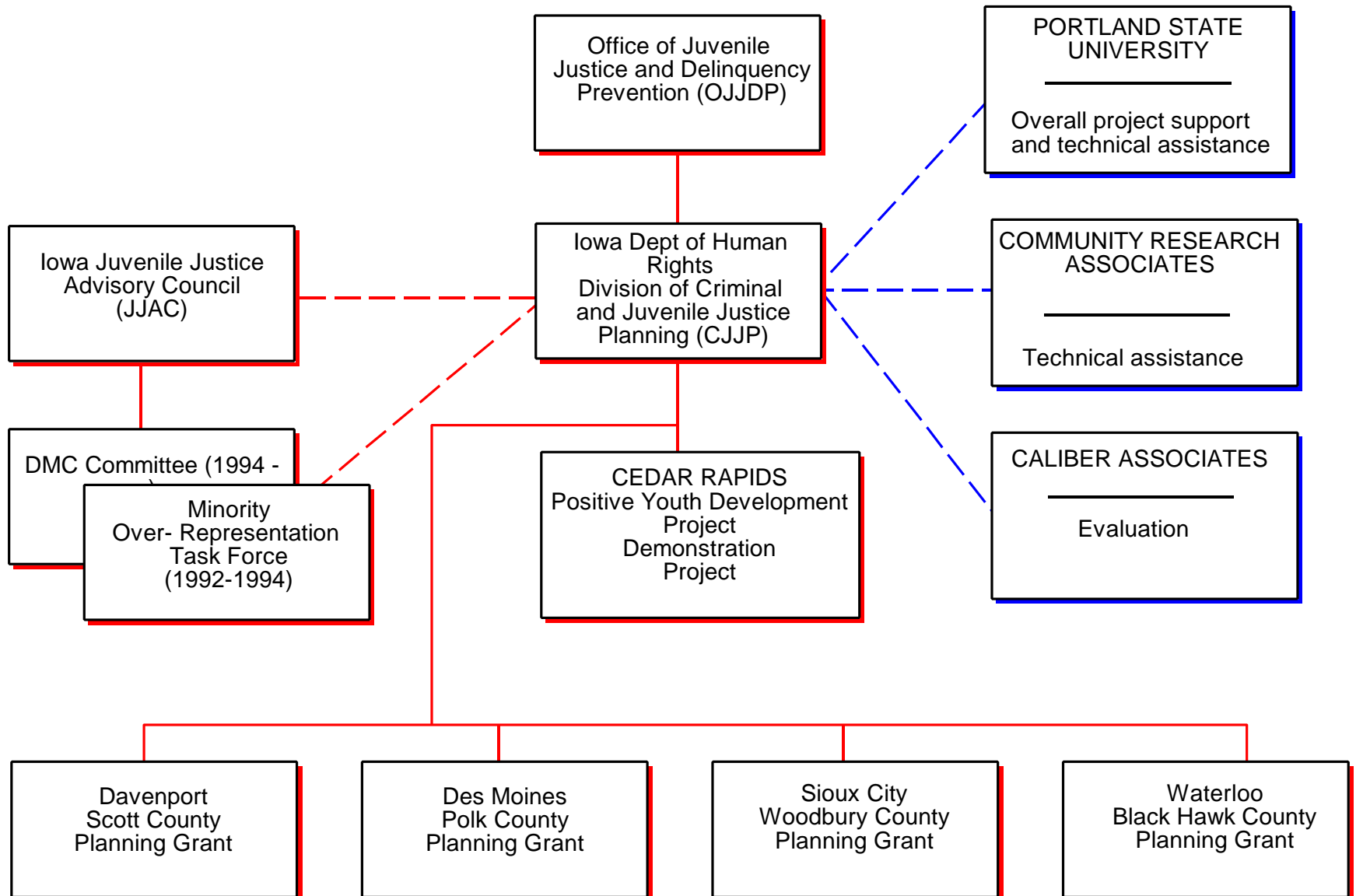
2. PHASE I RESEARCH ACTIVITIES AND FINDINGS

As previously described, CJJP, under the direction of the JJAC, sponsored the Iowa DMC research efforts. Initially with formula grant funds, then as part of the

Special Emphasis Grant, the Iowa research efforts focused on defining the extent of minority overrepresentation.¹

¹ Moore, R.G. *A Description and Discussion of Minority Over-Representation in Iowa's Juvenile Justice System*. Division of Criminal and Juvenile Justice Planning and Statistical Analysis Center. June 1993.

EXHIBIT III - 1 IOWA DMC PROJECT ORGANIZATION CHART



The Iowa DMC research efforts included conducting a statewide assessment of minority youth overrepresentation and a more intensive analysis of data in four pilot counties: Black Hawk, Polk, Scott and Woodbury. These counties have the largest minority populations in the state. Although the JJDP Act emphasizes overrepresentation in confinement, the Iowa research team expanded their scope by examining decision points throughout Iowa's juvenile justice system. The research had three general objectives:

- To assess the extent of minority youth overrepresentation statewide and in four pilot counties
- To identify the decision points in Iowa's juvenile justice system where the most overrepresentation occurs
- To explore the implications of current research findings for future research on the reasons why overrepresentation occurs.

To address these objectives, Iowa's research team employed four primary data collection methods, including:

- Refining existing data on juvenile confinement
- Collecting case processing data in four pilot counties
- Holding four town meetings
- Modifying formula grant recipient reporting requirements.

Each of these data collection methods and the findings from the data analysis are summarized below.

2.1 Juvenile Confinement Data

The data already being collected on the number of juveniles held in jails and lockups, juvenile detention facilities, mental health institutes, and the state training school were examined and additional data items, including race and gender, were collected. Uniform Crime Report (UCR) juvenile arrest data from the Department of Public Safety, and data on youth receiving juvenile justice services through the Department of Human Services (DHS) were also collected and analyzed. Because information on the numbers and types of juveniles involved with the juvenile justice system was previously unavailable, CJJP expanded its existing data collection procedures and sources, and refined data collection instruments to complete its statewide assessment. A primary goal during Phase I was to develop procedures and

systems that would provide the capability for on-going monitoring of the extent of minority youth involvement in the juvenile justice system. CJJP's analysis of statewide data found that:

- Minority youth were over-represented in jails, lockups, juvenile detention facilities, state mental health institutes, and the boys' state training school during the 1992 state fiscal year
- Native Americans and African Americans experienced longer stays at the state training school
- African Americans experienced longer stays in state mental health institutes.

The analysis also found that African Americans and Hispanics/Latinos experienced longer stays at juvenile detention facilities.

2.2 Case Processing Data

The Phase I research also explored the extent to which the race and ethnicity of juveniles contributed to the disproportionate representation indicated by CJJP's statewide assessment. The research team collected and analyzed case processing data in the four pilot counties and interviewed juvenile justice officials and youth about their perceptions and attitudes regarding race, ethnicity, and other factors that may play a role in influencing decision-making. This effort was designed to collect information previously unavailable about the numbers and types of juveniles involved in the juvenile justice system in those counties, and to determine if minority youth were over-represented as they moved through the system.

Quantitative analysis of the case processing data from four pilot counties indicated that although legal factors, such as offense severity, were generally the strongest determinants affecting outcomes, the race or ethnicity of the youth also influenced decision-making. The effect of race on decision-making varied by the stage of the process and by county. Analysis of the qualitative interview data indicated that unintentional biases in the decision-making process affected the level of minority overrepresentation in the juvenile justice system. Despite these findings concerning the impact of race and bias on the decision-making process, the research also demonstrated that other factors, namely social and community factors, were also significant causes of the disproportionate representation of minorities in the juvenile justice system.

2.3 Town Meetings

CJJP and Iowa's Minority Over-Representation Task Force conducted four town meetings and interviewed youth involved in the juvenile justice system. The town meetings were held in the four pilot counties to solicit the community's input and feedback on factors that contribute to overrepresentation and strategies to address the issue. The following indicates the major issues identified by the town meeting participants:

- Minority youth often live in "forgotten neighborhoods" characterized by economic depression and a lack of economic and social opportunities leading some youth to engage in delinquent activities that provide immediate power and status.
- The juvenile justice system lacks minority staff in both line and management positions, as well as an understanding of the unique needs of minority youth and families.
- The educational system fails to recognize the unique culture of minority youth and subsequently inappropriately places minority youth in "behavioral disability" and "learning disability" classes and suspends and expels minority youth.
- Because the family plays a critical role in the scholastic, social, and economic success of youth, programs that provide services to minority youth must recognize the unique culture needs of minority families and include the family in their efforts.

Seventy-one African American youth, either on probation or in state institutions, were interviewed about their experiences in, and perceptions of, the juvenile justice system. The following indicates the major issues identified by these youth:

- Most of the youth interviewed felt they were not understood as African Americans by their probation officers and/or staff at the state training school.
- More than half of the probationers felt that their minority status was a major consideration that led to their being placed on probation.
- Many stated that they had not received any service prior to probation and that they received few services or meaningful contact with their probation officers while on probation.

In summary, while the African American youth who were interviewed did not report experiences with blatant racism, they did perceive that they were treated differently because of cultural factors.²

2.4 Formula Grant Recipient Reporting Requirements

Also during Phase I, CJJP modified its reporting requirements for all JJDP Act formula grant recipients to include detailed information about the youth served to more effectively evaluate prevention and intervention programs that address minority overrepresentation. CJJP, with input from the grant recipients, developed a data collection form that provided information about the race/ethnicity of youth, the youth's referral source, the situation that led to the youth being referred, and outcomes experienced by the youth. Although the available data only permitted a rudimentary analysis, the fact that only 11 percent of the 159 youth being served in these programs experienced a "negative outcome" suggests that these programs were successful. CJJP plans to further refine the reporting requirements enhancing the ability to track youth and quantify outcome measures that will enable agencies to monitor program effectiveness and facilitate the development of appropriate interventions.

3. STATE-LEVEL PHASE II PLANS AND ACTIVITIES

Once the Phase I background research on overrepresentation was completed, the Iowa DMC team and the Minority Over-Representation Task Force developed and implemented the Phase II plans. The purpose of this section is to describe the process through which the Phase II plans were developed and implemented, as well as the outcomes from this process. This section begins with an overview of the Phase II milestones followed by a description of the Phase II planning process. The Phase II implementation status for each of the DMC objectives is then provided. This section concludes with a description of DMC management and resource development and Iowa's future plans for DMC.

3.1 Overview of Phase II Milestones

The Iowa DMC initiative can best be described as comprehensive, interactive, and inclusive, involving all jurisdictional levels including state government, county

² Moore, R.G. *A Description and Discussion of Minority Over-Representation in Iowa's Juvenile Justice System*. Division of Criminal and Juvenile Justice Planning and Statistical Analysis Center. June 1993. Section 3: Youth Input.

agencies, community-based organizations, and community representatives. Employing lessons learned from Iowa's rich traditions of community-based caucusing and problem-solving, the Iowa Phase II action plan did not focus on one intervention but rather on a multi-faceted strategy that targeted many of the factors perceived to contribute to disproportionate minority confinement.

The involvement of community representatives, multiple task forces, and multiple government agencies provided a broad basis for DMC public policy analysis and problem-solving. As the Iowa team experienced, however, the multiplicity that adds breadth and strength to the process also impedes straight-forward progress. Rather, as the public education process progressed, as public agencies and private citizens reconciled their perceptions of DMC, and as program interventions were designed and implemented, the Iowa DMC team has moved forward in a "zig-zag" fashion in an attempt to reconcile the competing perspectives of the various participating groups.

Beginning in Phase I and continuing through Phase II, the Iowa DMC team together with the JJAC, the Minority Over-Representation Task Force, and county and community representatives made simultaneous progress in the following areas:

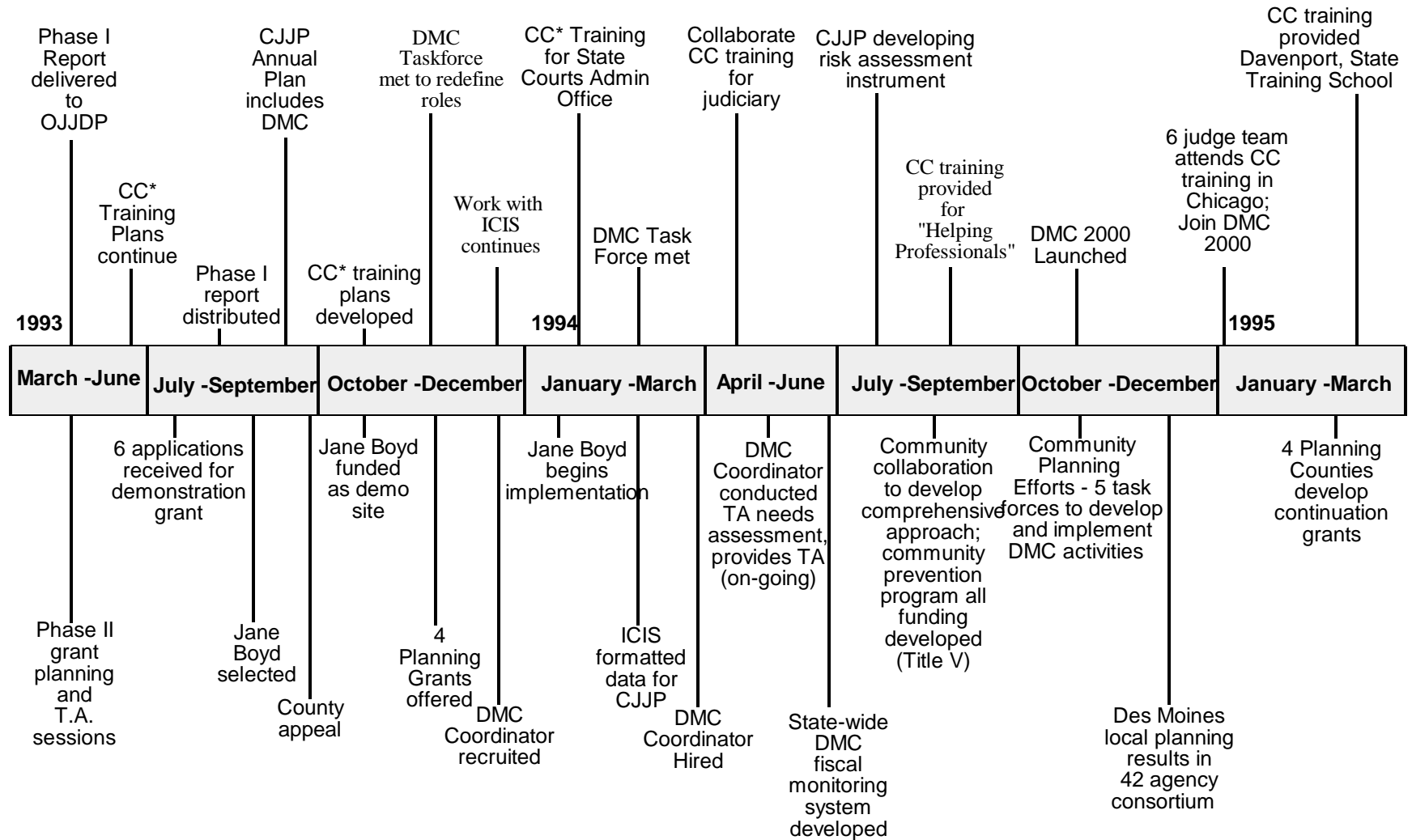
- **Planning and needs assessment** including providing public education, establishing policies, and developing program and funding plans
- **Implementing the program action plan** including selecting the projects, funding the projects, and providing technical assistance
- **Monitoring the program action plan** including establishing monitoring mechanisms and collecting appropriate information.

A time line, which presents highlights from the Iowa DMC Phase II activities and accomplishments, is presented in Exhibit III-2 on the following page. These activities and accomplishments are further elaborated in the following paragraphs.

