



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

Oregon Final Report

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Office of Juvenile Justice and
Delinquency Prevention**

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

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 Oregon DMC demonstration project.

METHODOLOGY

The evaluation of Oregon's DMC initiative included a process evaluation and an outcome/impact evaluation. Data was collected for the evaluation efforts via project document reviews; individual interviews with local service providers and state, local, and community representatives; focus groups with community representatives; and secondary data sources such as juvenile justice and service provider records. Qualitative analyses of the focus group and interview data, and statistical analyses of the secondary data were conducted.

OREGON'S DMC INITIATIVE

During Phase I of Oregon's DMC initiative, the Research and Evaluation Department of the Oregon Community Children and Youth Services Commission (OCCYSC) assessed the extent of overrepresentation in the state's juvenile justice system. This research effort included a statewide assessment of minority youth overrepresentation and a more intensive analysis of data from three pilot counties: Multnomah, Marion, and Lane.

Analysis of statewide data found that African American youth are particularly likely to be overrepresented at every decision point from arrest to final case disposition. The greatest magnitudes of African American overrepresentation occurred at the "back of the system" (i.e., training school commitments and close custody wardship). The pattern of overrepresentation was less pronounced and more sporadic for other minority groups.¹

Following completion of the Phase I background research, the OCCYSC project team began Phase II of its initiative: developing and implementing plans to redress the problems identified by the research findings. To address the problems of DMC, OCCYSC supported and encouraged a number of initiatives, including county-specific interventions in the three Phase I counties: Lane, Marion, and Multnomah.

The Oregon DMC demonstration recognized the juvenile justice **system** perspective as evidenced by the fact that the county interventions wholly or partially targeted system interventions as their primary focus. In fact, the Oregon approach to DMC intervention strategies suggests a continuum of DMC program approaches which impact various aspects of the juvenile justice system including advocacy, collaboration, and alternative resources development. The Lane County Multicultural Advocate Program provides an example of the **advocacy** approach by attempting to influence the juvenile justice system through the use of sanctioned advocates for minority youth. The Marion County Cultural Competency Criteria Program provides an example of a **collaborative** approach by attempting to directly impact the system from within using grant awards as leverage for attaining cultural competence. The Multnomah County African American Male Connection Program is an example of a DMC initiative whose strategy was to create an **alternative resource**, or limited service delivery system, as a diversion from the juvenile justice system.

As called for in the OJJDP DMC initiative, an evaluation of the pilot state projects was to be conducted to help OJJDP determine the best methods for assisting states to comply with legislative mandates and to suggest strategies and useful lessons for non-pilot states developing or implementing DMC initiatives. For Oregon, an independent consultant completed a statewide process evaluation in Summer 1994 using the three pilot counties as data sources. The process evaluation indicated positive results: increased cultural awareness and sensitivity of service providers; the

¹ Oregon Community Children & Youth Services Commission. (August 1993). Overrepresentation of minority youth in Oregon's juvenile justice system: Recent findings. *Research summary*, p. 1. Salem, OR: Author.

unique needs of minority juvenile offenders were being addressed in a more culturally appropriate manner; increased school and employment participation; and increased self-esteem and self-control of minority juvenile offenders. The results of the outcome/impact evaluations provided mixed results. The data analysis for one pilot county did not demonstrate a clear link between program participation and reduced recidivism. The results for another pilot county provided no support for the effect of program participation and reduced recidivism.

LESSONS LEARNED

The evaluation is inconclusive as to which particular program approach had the greatest impact on the juvenile justice system. The important point is that each county attempted to impact the **system** rather than the individual minority youth; that is, the design of the program interventions was based on the DMC problems and not the solutions. This was evidenced by the three different program approaches adopted by the three pilot counties as their DMC initiative: the advocacy, collaboration, and alternative resources development approaches. Each of these approaches attempts to impact the juvenile justice system in some way.

The Oregon state government planning structure provided an easy opportunity for collaboration on the DMC problem definition. The Oregon Community Children and Youth Services Commission (OCCYSC), the lead agency for the DMC demonstration, has local counterparts within each county. Program funding flows from the state level to the county level and is distributed locally through the Counties' Children and Youth Service Commissions. This structure provided the Oregon DMC team with a natural mechanism to involve counties, and, in turn, encourage counties to involve local communities in the DMC problem definition process.

Based on the results of the Caliber evaluation team observations, the Oregon experiences could serve as a model for defining a clear and appropriate role for the state. Although the state-county Children and Youth Services Commission structure implicitly defined the state's role, the state DMC coordinator's and the DMC team's involvement enabled the state role to be carried out effectively. The approach adopted by the state DMC coordinator and staff was based on collaboration and encouragement of community-inspired interventions rather than "top-down" directives and control. The role of the state DMC Coordinator, the function of the state and county Commissions to support and encourage local planning and programming involvement, and the uniqueness of each county's approach to DMC provide persuasive evidence of the

value of local planning on the design and implementation of the DMC interventions. In addition, having minority employees in key decision-making roles within the State and counties helped to facilitate the collaborative planning and implementation process.

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 Oregon DMC project. This chapter presents the purpose and relevant background information, an overview of the Oregon demonstration project, and the purpose and organization of the report.

1. OJJDP DMC BACKGROUND

Findings from a large body of literature suggest that disproportionate minority confinement occurs within many juvenile justice systems across the nation (e.g., Bishop & Frazier, 1988; Pope & Feyerherm, 1992; Zatz, 1987). 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 training, financial, and technical support for the development and implementation of DMC projects in five pilot states, including Oregon. The DMC initiative also calls for evaluation of pilot state projects to help OJJDP determine the best methods for assisting these states to comply with the mandate. Pilot state projects also serve 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 & 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 juvenile justice system processing (Bishop & 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 & 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 part, to answer the inconsistent research findings summarized above.

1.2 OJJDP's DMC Initiative

The 1988 amendments to the OJJDP Act included a requirement of 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 system and to implement strategies to reduce disproportionate representation. To facilitate the states' ability to comply with the mandate of the JJDP Act, 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, 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 and implemented strategies to address the disproportionate representation problems identified during their Phase I assessments.

Phase II included 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 with 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 that OJJDP will disseminate to all states as a resource which will assist their planning and implementing approaches to reduce disproportionate representation of minorities in the juvenile justice system.

2. OREGON DMC DEMONSTRATION PROJECT OVERVIEW

The Oregon Community Children and Youth Services Commission (OCCYSC) had responsibility for the Oregon DMC demonstration project. The Phase I research effort was conducted by the Research and Evaluation Department of OCCYSC. Phase II efforts were operationalized in three pilot counties: Lane, Marion, and Multnomah. A summary description of Oregon's Phase I research activities and findings and Phase II plans are provided below.

2.1 Summary of Phase I Research Activities And Findings

The Phase I research effort included a statewide assessment of minority youth overrepresentation and a more intensive analysis of data for three pilot counties: Lane, Marion, and Multnomah. Although the JJDP Act emphasizes minority overrepresentation in confinement, the Oregon research team expanded their scope by examining decision points throughout Oregon's juvenile justice system. There were three general objectives for the Phase I research effort:

- To assess the extent of minority youth overrepresentation across the state and, particularly, within the three pilot counties

- To identify the decision points in Oregon's juvenile justice system at which overrepresentation most occurs
- To explore the implications of current research findings for future research on the reasons why overrepresentation occurs.

The OCCYSC research team conducted the statewide process evaluation. OCCYSC's research team employed three primary data collection methods. First, the team conducted focus group interviews with selected juvenile justice and community representatives familiar with Oregon's juvenile justice system. Focus group participants from the three pilot counties offered their perceptions of and insights into the juvenile justice system. The focus group participants identified the following major issues:

- There are inadequacies in the service delivery system which negatively affect minority youth and their families, such as a lack of culturally appropriate placements and other resources
- There is a lack of family involvement and, even when families are actively involved with their youth, there remains a lack of family-centered services to support them
- There is a need for cultural competency training throughout the Oregon juvenile justice system
- There are few alternative placements or treatment services available to "gang-involved" youth, especially those labelled as violent or involved with weapons.

Second, the OCCYSC project team collected summary data from a variety of sources including: census data, juvenile arrest data, juvenile department referral data, and Children's Services Division (CSD) training school commitment and close custody ward data. From these sources, Oregon's research team developed a disproportionate representation index (DRI) to facilitate their statistical analysis:

$$DRI = \frac{\textit{Proportion of a specific youth group processed at a given decision point}}{\textit{Proportion of this group within the youth population at risk}}$$

A DRI value of 1.0 indicates that a given group of youth are represented at a proportion which precisely corresponds to their presence in the at-risk population. DRI values

greater than 1.0 indicate overrepresentation, and DRI values less than 1.0 indicate underrepresentation.

DRI analyses of statewide data² found that:

- African American youth are particularly likely to be overrepresented throughout the juvenile justice system from arrest to final case disposition, with DRI values ranging from 2.6 to 5.9
- The greater magnitudes of African American overrepresentation occur at the "back of the system" (i.e., for training school commitments and close custody wardship), although these findings varied by county
- While there is slight overrepresentation of Native Americans in detention and training schools, and of Hispanic youth in detention, no other group appears overrepresented, throughout the juvenile justice system.

Finally, system (or flow) data were assessed to determine the extent of minority overrepresentation at each decision point in the juvenile justice system. The preliminary results of the analysis of system data confirmed the same general pattern of overrepresentation described above: African American youth are more likely to be overrepresented at each decision point. Although the number of cases was small and cautions were advised when examining the data, the analysis further demonstrated that the pattern of overrepresentation is less pronounced and more sporadic for other minority groups.

2.2 Overview of Phase II Activities

Having concluded the Phase I background research on overrepresentation, the OCCYSC project team identified five major implementation objectives for Phase II of its demonstration activities. The Phase II objectives are to:

- Identify state and local decision-making policies, procedures and practices that lead to initial entry into the system through final separation from the system

² Oregon Community Children & Youth Services Commission. (August 1993). Overrepresentation of minority youth in Oregon's juvenile justice system: Recent findings. *Research Summary*, Salem, OR: Author.

- Develop and implement uniform policies, procedures and practices to prevent (or remedy) the disproportionate confinement of minority youth
- Implement program alternatives
- Implement uniform data collection protocols to monitor change in system decisions and outcomes
- Fund three jurisdictions to determine how existing policies, procedures, practices and resource utilization contribute to the disproportionate confinement of minority youth.

While the Oregon Phase I data analysis demonstrated that minority youth were overrepresented in the juvenile justice system statewide, three counties were selected for specific Phase II participation, and included: Lane, Marion and Multnomah Counties. These counties were selected primarily because of population characteristics. According to the 1990 Census, these counties account for over one-third (39%) of Oregon's general population and a similar proportion (37%) of Oregon's juvenile population (0-17 years). These counties also accounted for nearly one half (49.5%) of the minority youth population in 1990 including 85 percent of the state's African American population. Also, while minority disproportionality occurred statewide, Oregon's minority youth were particularly disproportionately represented in Oregon's three largest metropolitan areas (i.e., Portland, Eugene-Springfield and Salem), each of which is located within one of the three pilot counties.³

Having selected the three pilot counties of Lane, Marion and Multnomah, Oregon's project team then identified specific interventions designed to correct the problems of disproportionate representation; these interventions were either being planned or had been implemented within the three pilot counties. The county-specific interventions are described in Chapters II, III, and IV, in conjunction with the description of the evaluation designs and evaluation findings.

The evaluation of the Oregon DMC initiative was designed to include: (1) a process evaluation and, to the extent possible, (2) an outcome/impact evaluation. By design, Portland State University was to provide technical oversight to each of the evaluation efforts.

³ Heuser, J.P. et al. (June 1993). *Final Research Report on Phase I of Oregon's Participation in the Office of Juvenile Justice and Delinquency Prevention Disproportionate Minority Confinement Program*. Oregon Community Children and Youth Services Commission.

In accordance with the original OJJDP instructions, OCCYSC moved forward on the process evaluation by hiring an outside consultant and developing a process evaluation plan. The independent evaluator, together with OCCYSC and Portland State University, developed a plan for a state-wide process evaluation which includes the following objectives:

- Determine the process and other ingredients necessary for generating successful intervention strategies
- Document the process used for successfully replicating intervention strategies that work
- Provide support to OCCYSC in its monitoring of the implementation plans in the pilot counties
- Assess progress towards institutionalizing new reforms and creating capacity for state and local self-correction.

The process evaluation was completed in the summer, 1994 and the evaluation report: Brown-Kline, ***Process Evaluation for Lane, Marion and Multnomah Counties*** was published in September 1994.

Meanwhile, Caliber Associates developed an evaluation plan ⁴ for each of the three counties which addressed the outcomes and impacts of the DMC activities. During Caliber's evaluation "kick-off" meetings with each of the three Oregon counties, Lane and Marion County representatives together with the Caliber evaluation team and PSU adjusted the evaluation plans so as to more appropriately assess the DMC activities and provide the most useful evaluation support to the county and state Children and Youth Services Commissions. The evaluation objectives and activities for each county are described in subsequent chapters.

3. PURPOSE AND ORGANIZATION OF THE REPORT

The purpose of this document is to provide a description of Caliber's evaluation activities and findings for the Oregon demonstration project sponsored by OJJDP's DMC initiative. This chapter has presented introductory material to provide relevant background for the reader. We devote an entire chapter for each of the three different

⁴ Caliber Associates. (January 1994). *Disproportionate minority confinement initiative: Evaluation design report for Oregon*. Fairfax, VA: Author.

pilot counties within Oregon. Therefore, in Chapters III, IV, and V we provide a description of the disproportionate minority confinement initiatives relevant to this evaluation, the methodology used to conduct the evaluations, and the findings of the evaluation efforts for Lane, Marion and Multnomah Counties. The final chapter, Chapter V, concludes with a summary of the Oregon DMC evaluation and a discussion of the lessons learned from the Oregon experiences. 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.

