



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

**Arizona Final Report**

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

**May 8, 1996**

# TABLE OF CONTENTS

	<u>PAGE</u>
<b>EXECUTIVE SUMMARY</b> .....	<b>iv</b>
<b>I. INTRODUCTION</b> .....	<b>I-1</b>
1. BACKGROUND .....	I-1
1.1 Summary of DMC Literature .....	I-1
1.2 OJJDP's DMC Initiative .....	I-2
2. ARIZONA DMC DEMONSTRATION PROJECT .....	I-3
2.1 Phase I Research .....	I-3
2.2 Phase II Activities .....	I-4
3. PURPOSE AND STRUCTURE OF THE EVALUATION REPORT .....	I-5
<b>II. METHODOLOGY</b> .....	<b>II-1</b>
1. EVALUATION DESIGN .....	II-1
2. DATA COLLECTION METHODS AND SOURCES .....	II-2
2.1 State-level Data Collection .....	II-5
2.2 Pilot Project Data Collection .....	II-6
3. DATA ANALYSIS .....	II-7
<b>III. STATE-LEVEL PARTICIPATION IN ARIZONA'S DMC INITIATIVE</b> .....	<b>III-1</b>
1. ARIZONA'S DMC INITIATIVE .....	III-1
2. PHASE I RESEARCH ACTIVITIES AND FINDINGS .....	III-2
2.1 Phase I Processes .....	III-3
2.2 Phase I Outcomes .....	III-6
3. PHASE II PLANS AND ACTIVITIES .....	III-9
3.1 Continuing Public Awareness and Education .....	III-10

## TABLE OF CONTENTS (Continued)

	<u>PAGE</u>
3.2	Modifying Law, Policies, and Procedures ..... III-11
3.3	Developing State-wide DMC Programs ..... III-11
3.4	Funding Community-Based Pilot Projects ..... III-12
4.	KEY FACTORS AFFECTING THE DMC INITIATIVE ..... III-14
4.1	Facilitating factors ..... III-14
4.2	Impeding factors ..... III-15
5.	FUTURE PLANS FOR MONITORING AND ADDRESSING DMC .. III-16
<b>IV.</b>	<b>DESCRIPTION OF THE PILOT PROJECT ..... IV-1</b>
1.	BACKGROUND ..... IV-1
1.1	Pilot Project Selection Process ..... IV-1
1.2	Pilot Project County Environments ..... IV-2
2.	SUMMARY OF EVALUATION FINDINGS ..... IV-3
2.1	Summary of Seven Pilot Projects ..... IV-4
2.2	Assessment of Projects As DMC Interventions ..... IV-8
2.3	Summary of Process Evaluation Findings ..... IV-10
3.	SEVEN PILOT PROJECTS ..... IV-14
3.1	American Indian Family Law Education: Positive Contact Program ..... IV-14
3.2	EMPACT-SPC: A Different Path Program ..... IV-19
3.3	Mothers Against Gangs: Apoyo Program ..... IV-26
3.4	Our Town Family Center: Minority Workshop Project ..... IV-31
3.5	Pima Prevention Partnerships: Equal Treatment Project ... IV-37
3.6	Pinal Hispanic Council: Project Esperanza Project ..... IV-44
3.7	Westside Social Services: Juvenile Diversion Program ..... IV-50
<b>V.</b>	<b>LESSONS LEARNED FROM THE ARIZONA DMC INITIATIVE ..... V-1</b>
1.	OVERVIEW ..... V-1
2.	SPECIFICATION OF LESSONS LEARNED ..... V-2
2.1	Defining the DMC Problem ..... V-2

**TABLE OF CONTENTS (Continued)**

	<u>PAGE</u>
2.2 Designing and Implementing the DMC Intervention .....	V-4
2.3 Monitoring and Institutionalizing The DMC Solution .....	V-6
APPENDIX A .....	A-1
APPENDIX B .....	B-1
APPENDIX C .....	C-1

## **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 Arizona DMC demonstration project that began in October 1991.

## **METHODOLOGY**

Arizona's DMC Initiative, focusing on the development and implementation of small, community-based programs, lent itself to a formative, or process, evaluation design. The evaluation consisted of qualitative analysis of state-level project documents and interviews with key state-level DMC participants, as well as intensive investigation of local pilot project activities and interviews with project representatives.