3.2 State-Level DMC Planning

According to the Iowa DMC team, as well as project documentation, the DMC planning process has been, and will continue to be, an on-going and cyclical activity. The DMC team's approach to DMC planning is highly interactive; in fact, the DMC staff define their planning responsibilities to include facilitating the Minority Over-Representation Task Force planning, as well as developing DMC plans themselves.

**EXHIBIT III-2
HIGHLIGHTS FROM IOWA DMC PHASE II ACTIVITIES
March 1993 Through March 1995**



*CC = Cultural Competency

The evaluation collected information on all of the Iowa DMC planning activities and milestones. This section focuses on the events and perceptions of key staff in the pre-Phase II intervention planning, since the Phase II interventions are the primary beneficiaries of the Special Emphasis Grant. A summary of other planning activities is presented at the conclusion of this section.

Planning for Phase II Interventions

The Iowa DMC team recognized that effective planning for DMC interventions requires consensus-building among policy planners, decision-makers, and community representatives around three critical components:

- Defining the DMC problem;
- Identifying causes and contributing factors; and
- Designing programs and other interventions.

To document the planning process and assess its effectiveness, the evaluation has drawn from the factual reporting of events through Quarterly Reports and other project documents, as well as the perceptions of key participants in the process from both the state and county levels.

Defining the DMC problem. As previously described, the Phase I research was the principal mechanism through which the incidence of disproportionate minority confinement was systematically identified and the Phase I analyses determined the extent to which DMC occurs due to other than natural causes. A summary of the Phase I findings are described earlier in this chapter.

The Phase I research resulted in the publication of three reports: (1) *Juvenile Justice Decision-Making in Iowa: An Analysis of the Influences of Race on Case Processing in Three Counties*; (2) *Juvenile Justice Decision-Making in Iowa: An Analysis of the Influence of Race on Case Processing in Scott County*; and (3) *The Disproportionate Over-Representation of Minority Youth in Secure Facilities: A Survey of Decision-Makers and Delinquents*. The findings from these documents were then synthesized and the DMC Phase I product was produced: *A Description and Discussion of Minority Over-Representation in Iowa's Juvenile Justice System*. This report was delivered in draft, first to JJAC and the Task Force, and then to OJJDP. The report was finalized in June 1993 and distributed broadly to other state agencies, counties, and local community representatives.

As stated earlier, gaining agreement on the definition of a problem is the first critical step to solving the problem. To determine the extent to which Iowa's key decision-makers agreed on the definition of DMC, the evaluation queried DMC policy and decision-makers, as well as county and community representatives.

When asked to describe their understanding of the DMC problem definition, most of the 20 evaluation respondents identified either personal observation or the Phase I report as their primary source of information about disproportionate minority confinement. Over one-half of the respondents cited both sources.

A majority of respondents also reported that the Phase I findings were not controversial. Rather, they found that the data confirmed their personal observations and/or suspicions. Reactive comments included: "Data were powerful" and "I was surprised about the extent of the problem, but not the issue itself." Several respondents, however, were less receptive of the Phase I data, and two respondents questioned the data's accuracy and reliability.

In describing the group's reaction to and acceptance of the Phase I research, Minority Over-Representation Task Force members noted that a small minority of Task Force members expressed dissent around the definitions of the DMC problem. There was minimal controversy, however; the Task Force was not disrupted, nor the DMC planning process derailed, since dissenters were able to focus on DMC planning without fully accepting the DMC definition. One Task Force member reported, however, that members who were "uncommitted dropped out of the meetings."

The success of Iowa's DMC effort in achieving consensus on the problem definition was reportedly assisted by two strategic events. First, the presentation of the DMC Phase I research findings was designed to be as non-flammable as possible, given the sensitivity of racial bias issues. This strategy was not totally invisible, however. One interviewee observed: "It seemed like the Leiber study showed 'racism' but didn't want to say 'racism'." Second, the DMC team purposely released the draft Phase I report to Task Force and JJAC members prior to the broader distribution, thereby enabling politically sensitive issues to be digested before the public's scrutiny.

Identifying factors which contribute to DMC. Devising appropriate, community-based intervention strategies to address DMC first requires accurate identification of factors that contribute to DMC, as well as agreement on those factors among the DMC planners. The following paragraphs present a description of factors

identified by the Iowa DMC planning process. The primary source of information is the evaluation interviews supplemented by the Phase I analysis of community-identified DMC causes.

Information collected during the evaluation interviews was analyzed and is summarized beginning on the following page in Exhibit III-3. As shown, factors that are perceived by state-level, county-level, and community representatives cover the gamut from systemic racial bias to characteristics of the minority youth and their families. In other words, the Iowa DMC respondents' perceptions ranged from "blaming the system" to "blaming the individual," or, as some would argue, "blaming the victim." Understanding these distinctions is theoretically important since the perceived causes of, or factors which contribute to, DMC determine the appropriateness of the intervention.

All of the interviewees together with the community representatives (reported in the Phase I Report) identified problems with the **Juvenile Justice System** as contributing to DMC. The most frequently identified systemic problems included a lack of culturally diverse staff and a lack of cultural awareness and sensitivity among staff within the juvenile justice system. Other factors include a lack of alternatives to confinement for minority youth and the fact that minority families often don't know how to "work the system."

Socio-economic factors were also widely cited as contributing to DMC. In addition to the fact that minority youth frequently come from economically deprived communities, it was also thought, by several respondents, that since these communities have more police patrols and youthful crime is more visible, minority youth are more likely to be apprehended. The lack of community services for minority youth was also mentioned by several respondents.

Interviews and community representatives in Town Hall meetings identified several factors related to the **educational system** as contributing to DMC. These included: early school failures; higher rates of truancy, suspensions, and expulsions among minority youth; lack of prevention programs; and a lack of culturally-relevant education. The inappropriate labeling of minority youth as being developmentally disabled was also seen as undermining youthful confidence, possibly leading to school failure.

**EXHIBIT III-3
PERCEPTIONS OF FACTORS THAT CONTRIBUTE TO DMC**

CONTRIBUTING FACTORS	STATE-LEVEL				COUNTY-LOCAL		COMMUNITY REPRESENTATIVES (from Phase I Report)
	SOCIAL SERVICES	JUDICIARY	CORRECTIONS	OTHER	JCOS ¹ -COUNTY	CBOS ² -LOCAL	
1. JUVENILE JUSTICE SYSTEM							
• Lack of culturally diverse staff	X		X	X		X	X
• Discriminatory policies and procedures					X	X	X
• Lack of services: treatment, prevention, diversion	X	X		X		X	X
• Lack of cultural awareness among juvenile justice staff	X					X	X
• Need for minority parent involvement	X			X			
• Subtle racism				X		X	
2. SOCIO-ECONOMIC FACTORS							
• Poverty	X		X	X	X	X	X
• High crime neighborhoods				X	X		X
• Lack of community services	X	X		X	X	X	
3. EDUCATION							
• Early school failures			X				
• Lack of prevention programs			X				
• High rate trancies, suspensions, expulsions among minorities			X		X		X
• Inappropriate labeling, diagnosing minority youth					X		X

¹ JCOs = Juvenile Court Officer

² CBOs = Community-based Organizations

EXHIBIT III-3 (Continued)
PERCEPTIONS OF FACTORS WHICH CONTRIBUTE TO DMC

CONTRIBUTING FACTORS	STATE-LEVEL				COUNTY-LOCAL		COMMUNITY REPRESENTATIVES (from Phase I Report)
	SOCIAL SERVICES	JUDICIARY	CORRECTIONS	OTHER	JCOS ¹ -COUNTY	CBOS ² -LOCAL	
• Lower expectations for minorities							X
• Lack of cultural education			X				X
4. FAMILY							
• Families of troubled youth need support				X			X
• Youth abandon traditional culture							X
• Dysfunctional families			X	X	X		
• Lack of positive role models				X		X	
• Single family homes				X			
5. YOUTH							
• More minority youth commit crime				X	X		
• Drug use, trafficking		X	X				
• Gangs			X			X	
• Prior record		X					

¹ JCO's = Juvenile Court Officer

² CBO's = Community-based Organizations

Factors related to **minority youth and their families** were seen by several respondents as contributing to DMC. Minority families were characterized as "dysfunctional" by several interviewees, with the lack of positive role models, lack of family support systems, and single-parent families all seen as contributing to DMC. Two respondents stated that minority youth were over-confined because "they commit more crime", while others thought that drug use, gang membership, and prior criminal records all contributed to DMC.

The evaluation also assessed whether there was agreement among the Minority Over-Representation Task Force membership about the factors contributing to DMC. The group was described as disagreeing about the role of racial bias in the juvenile justice system. Otherwise, opinions were equally divided between system-based and community-based causal factors. Most Task Force members were reportedly in agreement that economic factors must be equalized before DMC can be eliminated.

Designing the interventions. CJJP, the JJAC, and the Task Force collaborated to develop the DMC Phase II plan, building on the data collection and analysis conducted during Phase I and the shared views of DMC causes and contributing factors. Phase II planning was guided by Iowa's commitment to sponsoring community-based initiatives that create new services, policies, and/or procedures. A second goal was to develop and implement a statewide cultural competency training initiative. Thirdly, the Iowa DMC staff recognized the need to strengthen the Iowa juvenile justice information collection systems to create DMC monitoring capability.

The Iowa DMC team, including the Task Force members, developed the DMC Phase II plans through a series of meetings and discussions and a retreat. During these sessions, factors believed to impact DMC were considered in light of potential interventions. For example, the Task Force members considered the following:

- Revising decision guidelines for detention
- Adjusting existing services to ensure equal access and cultural sensitivity
- Developing alternative resources/services.

The Phase II plan evolved to include the cultural competency training initiative, community-based demonstration(s), and an information monitoring system. A diagram of the theoretical relationship between the perceived DMC contributing factors and the planned interventions is presented in Exhibit III-4 on the following page.

EXHIBIT III-4 RELATIONSHIP BETWEEN PERCEIVED DMC CAUSES AND PLANNED INTERVENTIONS

DMC CAUSES/CONTRIBUTING FACTORS

JUVENILE JUSTICE SYSTEM

- Lack of cultural awareness
- Lack of culturally diverse staff
- Discriminatory practices
- Parental knowledge of system

SOCIO-ECONOMIC FACTORS

- Few economic opportunities
- Lack of community services

EDUCATION SYSTEM

- Lack of prevention programs
- Lack of cultural education

FAMILY & YOUTH

- Lack of family support
- Lack of positive role models
- Lack of alternatives

PLANNED INTERVENTIONS

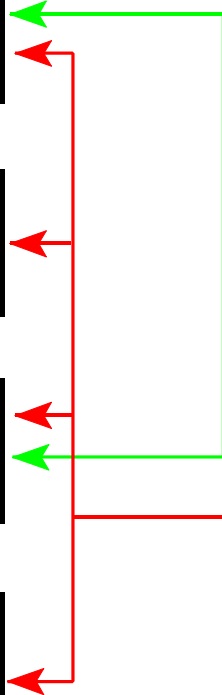
CULTURAL COMPETENCY TRAINING

- Statewide plans
- State agency policy and procedural manuals
- Classroom, conference instruction

COMMUNITY-BASED DEMONSTRATIONS

- Support community-based initiatives
- Grass-roots solutions to DMC root causes
- Comprehensive interventions for youth, family
- Multiple community agency involvement

DATA COLLECTION AND MONITORING THROUGH IOWA COURT INFORMATION SYSTEM (ICIS)



Summary of Other Phase II Planning Activities

As previously stated, the Iowa DMC team together with JJAC and the Task Force regard DMC planning to be an on-going and cyclical process. Introducing the DMC concept, Phase I data, and an understanding of DMC causes at the state, county, and local planning processes was a high priority for the Iowa DMC team. Specific planning-related activities and milestones included:

- CJJP Annual Plan developed to include DMC issues (August 1993)
- CJJP Annual Plan presented to Chair of Senate Human Resources Committee to provide DMC overview, create future bi-partisan work group (September 1993)
- CJJP Annual Plan presented to Iowa legislature to highlight DMC as a major policy issue (1993-1994)
- New full-time DMC Coordinator hired resulting in renewed attention and technical assistance to community planning and collaboration (March 1994)
- DMC staff support county and local community task forces to develop local DMC planning, programming (on-going)
- DMC planning groups help to secure state and Federal Title V funds (Spring 1995)
- Des Moines local DMC planning group created 42-agency consortium that developed program, obtained funding (January-April 1995).

The final major planning effort conducted by the Iowa DMC team was the creation of the DMC 2000 plan and strategy. DMC 2000 is discussed in greater detail at the conclusion of this chapter, under Future Plans to Address DMC.

3.3 Phase II Implementation

Between September 1993 and the present, the Iowa DMC efforts have focused on the implementation of the Phase II plan. The Phase II planning process concluded with the identification of four major implementation objectives for Phase II, including:

- Fund a pilot community program to provide prevention and intervention services targeted at minority youth

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- Provide planning grants to the four pilot counties that participated in the Phase I data analysis
- Develop a statewide cultural competency training curriculum and program
- Implement uniform data collection protocols to monitor the state's compliance with the JJDP Act.

The purpose, objectives, and implementation status of the activities designed to meet these objectives are described below.

Community Demonstration Project

Although the Phase I data analysis demonstrated that minority youth were over-represented in the juvenile justice system statewide, CJJP decided that community-based approaches would have the most significant impact on reducing the overrepresentation of minority youth in Iowa's juvenile justice system. CJJP chose to solicit proposals from interested counties and agencies to receive funding to implement a community demonstration project during Phase II of the initiative. CJJP received grant applications from the four pilot counties as well as two non-pilot counties. Selection criteria were based on CJJP's goals of supporting community-based initiatives that appeared to most comprehensively address the root causes of the overrepresentation reflected in the Phase I analysis. Involvement of local community agencies and residents in the application development and the proposed intervention was also a factor. From the field of six applications, the proposal from Cedar Rapid's Jane Boyd Community House was selected based on the close match between CJJP goals and the proposed intervention.

The Jane Boyd Community House developed a comprehensive approach for addressing the needs of the Wellington Heights neighborhood residents and, ultimately, assisting in reducing the disproportionate representation of minority youth within the juvenile justice system. The Jane Boyd intervention, entitled the "Positive Youth Development Project" (PYDP), seeks to strengthen and support minority youth, their families, and their community relationships. The PYDP is based on a "wrap-around" services model. The project has been implementing a comprehensive multi-agency approach to provide a broad array of services to children and families in the

Wellington Heights neighborhood in an effort to reduce criminal and delinquent activity among youth.

The Jane Boyd Community House Positive Youth Development Project was extensively evaluated as part of this evaluation effort. A full description of the project, its goals, objectives, and implementation status, together with the evaluation findings, are presented in Chapter IV.

Pilot County Community Planning Grants

Having selected Jane Boyd's Positive Youth Development Project as Iowa's community demonstration project for OJJDP's DMC Initiative, CJJP also chose to provide four of the other five community demonstration project applicants approximately \$10,000 to support DMC-related community planning efforts. In January 1994, each community was asked to submit a proposal specifying how the planning grant funds would be spent and to demonstrate how the proposed activities would address the overrepresentation of minorities in the juvenile justice system. The purpose of the planning grants was to enable those communities that had already invested considerable efforts in organizing and planning for the community demonstration project during the original RFP process to continue working on community-based approaches to reduce the disproportionate representation.

In January 1995, the four planning grants were renewed and each "DMC county" received a second planning grant of \$10,800. During the May 1995 process evaluation data collection, representatives from each of the four DMC counties were interviewed about their DMC experiences. Using information collected during these interviews, the status of the four counties' DMC efforts is described below.