With the permission of OJJDP, OCCYSC and the process evaluator, portions of the process evaluation findings are included within each of the county chapters. Every effort was made to integrate relevant process evaluation findings with findings from the Caliber evaluation efforts so as to provide a complete understanding of Oregon's DMC demonstration.

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II. LANE COUNTY

II. LANE COUNTY

The Lane County Disproportionate Minority Confinement (DMC) initiative established the Multicultural Advocate Program. The purpose of this chapter is to provide the background to the Lane County DMC initiative, a description of the Multicultural Advocate Program, a summary of the process evaluation findings, and a description of Caliber's evaluation activities and findings for Lane County.

1. BACKGROUND

Statewide Phase I results indicated that disproportionate representation occurred in Lane County⁵ where, in 1990, minority youth made up 9.5 percent of the county's 12-17 year old population at risk, but 15.5 percent of individuals referred to the juvenile department. Minority youth were also disproportionately represented among youth proceeding on to juvenile court for the filing of a formal petition (14.3%), all petitioned cases adjudicated as delinquent (13.9%) and, although the number was small (N=26), adjudicated delinquents committed to state training schools (15.4%).

Based on these data, the Phase I research team concluded that minority youth are overrepresented throughout the system in Lane County. The Phase I researchers further concluded that overrepresentation is basically a front end problem; in other words, it occurs at the point of referral or intake into the juvenile department and continues at the same level (approximately) as cases move through the system.⁶

The Lane County Department of Youth Services (DYS) is the lead agency in Lane County's DMC initiative. DYS is responsible for the County's Commission on Children and Families as well as providing direct services including diversion, detention, probation, and support services for delinquent youth.

Recognizing the disproportionality of minority youth, the Lane County DYS and the Youth Development Commission (YDC), requested that the Juvenile Justice Service Area Committee (SAC) develop strategies to better meet the needs of minority

⁵ Oregon Community Children & Youth Services. (August, 1993). Overrepresentation of Minority Youth in Oregon's Juvenile Justice System: Recent findings. *Research Summary*, p.1. Salem, OR: Author.

⁶ Ibid.

youth. The resulting Lane County project, Multicultural Advocate Program, is described below.

2. MULTICULTURAL ADVOCATE PROGRAM⁷

The Lane County Juvenile Justice Area Committee worked with DYS, YDC and volunteers from the minority community to develop and implement a Multicultural Advocate Program Action Plan which included the following major activities:

- Recruit and contract with minority consultants to work with minority youth offenders who are processed through intake at DYS
- Provide additional services outside DYS for clients
- Provide ongoing in-house evaluation and project monitoring

Beginning in 1992, Lane County moved forward with their action plan. DYS received a three-year grant of approximately \$99,000 (\$33,000 per year) via the OJJDP funds to reduce and prevent minority youth overrepresentation within the juvenile justice and corrections systems. As part of the Multicultural Advocate Program, Lane County has provided youth at DYS with bilingual educational and recreational materials. In addition, a mentoring program was developed in conjunction with the Big Brother/Big Sister program to serve young people outside of DYS. Finally, using grant funds, Lane County hired three part-time consultants (advocates) to provide DYS intake and advocacy services to minority youth. Two African American advocates and one Latin American advocate were hired using grant funds. The advocates participate in intake interviews, make recommendations for appropriate interventions with multicultural clients, and serve as mentors/advocates for informal and adjudicated ethnic minority youth at DYS.

The goal of the Multicultural Advocate Program is to provide diversion interventions to targeted youth at intake and to provide them with the appropriate services to reduce the risk factors associated with youth that later enter the system. The primary objectives of the Lane County initiatives include:

⁷ The Multicultural Advocate Program was previously referred to as the Minority Youth Program. The description of the Lane County activities provided on these pages is based on: (1) Lane County Department of Youth Services, Minority Youth Project, Program Action Plan - 01/01/93 - 09/30/93, and (2) Brown-Kline, *Process Evaluation for Lane, Marion and Multnomah Counties*. September 1994. To reduce confusion, the program is referred to as the Multicultural Advocate Program throughout this report.

- Address the needs of juvenile offenders within DYS in a more culturally appropriate manner
- Reduce recidivism of minority youth in Lane County
- Provide a source of support for at-risk minority youth within the larger community
- Conduct on-going monitoring and evaluation of these activities.

These objectives are being pursued through the activities described above: namely, by providing culturally diverse DYS intake staff, culturally appropriate materials for youth within DYS, advocacy services to DYS youth, and mentoring/counseling to young people within the community.

An indirect objective of the DYS activities was to broaden and strengthen the cultural awareness and competence of the predominantly Caucasian DYS staff. Program management and the evaluation researcher detected a positive change in staff attitudes and subsequent interactions with DYS minority clients. There was, however, no mechanism in place to determine the effects of minority intake staff (and other Minority Youth Project activities) on the majority DYS staff. Therefore, OCCYSC, together with the DYS Director, requested evaluation support.

3. EVALUATION ACTIVITIES AND FINDINGS

As described in Chapter I, the Lane County DMC evaluation activities consisted of two independent efforts: a process evaluation conducted by Brown-Kline & Company and outcome evaluation support provided by Caliber Associates. The following paragraphs provide a summary of the major process evaluation findings followed by a description of Caliber's evaluation methods and results.

3.1 Lane County's Process Evaluation

As stated, an independent evaluator conducted the process evaluation of the Lane County Multicultural Advocate Program. The results of that process evaluation described below represent excerpts from the evaluator's report.⁸ Data for the process evaluation were collected in group interviews with program participants, program staff,

⁸ Brown-Kline, J. (September 1994). *Process evaluation of programs for Lane, Marion and Multnomah Counties.*

and service providers. Individual interviews were conducted with DYS and Lane County Commission on Children and Families staff who had knowledge about or experience with the program. Secondary data, such as a sample of program participant case files, periodic program reports, and client tracking data were also used.

The process evaluation focused on the following activities:

- Scope of the program, services, and case management activities provided by the advocates
- Involvement of broad-based community organizations, agencies, and other stakeholders with interest and resources to support the program
- Internal processes and systems that support the program
- Diversity of intervention strategies used in the program
- Culturally competent staff implementing the program.

Findings from the process evaluation for activities are summarized below.

Scope of program, services, and case management activities

The Multicultural Advocate Program offers a variety of services to minority youth and their families, including counseling, advocacy in court, mentoring through the Big Brother Program, school liaison activities, conflict mediation, and referral. These services were designed for youth with behavioral problems stemming from delinquency, probation, or status offenses; self-esteem problems; language barriers; family problems; and/or cultural identity issues, for example.

The case management process begins as minority youth enter the program at intake. During intake, advocates are notified. The advocates contact the youth and their family to describe the program and obtain their voluntary participation. The majority of youth volunteer for the program; however, others are mandated by the juvenile court to participate in the program as part of their treatment plan. A case plan is developed for each youth entering the program and their families are encouraged to participate in the development of the case plan.

An important component of the case management process is the frequent contacts with youth made by the advocates. Youth who were interviewed reiterated this

fact. Advocates contact youth at least weekly to check on their status and identify any new issues impacting their cases. Program staff reported that case closure was a function of youth moving out of the area, the youth's unwillingness to fulfill the expectations of the case plan, and/or the meeting of expectations required by the case plan goals.

Diversity of intervention strategies used in the program

As mentioned above, the program was designed to provide a wide variety of client services in order to target their diverse client base. The process evaluation revealed several intervention strategies inherent in the program:

- The use of traditional and nontraditional outreach approaches to promote the program, recruit volunteers, secure resources, and build relationships with service providers and communities of color
- Service delivery in settings such as traditional offices, shopping malls, and the streets
- Consideration of culturally-based needs such as cultural identity among biracial youth and language challenges for youth and their families (for which a Spanish-speaking advocate was responsible).

The process evaluation concluded that the use of diversified intervention strategies was critical to the provision of all program services.

Involvement of broad-based community organizations, agencies and other stakeholders

The planning process for the development and implementation of the Multicultural Advocate Program required close working relationships among a variety of constituents, such as community-based service providers, ethnic/minority organizations, governmental agencies, law enforcement, educational institutions, and community leaders. Broad-based community involvement was also inherent in the delivery of program components as mentioned previously. In addition, program staff have developed and maintained positive working relationships with this broad base of community organizations via personal relationships, community board and committee membership, and contact initiation with organizations that could potentially provide needed services.

Internal processes and systems that support the program

The independent evaluator identified three processes, practices, and systems that help to support the program: funding, the Multicultural Committee, and ongoing monitoring and valuation activities. Because of the limited funding received from the State Commission on Families and Children, DYS has been forced to identify and secure funds from other sources, such as the Lane County Commission on Families and Children and the County Board of Commissioners. The uncertainty of future funding has resulted in perceptions by program staff and service providers that the program is not a high priority within the Department.

After a 1991 evaluation of the cultural climate within DYS found that the Department was not culturally sensitive, DYS established a Multicultural Committee to:

- Provide a forum for discussion of diversity issues and needs
- Review policies, practices, programs, and procedures
- Encourage others to better understand different cultures.

Although the Committee has been in existence for several years, it is still defining its roles, developing short and long-term objectives, and generating various approaches for achieving success.

Culturally competent staff implementing the program

The multicultural advocates have participated in diversity awareness, skill-building, and gang-related training workshops. Through their understanding of their clients' cultures, the advocates have been able to provide culturally-diverse program components, gain the trust and understanding of the youth, and establish and further enhance communication with communities of color.

3.2 Outcome Evaluation Support

The purpose of this section is to describe the outcome evaluation activities and findings. Beginning with a background description, the following paragraphs present the evaluation objectives and results.

Background

Caliber developed and published an evaluation plan in conjunction with OCCYSC, PSU and Lane County. The original plan proposed an assessment of the extent to which DYS staff have increased awareness and understanding of the needs of minority youth, following the county's experience with the DMC initiative.

In August 1994, the Caliber evaluation team visited Lane County to prepare for the evaluation. By this time, DYS recognized that the comprehensive process evaluation had adequately addressed the original evaluation research interest. DYS therefore requested that the Caliber evaluation resource be applied to supporting a statistical outcomes analysis of participant data from the Multicultural Advocate Program. The rationale for this request was that, as an independent entity, Caliber was well-positioned to substantiate or dispute the evaluation findings from the DYS researcher, thereby adding credibility to the entire DMC initiative. After consulting with OJJDP, OCCYSC and PSU, it was agreed that Caliber evaluation resources would be devoted to conducting analyses of DYS Multicultural Advocate Program participant data.

Evaluation Objectives

The objective of this evaluation was to determine if participation in the Multicultural Advocate Program impacted upon criminal referrals of African American and Latin American males and female that had been referred to DYS. The evaluation conducted for Lane County was a pre-post evaluation with experimental and comparison groups. Consequently, this evaluation focused on the differences between juveniles who received the services of the program and those who did not receive the services, and whether these differences were statistically significant.

The research question of ultimate concern was, "What effect does participation in the Multicultural Advocate Program have on recidivism?" In the following sections we provide a description of data sources, the sample, and the methodology used in attempting to provide answers to the above-mentioned question. Following this background, we provide a discussion of the findings.

Source of Data

The source of data for this evaluation was a DYS database containing case summary information for each juvenile offender. The data, including the comparison group data, were compiled by DYS. The final data set containing the 82 participants in

the Multicultural Advocate Program and the 77 juveniles representing the comparison group was received by Caliber evaluators in July 1995.

Sample

A matched comparison group was selected to be as similar to the program participants as possible. In order to achieve a sample size for the comparison group that was fairly comparable to the sample size of the program participants, however, it was necessary to retrieve cases from previous years. Due to this fact, the selection criteria for obtaining the matched comparison group remained broad. Specifically, the comparison group was comprised of African American and Latin American males and females that had been referred to DYS, but did not have a minority advocate. Cases that were not used in the matching process included youth who were not county residents and had been referred from outside Lane County, and sex offenders.

To ensure that the selected comparison sample was similar to the program participants, it was important to compare the two groups prior to conducting further analyses. Exhibit II-1 provides relevant information about the two groups. Results of significance tests indicated that there are no statistically significant differences between the Multicultural Advocate Program participants and the comparison group with respect to age, gender, or ethnicity.

EXHIBIT II-1
Comparability Analysis of
Multicultural Advocate Program Participants and Comparison Group

Demographics	Program Participants (n=82)	Comparison Group (n=77)	Significance Test ^a
Ethnicity			
African American	54.9%	50.6%	X ² =0.28
Latin American	45.1%	49.4%	
Gender			
Male	75.6%	67.5%	X ² =1.28
Female	24.4%	32.5%	
Average Age (standard deviation)	14.15 (2.25)	14.56 (2.29)	t=-1.15

a - all significance tests indicated no statistically significant differences ($p > .05$).

Statistical Analyses

Because one of the objectives of the Multicultural Advocate Program was to reduce the recidivism of minority youth in Lane County, it was hypothesized that program participation would have an impact on youth recidivism. To test this hypothesis, we conducted *t*-tests between the program participants and the comparison group for various dependent variables: the number of criminal referrals, the number of drug charges, and the number of criminal charges all prior to the program and after the program had begun operations (see Exhibit II-2). There was a statistical difference between program participants and the comparison group prior to the start of the Multicultural Advocate Program with program participants having a significantly higher number of criminal referrals ($t = 3.03$, $p < .01$); however, there was no difference between these groups after the start of the program ($t = 0.76$, ns). This was the same pattern of results for the number of criminal charges. That is, there was a significant group difference for the number of criminal charges prior to the program ($t = 2.52$, $p < .01$), but not after the start of the program ($t = 1.05$, ns). On the other hand, there was no significant difference between program participants and the comparison group with respect to the number of drug charges before ($t = -0.97$, ns) or after ($t = -0.01$, ns) program implementation.