## **ARIZONA'S DMC INITIATIVE**

Relying on input from state agency and community representatives and incorporating a systemic definition of DMC, the major finding of Arizona's Phase I research effort was that the nature and extent of differential treatment varied between Anglo and minority youth, among minority youth, and from point to point in the juvenile justice system. The Phase I research effort also identified several potential sources of DMC including: system-wide discrimination, barriers to effective parental advocacy, inadequate cultural knowledge and skills among system administrators, and limited resources. Phase I activities also included increasing community awareness of the DMC problem and educating juvenile justice professionals on DMC issues, resulting in

increased commitment to addressing the DMC problem and widespread agreement that the state's information systems need improvement.

The Arizona DMC Team considered several approaches to addressing the problem of minority youth overrepresentation in the juvenile justice system that were firmly grounded in Phase I research findings. Phase II activities included efforts to reduce DMC by modifying state legislation and local policies, and to develop a statewide advocacy program, which failed, primarily due to political indifference. Ultimately, Arizona's Phase II intervention strategy focused on developing community-based pilot projects. Consistent with Phase I findings, each of the seven funded projects addressed both systemic and socio-economic causes of DMC. Collectively, the projects targeted all at-risk minority populations in the state.

The evaluation of the pilot projects focused on the implementation process of each project. Five of the seven projects realized all of their project objectives by the conclusion of the grant period. Each of the seven projects addressed at least two of the key issues identified in Phase I. Most of the projects addressed four or more issues, indicating that the seven projects were appropriate interventions based on the Phase I research.

State-level DMC activity during Phase II was minimal, partially because of the grass-roots approach to developing interventions, partially due to staff turnover and the lack of resources, and partially due to politics. During Phase II, Arizona state and local elections featured several candidates who took vocal "tough on crime" stances. Some DMC stakeholders therefore believed that Arizona state government leaders provided little support to the DMC initiative out of fear of being labeled as "soft on crime" during an election year. The state's Phase II activities did, however, include a successful effort at continued public awareness and education through the dissemination of Phase I research findings.

## **LESSONS LEARNED**

A primary objective of the state demonstration projects is to provide opportunities for other states and locales to learn from the pilot state experiences. To this end, the evaluation of the Arizona DMC Initiative identified several lessons learned from the state and local efforts. There was growing recognition that the DMC issue must be seen from a systemic perspective rather than a legal, sociological, or service delivery perspective. Mechanisms for examining DMC issues, including information

systems, should be further developed and institutionalized. Arizona's local pilot project experiences demonstrated the value of involving agency and community representatives, particularly minority community representatives, in the total DMC definition, identification, and intervention process. A comprehensive view should also be taken for planning and funding DMC interventions, including more persons and service systems than just the juvenile justice system. Intervention strategies should respond to system needs. Alternative resources should be developed to offset funding deficits. Finally, Arizona's Phase II experience demonstrated the importance of ensuring unbiased political support at the state level so that the state can adequately support local design and implementation efforts.

## **FUTURE PLANS**

While the continuation of local pilot projects remains uncertain due to the current absence of future funding, state-level DMC planning and activities will continue. Arizona DMC stakeholders are now concentrating their efforts on developing and institutionalizing a collaborative, systemic approach to addressing DMC. Arizona is implementing the Juvenile On-line Tracking System (JOLTS) to ensure uniform data collection and the incorporation of data elements to enable monitoring of the extent of DMC throughout the state. Arizona is also developing DMC-related training programs for community and business leaders, juvenile court judges, legislators, educators, law enforcement officials, and state government employees. Efforts are also focused on identifying effective DMC programs—both within and outside the state—that can be replicated or adapted.

## **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 an evaluation of the Arizona DMC project. This chapter presents relevant background information, an overview of the Arizona demonstration project, and the purpose and organization of the report.

### 1. BACKGROUND

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

#### 1.1 Summary of DMC Literature

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

particular stages, race may still have a significant, cumulative effect on outcomes (Zatz, 1987).

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

Studies finding evidence of DMC typically ascribed its causes to either: (1) systematic racial bias against minority youth within the juvenile justice system; or (2) more serious and/or more frequent offenses being committed by minority youth. Both explanations were considered legitimate in the Federal DMC legislation that followed.