Polk County (Des Moines). The Youth First Consortium is a coalition of public and private agencies in Des Moines. Twenty members of the Consortium designed a collaborative DMC reduction program in response to the opportunity to apply for DMC funds. The lead agency in this application was the Department of Corrections. The Department of Corrections has responsibility for the confinement of adults and children who have been waived to adult court. With the help of the Governor's Alliance on Substance Abuse, the Department created a program to focus on the treatment of substance abuse among juveniles under their authority.

The juvenile enters the Youth Intervention Program by waiving his or her right to trial, and agreeing to the terms of the program, including probation and approximately six months of program participation. Then the juvenile receives substance abuse assessment and treatment, along with an on-site education component. The educational structure is tied to a local high school and community college. The program gives youth the opportunity to earn high school and college credit, or their GED. After release, youth in the program are assigned to two probation agents, who are solely dedicated to monitoring the parole of these youth.

The centerpiece of the Consortium's application for DMC funds was to expand this program to the Juvenile Court System in Des Moines, where it could be applied to a greater number of youthful offenders. When the grant application was denied, and the Consortium was awarded a \$10,000 planning grant instead (which was supplemented by a second grant for \$15,000 last year), they chose to use the money to provide services to youth. Some of the funds went to Children and Families of Iowa to conduct a youth survey on substance abuse and domestic violence and to facilitate a conference on youth issues. Some of the funds went to Breaking Barriers, decision-making education for youth in the Youthful Offender program. The money also funded the start-up of a pre-trial release program and a pre-trial enabler, an advocate for youth and families who are preparing for court appearances. Finally, the funds were also used for culture-based education for African American youth and the Spanish Education Center project.

Woodbury County (Sioux City). Changes in the economy of Sioux City have caused changes in the neighborhoods. Economic upheavals have resulted in cultural displacement seemingly overnight. Meat packing has been the anchor industry in the city for decades, but the industry has changed since the strike ten years ago that was never settled. Now the plant has a standing advertisement in Texas, recruiting Mexican immigrants to work for significantly less than the former unionized employees. Spanish-speaking immigrants working at the meat packing plant put themselves and their families at great risk because there are few other employment options for them in the area. The plant does not provide the services needed by new immigrants without language skills or the financial resources to adjust to the region. Furthermore, a large computer company has filled 5,000 new hi-tech positions in the last seven years, resulting in a severe shortage of affordable housing.

Sioux City's interest in preventing juvenile delinquency among minority youth had begun independently before the JJAC began working on the issue in 1992. Seven

years ago, Sioux City gang violence had reached alarming levels. There were three murders between 1989 and 1992. The United Way, Board of Education, Police Department, Sanford Community Center, and local parents formed a Gang Prevention Committee. They held town meetings to look at the problem. The Committee produced a brochure on how to identify gang members.

The Committee applied to the JJAC for formula grant funds to add staff to their gang intervention program. Their application was unsuccessful. The Chief Juvenile Court Officer had a small amount of money for programs in the juvenile court budget that was used to partially fund their planned activities. (The Sioux City budget for delinquency prevention and school retention would eventually rise from zero dollars in 1992 to \$2.2 million.)

The Committee's first employee was a gang worker. At first the gang worker spent his days educating the Police Department and groups in the community. The gangs quickly found themselves encircled by increasingly informed and concerned community members. The gang worker understands and acknowledges the language and the culture of the gangs and has become the leading gang expert in the northwest corner of the State. The operating principle of the gang worker is to try to keep gang members in school and out of juvenile justice intake, keeping them as far away from the formal system as possible.

At the same time in 1992, the Sanford Community Center, a non-profit organization that was a member of the Gang Prevention Committee, intervened to help control widespread behavior problems in two middle schools. The schools were suffering from violence and unruly classrooms: parents had threatened to kill youth, students were carrying weapons, and non-students were often in the halls. The Director of the Sanford Center put three minority outreach workers in the schools as a crisis prevention measure. These staff were on-call to handle serious behavior problems in any classroom. Their method was to take the problem out of the classroom, calm the youth, and return them to class as soon as possible. They would also take troubled youth home if necessary. In the first year they confiscated a dozen weapons and prevented a drive-by shooting at the end of the school year.

During the three years that the outreach workers have been in the middle schools, suspensions have declined from 445 to 120. In the first year there were 10 serious weapons confiscated. In 1995, no serious weapons were confiscated and there were also no weapons complaints.

The Director of the Sanford Center started a voluntary afterschool program to fill the need he perceived for structured free-time activities. The agency worked with the school outreach workers, the Police Department, and the schools to provide community services, recreation, education, and a meal every night. The Sanford Center stays open for after-school activities between the hours of 4 and 9 pm. College students from Briar Cliff are teaching theater, and the kids are putting on a play. Thirty-seven percent of the 150 youth participating in afterschool activities are minorities. The center serves youth from all three of the county high schools and middle schools.

In the second year of the school outreach effort, the Juvenile Court positioned two probation officers in the schools along with the outreach workers. Together they formed a crisis management and counseling team capable of handling small behavior problems in the school before they grew into something requiring more serious measures. (This coincided with the Phase I research results from the DMC project that found significant DMC outcomes in Sioux City and caused the Chief Juvenile Court Officer to re-examine the Office's practices.) The positioning of Juvenile Court Officers established check-points before intake into the formal justice system. Thus, when a case is finally referred to the downtown office, the Juvenile Court Officers feel that they know that it is serious and that alternative methods have been attempted. Another benefit to crisis intervention is that the number of formal cases are reduced: out of 150 complaints to the school-based probation officers last year, only two eventually required formal juvenile justice intake. The rest were handled by the increasingly resourceful set of services now located in the school and the community.

The Sanford Center was primarily responsible for developing the following new services to meet needs identified in the community:

- They have set up a mentoring program, primarily for minority girls. Using college students as mentors, the program is intended to help the girls with values and coping skills.
- The Center also employs a group of 17 trackers who meet with kids regularly to help keep them at home and out of the juvenile system. These post-college age staff are available any time of day or night.
- The Alternative School program provides a certified teacher to give academic instruction to suspended students. It serves six students per day, for a total of 125 per year.

- The Summer Program serves 200 middle school kids. This program provides structured activities during the summer. Youth work on vocational development in the morning, then are fed lunch. From 1 to 3 pm the youth work with 12 teachers on math, science, and computer skills. The youth come back after 6 pm for recreation. This program is now three years old.

Juvenile justice system intake has also been altered. The independent mode of assessment by a single Juvenile Court Officer has been removed. The Chief Juvenile Court Officer changed staffing structure to reflect a new commitment to prevention rather than sanctions. Half of the Juvenile Court Officers used to perform intake functions, and the other half worked with cases; now there is only one intake worker and the rest provide case work services. Under the new structure, the lone intake officer mainly refers the youth to systems in the school and the community. Case workers now make most of their decisions in tandem. Also, the intake assessment instruments have been revised to recognize cultural diversity, particularly in the definition of healthy living situations. The Juvenile Court Officers have received in-service training to help them stay out of the structured decision-making format of the former guide.

When the DMC research was conducted, Sioux City had the highest number of youth placed outside the home and outside the state. The Chief Juvenile Court Officer has worked to develop placement alternatives to reduce unnecessary stress on youth and families and have these appropriate placements available. Residential placements are down from 60 to 20, and those 20 are placed in the Sioux City area.

The collaborative partners in Sioux City are trying to provide a positive alternative to gangs, teenage pregnancy, and dropping out. They have found that promoting involvement in school has been a key factor in their success. They have also found that illiteracy plays a large role in gang involvement. Providing role models is another important factor. The community outreach workers not only follow up with youth who have been in trouble, but they serve as role models as well. The role models have different histories from those with whom the youth are familiar, from their own experience and from what they see on television. Some are college graduates and some are athletes. The outreach workers have a reputation among the youth for being able to handle things and for responding when they are needed. The Police Department has sometimes called them for assistance.

Currently there are eight outreach workers in three middle schools, with the program planned to expand to the grade schools next. When the outreach workers

start in the grade schools, the Director of the Sanford Center plans to begin a new effort to address the issue of parenting skills for the families of youth.

Black Hawk County (Waterloo). Prior to the Iowa Disproportionate Minority Confinement Initiative, Waterloo served as a data collection site for a study conducted by Dr. Michael Leiber of the University of Northern Iowa. The focus of the study was racial and gender equity with respect to detention. Following the Leiber study, Waterloo participated in the Iowa DMC grant application process. These events, combined with the planning grant, laid the groundwork for the Village Initiative Project, which was designed as a community-based, prevention-type program. The Village Initiative Project represents both a philosophy and a service. The philosophy is based on the recognition that the underlying problems contributing to disproportionate minority confinement need to be dealt with comprehensively and not in a singular fashion. The service components of the Village Initiative Project are provided in specific geographic areas of Waterloo (referred to as Village I, Village II, etc.). These services include providing a coordination service between local trade businesses interested in hiring qualified minorities and those minority candidates qualified for trade positions and consulting for the Villages in addition to neighborhood associations. The Project employs a director who works to generate collaboration within the community and to administer the program. A Board of Directors, which currently meets monthly, and a Steering Committee, which meets quarterly, provide general direction, oversight, and advice.

Scott County (Davenport). The United Neighbors of Davenport have been incorporated since 1980. Since that time, they have offered three basic program components that have been historically funded via community block grants.³ One program component, referred to as "house rehabilitation", provides labor and training support to low-income home owners. Community volunteers provide labor to bring a home up to the standards required by local code in order to make the home safe, and to avoid the homeowner potentially losing the home if the home were condemned by local authorities. Labor for this program component is provided in the areas of construction, electrical, and plumbing work. The program component also provides for the construction of handicap ramps for homes. In 1995, the house rehabilitation program component was responsible for servicing approximately 65 homes within the Davenport area. In addition, training sessions in basic maintenance are offered to home owners to enable them to help themselves.

³ The program efforts have been referred to previously as Reclaiming Our Minority Youth Through Community Efforts in the *DMC Notes!* (April 24, 1995).

Another of the program components provides organizational support to various neighborhoods. That is, representatives of United Neighbors help to organize neighborhoods into associations to empower the neighborhoods to better help themselves (e.g., by collectively pressuring the local authorities to install stop signs, traffic lights, and/or speed bumps). In the first half of 1995 there were approximately 23 active associations, each comprised of between 2 and 13 residential blocks.

The third program component offered by United Neighbors is that of outreach advocacy. This program component provides advocacy in terms of legal, financial and transportation assistance for the needy (e.g., by providing bus tokens or by physically transporting elderly individuals), and school, youth social development and summer park programs.

A more recent addition to the program is the Sisters Together Empower People (S.T.E.P.) component. This is a collaborative project with Davenport Public Schools to enhance self-esteem and a sense of responsibility among African-American females. As of 1995, the project was serving 10 females ranging in age from 14- to 18-years old. The S.T.E.P. initiative, in particular, is a DMC intervention which provides prevention services to its target population. The DMC planning grant has been used by the provider to (1) plan the most appropriate DMC interventions and (2) assist in providing these services.

Statewide Cultural Competency Training

Through the Phase I research efforts, together with information obtained from juvenile justice data systems, community testimonies, and staff experience, CJJP understood that interventions that are appropriate for addressing one community's disproportionate confinement of minority youth may differ from interventions that are appropriate for another community. A consistent theme emerged, however, from the Phase I data analysis and other sources: efforts are needed to address inadequate cultural awareness and inappropriate, though unintentional, bias among juvenile justice and other agency staff.

To respond to this need, CJJP developed a plan to initiate, improve, support, and institutionalize cultural competency training. A major goal of the training is to offer those who interact with minority youth better tools for providing meaningful education, guidance, and supportive and rehabilitative services. According to the plan, the

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training will focus on juvenile justice personnel who are making decisions affecting the placement of minority youth within service facilities.

The cultural competency training initiative was designed, as follows:

- CJJP would provide cultural competency training directly. For example, CJJP would contract with a trainer to provide cultural competency instruction within the pilot community or for all juvenile court intake workers.
- CJJP would support the improvement of existing training by enhancing the training curriculum with a cultural competency component.
- CJJP would work with state personnel systems to ensure the inclusion of culturally appropriate materials in personnel handbooks, policy and procedural manuals, and other venues affecting intra-agency personnel matters, as well as state personnel who interact directly with the public.

CJJP is also developing a monitoring mechanism for these activities that will capture such information as the number of staff trained, the number of curricula enhanced, and the number and extent of policies and procedures developed, modified, or amended.

The statewide cultural competency training initiative has not been fully implemented, as planned. Considerable progress has been made in terms of developing cultural competency curricula, forging collaborative relations with other state agencies, and providing cultural competency training sessions. A chronology of major milestones for the cultural competency training initiative include:

- DMC team met with the Iowa Law Enforcement Academy to explain DMC initiative, cultural competency plans (July 1993)
- ILEA provides cultural competency training for state law enforcement officers; the training decisions were influenced in part by CJJP staff (on-going)
- DMC team invited ILEA and the Departments of Human Services and Education and the State Court Administrator's Office to participate in planning and delivering cultural competency training (August 1993)
- CJJP was in discussions with the State Court Administrator's Office to assist in meeting cultural competency training goals (January 1994)
- CJJP and the State Court Administrator's Office collaborated in providing cultural competency training for Clerks of the Court, magistrates and judges as part of state-sponsored conferences for each group (April-June 1994)
- JJAC, jointly with the University of Iowa Summer School for Helping Professions, funded a two-day cultural competency session for secure facility staff and more general sessions for others (Summer 1994)
- Six-member team of Iowa judges attended DMC training funded by JJAC; following the training, CJJP met with the judges team, who will now be represented on the DMC Committee (formerly The Minority Over-Representation Task Force) (March 1995).

In addition to these milestones, the cultural competency training initiative has been greatly strengthened by the full-time DMC Coordinator whose background includes, among other skills and experiences, cultural competency training development and delivery. Since joining the Iowa DMC team in March 1994, the DMC Coordinator has assumed full responsibility for the cultural competency training initiative. He has personally conducted cultural competency training in numerous

venues including, most recently, the provision of training to a Davenport residential treatment facility for 100 staff and community leaders. The training focused on culturally appropriate service delivery and DMC problem-solving. During this same time period, the DMC Coordinator provided training at the state training school for African American gang-influenced youth and training school staff.

The Iowa DMC team has realized considerable accomplishments for the cultural competency initiative; however, team members also expressed frustrations with their ability to formulate and implement statewide training for all affected agencies and officials. The Iowa DMC team persists with the commitment to fully implement the cultural competency initiative. CJJP reportedly recognizes, however, that progress may continue to be incremental as opportunities to provide training occur on a community-by-community basis.

Data Collection and Monitoring

The Iowa DMC team recognized the need for an on-going capability to monitor and evaluate the extent to which minority youth were over-represented in the juvenile justice system. With this recognition, CJJP made a commitment, as part of the DMC Phase II plan, to ensure a data gathering and reporting capability. According to the plan, CJJP would pursue the collection and analysis of data through two avenues: (1) include "race" and other relevant data in the routine JJDP compliance monitoring process and (2) work with the State Court Administrator's Office to develop on-going reporting of juvenile court information from the Iowa Court Information System (ICIS). ICIS will be used to obtain case processing reports that can be used to monitor the number of minority youth involved in the juvenile system and the nature and extent of disproportionate representation of minority youth. ICIS will better enable CJJP to develop policies, procedures, and programs to address the issue and target their efforts where needed.

Considerable progress has been made in strengthening CJJP's capability to monitor DMC. The 1994 Fiscal Year compliance monitoring data collection process included race-related variables for jails, lockups, juvenile detention facilities, the state training school, and secure mental health facilities. At the time of this evaluation, these data were being cleaned and analyzed.