EXHIBIT II-2
Descriptive Statistics and Results of T-tests
for the Pre-Program and Post-Program Measures

Variable	Program Participants (n=82)		Comparison Group (n=77)		T-Test
	Mean (standard deviation)	Range	Mean (standard deviation)	Range	
Pre-Program Measures					
Number of criminal referrals	2.11 (2.07)	0-11	1.32 (0.98)	0-4	3.03**
Number of drug charges	0.13 (0.47)	0-3	0.21 (0.50)	0-3	-0.97
Number of criminal charges	2.41 (2.37)	0-11	1.65 (1.27)	0-6	2.52**
Post-Program Measures					
Number of criminal referrals	1.70 (2.69)	0-14	1.38 (2.62)	0-16	0.76
Number of drug charges	0.22 (0.74)	0-4	0.22 (0.64)	0-4	-0.01
Number of criminal charges	2.41 (4.12)	0-19	1.78 (3.42)	0-20	1.05

** denotes a statistically significant difference between program participants and the comparison group ($p \leq .01$).

Another analysis was conducted to determine if group differences existed for the variable, total number of criminal referrals (excluding status offense referrals). Results indicated that program participants had a significantly higher total number of criminal referrals than the comparison group ($t = 1.98, p < .05$). A follow-up regression analysis was conducted to investigate the effect of program participation on the total number of criminal referrals after controlling for gender and age. Again, Multicultural Advocate Program participants had a significantly higher total number of criminal referrals than the comparison group ($t = 2.29, p < .05$) even after controlling for gender and age.

As noted earlier, the development of the comparison group occurred ex post facto with respect to the current evaluation and it required looking back in time to derive a reasonable sample size. Therefore, it was thought important to look at changes that may have occurred before and after program operations within the program participant group in terms of the number of criminal referrals, the number of criminal charges, and the number of drug charges. Paired t-tests indicated no statistically significant differences between the pre- and post-program variables for the minority Multicultural Advocate Program participants.

Overall, the data provide mixed support for the hypothesis that the Multicultural Advocate Program had an effect on recidivism. The results indicated significant group differences between program participants and the comparison group in terms of the number of criminal referrals and the number of criminal charges before the program, but not after the program. On the other hand, the results showed that program participants had a significantly higher number of total criminal referrals (excluding status offense referrals) than the comparison group even after controlling for age and gender. Finally, within the program participant group, there were no significant differences in the pre-and post-program variables.

Process Evaluation Participant Data

The Caliber evaluation team recognizes that the statistical outcome analyses must be integrated within the program context and the perceptions of the program participants. Therefore, findings from the process evaluation interviews with the youth who received Minority Advocate Program services are summarized below.⁹

⁹ Brown-Kline. *Process evaluation of programs for Lane, Marion and Multnomah Counties*. (September 1994). pp 40-42.

Services received from the program. The 10 youth who participated in the process evaluation group interviews were asked: "What services do you receive from the Multicultural Advocate Program?" The youth responses were positive and focused on both concrete services ("They help me with finding a job and keeping it") and supportive services ("They keep me looking toward a positive attitude.") Several of the respondents reflected an emotional support received from the advocates with such statements as "They spend time with me" and "They care!"

Program components considered most helpful. The program participants were asked: "What part of the program has been most helpful to you?" While two youth identified specific activities (interpreting/translating and "taking me shopping") most of the respondents appeared to most highly value the emotional support. Responses included: "Helping my family", "Working with my family", "Teaching me respect for myself and others," and "Knowing someone cares about me."

Program impacts. The 10 youth who participated in the process evaluation cited program impacts which ranged from helping with clothing and transportation to helping to stay in school and/or get a job. Several youth reported that the advocates helped them to learn to manage their anger as indicated by the following comments: "The staff helps me to keep my cool" and "I can manage my temper better." In total, the youth who were interviewed appeared to be cognizant of the program and its value to their lives. Without the program, several youth predicted that they would be worse off: "My situation would be worse. I wouldn't have anyone to turn to when I had to talk through a problem."

4. SUMMARY OF LANE COUNTY EVALUATION FINDINGS

The process evaluation¹⁰ found that, overall, the Multicultural Advocate Program was successful in meeting several key program goals and objectives. First, the program services and service delivery system appeared to be meeting the unique needs of the ethnically diverse target population. Second, the ethnic diversity objectives for the program staff were clearly met as evidenced by these staff members' ethnicity, cultural awareness and skills. Third, program staff reportedly facilitated community involvement in the program both during the planning phase and as services are provided.

¹⁰ Brown-Kline, 1994.

The outcomes and impact of the Multicultural Advocate Program, according to subjective and objective measures, has been mixed. Program staff together with representatives from DYS and the community reported the following program outcomes:

- Provided needed diversion for minority youth
- Strengthened linkages between the community and DYS
- Addressed the unique needs of juvenile offenders in a culturally appropriate manner
- Strengthened the ability of DYS to become a more culturally competent organization.

The statistical analyses of the program outcome data did not demonstrate a clear link between program participation and reduced recidivism. Anecdotal data collected during program participant interviews suggested positive program impacts, including increased school and employment participation and increased self-control and self-esteem.

III. MARION COUNTY

III. MARION COUNTY

Marion County's Disproportionate Minority Confinement (DMC) initiative used grant funds to hire a Multicultural Coordinator to assess and improve the cultural sensitivity and availability of family service agencies to better serve minority communities. Agencies wishing to receive funds from the County were required to prepare plans detailing their efforts to meet a set of cultural competency criteria, developed by a committee of interested community members and endorsed by the Marion County Children and Families Commission and the Juvenile Justice Task Force.

1. BACKGROUND

The population of Marion County includes 15 percent of Hispanic origin, 5 percent recent Russian immigrants, 4 percent African American, and 1 percent Hmong from Southeast Asia. The analysis of the Marion County Phase I DMC data ¹¹ shows patterns of overrepresentation that are similar to the state as a whole. Specific suggestive findings include:

- Minority youth represented one in ten of the county's high risk population but accounted for one in five of all 1990 and 1991 juvenile department referrals
- A similar proportion of minority youth referrals (21.2%) were moved for petition filing and formal juvenile court processing
- Minority youth referrals constituted one in five of all referrals resulting in adjudication
- Minority youth constituted one-fourth of all referrals resulting in adjudication and commitment to a juvenile training school.

The Oregon OCCYSC researchers caution that numbers are small making it possible for shifts of a few individuals to alter percentage values. It still appears, however, that there is minority overrepresentation in Marion County.

The Marion County Children and Families' Commission (CFC) is the lead organization in Marion County's DMC initiative. CFC is an independent body that

¹¹ OCCYSC. Overrepresentation of Minority Youth in Oregon's Juvenile Justice System: Recent Findings. *Research Summary*. August 1993.

coordinates policy and funds programs to provide comprehensive family services in Marion County. Beginning in 1990, CFC targeted cultural awareness and competence among service providers as a priority commitment to value the cultural diversity of the community. Initiatives started in 1990 were accelerated in 1991 when OCCYSC selected Marion County as one of the DMC project participants. The cultural competency activities in progress at the time were reconceptualized as a program to reduce DMC through family services addressing risk factors that lead to delinquency among minority youth.

CFC used DMC funds to hire a full-time Multicultural Coordinator who headed the effort to assess and improve the cultural competence of every CFC grantee agency, through on-site reviews of program practices, technical assistance to make staff and routine practices more responsive to the needs of minority clients, and training for grantees and other interested organizations. The following section describes the DMC initiative in more detail.

2. MARION COUNTY CULTURAL COMPETENCY INITIATIVE

The Marion County¹² Children and Families Commission has been committed, since their inception, to recognizing and valuing the ethnic and cultural diversity of their communities. This commitment was operationalized by the foundation of the Cultural Diversity Task Force in November 1990; the Task Force has now become a standing committee of CFC and is called the Cultural Diversity Committee.

The Committee established several goals to support their commitment to the recognition of cultural diversity in family service programs including:

- Enable agency awareness of their own cultural barriers
- Provide tools and third-party evaluations to assess delivery of culturally competent services by associated agencies providing family services
- Set guidelines for agency structure as it relates to cultural competency
- Coordinate efforts regarding cultural diversity with other concerned groups

¹² The description of the Marion County activities provided on these pages is based on information contained within a report distributed by the Oregon Community Children & Youth Services Commission. The report is entitled: *Marion County Children and Youth Services Commission, Minority Initiative Program, Program Action Plan*. August 31, 1992; updated September 30, 1993.

- Assist in empowering the businesses of the county to assess their receptivity to diversity.

The Committee, building upon their stated goals, then moved to accomplish several objectives, including:

- Language was added to the CFC's request for proposals and county contracts for services to require providers to address cultural issues
- The Cultural Diversity Committee developed and refined a set of Cultural Competency Criteria (CCC), which were adapted after public comment—providers were required to address the criteria in their request for funding
- A day-long training workshop on valuing cultural diversity was organized, training over 50 volunteers.

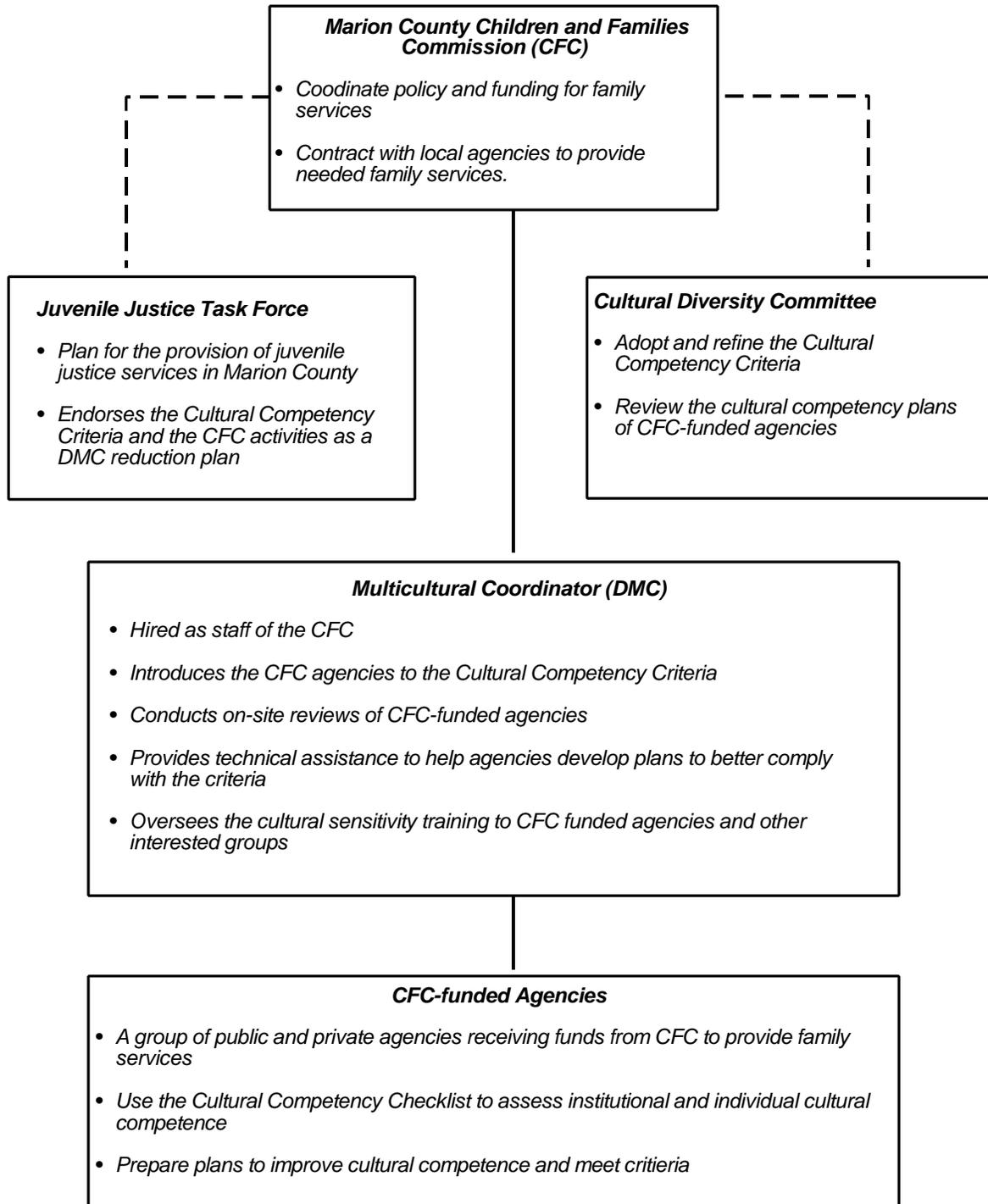
These activities were adapted and expanded to form the basis of the eventual DMC initiative.

In the summer of 1991, OCCYSC notified Marion County of their selection for Oregon's DMC project (otherwise known as the Minority Initiative Project). The Committee crafted a DMC reduction plan based on their belief that the best long-term strategy to reduce delinquency was prevention and intervention. Therefore, they committed DMC funds to programs that reduce risk factors leading to delinquency for minority youth. Building on the cultural awareness goals already established, the Committee committed DMC funding for two activities: 1) to enable agencies receiving CFC funds to gain awareness of their own cultural barriers, both internal and external to the organization, and 2) to provide cultural diversity training to CFC-funded agencies and other interested organizations. Exhibit III-1 presents a summary of Marion County's DMC Initiative.