## **1.2 OJJDP's DMC Initiative**

The 1988 amendments to the OJJDP Act included a requirement to states participating in the OJJDP Formula Grants Program to address the growing problem of the disproportionate confinement of minority youth in secure facilities. The 1992 amendments to the OJJDP Act included a mandate requiring the states to assess the level of minority youth confinement in their juvenile justice systems and implement strategies to reduce disproportionate representation. To facilitate the states' ability to comply with the mandate of the OJJDP Act, OJJDP established the DMC Initiative. Through a competitive process, OJJDP selected five states—Arizona, Florida, Iowa, Oregon, and Arizona—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 strategies to address the disproportionate representation problems identified during their Phase I assessments.

Phase II included a National Evaluation of the DMC Initiative. At OJJDP's request, Caliber designed and conducted the evaluation in collaboration with pilot state

representatives and with the national technical assistance providers from Portland State University. The National Evaluation included separate evaluation reports on each pilot state and one non-pilot state.

To complement the pilot states, the National Evaluation eventually 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 or other publications that OJJDP will disseminate to all states as a resource that will assist their planning and implementing approaches to reduce disproportionate representation of minorities in the juvenile justice system.

## **2. ARIZONA DMC DEMONSTRATION PROJECT**

Arizona's DMC activities began in October 1991 and concluded in the Spring of 1995. During this time period, Arizona DMC project participants completed the Phase I research, designed an intervention plan in response to the Phase I research findings, and completed the Phase II activities in accordance with the plan.

Arizona's grantee under OJJDP's DMC Initiative was the Governor's Division for Children (GDC), the state agency responsible for addressing mandates of the JJDP Act. To conduct Arizona's DMC initiative, the GDC's State Advisory Group (SAG), known as the Arizona Juvenile Justice Advisory Council (AJJAC), established the Equitable Treatment (ET) of Minority Youth Project. To advise AJJAC on DMC-related activities, AJJAC created the Minority Youth Issues Committee (MYIC), an interagency group of educators, local government officials, law enforcement representatives, and private and non-profit service providers. Arizona's Phase I and Phase II activities are briefly summarized below.

### **2.1 Phase I Research**

Arizona's Phase I research effort generated widespread agreement on the extent of DMC and increased community awareness of the issue. Arizona's Phase I research

study was led by a team of researchers from Arizona State University. The researchers had two major objectives:

- To examine the extent to which race/ethnicity influences juvenile justice system decision-making
- To examine the extent to which race/ethnicity influences the interactions between youth, parents, community members, and juvenile justice system personnel.

The study was based on quantitative analyses of juvenile records as well as qualitative analyses of input obtained from a series of interviews with key actors within the juvenile justice system and from a series of community forums attended by hundreds of minority community members.

The study found evidence of DMC at several points within the state's juvenile justice system. The study also identified several potential sources of DMC, including system barriers to effective parental advocacy on behalf of system-involved youth, inadequate cultural knowledge and skills among juvenile justice personnel, and limited communication between minority neighborhoods and juvenile justice system agencies.

## **2.2 Phase II Activities**

In response to the Phase I research findings, Arizona's Phase II strategy to address the problem of minority youth over-representation in the juvenile justice system included the following objectives:

- Solicit and fund community-designed approaches to remedy minority over-representation
- Develop state-wide DMC intervention programs
- Modify policies, procedures, practices, and legislation that may contribute to disproportionate minority confinement
- Continue public awareness and education efforts.

State-level Arizona DMC activities focused on attaining the first of the objectives. The remaining objectives were the focus of local efforts.

During 1994, AJJAC funded seven community-based DMC programs, located primarily in the Tucson and Phoenix areas. AJJAC regarded the funding as "seed money" to foster the development of permanent DMC programs. AJJAC also regarded the community-based funding approach as an experiment that might yield lessons that could be applied in developing future DMC programs. Together, the programs targeted all major minority populations in the state. One of the seven programs targeted juvenile justice professionals.

Pilot projects and state-level efforts, their implementation status, and factors that contributed to or inhibited the Arizona DMC project's success, were the subject of the evaluation and are described in the body of this report.

### **3. PURPOSE AND STRUCTURE OF THE EVALUATION REPORT**

The purpose of this document is to present Caliber Associates' evaluation findings on the DMC initiative in Arizona. Chapter II describes Caliber's objectives and methodology for conducting the evaluation. Chapter III presents evaluation findings on the state-level component of Arizona's DMC initiative, and Chapter IV presents findings on community-based pilot project interventions. Finally, Chapter V summarizes key lessons learned from Arizona's experience which may be applicable to states that are developing their own DMC initiatives. Throughout the report, specific agencies or organizations are introduced by name and (in parentheses) by acronym; thereafter, they are referred to only by acronym. To assist the reader, Appendix A provides an alphabetical list of organizations and their acronyms.