CJJP also continues to work with the State Court Administrator's Office to include the DMC data gathering and monitoring capability in ICIS. Some progress has

been realized; a sample management information report was developed and is being tested for one site. The DMC team reports frustration, however, with the slow progress in expanding the statewide automated information system to include juvenile DMC-related information gathering and reporting capabilities.

Two new data gathering efforts have been initiated. First, the DMC team has requested community arrest data from all of the DMC demonstration and planning grant communities, formula grant recipients, and Iowa's Community Prevention Initiative Communities. Also, CJJP has requested state-level arrest data from Iowa's Department of Public Safety.

At this time, the Iowa DMC initiative has not met its goal of providing comprehensive DMC-related data collection and monitoring. The DMC team is disappointed that ICIS has not proved more fruitful; however, there is encouragement that other sources of data and other data gathering efforts are potentially available.

3.4 Phase II Management and Resources

The Iowa DMC project changed its staffing arrangements during the course of the Phase II operations. Also, Iowa has invested considerably more resources than those provided by the discretionary grants into its DMC efforts. These two events are significant in the successful performance of the Iowa DMC project.

Full-Time DMC Coordinator

In accordance with the Phase II plan, the Iowa DMC demonstration was staffed and managed by CJJP. In March 1994, a full-time DMC Coordinator was hired. The impact of having a full-time dedicated resource was quickly realized. Beginning in April 1994, each of the DMC grant recipients received an on-site assessment of plans and progress and a technical assistance needs assessment. The DMC Coordinator also assessed the level of local task force involvement with the DMC project and together with local representatives developed community collaboration strategies.

The DMC Coordinator also designed a statewide fiscal and performance monitoring system. As a result of the new system, local DMC grant recipients began tracking performance and progress according to their original goals and objectives. Also the system provided the DMC project with more comprehensive performance data and more detailed fiscal data. The impact of the new system on the local projects was

readily apparent to the evaluation team. The local DMC grantees, particularly the demonstration project (see Chapter IV), were more focused on tracking progress and accomplishments in accordance with their stated goals and objectives than they had been during the January 1994 evaluation planning visit. Exhibit III-5, on the next page, provides a sample reporting format for each project's performance monitoring.

Iowa DMC Resources

The level of resources allocated to the DMC initiative is one indicator of Iowa's level of commitment to the project. In the words of a senior state official, "The discretionary grant is not what we consider our DMC program; we pumped a lot more...into it." In fact, between 1993 and 1995, the JJAC allocated the following:

- An initial \$40,000 in formula grant funds was used to support the DMC research, prior to the Phase I discretionary grant.
- An initial \$200,000 in formula grant funds was allocated for Phase II (\$100,000 for the community demonstration, \$50,000 for cultural competency training, and \$50,000 for evaluation).
- An additional \$200,000 in formula grant funds was made available to continue the community demonstrations.

According to one Task Force member, this level of funding is exceptional in the history of the JJAC. The commitment of \$200,000 to the community demonstration is four times the level of funding offered to any one project previously.

3.5 Future Plans to Address DMC

As demonstrated by the allocations of formula grant funds, the JJAC has been highly committed to the success of the DMC initiative and Task Force members report that this level of commitment will continue into the future. According to CJJP and JJAC representatives, additional funding is currently being sought to continue the full-time DMC Coordinator position.

The structure for future DMC efforts has already been established by the DMC Coordinator with the creation of the DMC 2000 strategy. The DMC 2000 strategy includes a written plan, the rejuvenation of the Task Force (now entitled the DMC Committee), the establishment of working groups, and the implementation of

communication mechanisms including a news bulletin entitled "DMC FLASH," which is distributed to DMC Committee members via Fax machines.

The direction for current and future DMC efforts is shifting toward more community-based collaboration and emphasis on prevention, as demonstrated by the DMC 2000 goals, which include:

- Enhance prevention and diversion programming
- Expand community-based alternatives to secure detention in minority neighborhoods
- Effectively monitor juvenile system activities and outcomes
- Review decision-making policy, legislation, and practice
- Develop and provide appropriate training.

The DMC Committee has as its mission to advise and make recommendations to the JJAC on progress and problems in achieving these goals, and how such progress and problems are related to the other requirements of the JJDP Act.

To ensure that progress is made toward achieving the DMC goals, the DMC Committee has voluntarily organized within four working groups, including:

- Information dissemination
- Project development
- Monitoring
- Training.

As part of the training team planning, the Cultural Competency Coalition (CCC) has been developed to provide culturally appropriate service delivery information and a coordinated framework for agency collaboration.

The evaluation found that the DMC 2000 strategy is technically sound and energetic and appears to be an appropriate "flagship" for revitalizing, channeling, and focusing Task Force member efforts. Similar to the current DMC Coordinator role, continued leadership and facilitation is essential to Iowa's ability to implement the DMC 2000 plans.

IV. IOWA'S PHASE II DEMONSTRATION INITIATIVE

IV. IOWA'S PHASE II DEMONSTRATION INITIATIVE

This section discusses the program that was chosen by the Division of Criminal and Juvenile Justice Planning (CJJP) and the State Advisory Group as the DMC reduction demonstration for Phase II of the Iowa DMC initiative. Section one outlines the overall approach of the program, while section two describes the various components of the program in detail and indicates the extent of their implementation.

Although the Phase I data analysis demonstrated that minority youth were overrepresented in the juvenile justice system statewide, CJJP decided that community-based approaches would have the most significant impact in reducing the overrepresentation of minority youth in Iowa's juvenile justice system. CJJP chose to solicit proposals from interested counties and agencies to receive funding to implement a community demonstration project during Phase II of the initiative. CJJP received grant applications from the four pilot counties, as well as two non-pilot counties. Selection criteria were based on CJJP's goals of supporting community-based initiatives that appeared to most comprehensively address the root causes of the overrepresentation reflected in the Phase I analysis. Involvement of local community agencies and residents in the application development and the proposed intervention was also a factor. From the field of six applications, the proposal from Cedar Rapids' Jane Boyd Community House was selected based on the close match between CJJP goals and the proposed intervention.

1. COMMUNITY-BASED INTERVENTION

CJJP selected the proposal submitted by the Jane Boyd Community House to receive funding as Iowa's Phase II community demonstration project. Jane Boyd's project, known as the "Positive Youth Development Project" (PYDP), targets the Wellington Heights neighborhood in the City of Cedar Rapids. The PYDP offers a comprehensive approach for reducing the disproportionate representation of minority youth in the juvenile justice system. In an effort to reduce criminal and delinquent activity, the PYDP provides a broad array of services to youth and families that address socio-economic factors identified in Phase I research activities. These factors include: educational system failure, lack of family support, and lack of prevention programs. This section provides background information about the environmental characteristics of the Wellington Heights community and describes the structural and programmatic elements of the PYDP.

1.1 Cedar Rapids and Wellington Heights

The City of Cedar Rapids is located within Linn County, Iowa. The population of Linn County is approximately 42,430 of which almost two-thirds (26,203) live in Cedar Rapids. The total minority populations of Linn County exceed five percent of the total population and most of the minority populations live in Cedar Rapids. The largest Linn County minority group are African Americans, of whom 94 percent (1233 of 1313) live in Cedar Rapids.⁴

The largest concentrations of ethnic and racial minorities within Cedar Rapids reside within census tract 17, the Wellington Heights neighborhood. Recent increases in illegal drug and gang activity within Cedar Rapids have adversely affected the Wellington Heights community, which has experienced a rise in youth-committed delinquent and criminal activities. The lack of social and economic opportunities within the community have caused the selling and using illegal substances to become socially acceptable activities for youth in Wellington Heights. As a result, many Wellington Heights youth have been, currently are, or are at-risk of becoming involved in the juvenile justice system. Additionally, the following demographic characteristics of Wellington Heights contribute to the potential vulnerability of this community's youth to become involved in delinquent or criminal behavior⁵:

- Fifty eight percent of Cedar Rapids' African American residents live in Wellington Heights.
- Forty seven percent of the Wellington Heights African American population are under 18 years of age.
- The average age of the total population in Cedar Rapids is 29.6 years; the average age in Wellington Heights is 22.4 years.
- Almost one third (31%) of the Wellington Heights population are classified as belonging to single parent families compared to just over one-tenth in Cedar Rapids.

⁴ Moore, R.G. *A Description and Discussion of Minority Over-Representation in Iowa's Juvenile Justice System*. Division of Criminal and Juvenile Justice Planning and Statistical Analysis Center. June 1993. Appendix A: Minority Census Data-1990.

⁵ Jane Boyd Community House. *Community Demonstration Project [Application]: Disproportionate Over-Representation of Minority Youth in Secure Facilities*. August 1993.

Also, a large number of young adults, aged 16- to 24-years old , are not in school or employed.

Meanwhile, Cedar Rapids has a long history of providing community-based support to families in social and economic need. The Jane Boyd Community House has been in operation since 1921 and has coordinated the provision of the city's social services, as well as provided services directly, for over 70 years.

The Director of Jane Boyd House said that the effect of disproportionate minority confinement in Wellington Heights was clearly connected to families and to the community. A large proportion of adult males in the neighborhood were in jail or had been incarcerated at some point. Various related evidence indicated that delinquency was increasing among the children of the neighborhood, particularly boys. Furthermore, delinquent boys often came from families with criminal histories. Consequently, when these youth went before judges, there were few alternatives besides confinement. Once the youth was locked up, neither the youth nor the family received any help to deal with the circumstances of confinement, or help planning for a healthy return home. Lack of transportation or child care sometimes meant that no one was available to get a child who had earned a weekend outside, or alternatively, the youth's home might be declared dysfunctional by Juvenile Court authorities, and off limits. Parents who participated in Jane Boyd programs told stories about losing their children, often not without cause, but the parents were left disempowered to address the system and get their children back on their own. The effect on children was also devastating. The Director said that children who could be rehabilitated would go into the juvenile justice system and be "ate up." They would come back irredeemable, having acquired a whole new set of skills for crime. Still, she said, she never dreamed that the levels of DMC were so high, until she saw the Phase I research results.

1.2 Positive Youth Development Project (PYDP)

The Jane Boyd Community House developed a comprehensive approach for addressing the needs of the Wellington Heights neighborhood residents and, ultimately, assisting in reducing the disproportionate representation of minority youth within the juvenile justice system. The Jane Boyd intervention, entitled the Positive Youth Development Project, seeks to strengthen and support minority youth, their families, and their community relationships.

The PYDP is based on a "wrap-around" services model. The project is a comprehensive multi-agency approach to provide a broad array of services to children

and families in the Wellington Heights neighborhood in an effort to reduce criminal and delinquent activity among youth. The PYDP seeks to reduce DMC by providing primary delinquency prevention to minority youth living in the community, by providing family services and advocating on their behalf, and by strengthening the neighborhood through citizen action and collaboration with public providers of family services. The structure and program components of the PYDP are described below.

2. POSITIVE YOUTH DEVELOPMENT PROJECT STRUCTURE

The lead agency for the PYDP is the Jane Boyd Community House. This agency's director coordinated the development of the project application and assumed a leadership role during the implementation of the project components. A Jane Boyd satellite facility, entitled the Harambee House, which is located within the Wellington Heights neighborhood, serves as the project site and hosts many of the project activities.

PYDP is a holistic service delivery approach to preventing delinquency with the goal of filling gaps in service, finding ways to make existing services more responsive, coordinating agencies as they serve families, and finally, integrating families into the process so that they participate in the development of the service plan with the agency team. In keeping with the goal of providing coordinated and comprehensive services to the Wellington Heights youth and their families, Jane Boyd developed a coalition of Cedar Rapids agencies. Representatives from these agencies are serving as the Task Force for the PYDP; in addition, many of these agencies are contracted by PYDP to provide primary project services.

2.1 The Positive Youth Development Task Force

The Positive Youth Development Task Force has 24 member agencies, including the members who were active at the start of the program: Jane Boyd Community House; Harambee House; Wellington Heights Neighborhood Association; and PATCH, which is comprised of representatives from the Department of Human Services (DHS), Probation, City Housing, Public Health, the Safety Commission, and the public school system. The Task Force membership agreed to the following:

- Bimonthly meetings
- Records maintenance to document the approach and process for developing and implementing the interventions

- Dissemination of knowledge gained from the project within and outside of the Task Force coalition

- Assumption of advocacy roles on behalf of Wellington Heights community
- Development and support of the case management approach, which is a primary project activity.

A list of the Task Force members, who are also the primary project service providers, is presented in Exhibit IV-1, on the following page. The Task Force has been in existence since 1992, when the directors of five non-profit agencies started meeting bi-monthly to discuss ways to collaborate and pool resources to provide better services to youth. The Task Force was completing a two-year effort to link services when the opportunity arose to apply for DMC funds. Jane Boyd was the only agency with the capacity to be the lead agency; but part of their DMC strategy was to expand the Task Force to include public youth-serving agencies and to contract with Task Force members to provide needed program components. The Task Force would continue to meet bi-monthly and would serve as a steering committee for the project.

As a new member of the Task Force, the Wellington Heights Neighborhood Association helped provide neighborhood input into the design of the program. By contracting for services from Task Force members, PYDP was able to provide a much greater range of services at a relatively low cost. (Contracts account for \$49,000, approximately 30 percent of the total project budget.)

The Director of Jane Boyd says that the Task Force is now beginning to pick up leadership of PYDP and other youth service projects and the role of Jane Boyd is decreasing. The greatest indicator of the success of the Task Force is the commitment to expand the Community Center concept from the one Wellington Heights location to the three other quadrants of the City. The Community Center has been a place where social service agencies have co-located satellite staff in the client's neighborhood. This "staff localization" requires staff to work the majority of time in the neighborhood setting, so they better understand the community and the family's lives. In addition, they are more accessible and the staff of different agencies can better communicate among each other as they coordinate services, just as agency administrators coordinate as members of the Task Force. Several observers said that the opportunities for *both* administrators *and* line staff from different agencies to learn about each other was a great benefit of the Task Force and the DMC initiative.

EXHIBIT III-3 (Continued)
PERCEPTIONS OF FACTORS WHICH CONTRIBUTE TO DMC

2.2 Positive Youth Development Project Components

The PYDP represents a comprehensive approach to providing intervention services for minority youth within a high-risk community. The approach is comprehensive in that the proposed program components address the needs of the

EXHIBIT IV-1 TASK FORCE MEMBERS AND SERVICE PROVIDERS TO POSITIVE YOUTH DEVELOPMENT PROJECT		
AGENCY	PURPOSE	SERVICES
Jane Boyd - Administrative	Oversee planning and implementation of Positive Youth Development Project	Primary agency handling administrative, financial, planning, reporting
Jane Boyd - Programmatic	Provide array of services to families and youth to prevent youth from entering juvenile justice system and divert youth already involved in the juvenile justice system; increase functioning of families; and increase positive community activities and interactions	Master Teacher Program Youth Programs Family Programs
PATCH: DHS Juvenile Probation City Housing Inspector Public Health Nurse	Provide coordinated services to families that are responsive to families' needs	Recruit/refer potential clients; coordinate delivery of services between/with other agencies; lead development of family plans
YWCA	Prevent domestic violence and remove victims from abusive environments	Provide domestic violence services and support including shelter, counseling, and training
Cedar Rapids Public School System	Support at-risk and troubled youth in maintaining attendance in school; provide educational opportunities for youth who have been expelled/suspended	Monitor academic progress of at-risk youth; monitor social behavior of at-risk youth; provide suspended/expelled youth with educational instruction at Harambee House
Cedar Rapids Safety Commissioner	Increase opportunities for positive interaction between police and community residents	Increase police presence in community; involve police in community activities
Iowa State University	Provide training curriculum for Master Teachers	Conduct Master Teacher training program and provide follow-up support to Master Teachers
Wellington Heights Neighborhood Association	Represent the needs of the community Identify families and youth who need services	Recruit/refer potential clients

EXHIBIT III-3 (Continued)
PERCEPTIONS OF FACTORS WHICH CONTRIBUTE TO DMC

Wellington Heights Community, the needs of parents and families, and the specific needs of young people.