The CFC's initiative is designed to ensure that all of the agencies receiving funding for family services maintain a basic defined level of cultural sensitivity and awareness. The CFC funded 22 programs in 1994 through 16 different agencies including the County Departments of Health, Recreation, and Juvenile Services, local school districts, the YWCA, and several other non-profit agencies. CFC administers funds from Great Start, State Juvenile Services, Child Care and Development Block Grants, and other sources. Services provided by these programs include: case management, services for pregnant teens, court advocacy, services for resident of

shelters, comprehensive pre-natal care, child care referrals, therapeutic services for elementary-aged children, summer youth employment, and GED services.

**EXHIBIT III-1
MARION COUNTY DMC INITIATIVE**



To increase the awareness and elimination of cultural barriers, any agency that is awarded CFC funds is required to complete an initial assessment of their cultural barriers using the cultural competency criteria. The CFC hired a full-time Multicultural Coordinator to oversee the implementation and compliance of agencies with the Cultural Competency Criteria (CCC). The Multicultural Coordinator first visits the CFC-funded agency to introduce them to the criteria and outline their compliance requirements. The Multicultural Coordinator provides the agency with a kit used to complete an assessment of their own cultural competence and identify areas needing improvement.

The Multicultural Coordinator (sometimes assisted by members of the Committee) follows up with an on-site visit with each program to check the self-assessment and the plan for addressing weaknesses. The On-Site Monitoring Review is a structured audit designed to evaluate whether the agencies' programs and services are making progress towards meeting the objectives stated in the grant. The Review lasts about two-and-a-half hours on average while program staff and administrators answer 17 questions about their performance on several factors including service delivery, family involvement, accomplishments, and evaluation (see Appendix B for a copy of the On-site Monitoring Review Guide). Written reports on the findings from each program site visit, including recommendations for strengthening cultural competency, are developed. Programs are offered technical assistance to comply with the criteria.

Considerable progress has been made, to date, in Marion County's efforts to assess and improve the cultural competence of its grantees. Every program received an on-site review in the Spring of 1994 and again in 1995; 30 programs have submitted plans to comply with the criteria. Also, the cultural competency criteria were refined based on lessons learned during the first year of implementation.

One example of specific success in improving cultural sensitivity is provided by the Mid-Valley Children's Guild. The Guild provides direct services to families of children with special needs including developmental, emotional, behavioral, or mental health needs. During their cultural competence assessment, the Guild pointed to the lack of access to the Hispanic community as an area they would like to improve. The all-Anglo staff noted that Hispanic clients had historically not used the Guild's services. The solution was to add one bilingual staff person; the result was that Hispanic clients jumped to 40 percent of the total caseload. The experience of creating access to a previously unserved client group had an energizing effect on the staff. They

subsequently used the DMC training resources provided by CFC and developed their own curriculum which addressed issues specific to their organization. By all accounts, the training was an exciting and successful experience for the organization.

Cultural diversity training, the second DMC project activity, is being provided to program staff and to CFC and committee volunteers. As of March, 1994, a total of 34 training sessions were held for more than 13 different programs and agencies resulting in a total of 790 participants who had received training. Training topics include:

- Diversity awareness
- Cross-cultural conflict
- Migrant lifestyle and outreach
- Developing a diversity plan
- Intercultural communication
- Conflict resolution
- Working with diverse teams and clients
- Gang-affiliated training
- Outreach
- Staff recruiting and hiring.

All of the training has been provided by a pool of seven trainers recruited from the local area and supervised by the Multicultural Coordinator. Also, CFC provided all of the training for \$4,000 by using trainers who were sometimes able to carry out the required activities as part of their normal duties.

Under the leadership of the Multicultural Coordinator, additional DMC-related activities include:

- On-going collection of quantitative and qualitative data (through focus groups and interviews) so as to document the disproportionality and contributing factors within the juvenile justice system
- Providing public education and obtaining public input to cultural issues affecting children and their families. In addition to public forums and focus group discussions (with a minimum of 25% minority community representation), a monthly newsletter has been developed for county-wide distribution
- Establishing policies and developing action plans related to overrepresentation of minority youth

- Involving local legislators in the process of developing legislative and funding plans to eliminate the disproportionate representation of minority youth.

The Cultural Diversity Committee is monitoring these activities by reviewing the cultural diversity of program participants, tracking program staff progress in meeting cultural competency criterion, and reviewing participant evaluations following each of the training sessions.

3. EVALUATION ACTIVITIES AND FINDINGS

As described earlier, the Marion County DMC evaluation activities consisted of two independent efforts: a process evaluation conducted by Brown-Kline & Company and outcome evaluation support provided by Caliber Associates. The following sections provide a summary of the process evaluation and a description of Caliber evaluation support. Together, these activities provide a picture of the Marion County DMC initiative.

3.1 Marion County Process Evaluation

The process evaluation of Marion County's DMC Initiative was performed by an evaluator hired by the OCCYSC¹³. The evaluation answered the following questions:

- The method used to introduce the Cultural Competency Criteria to CFC-funded agencies
- How the CCC was used to identify barriers and prepare internal plans to address barriers
- Conducting the On-Site Monitoring Reviews with agencies
- Providing diversity training and other technical assistance to agencies.

The findings of the process evaluation are summarized in the following paragraphs.

Introducing the CCC to service providers. Most service providing agencies were introduced to the CCC through the grant application process when they learned of

¹³ The process evaluation was performed by Joan Brown-Kline and the results reported in *Process Evaluation of Programs in Lane, Marion, and Multnomah Counties*, Sept. 1994. The summary in this section is based entirely on this work.

the new requirement to assess and to plan to meet the standards. The majority of agencies found that the process was adequate (and the high level of participation by agencies supports this) because the introduction included on-site visits by the Multicultural Coordinator, instruments and directions, suggestions for interventions, and offers of technical assistance. Half the agencies that responded, however, said that the process could be improved by a better explanation of the philosophy behind the CCC and its intended outcomes. The CFC provided agencies with better guidelines for implementing and complying with the criteria by giving specific examples of the type of interventions that might be employed.

Using the CCC to identify cultural barriers within organizations and prepare plans. Most agencies said they used the CCC as a checklist of practices that make a culturally competent organization. The CCC helped them identify weaknesses and develop action steps to address challenges. Some agencies said the criteria were useful in program development as well, strengthening existing programs and examining how staff relate to clients in the program. The CCC were particularly useful to agencies because they were comprehensive and specific. The criteria deal with the program environment, management controls, language, resources, technology, facility and grounds, services, and feedback.

Conducting the On-Site Monitoring Review. The On-Site Monitoring Review is designed to assess the progress the agency has made towards their cultural competency goals. The review is conducted in cooperation with the agency itself and the CFC staff who complete the review. CFC staff help the agency prepare for the review by scheduling the date several months in advance, and by making technical assistance available on an as-needed basis during the course of the contract period.

Agencies felt that the reviews were a necessary, useful, and constructive part of the process of improving access to minority communities. They said that this process gave them a chance to assess their progress and receive feedback on their efforts. They also saw the CFC evaluators as supportive and professional. While many of the agencies said that the process did not require any improvement, several mentioned the length of the review as a problem (up to three hours). However, respondents also said that the second round of reviews was better than the first, suggesting that CFC staff learned how to prioritize and streamline the process.

Providing diversity training and other technical assistance to agencies. The Multicultural Coordinator recruited seven trainers to address topics discussed in

the previous section. Trainers tailored the sessions to the particular need of the agency being addressed. Training participants commented that the greatest improvement to training would be to continue the assessment of agency needs after training to continually provide needed information targeted to the agency's level of sophistication. The other comment concerned the need to provide more information on the actual application of techniques to specific situations (i.e., more role playing and participant involvement).

3.2 Outcome Evaluation Support

The methodology for the Marion County evaluation was developed in two stages, each following an evaluability assessment of the program. The original design, developed after the first assessment, was later changed with the agreement of Marion County, Caliber, and OJJDP, to maximize the usefulness of the available evaluation resources. Marion County program staff decided that various factors—including the impending end of their DMC contract and the successful completion of a process evaluation by another evaluator—combined to make even an informal evaluation of outcomes difficult and inaccurate. Instead, they requested that Caliber provide technical assistance to develop data collection forms for later use. The following paragraphs describe the original methodology and the technical assistance provided in more detail.

The evaluation team together with the Marion County representatives had originally identified an opportunity to conduct an assessment of the DMC-related efforts within Marion County. The purpose of the assessment was to systematically obtain information on the ability of CFC grantees to increase their levels of cultural competency. The "treatment" to be evaluated would be the technical assistance offered by the Multicultural Coordinator and the training offered by the training contractors. The original assessment would measure the baseline profile of each CFC grantee's cultural competence by means of two instruments, one examining program practices against specified cultural competency criteria, the other asking clients of the programs to rate the services they receive in terms of cultural sensitivity. The same measures would be repeated after the implementation of cultural competence plans by each of the grantees in order to assess the amount of change during the interval. These survey data would be supplemented by information collected from CFC grantee staff during the CFC on-site monitoring visits and potentially from interviews conducted of CFC program staff by the process evaluation contractor.

This evaluation approach was not an experimental or even quasi-experimental design, and did not portend to establish overall causality or cause and effect of specific Marion County training and support activities. Rather, the evaluation assumed that, given the Marion County focus on the importance of cultural competence, all, some or even one of the activities or requirements would effect change to an organization's level of awareness, operations and, ultimately, to the clients' experiences. This proposed approach further assumed that these changes would be evident provided that information was systematically collected using carefully structured instruments. And while the evaluation did not set out to "prove" the effectiveness of specific Marion County activities, it aimed to provide Marion County, Oregon and OJJDP with valid and reliable information about this cultural competency approach.

In August 1994, the Caliber evaluation team determined that the evaluability of outcomes of the Marion County DMC initiative was minimal due to the impending end of the grant period (September 1994) and the lack of data collection at the beginning of the period. With the understanding that Oregon's independent evaluation contractor had recently completed a process evaluation of the Marion County initiative, Caliber and the CFC staff adjusted the evaluation approach to maximize the impact of the evaluation resource.

After consulting with OJJDP and the Marion County initiative, the Caliber team agreed to provide data collection instruments and other evaluation technical assistance that would help measure outcomes of the possible continuation of the project. Specifically, Caliber agreed to provide:

- **Customer Feedback Assessment Instrument/Client Satisfaction Survey.** A self-administered tool used by clients of agencies that provide family services. It reflects the client's impressions of the cultural competence of the agency.
- **A scalar version of the Children and Families Commission's Cultural Competency Checklist.** This new instrument converts the checklist into a questionnaire utilizing a Likert-type scale. The scale enables CFC to use the instrument as a measure of changes in institutional cultural competency before and after implementation of the initiative.

These two instruments are designed to measure the changes in cultural competency of the agency as perceived by clients receiving the services and as evidenced by changes in internal program practices. The first instrument measures the outcomes of changes in the cultural competency of agencies as perceived by consumers. It collects

information from *clients* of CFC-supported agencies about their perceptions of the cultural sensitivity and awareness of agencies and practitioners. Used before and after cultural sensitivity training, this survey would reveal the impact of training and any other activities the agency pursued as part of its cultural competency plan.

The second instrument is designed to measure institutional cultural competency as defined by a set of practices and beliefs. These criteria, called the Cultural Competency Criteria, were developed by the Cultural Diversity Committee of the CFC, and refined following public comment. As part of the DMC Initiative, the Multicultural Coordinator requests that each grant applicant complete a self-administered questionnaire entitled *The Cultural Checklist -- How Equitable Is Your Organization Culture?* which is based on the cultural competency criteria. This 30-item checklist requests information about staff attitudes, organizational policies, organizational framework, data collection and monitoring, events and symbols, staff skills and information, and the organization's plan for improving intergroup relations.

The revised instrument developed by Caliber is a modification of the Cultural Checklist from a "yes/no" instrument to one with Likert-type or summated rating scales. Employing four- or five-point summated rating scales rather than the two-point yes/no response allows for more precision in measuring an individual's perceptions or attitudes about the questionnaire item. More importantly, however, is the fact that a multiple point scale is necessary to measure change over time.

Caliber researched, designed, tested and delivered both instruments described above in October, 1994. A copy of the Client Satisfaction Survey is presented in Exhibit III-2 and a copy of the revised Cultural Checklist is presented in Exhibit III-3, at the conclusion of this chapter.

Unfortunately, the timing of the development of the instruments and the end of the program funding in Marion County combined to make it impossible to use the instruments to measure program impacts or outcomes as a part of this evaluation. The Multicultural Coordinator of the CFC planned to use them as a part of their continuing cultural competency development and training effort, however.

4. SUMMARY OF MARION COUNTY EVALUATION FINDINGS

As demonstrated by the process evaluation, the Marion County initiative succeeded in increasing awareness of cultural sensitivity among service providers and

giving them assistance to improve their institutional cultural competence. The impacts of the DMC initiative affected most social service agencies in Marion County.

Participating agencies told the process evaluator that the initiative had resulted in the following changes in their organizations:

- Expanded the diversity of staff
- Improved outreach to minority clients
- Increased awareness of the need for education about cultural sensitivity
- Reallocated funds and resources to better serve minority clients

- Improved cultural skills
- Formed their own diversity advisory committee.

Both public and private non-profit agencies were equally involved in internal examination and change.