## REFERENCES

- Bishop, D.M. and C. Frazier. "The Influence of Race in Juvenile Justice Processing." *Journal of Research in Crime and Delinquency* 25(3) 1988.
- Conley, D.J. "Adding Color to a Black and White Picture: Using Qualitative Data to Explain Racial Disproportionality in the Juvenile Justice System ." *Journal of Research in Crime and Delinquency* 31(2) 1994.
- Pope, C. and W. Feyerherm. *Minorities and the Juvenile Justice System*. Rockville, MD: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Juvenile Justice Clearinghouse: 1992.
- Sampson, R. "Effects of Socioeconomic Context on Official Reaction to Juvenile Delinquency." *American Sociological Review* 5, 1986.
- Zatz, M.S., "The Changing Forms of Racial/Ethnic Biases in Sentencing." *Journal of Research in Crime and Delinquency* 24(1) 69-92, 1987.

## **II. METHODOLOGY**

## II. METHODOLOGY

This chapter describes the overall approach to conducting the evaluation of the Arizona DMC initiative. The approach was collaboratively developed by Arizona DMC project staff, Portland State University, and Caliber Associates. The following sections describe the evaluation design, data collection methods, and analyses.

### 1. EVALUATION DESIGN

OJJDP requested an evaluation of the Arizona DMC initiative that would support the National Evaluation objectives—to document lessons learned, to identify factors facilitating or hindering success, and to determine the efficacy of different types of interventions—via an approach tailored to Arizona's DMC strategy. Arizona's DMC initiative focused on developing and implementing several community-based programs, each serving a population too small for inferential statistical methods to accurately measure program impacts. Arizona's DMC initiative, however, lent itself to a type of evaluation research known as formative, or process, evaluation.

The evaluation team developed a descriptive, qualitative methodology to provide OJJDP with a comprehensive, in-depth picture of what happened in Arizona—at the state and local levels—and why. The following evaluation goals were established:

- Document the process used by the state's DMC project team to assess the extent of DMC in Arizona's juvenile justice system
- Document the process used by the state's DMC project team to assist state and local acceptance and understanding of the DMC problem
- Document the process used by the state DMC project team to identify potential sources of DMC
- Document, where possible, the appropriateness of the intervention plans which emerged from the Phase I research process
- Identify any system or outcome changes related to the DMC initiative
- Identify key issues related to implementing a community-based program to reduce the disproportionate confinement of minority youth.

The evaluation design was strengthened by inclusion of a research strategy termed "triangulation." This strategy incorporates multiple measures of a given concept,

activity, or occurrence. Thus, the Arizona DMC initiative was investigated using multiple data sources, including document reviews, interviews, and researcher observations.

## **2. DATA COLLECTION METHODS AND SOURCES**

The evaluation design pursued two distinct levels of inquiry: the state level and the local level. Given that the interventions must occur at the local level, an intensive investigation of local environments, activities, perceptions, and plans was essential. The state-level inquiries were equally important, however, given that: (1) the DMC Initiative was initiated by Phoenix; and (2) change must occur at both the state and local levels to be truly effective.

The foundation of the evaluation design was the set of specific research questions to be addressed by the evaluation. The evaluation questions assisted in identifying the data elements required, the data sources from which to obtain the data elements, and the most appropriate data collection methods. A summary list of evaluation questions that guided the Arizona DMC evaluation is presented in Exhibit II-1, following this page. These evaluation questions amplify the key process questions identified for the National Evaluation, including:

- What was the extent of disproportionate representation of minority youth within the Arizona juvenile justice system?
- What were the major factors contributing to disproportionality?
- What strategies were developed for responding to disproportionality?
- What lessons were learned about how to create change?

These broad evaluation questions, together with the more detailed listing provided in Exhibit II-1, present the critical issues addressed by the Arizona evaluation effort. Methods for obtaining information to answer these questions on the state-level component of the DMC initiative are described below, followed by a description of how pilot project information was collected.