The PYDP provided services in three ways:

- Specific program services were funded by the new resources obtained from Iowa's DMC grant
- Jane Boyd/Harambee House services targeted to minority youth who were at-risk for juvenile justice involvement were extended
- Additional services were developed or extended through the PYDP coalition of agencies (funded by the DMC grant as contract services).

An organizational overview of the PYDP services is presented in Appendix E, and each of these services is described briefly below.

Community Focus. As previously described, the PYDP has, as a primary objective, the provision of a holistic approach to strengthening the Wellington Heights neighborhood by empowering the families and providing prevention and intervention services to parents and their children. As such, the PYDP is primarily community focused.

In addition to the specific family and youth services, the PYDP includes a law enforcement component whereby the Jane Boyd Community House, Harambee House, and law enforcement personnel are joining forces to enhance law enforcement efforts so as to make the Wellington Heights neighborhood a safer place to live. Specific activities include increasing the visibility, accessibility, and accountability of local law enforcement through the local crisis intervention group, "walking the beat," police officer coffee breaks at Harambee House, and increased police involvement in school liaison, student mentoring, and youth activities.

Family/Parent Focus. One of the primary emphases of the PYDP is to empower the families/parents within the Wellington Heights community so that they can intervene on behalf of their children with respect to the juvenile justice system. Empowerment is accomplished through the provision of training, support, and the transmission of skills to more effectively prevent juvenile justice involvement and provide positive, family-based alternatives to delinquent and criminal behaviors. Specific services designed to support this program objective include:

- The Master Teacher Program, designed to strengthen families within Wellington Heights and the community itself by teaching decision-making, communication, and basic parenting skills, and teaching about child development issues. The program trains resident parents to be trainers.
- The Coffee Break component, which provides master teacher program graduates with bi-monthly support groups that will continue the training and empowerment process.
- Home Visitation and Counseling, which benefits families who need additional and/or more intensive services and support.
- Family Night Out, which provides community-based social events for parents and their children. These events will provide examples of healthful, family-based recreation, and instruct families in methods to organize their own family nights out.

Youth Focus. According to the information on substance abuse, delinquency, and criminality, the Wellington Heights youth are apparently routinely confronted with unhealthy alternatives to their educational and social development. The socio-economic climate, coupled with family disorganization, frequently results in school failures, gang membership, substance use and abuse and delinquent and/or criminal behaviors. The PYDP provides programs that are specifically targeted to these at-risk youth as preventive services, and where necessary, interventions. The PYDP components that focus on youth include:

- Rites of Passage, a prevention program aimed at helping minority girls and boys to develop inner strength, positive self-esteem, and improved academic performance.
- Tutors/Mentors, a program that recruits tutor/mentors from the community and trains them to provide one-on-one attention to neighborhood youth on a weekly basis.
- The TAFT Alternative Program, a short-term, intensive intervention to provide an alternative educational program for fifth to eighth graders who were terminated from school due to behavioral problems.

Each of the PYDP components are further described in the two following sections.

2.3 Program Components Within the Scope of the Evaluation

This section contains a narrative description of each program component, the objectives and activities, and indicators of the extent of implementation.

Law Enforcement

According to the Wellington Heights Neighborhood Association, two years ago the neighborhood was volatile and it was most evident in the attitude in the street towards law enforcement. There was an incident in 1993 where there were 60 people in the street ready to attack a police cruiser. After that incident, police patrols dwindled, the Police Department helicopter was more frequently heard overhead, and the people of the area felt that the police department had either abandoned the area or had targeted residents for harsh treatment.

Changing perceptions on both sides was a major goal of PYDP. The Director of Harambee House has been meeting monthly with the Assistant Chief of Police to increase the presence, visibility, and interaction of police officers in the neighborhood. The first thing PYDP offered was the use of Harambee House and its staff as a means of crisis-meeting in the neighborhood. The program formed an emergency mediation team that also included the President of the local National Association for the Advancement of Colored People (NAACP) chapter, a neighborhood pastor, and a few residents. In return, the Assistant Chief of Police agreed to have police use Harambee House as a base for an increased number of neighborhood patrols, including walking patrols. Getting the police out of their cars was an important step in the process of re-acquainting the neighborhood and the officers with each other. The Director of Jane Boyd feels that foot patrols have a stronger deterrent effect, give the police more opportunity to address small problems, and give both sides the chance to see the other as a neighbor and a person. The Wellington Heights Neighborhood Association has started a neighborhood watch with the goal of re-training residents to call the police.

The Director of Harambee House continues to meet weekly with the Assistant Chief of Police and has developed an interactive relationship with the Police Department. The standing members of the Emergency Mediation Team have not yet been called upon to fill their function, which is an indirect indicator of the success of the law enforcement component. Foot patrols, which were not used in Wellington Heights before Harambee House, are now performed daily. The latest development in the improving relationship between the neighborhood and the Police Department is the advent of a police bicycle patrol. Two officers will patrol the area on bikes from 4 pm to 12 pm daily. The President of the Neighborhood Association says that the bike patrol

is already reducing the presence of drugs on some of the most notorious streets in the area (and that the drug trade is relocating to the rural fringe of the city).

Data on arrests in Wellington Heights are not available. Harambee House and the police department have been working to establish an automatic tallying process, but still have not achieved it yet.

PATCH

PATCH is an experimental multi-agency case management system that was started in Cedar Rapids by Iowa State University researchers about the same time as PYDP. The PATCH concept puts a small team of representatives from different agencies together in a neighborhood-based office with the goals of: 1) providing holistic social service solutions that draw on all available resources; 2) improving neighborhood outreach and involving clients in treatment plans; and 3) forming a conduit between formal social service agencies and informal helping networks.

The PYDP social worker has been an important member of the PATCH team since its beginning. He gives PATCH direct access to Jane Boyd's community-based treatment network, and at the same time, he is able to refer PYDP cases that require help from the public agencies to the PATCH team. PATCH is staffed by six Department of Human Services (DHS) income maintenance workers, four DHS protective service workers, a home economist, a juvenile probation supervisor, a building inspector, and the Harambee House social worker. Once per week, the team meets to make case presentations to the group, where they plan a collaborative approach to each client's needs.

The PATCH goal of connecting with the community has two prongs. The first is outreach to families in need. The second is working with neighborhood helping systems. The Harambee House social worker and the PATCH coordinator agree that Harambee House is helping PATCH meet both goals. Harambee House sends its clients to the PATCH office located a few blocks away. The neighborhood office is less intimidating to people in the community than the downtown public agencies. There is no glass window between the clients and the practitioners, all of the offices are located together, and clients do not need to make an appointment. The result is that clients feel that PATCH is responding to their needs. The PATCH coordinator says that outreach in Wellington Heights has been very successful, with many clients referring

themselves to PATCH or coming to PATCH through Harambee House. People in the community are more aware of public services and more empowered to use them.

As a full-fledged member of the PATCH team, the Harambee House social worker has gained valuable access to the services and staff of the public family service agencies. This access helps in the development of alternative or individualized treatment for clients, when needed.

The partnership between PATCH and Harambee House has given public social service agencies more direct contact with community-based service providers (including PYDP and its Task Force partners), as well as the informal neighborhood networks with which it is designed to connect. PATCH and PYDP are two experimental collaborative social service projects approaching the ideal of integrated services from opposite ends. Both projects benefit from each other.

The Juvenile Court is a limited participant in PATCH due to a recent policy change. The Juvenile Court wanted to maintain a more formal appearance to the community as a means of deterring delinquency. As a result, the Juvenile Court does not bring cases to PATCH (although representatives continue to attend staffing meetings). PATCH and Harambee House have started to work directly with Juvenile Court judges to arrange referrals to PYDP and other alternative treatment providers, bypassing the Juvenile Court office. Although PATCH would greatly value the renewed commitment of the Juvenile Court, this could be seen as evidence of the success of the PATCH team.

An increase in the number of informal referrals and the informal handling of cases indicate success on PATCH's goals of integrating public services with each other and with the community. PYDP files show that PYDP has received 17 referrals from PATCH and has in turn referred 97 of its own clients to PATCH.

PATCH is in the process of conducting its own outcome evaluation. The evaluation will analyze: the number of informal referrals, the number of child abuse reports, the number of informal referrals that do not become DHS cases, the number of referrals, and improved relationships among agencies.

Home Visiting

The Harambee House social worker visits families in their homes in order to:

- Stabilize emergency needs
- Educate families about available services
- Become an advocate for families
- Learn more about the family context and the origins for specific problems
- Case manage the various services provided to family members
- Provide counseling and skills training.

Referrals for families to receive home visits come from individuals already receiving other services from Harambee House, PATCH, or from other members of the community.

When the social worker first visits a family, he begins by getting to know them and establishing trust. He said that it is important to let the first few sessions flow without any assessment agenda so that the family opens up and begins to see him as an advocate. He said that resistance, for various reasons, has been his greatest barrier and greatest challenge. Some clients are wary of the stigma of receiving help. Others see the social worker as a representative of the system. He is in a constant struggle to get families to give him the opportunity and information he needs to be their advocate.

As an advocate, the social worker helps families get what they need from both the community-based Harambee House services and from the formal public system. He works to assess families and bring members into various Harambee House programs. He presents cases to the PATCH team and helps arrange for services from PATCH agencies. He also helps families as they prepare for court, working with attorneys and Juvenile Court Officers.

The social worker has a caseload of 62 families that he personally visits (121 individuals). The social worker averages ten completed visits per week, with many more attempted visits (clients often break appointments). Many of his counseling activities are more in the realm of advocacy, such as attending court and developing alternative sanction and treatment plans for juveniles. He also oversees the home visits of Master Teachers (43 households, 103 individuals). He introduces Master Teachers to the family and serves as a backup for serious problems that may arise. The social worker has built this entire caseload since he joined Harambee House in April 1994.

Master Teachers

The Master Teacher program trains members of the community to become informal family counselors, who teach parenting skills, decision-making, communication, and youth development. The program fills a gap in needed parent education, while it also improves the connection between the community and Harambee House by using community members as counselors, and provides outreach for other Harambee House programs. The program is designed to use community members to provide assistance, education, and counseling to their neighbors, but the program also had a surprising effect on the Master Teachers themselves.

To date, Harambee House has provided training for a total of nine community members to become Master Teachers. The training is conducted by Iowa State University (ISU) and consists of ten weekly sessions, conducted at Harambee House, that cover basic counseling skills. The objective of the training is to teach community volunteers that they can use their natural skills to communicate with others in a counseling setting. The approach is to openly value their skills during case study enactments of counseling.

The ISU trainer said that the first class of five Master Teachers (who began in February 1994) had a surprising response to the training. At first, they found it hard to believe that they had anything to offer their neighbors. But as the training progressed the Master Teachers started to build their own group strengths and reinforce each other. They started coming earlier to the Saturday classes and staying later. All of them completed training; none of the subsequent trainees has dropped out either. The training increased their self-esteem and motivation to cope with their own difficulties. The ISU trainer said they were awakened to a knowledge of their own skills. The Master Teachers themselves said that the training taught them to understand others' needs, not just their own. It trained them to listen and not be "short with someone else's problem."

All of the students in the first Master Teacher class made significant life changes. One man was unemployed and had recently been discharged from an alcohol treatment center. After the Master Teacher training, he was appointed to a city-wide committee on early childhood development and found a full-time job as a printer. Another started the only Girl Scout troop in Wellington Heights and now has over 100 girls participating. This woman recently began work toward a college degree. Another of the original five Master Teachers was a single mother of two who overcame her lack of self-confidence and now is training to become a physical therapist. Another female

Master Teacher, who had been receiving public assistance, is now training full-time at the community college to become a social worker. The result of the experience of the first class of Master Teachers was a reconception of the program to recognize the potential impact on the Master Teachers themselves. The Director of Jane Boyd said that people in the community see Master Teacher training as a way to change their lives and find jobs.

None of the original five Master Teachers is currently active in the program, but their personal change and increase in leadership and community service is seen as a success by the trainer and Harambee House. The current group of three Master Teachers have experienced the same type of personal change and have also remained active with Harambee House, providing important service to PYDP. All three of the current Master Teachers are employed part-time by Harambee House.

The Harambee House social worker credits the help of the Master Teachers with identifying 12 new families for home visits, as well as making it possible for him to maintain a larger case load. Without their help, he says, his time spent with families would have to decrease from 40 to 15 minutes. The Master Teachers have completed a set of 10 home visit sessions with 46 families, providing family skills. They continue to counsel many of the 46 families. The social worker said that coming from the community is a rare quality in a counselor. Many professional social workers do not really understand the lives and needs of those in the community as well as the Master Teachers.

One of the current Master Teachers operates the Wellington Heights van that provides transportation to jobs after the city bus system stops running at 6 pm. (She meets with three to five families weekly.) Another has temporarily been operating the Right of Passage program for girls, filling in until a full-time worker is hired. She has also started a support group for older women who meet weekly at Harambee House. She also meets with 19 families weekly. The other current Master Teacher has started a spiritually-based alcohol recovery and support group that is quickly becoming an important part of Harambee House. Eighteen youth and 12 adults meet twice weekly and have an additional drop-in recreation session on Saturday night. He has his own caseload of 31 families with which he has been meeting since November 1994.

PYDP has learned that to help overcome the Master Teachers' fears of counseling families who might not be receptive, the social worker has had to maintain a large presence with all counseling activities. He introduces the Master Teachers to the

family, conducts the initial assessment, and visits the family himself periodically. With this method he provides continuing education to the Master Teachers and helps them overcome the common fear of being seen as "snooping."

Another lesson was that the classes should have four to five participants for optimal learning dynamics. The first class of five drew self-confidence from each other. The last round of training for one Master Teacher did not work as well.

Coffee Breaks

Coffee breaks are informal support group meetings intended to continue the process of empowering and educating consumers who are brought into Harambee House by the Master Teachers. Coffee Breaks provide the opportunity for residents who feel isolated in their circumstances to support each other and provide confidence to cope with similar problems. The groups also serve as a forum for educating consumers about skills and available services. The social worker found that starting the group was difficult. Several times he attempted to start groups around issues common to his clients, without success. Family Night Out proved to be the catalyst for starting the first groups. Parents who had not responded to the initial invitations to come to Harambee House for Coffee Breaks, did attend the social event after which they were ready to come back for the group meeting.

Currently there are three coffee break groups, although only two meet weekly. The first group formed around the issue of male parenting and gaining access to children living apart from their fathers. The social worker ran the group around the idea of satisfying the fathers' needs and helping them understand their rights. Sometimes he would bring outside experts to talk about custody and legal rights. Other times he would let them express their anger and frustration. The Fathers group is currently suspended because all of the fathers are more satisfied with their access to their children. Two other groups are currently meeting: a female parent group, and one for mature women. Harambee House staff hope to start a group for children in foster care.

The original goal for participation in Coffee Break was 90 percent of the 50 Master Teacher families. The number of participants is not as high as the original goal, nor is the target group the same. Each of the three current groups have a membership of about eight. One of the groups is not currently meeting.

The need for Coffee Break remains high, but not among the planned target population. The social worker has found that it is critical to allow participants to define their own area of need. His failed attempts to start the groups according to the planned schedule demonstrate this lesson. Again, he was ultimately successful in starting the groups when clients were given the opportunity to come to Harambee House socially in connection with Family Night Out (described below), instead of having to "admit" they had a problem that required group therapy. He says that another key factor was having a core of participants who served as "sales people" to draw in others.