In creating these impacts, participants learned important lessons about successful approaches to creating change in a potentially controversial topic. They learned that their success was based on three strategies that the initiative employed:

- Enabling broad participation in the definition of cultural competency and the formulation of the criteria used to measure it. The Cultural Diversity Committee encouraged broad participation, sought input from the community, were open to revising the criteria, and invested time in the process of drafting and revising the CCC.
- Creating clearly defined and comprehensively detailed criteria for institutional cultural competency. The CCC evolved into a set of 21 factors organized in seven different topics. The effectiveness of the CCC was directly influenced by its clarity and detail.
- Providing a wide a spectrum of approaches to address deficiencies in cultural competency. The Multicultural Coordinator and the team of part-time diversity trainers provide flexible solutions to each agency's particular needs. Agencies may receive training, agencies are provided suggestions and technical assistance to seek their own solutions, and the CFC publishes a bi-monthly newsletter that keeps agencies in communication with others and provides information on committee meetings, training opportunities, diversity techniques, and community happenings.

In addition, having a full-time Multicultural Coordinator who was able to approach agencies as a helper instead of as a compliance monitor was another key factor in the success of the initiative.

EXHIBIT III-2

**MARION COUNTY
CHILDREN AND FAMILIES COMMISSION**

CLIENT SATISFACTION SURVEY

The program would like to have clients' opinions of the program so it can adjust the services it offers to meet the community's needs. Your answers will all be kept confidential.

Please record the name of the program:

INSTRUCTIONS: For each statement please circle one number under the statement which most accurately reflects what you think about this program.

Program or Service: Questions 1-11 are about the program named above					
1. It was easy for me to get information about this service/program.	<input type="checkbox"/> Yes <input type="checkbox"/> No				
2. I knew about the program services before I came.	<input type="checkbox"/> Yes <input type="checkbox"/> No				
3. I could understand the information I received/saw about this program.	Never 1	Sometimes 2	3	Mostly 4	Always 5
4. The program tries to help all the people in our community.	Never 1	Sometimes 2	3	Mostly 4	Always 5
5. I could find transportation to come to the program.	Never 1	Sometimes 2	3	Mostly 4	Always 5
6. I could find childcare so I could come to the program.	Never 1	Sometimes 2	3	Mostly 4	Always 5
7. I had difficulty getting time off from work to come to the program.	Never 1	Sometimes 2	3	Mostly 4	Always 5
8. I would know who to talk to about unfair treatment by the staff.	Never 1	Sometimes 2	3	Mostly 4	Always 5
9. The program has staff people from different racial, ethnic, and gender groups.	Never 1	Sometimes 2	3	Mostly 4	Always 5
10. I have made suggestions about how to improve the program or service. (Have you put comments in a suggestion box?)	Never 1	Sometimes 2	3	Mostly 4	Always 5

EXHIBIT III-2 (Continued)

**MARION COUNTY
CHILDREN AND FAMILIES COMMISSION**

11. The pictures and decorations at the program offices reflect the diversity of the community.	Never 1	Sometimes 2	3	Mostly 4	Always 5
Staff: Think about the program staff person whom you saw most often. Please read the following statements with that staff person in mind and circle one number under the statement which most accurately reflects how you feel about that person.					
12. The program staff person was friendly.	Never 1	Sometimes 2	3	Mostly 4	Always 5
13. The program staff person was patient with me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
14. The program staff person really listened to me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
15. The program staff person took the time to get to know about me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
16. The program staff person understood what I was saying.	Never 1	Sometimes 2	3	Mostly 4	Always 5
17. I understood what the program staff person was saying to me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
18. The program staff person made scheduling appointments easy for me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
19. The program staff person seemed to understand the customs and ways of my people/family.	Never 1	Sometimes 2	3	Mostly 4	Always 5
Overall Satisfaction:					
20. The program services helped me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
21. The program was a good experience for me.	Never 1	Sometimes 2	3	Mostly 4	Always 5
22. Some things I learned in the program will help me in the future.	Never 1	Sometimes 2	3	Mostly 4	Always 5
23. I would recommend this program to a friend or family member who needed this program's services.	Never 1	Sometimes 2	3	Mostly 4	Always 5
24. I am better off because I came to the program.	Never 1	Sometimes 2	3	Mostly 4	Always 5

EXHIBIT III-2 (Continued)

MARION COUNTY CHILDREN AND FAMILIES COMMISSION

<p>25. What was the <u>most</u> helpful part of the program for you?</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; border: none;"> <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 </td> <td style="width: 50%; border: none;"> <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: </td> </tr> </table>	<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:
<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:	
<p>26. What was the <u>least</u> helpful part of the program for you?</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; border: none;"> <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 (affordable/free) <input type="checkbox"/> 6. Staff could not speak my language <input type="checkbox"/> 7. Needed more medical help </td> <td style="width: 50%; border: none;"> <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 </td> </tr> </table>	<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 (affordable/free) <input type="checkbox"/> 6. Staff could not 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
<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 (affordable/free) <input type="checkbox"/> 6. Staff could not 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	
<p>27. In what way could the program or service have been more helpful to you?</p> <hr style="border: 0; border-top: 1px solid black; margin-top: 10px;"/> <hr style="border: 0; border-top: 1px solid black; margin-top: 10px;"/>		
<p>28. How did you <u>first</u> hear about this program/service?</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; border: none;"> <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 </td> <td style="width: 50%; border: none;"> <input type="checkbox"/> 6. Television program/ad <input type="checkbox"/> 7. Newspaper <input type="checkbox"/> 8. Poster <input type="checkbox"/> 9. Other: </td> </tr> </table>	<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:
<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:	

Please fill in the following information about yourself.

Race	Ethnicity	Age	Gender	Ability
<input type="checkbox"/> African <input type="checkbox"/> Caucasian <input type="checkbox"/> Asian <input type="checkbox"/> Other _____	<input type="checkbox"/> Hispanic <input type="checkbox"/> Russian <input type="checkbox"/> Other _____	_____ years	<input type="checkbox"/> female <input type="checkbox"/> male	please list any physical impairment:

What language do you usually speak to work? _____

What language do you usually speak at home? _____

Thank you for taking the time to complete this survey.

EXHIBIT III-3

THE CULTURAL CHECKLIST HOW EQUITABLE IS YOUR ORGANIZATION CULTURE?¹

Directions: For each question circle the number in the right-hand column that most accurately describes your organization. After you complete this questionnaire share information and complete one as a group/organization. Where possible, work with a multi-cultural, multi-ethnic team of people that includes board, staff, volunteers, and clients. Pay special attention to areas in which the team does not reach consensus.

Staff Attitude:

1. Do staff members use language that is free from racial, ethnic, and sexual slurs?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
2. Is it acceptable for staff to talk about the use of exclusive language, stereotypic attitudes, or ethnocentric assumptions and how it affects others?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
3. Do staff members communicate with colleagues and community members who are of different gender, racial, and ethnic backgrounds?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
4. Are professional contacts with those of different gender, racial, and ethnic backgrounds mutually comfortable? (i.e. can they be initiated by either person?)	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
5. Can staff accurately name the major demographic groups in the community?	None 1	2	Some 3	4	Most 5	6	All 7
6. Can staff identify traditional modes for processing information that are valued within each of these groups?	None 1	2	Some 3	4	Most 5	6	All 7

Policy

7. Does your program/organization have a policy that explicitly condemns racially, sexually, and ethnically biased behavior?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
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¹ By: Eleanor Linn, Associate Director for Gender Equity; and adapted by: Marco Benavides, Multi-Cultural Coordinator, Children and Youth Services Commission of Marion County.

EXHIBIT III-3 (Continued)

THE CULTURAL CHECKLIST HOW EQUITABLE IS YOUR ORGANIZATION CULTURE?

8. Does that policy have clear complaint reporting, fact finding, and appeal procedures?	None 1	2	Some 3	4	Most 5	6	All 7
9. Are consequences clearly stated and regularly publicized?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
10. Is the policy enforced consistently?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
Organizational Framework							
11. Does an ombudsperson hear complaints and respond to problems before they get out of hand?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
12. Is the staff make-up integrated?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
13. Do committees include the active participation of staff from all racial, gender and ethnic groups?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
14. Does the board represent the diversity of the entire community?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
15. Is the board used as a forum for creating dialog and consensus with different groups in the community?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
Data Collection and Monitoring							
16. Does your organization routinely collect data on incidents of cross-cultural friction such as bias comments, bias decisions, harassment, and slurs?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
17. Is this data analyzed by race, gender or ethnicity in order to identify specific cultural tensions and to develop equitable organization strategies to help resolve them?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
18. Have special programs or policies been put in place as the result of such data analysis?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
19. Have clients and community members from all groups been involved in the development and implementation of corrective programs and policies?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7

EXHIBIT III-3 (Continued)

THE CULTURAL CHECKLIST HOW EQUITABLE IS YOUR ORGANIZATION CULTURE?

Events and Symbols

20.	Does the planning for organizational events and awards reflect the diversity of people in the organization by race, gender, and ethnicity?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
21.	Are symbols, team names, awards and souvenirs free from racial, gender, and ethnic bias? (i.e. do all staff feel these symbols belong to them?)	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
22.	Are there important events and celebrations in the organization that emphasize human unity and diversity? (e.g. Earth Day and World Peace Day)	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
23.	Do important events and celebrations reflect the heritage of people other than male European Americans? (e.g. Martin Luther King Day, Women's History Month, Hispanic Heritage Month, Asian Pacific Heritage Month and Indian Law Day)	None 1	2	Some 3	4	Most 5	6	All 7
24.	Do pictures, decorations, and ornaments in your organization reflect the diversity of your community and emphasize the message of unity and diversity?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7

Skill and Information

25.	Do all staff and volunteers understand the meaning of the term culture?	None 1	2	Some 3	4	Most 5	6	All 7
26.	Do all staff and volunteers know that all people are unique individuals and members of cultural groups?	None 1	2	Some 3	4	Most 5	6	All 7
27.	Can staff identify key elements of the organization culture?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
28.	Is there culturally sensitive and inclusive planned staff development about diverse cultural norms, communication and learning styles?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
29.	Does the staff training program include specific trainings on cultural diversity, cross-cultural communication, and conflict resolution at all levels of the organization?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7

EXHIBIT III-3 (Continued)

THE CULTURAL CHECKLIST HOW EQUITABLE IS YOUR ORGANIZATION CULTURE?

Organization Plan

30. Does your organization have a plan for improving intergroup relations?	No 1	2	3	4	5	6	Yes 7
31. Is there a multi-cultural/multi-ethnic advisory committee to oversee this plan?	No 1	2	3	4	5	6	Yes 7
32. Does the committee have clearly stated goals and realistic timetables?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
33. Is there adequate funding and administrative support to carry out a successful plan?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
34. Does the plan include provisions for both long-term change and short-term crisis management?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
35. Is there recognition and support for the formal and informal leaders of the organization who promote positive intergroup relations?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7

Self Awareness/Self-assessment (to do by yourself for yourself)

1. Have you thought about your own gender, racial, ethnic and social class identity and the various ways in which you are similar to, yet different from, the demographic groups to which you belong?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
2. Have you thought about how your own gender, race, ethnicity and social class have influenced how you process information and how you work?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
3. Have you talked about how culture influences the way we process information with colleagues who are of a different race, gender, and/or ethnicity?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
4. Have you thought about how your own culture influenced the way that you disseminate or process information and how your style is perceived by colleagues and peers who are from a different gender, racial or ethnic groups?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7
5. Do you honestly believe that all staff-peers are capable of succeeding regardless of their racial or ethnic group, and gender?	Never 1	2	Sometimes 3	4	Mostly 5	6	Always 7

EXHIBIT III-3 (Continued)

THE CULTURAL CHECKLIST HOW EQUITABLE IS YOUR ORGANIZATION CULTURE?

- | | | | | | | | | |
|----|---|-------|---|-----------|---|--------|---|--------|
| 6. | Are you honestly willing to change your behavior/style from ways that are comfortable to you, to ways that may be more helpful to staff-peers who are different from you? | Never | | Sometimes | | Mostly | | Always |
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

Scoring the Checklist

› Organization Culture Score: Sum the numbers you circled in response to questions 1-35.

176-245 points

Your organization has many of the components that contribute to a positive pluralistic culture. Recognize your successes and identify those areas that still need work. It's likely that you need better coordination and institutionalization of your efforts.

106-175 points.

You have some of the elements that are needed to create a positive pluralistic organization culture, but you still have a way to go. Focus specifically on any area in which you scored your organization below three. Work with a diverse group, identify the barriers you will need to overcome and set priorities.

35-105 points

You have a great deal of work to do. Focus first on staff attitudes, organization policy, and the development of a multi-cultural plan for your organization.

› Self Awareness Score: Sum the numbers you circled in response to questions 1-6.

31-42 points.

You have thought a good deal about this issue and are actively involved in talking to others about it too.

19-30 points.

Your honesty with yourself is an asset. Think about the areas that you have not thought about before. What insights do they help you discover? Now try talking about these insights with people who are different from you.

6-18 points.

Give yourself some time for introspection. You may find that it's easier to first talk this over with someone whose background is similar to yours. Without meaning to harm others, you may be unconsciously perpetuating some culturally biased behaviors.

Code Number: This number will not be used to identify you, but to help match this survey with one you may take at a later time.

Please write the last four digits of your social security number: _____

IV. MULTNOMAH COUNTY

IV. MULTNOMAH COUNTY

The Multnomah County DMC initiative funded the evaluation of the African American Male Connection Program (AAMCP). The purpose of this chapter is to provide a description of the Multnomah County African American Male Connection Program and to present the evaluation methods and findings. This program was designed to provide a multi-service, community-based approach for at-risk African American youth offering services, such as individual/group counseling, mentoring, gang prevention intervention, tutoring, and substance abuse counseling.