Family Night Out

Jane Boyd planned to sponsor six Family Night Out events to bring together community youth and parents and improve family functioning by providing an opportunity for interaction and communication. Family Night Out provides a healthy environment for parents and youth to leave everyday stress behind and enjoy social activities such as picnics and dancing. Family Night Out also provides an opportunity for community residents to interact socially in a positive manner and strengthen community relationships.

One of the principles of Family Night Out is that the community residents choose the activity and plan the event. Before each event there are at least four planning meetings with Harambee House staff and members of client groups.

PYDP originally planned to hold six events but they have actually averaged one per month since June 1994 for a total of eleven events. As Exhibit IV-2 on the following page indicates, the events have been widely varied. The events have included a tour of the public library, a tour of the art museum, arts and crafts at Harambee House, a panel discussion about delinquency at Harambee House, a trip to the pool, a night at the theater, and a dinner at a steak house. Attendance at the events has averaged about 30. Clients have reported returning to the site of the event on their own, which is one indicator of success. Another successful aspect is that families, and especially first-time clients, are more comfortable with the social atmosphere than with the everyday service-oriented environment around Harambee House. The events have given a lot of people the opportunity to get to know Harambee House staff and what is available.

Lessons learned about planning the events include reinforcing the original idea that it is important to make the clients themselves responsible for choosing the event

EXHIBIT III-3 (Continued)
PERCEPTIONS OF FACTORS WHICH CONTRIBUTE TO DMC

and making sure it happens. Clients plan how to advertise the event, divide tasks, plan activities, and plan transportation needs. At the same time, the staff have had to stifle the urge to correct them or take charge. PYDP staff have noticed that events chosen by clients sometimes lack broad appeal (such as the puppet show which had very low participation) or have the potential to get out of control (such as when 80 people arrived for the free steak dinner). But learning how to correct those problems has been a valuable part of the process for clients.

Client reaction to family nights stressed the neighborhood qualities of bringing people together for a good time, seeing families out together, and the opportunity to have a good time with their own family. Food at the events was popular; keeping the events free was another key to success, and educational discussion was also appreciated.

EXHIBIT IV-2 FAMILY NIGHT OUT EVENTS		
Event	Date	Attendance
Bender Pool	June 24, 1994	74
Barbecue	July 15, 1994	76
Play Station	September 9, 1994	30
Theater Cedar Rapids	September 30, 1994	24
Ryan's Steak House	October 30, 1994	76
Harambee House Family Night	February 10, 1995	40
Public Library	February 23, 1995	3
Museum of Art	March 23, 1995	27
Arts and Crafts	April 21, 1995	30
Celebrate with Care	May 19, 1995	25
Juneteenth	June 19, 1995	143

Tutors/Mentors

PYDP planned to recruit and train neighborhood residents and extended family members as mentors to interact with neighborhood youth each week on a one-to-one basis. Their mentoring philosophy is to try to find adults who already are within the child's family network. They also planned to recruit educators and business professionals to tutor youth in basic reading, writing and math skills. Tutoring would extend the school-work component of Rights of Passage (ROP youth have time set aside for homework every day) for youth who were interested or who need more assistance.

Currently two youth who participate in ROP are also being tutored on an individual basis by volunteers, and one youth is being mentored. As with any tutoring or mentoring program, PYDP has to devote more time to volunteer recruitment in order to more fully implement these promising program components. Recruiting and coordinating volunteers is a task that would potentially fall to a Master Teacher, when a new class is trained and available. (Current Master Teachers seem to be working at their capacity.)

2.4 Program Components Outside the Scope of the Evaluation

This section describes program components outside the scope of the evaluation in order to provide a complete picture of program activities.

Rights of Passage

Harambee House has two 4-year-old programs for minority youth in the sixth through eighth grades, one for boys and one for girls, aimed at helping develop inner strength, positive self-esteem, and improved academic performance. Youth attend afterschool sessions daily from 2:30 to 6:00 pm. In both programs, students maintain a diary of daily experiences. The program stresses cultural education, understanding of immediate family (family history, genealogy), community service, career exploration, discipline, responsibility, and preparation for passage. Harambee House has recently added programs for non-minority youth. There is also the Rights of Passage (ROP) program for mature males, which meets in the evening twice per week. Three full-time staff operate ROP. There are approximately 51 African American males and 20 Caucasian males along with 23 girls of all races.

Most ROP participants live in Wellington Heights and go to McKinley Junior High. The Principal of the school says the Harambee House staff are constant visitors at the school. They check with the students early in the morning and immediately after school. They also act as liaisons with parents, bringing them to the school to discuss their children. They have acted as mediators with difficult youth. After school, it is not uncommon to see a crowd of students around the Harambee House van talking to the counselors. This has had a very positive effect on the perception of children and parents, who find that PYDP staff are accepted by others in the community.

TAFT Alternative Schooling

TAFT is a short-term intensive intervention to provide an alternative educational program for fifth to eighth grade youth whose educational rights are about to be terminated because of behavioral problems. Youth attend three hours of class instruction each day at the Harambee House. As part of the program, youth must also address the situation that led to their expulsion by setting personal behavioral goals. The goal of the program is to continue the educational process of youth during an expulsion, while also fostering behavior modification and enabling youth to eventually re-enter the public school system. TAFT serves six to eight youth at a time during the

school year. Teaching is provided by a Cedar Rapids public school teacher. All but one of the TAFT participants have been boys, and the majority of participants have been Caucasian.

TAFT is an important component in the dynamic relationship between PYDP and the neighborhood schools. The program is well utilized and fully accepted by counselors at the nearby junior high schools. It forms the basis of the youth services that PYDP can provide to help deal with behavior problems in the school. At-risk youth who are selected by school officials for TAFT services often enter other PYDP programs voluntarily, once they come to know the staff. The Director of Jane Boyd says that being involved in educating the most severe behavior cases in the school has helped increase contact with the youth who most need PYDP services. Youth who are at-risk tend to know the other students and youth in the neighborhood who are likely to engage in unhealthy behavior. Counseling some of these youth has created a conduit to the others.

2.5 PYDP Family Results

PYDP not only served a significant number of families and individuals in the year between June 1994 and July 1995, but there is evidence that they also achieved their goals of treating families rather than just individuals, and referring family members for needed services both within PYDP and to outside agencies. The "wrap-around" philosophy behind PYDP is designed to go beyond the treatment of individuals to recognize the family context, and treat individuals as they relate to their family, empowering parents to deal with their children, and addressing the roots of children's problems found in family dynamics. The wrap-around approach accomplishes this in two ways: first, it provides access to a continuum of services to treat many facets of family needs; second, it relies on a family-based case management system that gives family members input into the treatment plan for youth, and involves them in non-therapeutic program activities (such as Family Night Out).

PYDP tracked program clients and their families using a unique system that counted "points of service" to families. A point of service is a direct connection by any family members with one of the formal PYDP program components. For example, if a family of three was introduced to PYDP when a youth was referred to ROP by the school, then the social worker would visit the home to talk to all three family members and ask them to attend a Family Night Out. The tracking system would show that the

family had 7 points of service (1 for ROP, 3 for home visiting, and 3 for Family Night Out).

Exhibit VI-3, below, shows the summary of tracking information from PYDP records. The 80 adults and 172 children who received PYDP services between June 1994 and June 1995 belonged to 105 families. (The numbers only reflect family members who participated in services. Some PYDP "families" are individual children whose families did not participate in any program.) The table also shows that each PYDP family received an average of 4.4 points of service in therapeutic program components. This significant result demonstrates that families were being served as units, rather than just as individuals. It also indicates the success of referring PYDP participants to other programs within Harambee House to help solve family problems.

EXHIBIT IV-3 PYDP CASES	
Families	105
Adults	80
Children	172
Total individuals	252
Services	
Social Worker Home Visit Clients	121
Master Teacher Home Visit Clients	103
Coffee Break Clients	18
Family Night Out Customers	137
New Day (Drug Treatment) Clients	24
Rights of Passage Clients	94
Therapeutic Points of Service (not including Family Night Out)	457
Points of Service per Family	4.4

Exhibit IV-4 below illustrates PYDP referrals to and from agencies outside Harambee House. As the exhibit shows, the PYDP social worker referred 97 clients to PATCH agencies (primarily DHS). The table also shows the source of PYDP referrals. Not surprisingly, school referrals and walk-in/self-referrals were the most common, demonstrating the effectiveness of the PYDP connection with both the school and the community.

EXHIBIT VI-4 PYDP REFERRALS
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Referrals to PYDP from:		Referrals from PYDP to:	
6th Judicial District	2	PATCH	97
	2		
Juvenile Court	37		
	17		
Schools	6		
	8		
PATCH	29		
Master Teachers			
Other Agencies			
Walk-in			

V. CONCLUSIONS AND LESSONS LEARNED

V. CONCLUSIONS AND LESSONS LEARNED

This section summarizes comments made during the Phase I and II evaluation data collection concerning the impacts and lessons learned by stakeholders in the DMC initiative. Section one discusses DMC impacts at the state level and at the neighborhood intervention site. Section two discusses the lessons learned at the state and the local levels. Section three provides a summary of lessons learned from the Iowa DMC Initiative that can be generalized to the national level.

1. DMC IMPACTS

The Iowa DMC Phase II evaluation team inquired of the CJJP staff, Minority Over-Representation Task Force members, and the county and community representatives as to the impacts of the DMC demonstration and the lessons learned as a result of their involvement. The responses to these questions are summarized below.

1.1 DMC Statewide Impacts

The first major impact of the DMC initiative, according to the evaluation interviews, was on the level of awareness of the DMC issues among state, county, and local representatives. Most of the interviewees reported that their own level of understanding was greatly enhanced by the Phase I data and the subsequent research and planning efforts. A few respondents reported an increased level of awareness of DMC among other colleagues, other agencies, and even the public at large.

A second major impact of the DMC initiative was on the collaborative process, both among the Task Force members and within the DMC communities. Evaluation respondents spoke enthusiastically about the motivation and willingness to commit to the DMC issue and the "synergy" around the issue among Task Force members and within community forums. The fact that the Task Force was representative of state and local interests and inclusive of all ethnic minority groups was viewed positively by the interviewees. Also, this heterogeneous mix of interests and ethnicities was seen as contributing to a stronger and more effective collaborative process.

Several respondents also credited the DMC initiative with affecting change within the juvenile justice system. Interviewees reported an increase in the hiring of

minority staff, and an increase in the provision of cultural sensitivity training within juvenile justice system agencies.

The DMC initiative also reportedly had a direct positive impact on the participating communities. The planning activities within the DMC counties had a much higher level of quality, and there was an increase in agency collaboration at the community level. According to the interviewees, the DMC project also encouraged the development of community-based services for delinquent youth.

1.2 DMC Community Initiative Impacts

The Director of Jane Boyd says that the last year has been a breakthrough for them in influencing youth and family services in Cedar Rapids, and receiving the DMC grant marked the beginning of the process. Public and private agencies are more unified than ever, both in mission and in practice, and the results are evident in effective programs. The following paragraphs discuss the impacts the DMC grant had on Jane Boyd House and Cedar Rapids.

The first major impact was the eventual growth of truly effective collaboration with other agencies and organizations to plan and implement family services around DMC and the PATCH project. The Director of Jane Boyd said that the agencies came together for the first time, building mutual trust and learning to work together. Once the relationship began to be established the collaboration was effective because of its mutually involved qualities:

- Agencies co-located services in a new type of office without barriers between different providers. They share work in new ways, crossing boundaries; for example, workers from different agencies take turns handling the walk-in clients.
- Referrals between agencies were more open than ever before.
- Treatment plans were prepared and reviewed in common planning sessions.
- At the same time that the administrators of the agencies were getting to know each other in meetings concerning policy and planning, the staff got to know each other in the field.

The expansion of the Family Resource Center—the facility in Wellington Heights housing PATCH—to new locations in the rest of the city, represents a large commitment to the future of collaboration by all of the agencies involved. The Director of Jane Boyd credited the DMC project as an important catalyst in this new project, that will use over half-a-million dollars in state funds to replicate the collaborative structure and the successful grass-roots approaches begun by Harambee House under the DMC grant.

The second major impact of the DMC community initiative was that it enabled Harambee House to foster effective community outreach. Harambee House was new to the Wellington Heights neighborhood at the beginning of the DMC grant. Harambee House established a presence as a part of the neighborhood and an advocate for its residents. This was accomplished by involving clients in the planning, and ultimately the provision of services (such as the Master Teacher program or the Mentor/Tutor program). Harambee House benefitted from client involvement in terms of its credibility as an institution that represents the neighborhood's wishes, ideas for approaches from the people who are expert in the problems facing residents, and increasing the ownership clients feel toward the program and the facility, which translates into continued participation.

2. SPECIFICATION OF LESSONS LEARNED

Iowa's DMC initiative provided the opportunity for state agency administrators, state and local Task Force members, and local community representatives to gain a better understanding of public policy analysis and problem-solving. Information provided during the evaluation interviews is summarized below.

2.1 Statewide DMC Lessons Learned

Ultimately, the CJJP staff reported learning that the solutions to the DMC problems rest largely at the local community level. During the Phase II DMC demonstration, several state agencies were involved with juvenile justice system problem-solving. Initial state efforts were focused on coordinating state agencies and "speaking to the local communities with one voice." As state and local agency staff gained experience and knowledge, the emphasis shifted to coordinating and collaborating at the local, rather than at the state-level.

A second important lesson reported by CJJP staff was about the inter-relationship of DMC causes and contributing factors with other juvenile justice system issues. Initially, all of the emphasis was on DMC; state and local task force meetings and other planning forums focused strictly on minority youth and confinement. As the key staff gained experience, there was recognition that DMC issues were integral to most other public policy and program development initiatives. As a result of this realization, CJJP pursued opportunities (e.g., conferences, training sessions, planning groups) to share the public policy platform. As a result, the "DMC voice" is being heard among the Title V grant recipients, the Des Moines 42-agency consortium, and other more broad-based community collaboration efforts.

From the Iowa Title V experience, CJJP also reported learning of the importance of providing technical assistance during the grant development process. Having assisted with the highly successful Title V grant development effort, CJJP reported their perception that early technical assistance might have better facilitated the community demonstration project development and resulted in less anger and frustration among the unsuccessful grant applicants.

Several other "lessons learned" were identified by the CJJP staff, Task Force members, and community representatives, including:

- **Understanding DMC issues:** Iowa's experiences suggest that communicating DMC understanding cannot be rushed; time is needed to "bring people along." Also, one staff person cautioned "Don't take for granted that people know what DMC is."
- **Task Force experiences:** Several Task Force members commented that the Task Force, itself, provided an education in DMC and community collaboration; but it must be inclusive of all minorities and levels of government to have credibility.
- **DMC resources:** To be effective, the DMC initiative must develop other resources through other agencies and programs. The combined discretionary and formula grant funds were insufficient to meet all resource requirements.
- **Full-time DMC Coordinator:** This position was essential to the successful completion of the demonstration project. By supporting statewide cultural diversity training programs, providing technical assistance to the grantees, and facilitating collaboration at the community level, the DMC Coordinator greatly energized the project and introduced balance between the state and community representatives.

Finally, Iowa learned that the Task Force approach was, in general, highly successful in (1) bringing together diverse representatives, (2) introducing and supporting the rational planning process, (3) facilitating community-based problem-solving and program development, and (4) synergising state, county and local ideas, resources and DMC activities. The Task Force floundered, however, at the conclusion of the planning process, once the grant awards were made. CJJP and Task Force members learned the importance of redefining Task Force roles and responsibilities when shifting from a program planning to a program implementation mode. The DMC 2000 strategy appears to provide a model structure and focus for on-going DMC Task Force activities.

2.2 DMC Neighborhood Initiative Lessons Learned

The DMC neighborhood-based initiative provided participating individuals and agencies in Cedar Rapids the opportunity to learn about building consensus to deliver family services to at-risk youth. Participants comments from Phase II data collection are summarized in the following paragraphs.

The Director of Jane Boyd House said that the DMC project taught her about collaboration with agencies and with her clients. One lesson was that collaboration required that she keep her personal values in check. For example, her own work ethic caused her to expect that once the first class of Master Teachers were trained they would want to work in Harambee House 40 hours each week. Instead, she found out that they often missed work for what seemed like trivial reasons. Her frustration gave way to an eventual realization that the Master Teachers, none of whom were previously in the work force, had to be given the time to develop their own work ethic.

She found that working with other agencies required the same discipline. She learned to keep her individual ethics and beliefs in check and not demand what the agencies were not ready to give, even if the situation obviously required it. This is especially true for coalitions working on the consensus model, such as the PYDP Task Force.

Another lesson was that consensus building takes more time than just dictating the program to other agencies. The Director of Jane Boyd worked on educating the directors of other agencies about the Jane Boyd style of community-based intervention, while her assistant, the Director of Harambee House, worked with the staff of those

agencies. When Jane Boyd's director started to hear the others referring to prevention, cooperation, and client involvement, she knew the group was close to where it had to be. She also said that committing to collaboration meant that even as the CJJP applied outside pressure for the group to stay on schedule, the Task Force sometimes had to wait to move to the next phase of the project together. Sometimes it was difficult for Jane Boyd, as the primary grant recipient, to maintain the discipline of consensus under those conditions and not just move forward alone, without the rest of the Task Force.

One crucial partner, the Juvenile Court Office, eventually declined to participate as a matter of policy. The Director of Jane Boyd said that the situation was difficult and threatened the outcome of the project, but they were able to work with their other partners to overcome the barrier. Now, Juvenile Court Judges send some juveniles directly to Harambee House as an alternative to traditional probation. PYDP was able to achieve success in juvenile justice even without the help of the key agency by expanding their contacts with the rest of the system—the judges on one end, and the schools on the other. Harambee House refined their programs to provide the alternatives that the court and the school were looking for by collaborating and responding to their interests.

Jane Boyd learned other lessons about transformative community-based planning including the following:

- Program planners do not have to invent everything. Jane Boyd was able to find other models and existing, under-utilized alternatives already in the system (such as the Family Resource Center).
- Plan on flexibility for the inevitable cases in which program plans do not work as intended. Needs change from year to year, and consumers can demand change as well.
- If possible, build that flexibility into the grant contract.
- Establish clear understanding of reporting systems and requirements; agree on a reporting form.
- Technical assistance providers should be given a clear role when they are utilized. Establish their time commitment and number of site visits. Establish what products are expected from them and when. Otherwise, their responsibility might remain vague, limiting their usefulness.

- The project needs to start looking for the next source of funds on the first day. Grants should be structured to phase out funding so that the whole amount does not need to be replaced at one time.

Finally, the Jane Boyd staff and their partners agree that DMC is more complicated than it looks. It requires that families be strengthened and empowered in many different ways, for the sake of preventing delinquency and for supporting youth who have been involved with the juvenile justice system. They learned that even the rules of the court and probation are set up to favor youth who have a stable home. The reduction of DMC requires working with systems to recognize non-traditional family strengths, while working with families to foster healthy environments for children.

3. LESSONS FOR THE NATIONAL EVALUATION

Aside from the specific lessons learned during Phase I and II, the Iowa DMC initiative demonstrates several general aspects of the process that are particularly transferrable to other DMC initiatives. These observations are based on the framework provided by William Feyerherm's paper, *Disproportionate Minority Confinement: Lessons Learned From the Pilot State Experiences*.

Research on Juvenile Justice Decision-Making is an Investment in Consensus.

Iowa's Phase I planning demonstrated the consensus-building value of investing in quality research. The Phase I research provided the DMC Committee a platform for discussing the status of DMC in the state, not just in confinement, but in the systemic structure that leads to confinement as well. The three components of Iowa's research could provide an outline for all such efforts:

- Examine the status of all youth in confinement
- Analyze a sample of case processing histories examining each decision point in the system
- Collect community input about the status and causes of DMC (including input from juveniles in the system).

The data should be carefully presented to the state DMC committee, as it was in Iowa, to avoid blaming individuals. The Iowa planning group had very little disagreement on the "status" of DMC in the state (which was at high levels), most saying that the data were clear—there was a problem. Without clear data about each decision point,

committee members with conflicting interests could pass the blame, wasting time and creating dissension.

The Search for Causes of Systemic DMC is a Separate Challenge for Consensus.

In Iowa, Phase I committee members held different beliefs about the causes of high levels of DMC that generally ranged between two competing explanations. One explanation was that the causes of DMC are chiefly due to the juvenile justice system reflecting the racism of the community at-large to the disadvantage of minority youth. Holders of this view felt that the justice system could be reformed to reduce DMC, and that if racism were to somehow disappear, so would DMC. The other explanation was that DMC is caused by socio-economic factors beyond the control of the juvenile justice system and government. Holders of this view felt that delinquents are in the system because of what they do, not because of their race. Many of them felt that if racism were to disappear, youth from the lowest economic class would continue to be disproportionately confined. The Phase I participants in Iowa held views about the causes of DMC that could be characterized as one of these two simplified explanations, or some combination.

The debate remained active among stakeholders at the time of the Phase I data collection, almost two years later. We also found a tendency for some stakeholders to underestimate the extent of disagreement among the committee members over causes of DMC. The disagreement is significant because the two explanations imply very different solutions. The first explanation requires that the juvenile justice system change the way it operates and invest in cultural sensitivity and diversity. It requires a re-examination of practices including "objective" processes and guidelines. It also implies the need for family advocacy for minority youth dealing with a system where race impacts outcomes. The second explanation implies the need for prevention before the youth engage in the behaviors that leads to the juvenile justice system. Holders of this view emphasized family strengthening, measures to keep youth in school, and parent skills training for families of at-risk minority youth. Aspects of both policies can be, and usually are, pursued simultaneously. However, it is important to recognize that different explanations of the causes of DMC can co-exist and persist in the midst of collaborative action.

Even Small Community Programs Can Effectively Pursue Different Approaches Simultaneously.

Jane Boyd's community DMC initiative shows how a small program can work on the causes of DMC on different levels simultaneously. The PYDP multiplied the impact of their effort by pursuing all three of the following approaches:

As *advocates* the community-based program must be prepared to adopt an adversarial position relative to the juvenile justice system in order to be credible representatives of community interests. As *advocates* the program:

- Provides support and empowerment for minority youth, families, and communities with respect to the juvenile justice system
- Influences the system to change policies and practices that lead to DMC (e.g., revising decision-making guidelines, adjusting existing services to better serve minority youth).

Collaborative approaches stress cooperation between the community-based initiative and the juvenile justice system to achieve the following:

- Address cultural sensitivity and personal change for professionals within the system
- Create synergy between juvenile justice agencies (law enforcement, case management, courts, treatment, detention), other public agencies (schools, libraries, recreation, income support, housing), and community non-profit organizations (churches, national organizations, grass-roots organizations) to address factors leading to DMC and minority delinquency.

Jane Boyd developed the following *alternative resources* outside the traditional juvenile justice system:

- Culturally sensitive versions of traditional delinquency treatment
- Prevention program components within the minority community.

This continuum of approaches recognizes the complex causes of DMC and is designed to take advantage of every opportunity to address solutions.

APPENDIX A - GLOSSARY OF ACRONYMS

APPENDIX A
GLOSSARY OF ACRONYMS

CCC	-	Cultural Competency Coalition
CJJP	-	Division of Criminal and Juvenile Justice Planning
DHS	-	Department of Human Services
DMC	-	Disproportionate Minority Confinement
DORMSF	-	Disproportionate Over-Representation of Minority Youth in Secure Facilities
ICIS	-	Iowa Court Information System
ISU	-	Iowa State University
JJAC	-	Juvenile Justice Advisory Council
JJDP	-	Juvenile Justice and Delinquency Prevention
NAACP	-	National Association for the Advancement of Colored People
OJJDP	-	The Office of Juvenile Justice and Delinquency Prevention
PYDP	-	Positive Youth Development Project
ROP	-	Rites of Passage
S.T.E.P.	-	Sisters Together Empower People
UCR	-	Uniform Crime Report

APPENDIX B - IOWA DMC EVALUATION INTERVIEW GUIDE

7. What do you perceive as being the causes or contributing factors to DMC?

8. What do you think would be appropriate solutions or responses to DMC?

- Juvenile Justice System

- Community

- Schools

- Family

III. MONITORING

9. What mechanisms are being used for on-going assessment of DMC? Please assess the adequacy of these mechanisms.

IV. OUTCOMES/IMPACT

10. Has DMC been reduced in Iowa? Please describe.

11. Has the DMC initiative had any other impact (positive or negative) on the juvenile justice system?

12. What strategies were most effective in bringing about change?

13. What lessons were learned about how to create change?

14. Do you have any other comments, information, or questions about the DMC evaluation?

**APPENDIX C - POSITIVE YOUTH DEVELOPMENT PROJECT AND
PROCESS EVALUATION INTERVIEW GUIDE AND FOCUS GROUP
GUIDE FOR PARENTS**

**IOWA DMC EVALUATION
POSITIVE YOUTH DEVELOPMENT PROJECT AND PROCESS EVALUATION
INTERVIEW GUIDE**

Program Management

Name: _____ Phone No.: (____) _____

Position: _____ Interviewer: _____ Date: _____

I. BACKGROUND

1. Please describe your role and responsibilities

1.a Generally:

1.b With respect to the PYDP:

5. What do you perceive as being the causes or contributing factors to DMC?

6. [If the interviewee has knowledge of the Advisory Group, ask:]
[If not skip to 8]

Did the Advisory Group address the juvenile justice system itself as a source of DMC? Please describe.

7. Please describe your perceptions of whether the Advisory Group correctly defined the causes of DMC in Iowa.

III. DESIGNING THE INTERVENTION

8. How did Cedar Rapids identify potential interventions? Please describe the process through which you learned about the state grant, developed the grant application, and encouraged community involvement. [Use the following questions as prompts.]

9. Please describe your role in designing/deciding on the interventions for Cedar Rapids' DMC problems.

10. To what extent did Cedar Rapids develop interventions via community collaboration?

11. What was the selection process/level of concurrence among county and community staff?

IV. EVALUATING THE INTERVENTION

12. The following questions address the specific program components of the PYDP. For each program component, please describe the implementation status, indicators that the program is working as designed, indicators of the program component's success, and any problems encountered.

12. Program Components

PROGRAM	IMPLEMENTATION	IMPLEMENTATION SUCCESS	PROGRAM SUCCESS	PROBLEMS, BARRIERS, ETC.
Task Force				
Law Enforcement				
PATCH				
Master Teacher Program				

12. Program Components (Continued)

PROGRAM	IMPLEMENTATION	IMPLEMENTATION SUCCESS	PROGRAM SUCCESS	PROBLEMS, BARRIERS, ETC.
Coffee Break				
Home Visitation and Counseling				
Family Night Out				
Youth-In-Action				

12. Program Components (Continued)

PROGRAM	IMPLEMENTATION	IMPLEMENTATION SUCCESS	PROGRAM SUCCESS	PROBLEMS, BARRIERS, ETC.
Rites of Passage				
Tutors/Mentors				

14. If you could start over, how or what would you do differently? Provide specific examples.

15. What additional activities/events do you think could have assisted the DMC/PYDP project?

17. Please describe the process through which community involvement was achieved.

18. What are the barriers to community involvement? What factors facilitate community involvement?

21. What are your predictions for the future of the PYDP as 1) a DMC intervention and/or 2) a youth program?

22. Are there any other plans to redress DMC in your county? Please explain.

23. Do you have any questions or final comments?

MASTER TEACHER PROGRAM
FOCUS GROUP GUIDE FOR PARENTS

(40 parents who received training from the five neighborhood residents):

I. Selection of the Participants

1. How were they selected to participate in the Masters Teachers Program?

2. Who first contacted them? What information was presented?

3. What was their initial reaction to the idea/program? Has this changed over time? Why/Why not? Describe what caused the change, if any.

II. Perceptions of the Master Teachers

4. What did the group participants think of how well trained (prepared for each lesson, organized, a good listener, enthusiasm and responsiveness, practiced what preached?) the group facilitator was? Strengths? Weakness? Improvements to how teacher could have been improved?

12. Program Components (Continued)

EXHIBIT III-3 (Continued)

PERCEPTIONS OF FACTORS WHICH CONTRIBUTE TO DMC

III. Master Teacher Program

5. What is the purpose of the program? How is participation in the program supposed to help you?

6. How are the meetings structured? How often meet, when/at what times of day--is this convenient? Would you like to meet more or less?

7. Where do meetings occur? Is transportation provided, childcare?

IV. Master Teacher Program Content

(Life information and skills to help friends, neighbors, and relatives to improve their quality of life)

8. What kinds of information did you receive/are receiving in their session?

Life skills (describe, examples)

Child/youth development (describe, examples)

Basic parenting skills (describe, examples)

Decision-making

Communication/interaction with children

9. How did you receive it? Written materials, verbal discussions, type of format (group/individual)

10. What do you like the best? Describe reasons why? How useful in real life are these lessons, give examples

11. Are the training materials appropriate, can you relate to them, do the examples fit with what they have experienced?

12. What do you like least? Describe reasons why? How could it be changed to be better?

13. Describe other activities associated with the program. Describe types of referrals? Describe helpfulness of counseling? How are they followed-up (who, when, purpose, helpfulness)

V. Community Support for Masters Teacher Program

(To develop grass-roots support from within the community to affect positive long-term change in Wellington Heights and strengthen families)

14. How do you get information/knowledge about the program to other families in the neighborhood? Types of outreach (written, verbal, church, social workers, leaders in community?) and who provides outreach.
15. How do you describe the program to others in the community, and its goals?
16. What does the community think about the program? Evidence of support, lack of support?

VI. Overall Perception of Program

17. What is the future of this program? Any changes participants would like to see?

18. What are the strengths of program? What are weaknesses?

19. What advice would you give to other neighborhoods who wanted to try something like this? Describe any difficulties in getting it going, or what really helped to get people interested in it.

20. Do you have any other comments or questions?

APPENDIX D - PHASE II CLIENT SURVEY

MASTER TEACHERS PROGRAM PARTICIPANT SATISFACTION SURVEY

We would like to have your opinions about the MASTER TEACHERS PROGRAM. Our goal is to determine how the program is doing, and to see if we are meeting your needs. Please do not put your name on this survey.

INSTRUCTIONS: For each statement please circle which number most closely fits with your opinion.

	Strongly Disagree	Disagree	Medium	Agree	Strongly Agree
1. This program has helped me with my communication skills.	1	2	3	4	5
2. I knew what to expect about the program before I came.	1	2	3	4	5
3. I understand the information provided to me about the program.	1	2	3	4	5
4. I feel that the program's goals are important.	1	2	3	4	5
5. The meeting time is convenient.	1	2	3	4	5
6. We meet too often.	1	2	3	4	5
7. We meet the right amount of time.	1	2	3	4	5
8. The Master Teachers explain things	1	2	3	4	5
9. I can relate to my Master Teacher, she has had similar life experiences.	1	2	3	4	5
10. The Master Teachers are well prepared for each group.	1	2	3	4	5
11. The Master Teachers have helped me to understand my children better.	1	2	3	4	5
12. Since coming to these groups I feel better able to handle things.	1	2	3	4	5
13. I would recommend this program, to my family and friends.	1	2	3	4	5
14. I have shared some information I learned with family and friends.	1	2	3	4	5
15. This type of program should be started in other neighborhoods.	1	2	3	4	5
16. Programs like this can help make the community safer.	1	2	3	4	5

MASTER TEACHERS PROGRAM PARTICIPANT SATISFACTION SURVEY

We would like to have your opinions about the MASTER TEACHERS PROGRAM. Our goal is to determine how the program is doing, and to see if we are meeting your needs. Please do not put your name on this survey.