1. BACKGROUND

Multnomah County includes the City of Portland, the most densely populated area within the state. According to the 1990 Census, there were over 135,000 juveniles (0-17 years) residing in Multnomah County of which 18 percent or approximately 30,000 were of a racial or ethnic minority group. This large number of youth enabled the most detailed and sophisticated analyses of disproportionate representation within the juvenile justice system.

The statewide Phase I analysis showed strong patterns of overrepresentation for African American youth with arrest, juvenile court referral, and detention index values of approximately 2.5, and commitment and closed custody index values between 4 and 5. (Recall that indices over 1.0 indicate overrepresentation.) Native American and Hispanic youth were also shown to be overrepresented; however, the index values were less pronounced.²

In response to the statewide Phase I data analysis, the OCCYSC team selected the African American Male Connection Program as its focus for the minority initiative. This project was established prior to the DMC national initiative based on the realization that minority youth were disproportionately committed to the state training schools. During the evaluation planning process, the African American Male Connection Program had been operating for over two years and, given its program structure and available data, appeared a strong candidate for an evaluation of project outcomes and impacts. However, during the Summer 1993, the African American Male Connection Program was notified of the loss of its major funding. As a result, the program ceased operations. The Oregon DMC team together with Caliber decided to

² Heuser, J.P., p. 13.

proceed with the outcome evaluation because of the opportunity to conduct retrospective impact analyses. Meanwhile, the Oregon DMC initiative substituted a new project, the Parole Transition Coordinator project, for the African American Male Connection Program. Therefore, due to the timing of events, the process evaluation for Multnomah County focused on the Parole Transition Coordinator project³ while the outcome evaluation focused on the African American Male Connection Program.

2. AFRICAN AMERICAN MALE CONNECTION PROGRAM

The African American Male Connection Program (AAMCP) began December 9, 1990 and continued until funding was no longer available on June 30, 1993. The budget for the 1990-1991 fiscal year was \$155,000 and for the 1991-1992 and 1992-1993 fiscal years was \$209,000. The AAMCP was an intervention program designed specifically for African American male youth between the ages of 11 and 19 years who were, for example, known to have gang affiliation (or live in gang affected neighborhoods), to have dropped out of school, and/or to have had at least five juvenile referrals.

The AAMCP had four major objectives including:

- Aid African American male youth to gain control of their lives by improving their ability to make rational, longstanding decisions as well as improving relationships with their families and their communities
- End recidivism among justice system-involved African American male youth in Multnomah County
- Reduce the confinement of African American male youth in state training facilities
- Address issues facing African American youth such as dropping out of school, poverty and criminality.

To meet these objectives, the AAMCP provided a multi-service, community-based approach that used a variety of service providers, resources and disciplines to develop a comprehensive treatment plan and deliver services, accordingly. The AAMCP provided services which included tutoring, substance abuse counseling, gang

³ A detailed description of the process evaluation of the Parole Transition Coordinator project can be found in a report by the independent evaluator: Brown-Kline, J. (September 1994). *Process Evaluation of Programs for Lane, Marion and Multnomah Counties*.

prevention intervention, recreation/outdoor adventure training, and individual/group counseling and mentoring.

The AAMCP was composed of eight community-based organizations, under the auspices of The Urban League of Portland. Agencies involved in the coalition, in addition to The Urban League of Portland, were Mercy Corp International, Minority Youth Concerns Action Program (MYCAP), North/Inner Northeast YMCA (YMCA), Portland Opportunities Industrialization Center (POIC), Portland Youth Redirection (PYR), The Private Industry Council (TPIC), and The Coalition of Black Men. The purpose of this coalition, situated in the North/Northeast Portland area, was to assist young African American males in redirecting their lives (i.e., engendering a sense of responsibility; developing their ability to make rational decisions; and improving their individual, familial, and societal interrelationships). Exhibit IV-1, following this page, indicates the various programs and treatment services provided by each of the county agencies.

The AAMCP served approximately 70 youth during the three years of program operation. Specifically, the AAMCP targeted those youth who:

- Lived in a gang-affected community in Multnomah County
- Lived in a family at or below the poverty level
- Were known to traffic drugs or have a documented alcohol or drug problem
- Had gang- or criminally-involved family member(s)
- Had been suspended from school for gang activity, violent behavior, drugs or did not attend school, or who attended school irregularly
- Had at least five (5) delinquency referrals to Juvenile Court, and/or
- Were on suspended commitment to a state training school.

Youth participation in the program was voluntary. African American youth typically entered the program by referral from the Juvenile Justice Division (JJD). In some cases, the AAMCP Coordinator met with the probation officer and youth to discuss the program and determine the youth's interest in participating. In other cases, youth visited The Urban League of Portland to meet with a mentor, or The Urban League mentor and AAMCP Coordinator went to the JJD detention center to meet with the youth.

**EXHIBIT IV-1
SERVICE PROVIDERS TO THE AFRICAN AMERICAN MALE CONNECTION PROGRAM (AAMCP)**

AGENCY	SERVICES	PURPOSE	STAFFING ROLE
Mallory Avenue Christian Church	<ul style="list-style-type: none"> • Provide setting for Midnight Basketball League 	Provide healthy recreational activities	NA
Mercy Corp International	<ul style="list-style-type: none"> • Outdoor adventure recreation 	Develop a wholesome lifestyle through the life changing experience in outdoor adventure with outward-bound intensity	Recreational coordination assists in developing treatment plans
Minority Youth Concerns Action Program (MYCAP)	<ul style="list-style-type: none"> • Comprehensive program serving gang-related and at-risk teen males and their families • Case management of several youth and their families 	Deter youth from gang-related and all juvenile justice-related behaviors	Staff add insights to all providers based on experiences with gang-involved youth
North/Inner Northeast YMCA	<ul style="list-style-type: none"> • Midnight Basketball League 	Keeping participants occupied in a positive setting during the 9-12pm hours on Fri and Sat nights (when crimes are most likely to be committed)	AAMCP Coordinator meets with YMCA Directors for weekly progress checks
Portland Opportunities Industrialization Center (POIC)	<ul style="list-style-type: none"> • Basic and alternative education, counseling and psychological assessments 	Provide services to assist with educational and psychological development	NA
Portland Youth Redirection (PYR)	<ul style="list-style-type: none"> • Assist at-risk males to deal with crisis and adversity • Provide mentoring, guidance, and goal setting challenges for the youth and his family 	Provide counseling and support to at-risk youth	Staff provide additional information about youth and families due to extensive outreach efforts
The Private Industry Council (TPIC)	<ul style="list-style-type: none"> • Full range of employment services • Comprehensive GED program (w/stipend) 	Provide job training and placement	Staff provide consistent, high level support
The Urban League of Portland (UL/AAMCP)	<ul style="list-style-type: none"> • Coordinating services for the AAMCP • Operate the Male Responsibility Program 	<ul style="list-style-type: none"> • Provide leadership to the AAMCP • Assist adolescent African American males to improve their decision-making abilities for life management and career planning 	NA

At the initial intake interview, the AAMCP coordinator completed a household dynamics chart which indicated the client's primary and secondary caregivers, their relationship to the client, the client's siblings, and any other relatives or friends living in the home. The background information collected at this interview was supplemented with case histories provided by the Gang Resource Intervention Team (G.R.I.T.), a county program, whenever one of their participants was admitted.

The coalition of providers for the AAMCP met on a monthly basis to develop and review 30-day treatment plans for each youth participant. The providers discussed each case to determine the combination of services which would best meet the youth's needs. An individualized treatment plan included a calendar of program activities for a given month, indicating the programs in which the youth was to participate. The youth received a copy of their own calendar each month; activities were scheduled to provide as much structured time as possible and to allow daily contact with the youth by program staff. At the conclusion of the month, the case was reviewed to determine if the treatment plan was being followed and, if so, to determine if it was actually helping the youth to become more socially responsible. Adjustments were made to the treatment plan, as necessary, and a new treatment plan was issued or the youth was graduated from the program. To provide background about how cases were processed into the AAMCP, a flow chart is depicted in Appendix C.

3. EVALUATION DESIGN

Although the AAMCP was defunded in 1993, the OCCYSC project team viewed the AAMCP as an appropriate intervention to address the problems of juvenile justice system disproportionality among African American male youth. Since the program was not in operation during the evaluation, the results were dependent on existing historical data contained in The Urban League of Portland files and within the TJIS data sets. The evaluation was, of necessity, limited in its scope and objectives focusing primarily on the measurement of AAMCP participant impacts.

The objective of this outcome evaluation was to determine if participation in the AAMCP impacted upon criminal offenses and recidivism of the African American males between the ages of 11 and 19 within the North/Northeast Portland area. Consequently, this evaluation focuses on the differences between juveniles who received the services and those who did not receive the services, and whether these differences were statistically significant.

Several research questions were posed for the current study. For example, compared to juvenile offenders who did not participate in the program, to what extent were participants in the AAMCP:

- Less likely to receive a delinquency violation referral
- Less likely to receive a probation violation referral
- Less likely to receive a status offense referral.

In the following paragraphs we provide a description of data sources, the sample, and the methodology used in attempting to provide answers to the above-mentioned research questions. Following this background, we provide a discussion of the findings.

3.1 Data Sources

This evaluation effort used data collected by The Urban League and the Tri-County Juvenile Information System (TJIS). The Youth Programs Office (YPO) provided The Urban League and the various lead agencies with two different data recording forms for participants in the AAMCP. These recording forms were used to record initial and concluding assessments, service times, and various counselor information. Specific information about program participants included: sociodemographics, living arrangements, family constellation, and school attendance. The Urban League provided Caliber with copies of these AAMCP records.

The TJIS data tape, which is maintained by the Multnomah County Information Systems Division, contains records about individual juveniles and their referrals and allegations. The records received from The Urban League for the AAMCP participants were matched with their corresponding records from TJIS using an unique case identification variable from the TJIS database for the years 1990 to 1993. These combined data sets represent the data used for the present analyses.

3.2 Results

In this section, we describe the characteristics of the experimental and comparison groups. Following this, we present the results of the statistical analyses used for the outcome evaluation.

Sample

The Urban League of Portland provided Caliber with copies of the accessible records of juveniles who had received services under the sponsorship of the AAMCP between 1991 and 1993. There were approximately 60 usable records for the AAMCP participants. Of these possible 60 AAMCP participants, we were able to match 47 cases to the TJIS database. It was determined that the most accurate control group for the evaluation would be a matched comparison group. Therefore, the sample for the following analyses (unless otherwise noted) included 47 AAMCP participants and 47 matched comparison group cases. The matched comparison group was selected to be as similar as possible to the AAMCP participants on several relevant variables. First, the matched sample had to have been adjudicated delinquent and appeared on the TJIS files. Next, the comparison group was selected to match AAMCP participants on sex, ethnicity, age, and living arrangements.

To ensure that the resulting selected comparison sample was similar to the AAMCP participants, it was important to compare the two groups prior to the start of the program. To make these baseline comparisons it was necessary to calculate the age and determine the living arrangements of both groups as of January 1, 1990 (prior to the start of the AAMCP). Note that the sample size for the AAMCP group was 38 and the sample size for the comparison group was 31 because the comparability analysis was conducted using the 1990 data. This decrease in the number of cases for both groups necessarily indicates that not all of the original 47 in both groups received a referral of any nature and, therefore, would not have appeared in the TJIS database. Exhibit IV-2 provides relevant information about the two groups.

Because all participants in the AAMCP were African-American males, it is evident from the comparability analysis that all of those individuals selected as part of the comparison group were also African-American males. An independent groups t -test was conducted to test for statistical significance of the difference between AAMCP participants and the comparison group in terms of age. Results indicated that AAMCP participants were not significantly different than the matched comparison individuals ($t = 1.14$, ns). On the other hand, the analysis indicated that the AAMCP and the comparison groups varied with respect to their living arrangements. (A chi-square test of significance for the living arrangement variable was not conducted due to the small sample sizes within a majority of the cells of the contingency table.) AAMCP participants were more likely than the comparison group to live with their mothers only and relatives. Conversely, the comparison group was more likely than the AAMCP

participants to live with a both natural parents and to live under "other" living arrangements, such as in institutions, treatment centers, and foster homes. Overall, it was determined that the matched comparison group was similar enough to the AAMCP group to warrant further analysis (while being aware of any differences that may be attributable to living arrangements).

EXHIBIT IV-2
AAMCP and Comparison Group Demographics
(1990 Baseline Data)

Demographics	AAMCP Participants (<u>n</u> =38)	Comparison Group (<u>n</u> =31)
Average Age (standard deviation)	14.23 (1.73)	14.76 (2.12)
Sex (%)	100% Male	100% Male
Ethnicity (%)	100% African American	100% African American
Living Arrangements (%)		
Both natural parents	10.5	19.4
Two parents, one step- parent	7.9	6.5
Mother only	55.3	32.3
Father only	5.3	0.0
Relative	10.5	6.5
Other ¹	10.5	35.5

¹ This category includes living arrangements, such as treatment centers, foster homes, shelters, and Child Services.

Statistical Analyses

Using available TJIS data, the evaluation design assessed the effect of AAMCP participation on receiving delinquency violation referrals, status offense referrals, and parole/probation violation referrals. These variables served as the dependent variables in the evaluation regression models. Because research ⁴ has indicated that the following types of factors may affect the risk of juvenile recidivism, they were to be included as independent variables in the evaluation regression models: age at first

⁴ Hawkins, J.D., Catalano, R.F., & Brewer, D.D. (1995). Preventing serious, violent, and chronic juvenile offending. In *Implementation Manual for Serious, Violent and Chronic Juvenile Offenders*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

adjudication, prior criminal behavior, drug and/or alcohol abuse, parental control, peer relationships, school disciplinary problems, and/or whether or not a juvenile has had an institutional commitment or placement. Each of these independent variables is a categorical variable due to their coding (e.g., age at first adjudication is coded into three categories).