17. How did you first hear about this program/service?

- | | |
|---|--|
| <input type="checkbox"/> 1. Friends/family
<input type="checkbox"/> 2. Work
<input type="checkbox"/> 3. Clinic/doctor
<input type="checkbox"/> 4. School
<input type="checkbox"/> 5. Radio program/ad | <input type="checkbox"/> 6. Television program/ad
<input type="checkbox"/> 7. Newspaper
<input type="checkbox"/> 8. Poster
<input type="checkbox"/> 9. Other: |
|---|--|

18. What was the most helpful part of the program for you? (Check all that apply)

- | | |
|---|---|
| <input type="checkbox"/> 1. Program location
<input type="checkbox"/> 2. Program hours
<input type="checkbox"/> 3. Availability of childcare
<input type="checkbox"/> 4. Availability of transportation ____
<input type="checkbox"/> 5. Program fee (affordable/free)
<input type="checkbox"/> 6. Staff could speak my language | <input type="checkbox"/> 7. Medical help
<input type="checkbox"/> 8. Social services
<input type="checkbox"/> 9. Legal aid
<input type="checkbox"/> 10. Classes/education
<input type="checkbox"/> 11. General information
<input type="checkbox"/> 12. Other: |
|---|---|

19. What was the least helpful part of the program for you? (Check all that apply)

- | | |
|--|---|
| <input type="checkbox"/> 1. Program location
<input type="checkbox"/> 2. Program hours
<input type="checkbox"/> 3. Lack of childcare
<input type="checkbox"/> 4. Lack of transportation
<input type="checkbox"/> 5. Program fee (too expensive)
<input type="checkbox"/> 6. Staff could speak my language
<input type="checkbox"/> 7. Needed more medical help | <input type="checkbox"/> 8. Needed more social services
<input type="checkbox"/> 9. Needed more legal aid
<input type="checkbox"/> 10. Needed more classes/education
<input type="checkbox"/> 11. Needed more general information
<input type="checkbox"/> 12. Other: |
|--|---|

20. In what way could the program or service have been more helpful to you?

Please fill in the following information about yourself.

RACE	AGE	GENDER
<input type="checkbox"/> African American <input type="checkbox"/> Caucasian <input type="checkbox"/> Hispanic <input type="checkbox"/> Asian <input type="checkbox"/> Other	_____ years	<input type="checkbox"/> female <input type="checkbox"/> male

**rites of passage—youth in action
Participant Satisfaction Survey**

We would like to have your opinions about the RITES OF PASSAGE or YOUTH IN ACTION Program. Our goal is to determine how the program is doing, and to see if we are meeting your needs. Please do not put your name on this survey.

INSTRUCTIONS: For each statement please circle which number most closely fits with your opinion.

	Strongly Disagree	Disagree	Medium	Agree	Strongly Agree
1. This program has helped me with my communication skills.	1	2	3	4	5
2. I knew what to expect about the program before I came.	1	2	3	4	5
3. I understand the information provided to me in the program.	1	2	3	4	5
4. I feel that the program's goals are important.	1	2	3	4	5
5. The meeting time is convenient.	1	2	3	4	5
6. We meet too often.	1	2	3	4	5
7. We meet the right amount of time.	1	2	3	4	5
8. The teacher explains things well.	1	2	3	4	5
9. I can relate to my teacher, they have had similar life experiences.	1	2	3	4	5
10. The teacher is well prepared for each group.	1	2	3	4	5
11. The teacher has helped me to understand my parents better.	1	2	3	4	5
12. Since coming to these groups I feel better able to handle things.	1	2	3	4	5
13. I would recommend this program, to my family and friends.	1	2	3	4	5
14. I have shared some information I learned with family and friends.	1	2	3	4	5
15. This type of program should be started in other neighborhoods.	1	2	3	4	5

**rites of passage—youth in action
Participant Satisfaction Survey**

We would like to have your opinions about the RITES OF PASSAGE or YOUTH IN ACTION Program. Our goal is to determine how the program is doing, and to see if we are meeting your needs. Please do not put your name on this survey.

16. How did you first hear about this program/service?

- | | |
|--|---|
| <input type="checkbox"/> 1. Friends/family | <input type="checkbox"/> 6. Television program/ad |
| <input type="checkbox"/> 2. Work | <input type="checkbox"/> 7. Newspaper |
| <input type="checkbox"/> 3. Clinic/doctor | <input type="checkbox"/> 8. Poster |
| <input type="checkbox"/> 4. School | <input type="checkbox"/> 9. Other: |
| <input type="checkbox"/> 5. Radio program/ad | |

17. In what way did the program help you most?

18. In what way could the program have been more helpful to you?

Please fill in the following information about yourself.

RACE	AGE	GENDER
<input type="checkbox"/> African American <input type="checkbox"/> Caucasian <input type="checkbox"/> Hispanic <input type="checkbox"/> Asian <input type="checkbox"/> Other _____	_____ years	<input type="checkbox"/> female <input type="checkbox"/> male

**APPENDIX E - INDICATORS OF PROGRAM SUCCESS FOR
POSITIVE YOUTH DEVELOPMENT PROJECT COMPONENTS**

APPENDIX E
INDICATORS OF PROGRAM SUCCESS FOR POSITIVE YOUTH DEVELOPMENT PROGRAM COMPONENTS

PROGRAM	IMPLEMENTATION STATUS	INDICATORS OF PROGRAM SUCCESS	PROBLEMS/BARRIERS
<p>Law Enforcement - police car, bike, & foot patrols within the Wellington Heights neighborhood, some around the clock. Police staff presentations to the community at Harambee House on topics of interest. Formation of Crisis Mediation Team.</p>	<ul style="list-style-type: none"> • Beat cops cruise and stop in the area. • Bicycle brigade makes rounds in neighborhood, stopping to chat to residents and children. • Availability of Quick Tip cards for residents to anonymously report crimes. • Crisis Mediation Team is functional. 	<ul style="list-style-type: none"> • Have 2 bike cops on 4pm-12pm shift. • Have 1-2 cruisers on all shifts. • Foot patrols 8am-4pm at least once a day. • Have 1 officer being trained as bike patrol. Soon to get 2 more with community grant funds. • Residents more positive about police & presence. • Residents taking more of a helping role with police vs. an adversarial role. • Neighborhood turning in crack/drug houses. • Zero incidents of community violence since Harambee House opened. 	<ul style="list-style-type: none"> • Currently maintain neighborhood arrest data manually. This is expected to change in the next 2-3 years when a new police department building is constructed and new computer equipment is purchased.
<p>PATCH - component of the Family Resource Center. Multi-agency service to perform case management, service, & referral.</p>	<ul style="list-style-type: none"> • Fully functional. Meet weekly to discuss cases &/or issues. • Family Night Out event invited community in to Harambee House to talk about PATCH; how it is funded, what services it provides. 	<ul style="list-style-type: none"> • Reduced duplication of services. • Clients receiving more collaborative services "under one roof." • There have been 97 individuals from the Wellington Heights area who have had their case presented to PATCH by the Harambee House social worker. • Cedar Rapids currently expanding PATCH and the Family Resource Center to three new sites in the remaining quadrants of the city. 	<ul style="list-style-type: none"> • Initially did not involve non-profits, which has increased their resistance. • Initially, collaborating parties were resistant to case management, but now they see benefits.

APPENDIX E (Continued)

INDICATORS OF PROGRAM SUCCESS FOR POSITIVE YOUTH DEVELOPMENT PROGRAM COMPONENTS

PROGRAM	IMPLEMENTATION STATUS	INDICATORS OF PROGRAM SUCCESS	PROBLEMS/BARRIERS
<p>Master Teachers Program - outreach program that provides training for community volunteers to serve as outreach workers for the social worker. Aspects of training deal with self-esteem, communication, and counselling.</p>	<ul style="list-style-type: none"> • Have 3 master teachers who have completed their training and are doing outreach work in family homes within the community. The three are part-time employees of Harambee House. 	<ul style="list-style-type: none"> • After completing training, the master teachers wanted to continue meeting as their own support group. • Obtained van via United Way to drive Wellington Heights residents to work during after-hours when city bus stops service (50¢/ride). • Training of master teachers was so effective in terms of self-improvement among master teachers that four of the original seven master teachers left Harambee House for higher education and paid employment. • Master teachers are involved with approximately 70 families and 103 individual cases. • Master teachers have completed 10 sessions with 46 families. • Master teachers have developed to a point where they can actually assist or fill in for program staff that are sick or on vacation. 	<ul style="list-style-type: none"> • Turnover of four of original seven master teachers.
<p>Coffee Break - informal support groups that meet regularly to discuss issues of concern. Groups are facilitated by the social worker.</p>	<ul style="list-style-type: none"> • There are currently three different support groups that meet: male parents, middle-aged females, and mature females (i.e., >40 years of age). 	<ul style="list-style-type: none"> • There are approximately 18 consumers of this program (as of June 1995). • There tends to be a common core of participants in each group indicating returning consumers and abiding interest. • Feedback indicates that participants enjoy the sessions. • Male parents have suspended coffee break meetings because they had resolved family issues such as visitation rights. 	<ul style="list-style-type: none"> • Lack of interest in the groups originally and the first attempts to form groups failed. As word of mouth spreads, it is expected that more support groups may arise and attendance will increase.

APPENDIX E (Continued)

INDICATORS OF PROGRAM SUCCESS FOR POSITIVE YOUTH DEVELOPMENT PROGRAM COMPONENTS

PROGRAM	IMPLEMENTATION STATUS	INDICATORS OF PROGRAM SUCCESS	PROBLEMS/BARRIERS
<p>Home Visitation - service offered by the social worker to obtain initial assessments and provide follow-up counseling and family advocacy.</p>	<ul style="list-style-type: none"> Social worker has successfully increased the number of homes served (by himself and with the additional outreach and counselling provided by master teachers). 	<ul style="list-style-type: none"> Social worker visits 62 families (121 individuals), Master Teachers visit another 43 families (103 individuals). Social worker reports many individual success stories of advocacy. 	<ul style="list-style-type: none"> Potential clients that are being elusive and not allowing social worker entry into the home. Lack of legal advocacy which can limit effectiveness of overall advocacy. Some clients wait too long before asking for help, in these cases it may be too late to provide effective solutions.
<p>Family Night Out - organized outings with youth & their families to theaters, plays, libraries, amusement parks, etc. The goal is to provide opportunities for positive family interactions.</p>	<ul style="list-style-type: none"> Originally program staff assisted with planning functions. Community residents have developed & coordinated the following events. 	<ul style="list-style-type: none"> Have conducted 11 Family Night Out events since June of 1994. Averaged approximately 30 attendees. Clients continue to participate in planning. Families enjoy the functions. Social aspect of gatherings is popular. 	<ul style="list-style-type: none"> Residents sometimes select very specific topics that lack broad appeal and reduce attendance.
<p>Tutors/Mentors - The goal of tutors is to assist kids with particular types of school work after school. The goal of the mentors program is to assign a community role model (e.g., grandfather, grandmother, aunt, uncle, friend of the family) from the neighborhood to serve as a mentor to each youth.</p>	<ul style="list-style-type: none"> Although both programs currently have participants, neither is fully utilized. 	<ul style="list-style-type: none"> There are currently 26 mentors, 14 of which are continuing in the program from the previous year. 2 youth are receiving individual tutoring 	<ul style="list-style-type: none"> Recruiting mentors and tutors, and providing the staff to coordinate the programs are areas that needs improvement.

APPENDIX E (Continued)

INDICATORS OF PROGRAM SUCCESS FOR POSITIVE YOUTH DEVELOPMENT PROGRAM COMPONENTS

PROGRAM	IMPLEMENTATION STATUS	INDICATORS OF PROGRAM SUCCESS	PROBLEMS/BARRIERS
<p>Rights of Passage (ROP) - male-oriented program originating with African American community. Currently, the program is divided according to race (minority and non-minority). African American program emphasizes cultural training.</p>	<ul style="list-style-type: none"> • Have had this program in operation before the OJJDP grant funds. • Will be combining non-minorities with the African Americans in the future. • Youth referred by schools for behavior problems. 	<ul style="list-style-type: none"> • Has increased school grades, attendance, & relationships with parents. • There are 60 consumers being served by this program. 	<ul style="list-style-type: none"> • Starting with kids in the 6th grade (i.e., at 11 years of age) which is probably too late. Would like to get the kids in the program earlier than this.
<p>Rights of Passage for Girls (formerly Youth-In-Action) - female-oriented Rights of Passage program.</p>	<ul style="list-style-type: none"> • Have been meeting for several years. • Have changed name to Rights of Passage and will be combining non-minorities with African American girls in the future. 	<ul style="list-style-type: none"> • Have increased the perception that it is a truly neighborhood approach. • Now have a non-minority group of females that are friends with the minority group of females. • Seeing the greatest improvement with the females. They are better attendees because they are all friends and they do things together. • There are 34 participants in the Youth-in-Action program. 	<ul style="list-style-type: none"> • Recent staff turnover has reduced the number of currently active girls.
<p>Task Force - currently operates under a 12-agency group. May be folding under an Association Board in the future.</p>	<ul style="list-style-type: none"> • Limited use of the Task Force to this point, but it is beginning to be more active in PYDP administration and planning. 	<ul style="list-style-type: none"> • Quadrupled initial membership to diversify needs, interests, services. • Mobilized to expand the Family Resource Centers to the rest of the City. 	

APPENDIX E (Continued)

INDICATORS OF PROGRAM SUCCESS FOR POSITIVE YOUTH DEVELOPMENT PROGRAM COMPONENTS

PROGRAM	IMPLEMENTATION STATUS	INDICATORS OF PROGRAM SUCCESS	PROBLEMS/BARRIERS
<p>Domestic Violence Program - a program offered by the YWCA to increase awareness of protective services and counseling to victims of domestic violence within the minority community. The program serves to build self-esteem and coping skills. (This is a program subcontracted to the YWCA.)</p>	<ul style="list-style-type: none"> • Six-week sessions were conducted: Four with youth to prevent them from becoming involved in abusive relationships, three with parents, and two with service providers. • The YWCA also offers a day drop-in program for mothers and children to receive individual and group counseling. 	<ul style="list-style-type: none"> • YWCA recently opened a shelter for victims of domestic violence. From January to June, 1995, the shelter served 808; 2,644 points of service to the daytime program; and 1,253 total nights of stay at the shelter. Minorities represented 37% of those served. (These numbers represent the total caseload for the shelter, not just Wellington Heights). 	
<p>TAFI Alternative Program - a 45-day program for behaviorally troubled kids (5th - 12th grades) who are suspended from school. Program emphasizes attendance, attentiveness, and controlled behavior. Students do school work at Harambee House for three hours a day. Counseling is also a component.</p>	<ul style="list-style-type: none"> • Served 14 kids during 1995. Of the 14 kids, two were of color. 	<ul style="list-style-type: none"> • Of the 14 kids served, three worked their way back into the school system by the end of the program. • Started another similar program at the Jane Boyd Community House using this program as a model. 	
<p>New Day - a multicultural support group for recovering alcohol and drug addicts. Comprised of a seven-step program that emphasizes spirituality.</p>	<ul style="list-style-type: none"> • This is the newest of the programs offered as part of the Positive Youth Development Program. 	<ul style="list-style-type: none"> • 18 youth and 12 adults participate. • Attendance has grown very quickly in the first two months of operation, indicating a strong interest in the program. 	