Before computing the regression models, chi-square tests and *t*-tests were conducted of the 1990 baseline data to determine if the two groups (i.e., experimental and comparison) differed significantly on any of the independent variables prior to the experimental group's participation in the AAMCP. Descriptive statistics of the two continuous independent variables and the results of the *t*-tests are displayed in Exhibit IV-3. Descriptive statistics of the remaining categorical independent variables and the results of the chi-square tests are displayed in Exhibit IV-4. Results indicated that the AAMCP participants were not significantly different from the comparison group on any of the independent variables except for the number of referrals. The findings indicated that the comparison group had a significantly higher number of referrals, in general, than had the AAMCP participants. This latter finding was somewhat surprising given the fact that one of the targeting criteria for AAMCP participation was having at least five delinquency referrals and the fact that this was not one of the selection criteria for the matched comparison group.

EXHIBIT IV-3
Descriptive Statistics and Results of *T*-tests for the
Continuous Independent Variables
(1990 Baseline Data)

Variable	AAMCP Participants (n=38)		Comparison Group (n=31)		<i>T</i> -Test
	Mean (standard deviation)	Range	Mean (standard deviation)	Range	
Age	14.23 (1.73)	9.9 - 16.6	14.76 (2.12)	9.4 - 17.5	1.14
Number of referrals	7.95 (5.57)	2 - 38	12.48 (9.54)	1 - 20	2.34*

* Results are statistically significant at the $p \leq .05$ level.

The dependent variables in this study (received a delinquency violation referral, received a status offense violation referral, and received a probation violation referral)

were regarded as discrete variables. That is, individuals were coded based on whether they received one of these particular types of referrals to the juvenile justice system (e.g., the code=1 when a referral was received and the code=0 when no referral was received). The independent variable of most interest for this study was whether the juvenile received the services of the AAMCP.

EXHIBIT IV-4
Descriptive Statistics and Results of Chi-Square Tests for the
Categorical Independent Variables
(1990 Baseline Data)

Variable	AAMCP Participants (n=29)	Comparison Group (n=20)	χ^2 Test
	Percentage	Percentage	
Age at first adjudication 0 = 16 or older 3 = 14 or 15 5 = 13 or younger	41.4 44.8 13.8	30.0 35.0 35.0	3.07
Prior criminal behavior 0 = No prior arrests 2 = Prior arrests, no formal sanctions 3 = Prior delinquency sustained, no assaults 4 = Prior delinquency sustained, 1 or more assaults	13.8 58.6 10.3 17.2	15.0 35.0 10.0 40.0	3.67
Institutional commitment or placement 0 = None 2 = One 4 = Two or more	65.5 20.7 13.8	70.0 0.0 30.0	5.70
Drug/Chemical abuse 0 = No known abuse 2 = Some disruptive functioning 3 = Chronic abuse or dependency	65.5 24.1 10.3	65.0 25.0 10.0	0.01
Alcohol abuse 0 = None 1 = Occasional 3 = Chronic abuse	51.7 24.1 24.1	40.0 45.0 15.0	2.41
Parental control 0=General effective 2=Concerned, but inconsistent/ineffective 4=Little or no control	17.2 48.3 34.5	20.0 60.0 20.0	1.22
School delinquency problems 0 = Attending, graduated, GED 1 = Problems handled at school 3 = Severe truancy, behavior problems 5 = Not attending, expelled	6.9 27.6 34.5 31.0	20.0 25.0 25.0 30.0	1.81

Variable	AAMCP Participants (n=29)	Comparison Group (n=20)	χ^2 Test
	Percentage	Percentage	
Peer relationships			1.81
0 = Good support/influence, or loner	6.9	10.0	
2 = Negative influences, delinquent companions	24.1	40.0	
4 = Gang member	69.0	50.0	

NOTE: None of the χ^2 -tests were statistically significant ($p \geq .05$).

Prior to conducting the regression analyses, it was necessary to build upon the TJIS data. Specifically, individuals only appeared in the TJIS data base if they had received a referral for any given year. For example, Individual A may have received a referral in 1990 and 1992 which indicated that this individual had two records: one for 1990 and one for 1992. Because we were interested in predicting whether or not an individual received a referral within a particular year, it was necessary to generate a new record for Individual A for 1991 which indicated this individual did not receive a referral for 1991 (i.e., code = 0).

Because there were no group differences on any of the independent variables except for referral number and there was no way of creating a value for the referral number variable for those cases requiring generation of new records for the data base, simplified regression analyses were computed using the AAMCP variable as the only independent variable. This was done to test for the effect of AAMCP participation on each of the three dependent variables.

Separate logistic regression analyses were conducted for each of the three dependent variables for each of the years of analysis: 1990, 1991, and 1992. The 1990 data represented the baseline, the 1991 data represented the first full year of the program and 1992 represented the second full year of the program. The 1993 data were not included in the analyses due to the fact that the program were defunded as of June 1993; therefore, the data only represented one half of the third year of the program. The results are displayed in Exhibit IV-5.

Findings and Discussion

Overall, the results indicate that the AAMCP program had no significant impact on the reduction of recidivism when measured in terms of the number of delinquency, probation, and status offense referrals. The regression models for each year and for each type of referral revealed that the AAMCP participants were significantly more likely to have received a referral than the comparison group. The findings ranged from

the AAMCP participants being twice as likely as the comparison group to have received a delinquency referral in 1992 to the AAMCP participants being twenty times as likely as the comparison group to have received a probation violation referral in 1992. An interesting finding from the regression analyses is the amount of variance that the program participation variable accounted for in each of the regression models (as evidenced by the Pseudo R^2 values in Exhibit IV-5). For example, the program participant variable accounted for 13% of the variance in status offense referrals in 1992 and it accounted for 41% of the variance in delinquency violation referrals in 1990.

EXHIBIT IV-5
Logistic Regression Coefficients (and Antilogs)^a
For the Effect of AAMCP Participation on Recidivism

Independent Variable	Dependent Variable								
	Delinquency Referrals			Probation Violation Referrals			Status Offense Referrals		
	1990 (n=47)	1991 (n=47)	1992 (n=47)	1990 (n=47)	1991 (n=47)	1992 (n=47)	1990 (n=47)	1991 (n=47)	1992 (n=47)
AAMCP	1.42** (3.13)	2.65** (13.22)	1.23** (2.44)	1.62** (4.94)	2.59** (12.31)	3.07** (20.54)	1.47** (3.34)	2.21** (8.10)	1.52** (3.56)
Model Chi-Square	11.12**	33.34**	8.59**	8.40**	25.75**	17.23**	7.72**	14.99**	7.20**
Pseudo R ²	.19	.41	.15	.15	.35	.27	.14	.24	.13

a The antilog of the logistic regression coefficient combined with the sign of the regression coefficient allow for interpretation of the results. For example, taking the 1990 results for delinquency referrals, the regression coefficient is positive and the antilog is 3.13. This indicates that AAMCP participants are approximately three times (or 300%) more likely than the matched comparison group to have received a delinquency referral during the baseline year. A regression coefficient with a negative sign should be interpreted as "the AAMCP participants are [antilog interpreted as a percentage] less likely than the comparison group..."

** Finding is statistically significant at $p \leq .01$.

Having one independent variable accounting for so much of the variance in each of the dependent variables is a significant finding in itself.

In general, these results are not supportive of the effectiveness of the AAMCP in terms of reducing recidivism. Because a process evaluation was not conducted for the AAMCP, it is difficult to provide possible explanations for the present findings. However, a finding by the independent evaluator for the Lane County process evaluation (discussed in Chapter II) may provide some insight for the AAMCP findings. One recommendation by the independent evaluator derived from the Lane County process evaluation was that the demonstration project service providers should limit the variety of services they offered; that is, to focus their efforts on a more limited number of services to ensure success with their clients. Because the AAMCP was somewhat similar to the Lane County project (i.e., the Multicultural Advocate Program) in terms of the wide variety of services offered, it may be that the AAMCP was not successful in terms of reducing recidivism due to its resources being spread across the number of services offered.

V. LESSONS LEARNED FROM THE OREGON DMC INITIATIVE

V. LESSONS LEARNED FROM THE OREGON DMC INITIATIVE

A primary objective of the Disproportionate Minority Confinement (DMC) initiative, sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), is to "test" various approaches to correcting DMC. These demonstrations or tests, by design, are to provide opportunities for other states and locales to learn from pilot state experiences.

The purpose of this chapter is to present the Caliber evaluation team's analysis of lessons learned from the Oregon DMC demonstration. The structure of this chapter has been influenced by the global analyses of the five pilot states' DMC demonstrations presented in the companion document, **Lessons Learned from the Pilot State Experiences**.⁵

1. OVERVIEW

The process evaluation conducted by Brown-Kline & Company culminated with the final report: **Process Evaluation of Programs for Lane, Marion and Multnomah Counties** (September 1994). This report provides detailed findings, conclusions, recommendations and "lessons learned" for each of the Oregon county DMC interventions.

Rather than focusing on individual county experiences, therefore, this chapter presents conclusions drawn from state and county interactions and from the county experiences, as a whole. By combining the empirical Oregon evidence with our understanding gained from the other pilot states and Dr. Feyerherm's DMC paradigms, lessons learned from the Oregon DMC demonstration are offered for the following topics:

- Defining the DMC problem
- Designing and implementing DMC interventions.

Each of these topics are discussed in the following section.

⁵ Feyerherm, W. *Lessons Learned from the Pilot Experiences*. Prepared for the Office of Juvenile Justice and Delinquency Prevention. (April 1995.)

2. SPECIFICATION OF LESSONS LEARNED

The following paragraphs present reflections on the Oregon DMC experiences, organized as follows: (1) defining the DMC problem and (2) designing and implementing the intervention.

2.1 Defining the DMC Problem

The process of defining the extent of disproportionate confinement of minority youth involves both the collection and analysis of statistical data and the identification of factors which contribute to DMC. These activities were conducted by the Oregon DMC Phase I research team. It was not a "top down" process, however, since the counties also engaged in and supported the investigation. The Oregon experiences in defining the DMC problem support the following lessons.

Focus on the problem, not the symptoms

There is a growing recognition that the DMC issue must be seen from a systemic perspective rather than independently as a legal, sociological or service delivery perspective. "In essence, the DMC problem is a system design issue in that the juvenile justice system is a collection of decisions and treatments which does not operate equally for youth from all racial and cultural backgrounds."⁶

The Oregon DMC demonstration recognized the juvenile justice system perspective as evidenced by the fact that the county interventions wholly or partially targeted system interventions as their primary focus. In fact, the Oregon approach to DMC intervention strategies suggests a continuum of DMC program approaches which impact various aspects of the juvenile justice system and supports the following theorem.

Within the framework of community-based approaches to reducing DMC, there are many strategies that an initiative can choose to support. These approaches can be thought of as lying along a continuum in which the community-based strategies adopt different attitudes towards the traditional juvenile justice system. Each of the approaches outlined below can stand alone as a useful method to reduce DMC, and all

⁶ Feyerherm, p. 1.

are complementary. Approaching DMC reduction from several of these perspectives simultaneously is likely to multiply the impact of the effort.

- **Advocacy** strategies involve the community (community organization) assuming an adversarial position relative to the juvenile justice system, examples of these strategies include:
 - Support and empower minority youth, families, and communities with respect to the historically inequitable juvenile justice system
 - Influence the system to change policies and practices that lead to DMC (revising decision making guidelines, adjusting existing services to better serve minority youth)
- **Collaboration** stresses cooperation between the community-based initiative and the juvenile justice system
 - 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
- **Alternative resources**—the development of alternative resources, as the label implies, is typically done outside the traditional juvenile justice system. Examples of DMC activities include:
 - Develop culturally sensitive versions of traditional delinquency treatment
 - Develop prevention program components within the minority community.

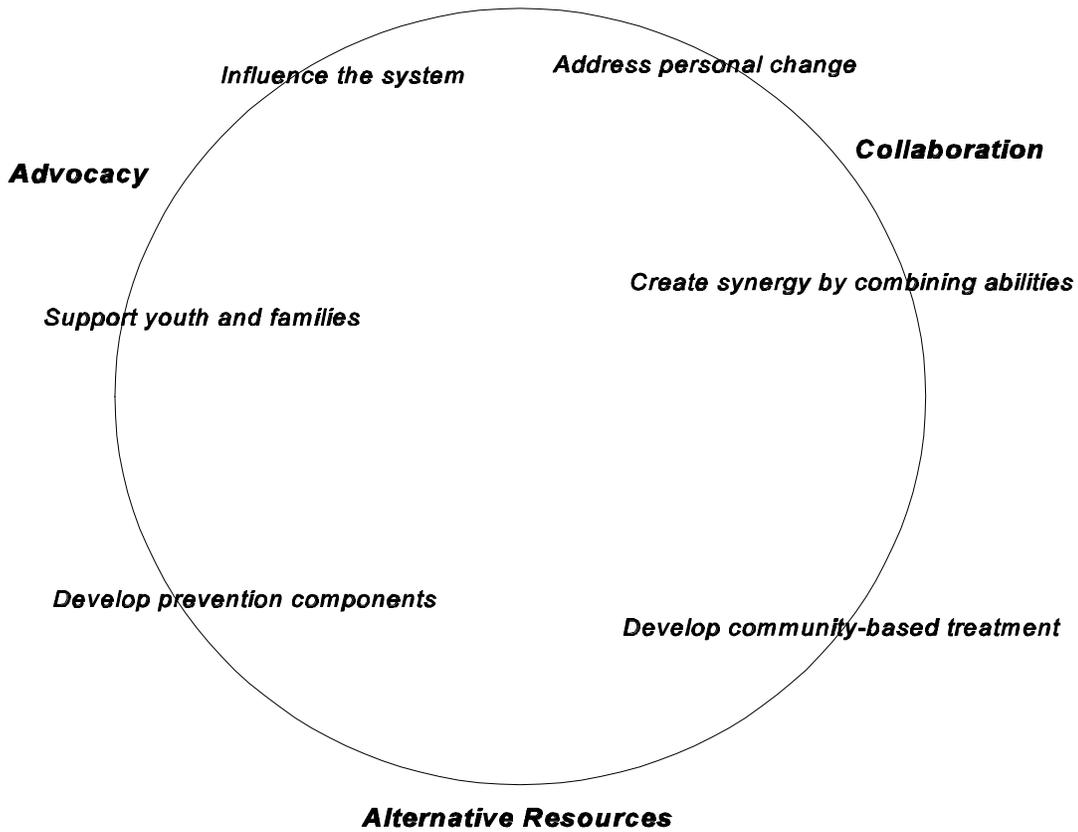
Schematic diagrams of these concepts and their interrelationships are presented in Exhibit V-1.

The three Oregon DMC counties developed DMC interventions⁷ which are representative of the approaches described above. All three counties focused on

⁷ The Multnomah County intervention referred to here is the African American Male Connection Program since Caliber had only had experience with this intervention.

**EXHIBIT V-1
SCHEMATIC OF CONTINUUM OF DMC INITIATIVES**

↔ CONTINUUM OF DMC INITIATIVE APPROACHES ↔					
Advocacy Adversarial to the System		Collaboration Cooperative with the System		Alternative Resources Separate from the System	
Support youth and families as they deal with the juvenile justice system	Influence the system to change practices and policies that lead to DMC	Address personal change of professionals within the system	Create synergy for change by combining abilities of traditional and non-traditional providers	Develop community-based versions of traditional services	Develop prevention program components within the minority community



providing for systems change as opposed to targeting the minority youth and their families. A summary of the three counties' DMC approaches and the way in which the approach targets the juvenile justice system, is presented in Exhibit V-2.

EXHIBIT V-2 COUNTY DMC APPROACHES TO IMPACT JUVENILE JUSTICE SYSTEM			
COUNTY	LANE	MARION	MULTNOMAH
DMC Approach	Advocates represent youth interests in the system; serve as role models.	Collaborative approach to improving cultural sensitivity of system providers.	New alternative treatment resources developed and provided in the minority community.
Goal	Improve youth access to the system, empower youth to control their own destiny.	Improve responsiveness of system providers to minority clients.	Prevent youth from coming into further contact with the system.
Juvenile Justice System Impact	Influence the system from the perspective of the juvenile using sanctioned advocates.	Direct impact on the system from within using grant awards as leverage.	Create or limited separate system; work with the system to receive referrals, otherwise little interaction.

The evaluation is inconclusive as to which approach had the greatest impact on the juvenile justice system. The important point is that each county attempted to impact the system rather than the individual minority youth. The effectiveness of these approaches will ultimately be determined by the extent to which disproportionate minority representation, within the juvenile justice system, is reduced or eliminated.

Involve key players in total DMC definition process

The importance of involving key decision makers, policy analysts, program planners and community representatives in the DMC definition process cannot be overemphasized. "Buy-in" to a social problem's definition is critical to the acceptance that there is a problem and a community's ability to move forward to develop solutions.

The Oregon State government planning structure provides an easy level opportunity for collaboration on the DMC problem definition. The Oregon Community Children and Youth Services Commission (OCCYSC), the lead agency for the DMC

demonstration, has local counterparts within each county. Program funding flows from the state level to the county level and is distributed locally through the counties' Children and Youth Services Commissions. This structure provided the Oregon DMC team with a natural mechanism to involve counties, and, in turn, encourage counties to involve local communities in the DMC problem definition process.

Meanwhile, the counties themselves were in the vanguard of foregoing community collaboration for the DMC problem definition. This is evidenced by the fact that, in Marion and Multnomah Counties, the state DMC team nominated *existing* county efforts as the DMC demonstration projects rather than having to request that new initiatives be developed.

2.2 Designing and Implementing the DMC Intervention

The Oregon DMC experiences with designing and implementing interventions provided several opportunities to substantiate lessons learned from the other pilot states.

Clearly specify a role for the state

It is recommended that the state play a significant role in supporting local design and implementation efforts.⁸ Based on the Caliber evaluation team observations, the Oregon experiences could serve as a model for defining a clear and appropriate role for the state. Although the state-county Children and Youth Services Commission structure implicitly defines the state's role, the state DMC coordinator's and the DMC team's involvement enabled the state role to be carried out effectively.

Specifically, the state DMC team:

- Provided the Phase I research expertise but involved county representatives in the research process
- Introduced the DMC findings and promoted the idea of community-based interventions
- Identified and supported DMC-related interventions which had already emerged in two counties rather than imposing requirements for new efforts

⁸ Feyerherm, p.11.

- Provided non-intrusive monitoring throughout the project
- Served as a repository of information on additional resources and technical assistance; facilitated county efforts to seek additional funds.

The approach adopted by the state DMC coordinator and staff was based on collaboration and encouragement of community-inspired interventions rather than "top-down" directives and control.

Insure local planning

The nature of the DMC problem, its magnitude and causes, varies across local jurisdictions. It is clearly imperative that DMC planning and the implementation of the interventions must occur at the local level.

The experiences of the Oregon DMC demonstration substantiate this understanding. The role of the state DMC coordinator (see above), the function of the state and county commissions to support and encourage local planning and programming involvement, and the uniqueness of each county's approach to DMC provide persuasive evidence of the value of local planning on the design and implementation of the DMC interventions.

APPENDIX A - GLOSSARY OF ACRONYMS

APPENDIX A
GLOSSARY OF ACRONYMS

- AAMCP - African American Male Connection Program (Multnomah County)
- CCC - Cultural Competency Criteria (Marion County)
- CFC - Children and Families Commission (Marion County)
- CSD - Children's Services Division (State office)
- DMC - Disproportionate Minority Confinement
- DRI - Disproportionate Representation Index
- DYS - Department of Youth Services (Lane County)
- GED - General Educational Development program
- G.R.I.T. - Gang Resource Intervention Team (Multnomah County)
- JJAC - Juvenile Justice Advisory Council
- JJD - Juvenile Justice Division (Multnomah County)
- JJDP - Juvenile Justice and Delinquency Prevention
- MYCAP - Minority Youth Concerns Action Program (Multnomah County)
- OCCYSC - Oregon Community Children and Youth Services Commission
- OJJDP - The Office of Juvenile Justice and Delinquency Prevention
- POIC - Portland Opportunities Industrialization Center (Multnomah County)
- PSU - Portland State University
- PYDP - Positive Youth Development Project
- PYR - Portland Youth Redirection (Multnomah County)
- SAC - Juvenile Justice Service Area Committee (Lane County)
- TJIS - Tri-County Juvenile Information System (Multnomah County)
- TPIC - The Private Industry Council (Multnomah County)
- YDC - Youth Development Commission (Lane County)
- YMCA - Young Men's Christian Association
- YPO - Youth Programs Office (Multnomah County)
- YWCA - Young Women's Christian Association

**APPENDIX B -
ON-SITE MONITORING REVIEW GUIDE**

Marion County
Children and Youth Services Commission

On-Site Monitoring Review

Agency _____
Project Title _____
Period of Funding _____ to _____
Funding Level _____
Project Director _____
Site-visit Address _____
Site Phone _____
Date of Visit _____

Monitoring Team Members: _____

Scoring Table

1 = Needs Assistance
3 = Adequate
5 = Excels

1. Is the project meeting the objectives stated in the grant? 1 2 3 4 5

COMMENTS:

2. Are additional resources being leveraged in this project? (volunteers, fund, etc) 1 2 3 4 5

COMMENTS:

3. Is the project coordinating services with other resources? 1 2 3 4 5

COMMENTS:

4. Is the project addressing the cultural competency criteria? 1 2 3 4 5

COMMENTS:

5. Has the project participated in cultural diversity training? 1 2 3 4 5

COMMENTS:

6. Are the services accessible? (Transportation, hours, language) 1 2 3 4 5

COMMENTS:

7. Do the services involve the family? 1 2 3 4 5

COMMENTS:

8. Do the services enhance social/life skills such as communication, conflict resolution, etc. for both staff and families? 1 2 3 4 5

COMMENTS:

9. Does the project involve customers in the decision making and planning process? 1 2 3 4 5

COMMENTS:

10. Does the project have a clear method of record keeping and tracking client service? 1 2 3 4 5

COMMENTS:

11. Does the project use any ongoing evaluation processes or tools, for example client surveys, focus groups, etc? 1 2 3 4 5

COMMENTS:

12. Does the project have a clear method of tracking and accounting for grant expenditures? 1 2 3 4 5

COMMENTS:

13. Are grant funds being used for the purposes described in the grant budget? 1 2 3 4 5

COMMENTS:

14. Do the line staff members and/or volunteers have a good understanding of the project? 1 2 3 4 5

COMMENTS:

15. Significant accomplishments of project to date:

1 2 3 4 5

16. Issues or changes in the project that have been identified and/or implemented since funded:

17. Additional Comments/Suggestions:

Project Staff/Volunteers Who Participated In This Review:

Does the project need to be further reviewed by CYSC staff?
Clearly describe concern.

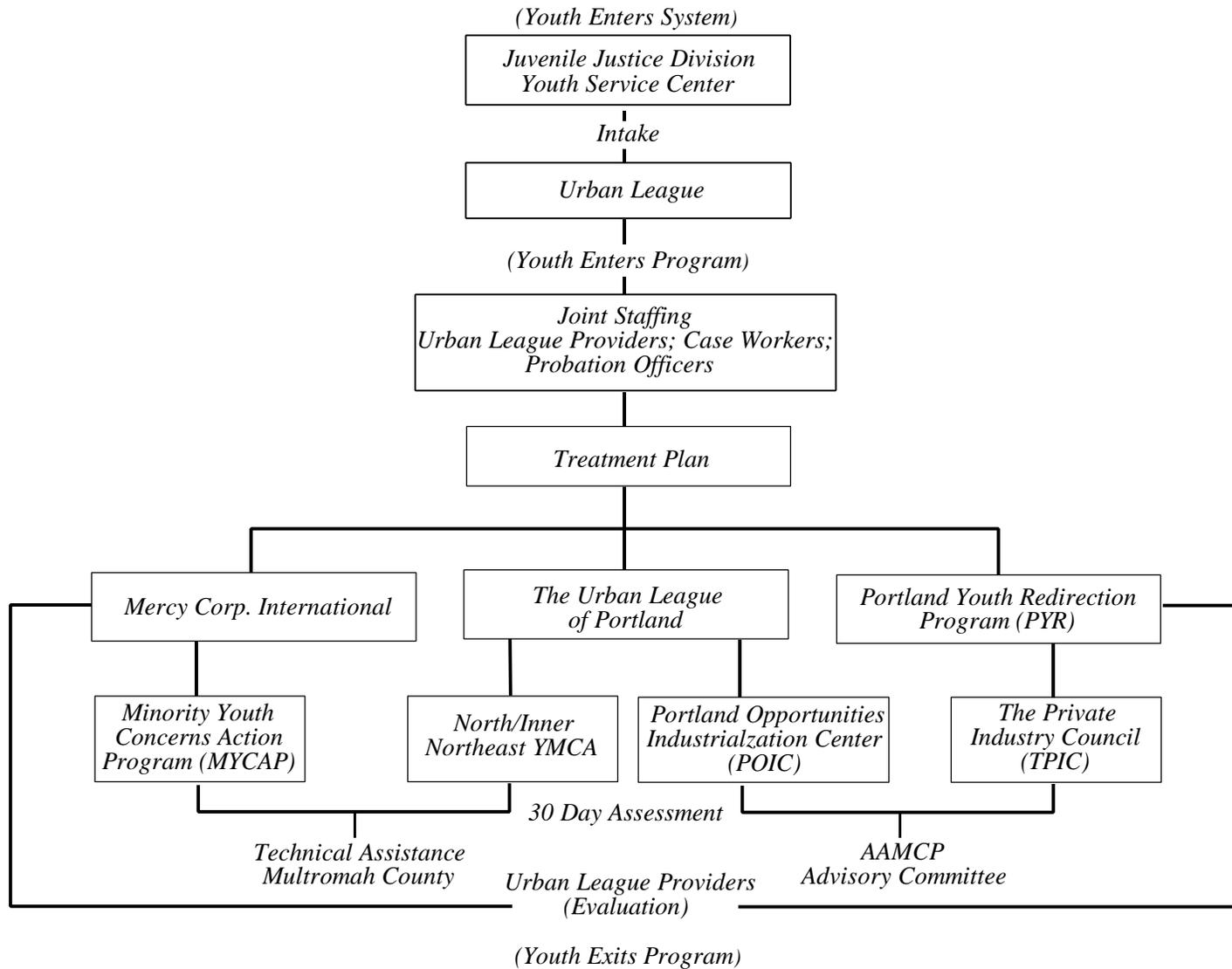
Meeting Time to Develop Corrective Action Plan: _____

Signatures of Project Reviewers:

_____	_____
_____	_____
_____	_____

**APPENDIX C -
AAMCP PROCESSING FLOW CHART**

**FLOW CHART
AFRICAN AMERICAN MALE CONNECTION PROGRAM
(APPENDIX B)**



C-1

B-7