**EXHIBIT II-1**  
**EVALUATION QUESTIONS, INFORMATION SOURCES, AND DATA COLLECTION METHODS**

EVALUATION QUESTIONS	INFORMATION SOURCES	DATA COLLECTION METHODS
<ul style="list-style-type: none"> <li>What was the extent of disproportionate representation of minority youth within Arizona? Within individual locales?</li> </ul>	Phase I data GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>How was the Arizona DMC project determined? How was disproportionality defined? How were pilot projects selected?</li> </ul>	Phase I data GDC staff	Document review Interviews
<ul style="list-style-type: none"> <li>What factors were identified as contributing to disproportionality? What assumptions were made about causality?</li> </ul>	Phase I data GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>Who were/are the major "stakeholders" in the DMC initiative at the state and local levels?</li> </ul>	GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What efforts were made to assist the DMC stakeholders to understand and agree upon the extent of DMC at the state level? At the local level?</li> </ul>	Phase I data GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What was perceived as the most critical event or activity for engaging the key DMC stakeholders in the DMC initiative?</li> </ul>	GDC staff Pilot project staff	Interviews
<ul style="list-style-type: none"> <li>What were the perceived universal, state, and local system factors that might foster over-representation of incarcerated youth?</li> </ul>	GDC staff Pilot project staff	Interviews
<ul style="list-style-type: none"> <li>What activities were planned and used to further the DMC project? Which activities were perceived to be the most useful? Least useful?</li> </ul>	GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What resources were available for state and local DMC planning and intervention? How were the resources utilized?</li> </ul>	GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What state or local mechanisms were used to guide the process? How effective were they? What obstacles were faced?</li> </ul>	GDC staff Pilot project staff	Document review Interviews

**EXHIBIT II-1 (Continued)**  
**EVALUATION QUESTIONS, INFORMATION SOURCES, AND DATA COLLECTION METHODS**

EVALUATION QUESTIONS	INFORMATION SOURCES	DATA COLLECTION METHODS
<ul style="list-style-type: none"> <li>What was the process used for state-wide planning? Who were the key personnel? What types of events were planned and held? What were the advantages and disadvantages of the planning events? What were the outcomes of the events?</li> </ul>	GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>How did the pilot projects use Phase I research data?</li> </ul>	Pilot project staff	Interviews
<ul style="list-style-type: none"> <li>How were the pilot projects developed? Who were the key developers? What were the major objectives? What problems were addressed through intervention?</li> </ul>	Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What were the outcomes of the Arizona DMC initiative? What future plans have been developed?</li> </ul>	Phase I data GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>What were the outcomes of the individual DMC pilot projects? What future plans have been developed?</li> </ul>	GDC staff Pilot project staff	Document review Interviews
<ul style="list-style-type: none"> <li>If the DMC initiative led to changes in the system(s) or in the proportion of minority youth who are confined, what factors contributed to the changes?</li> </ul>	GDC staff Pilot project staff	Interviews
<ul style="list-style-type: none"> <li>What lessons should be shared with others trying to implement DMC initiatives at the state or local level?</li> </ul>	GDC staff Pilot project staff	Interviews

## 2.1 State-Level Data Collection

For the state-level component, data sources included project documents and interviews with key DMC participants from state government. Documentation on project-related planning activities and events were obtained from the GDC's Program Project Specialist. The documents included:

- Equitable Treatment of Minority Youth: A Report on the Over-Representation of Minority Youth in Arizona's Juvenile Justice System
- Equitable Treatment of Minority Youth Project: Phase I Assessment of Data Capabilities and Initial Quantitative Data Analysis of Decision-Making Outcomes
- Governor Fife Symington's Plan to Combat Urban Violence, Gangs, and Juvenile Crime
- Arizona's supplemental DMC application to OJJDP for funding of Phase II
- Grant applications, scope-of-service contracts, and quarterly reports related to Arizona's community-based DMC pilot projects.

These documents were reviewed by the evaluation team to enhance its understanding of Arizona's DMC initiative, to develop chronologies of events, and to assist in refining the evaluation design and data collection instruments.

In February 1995, a four-person evaluation team conducted on-site visits in the counties of Pima, Pinal, and Maricopa, where in-depth interviews were conducted with key state-level leaders of the DMC initiative as well as pilot project staff and administrators. Interviews with the GDC's Program Project Specialist and Juvenile Justice Specialist were conducted in Phoenix. These interviews explored both phases of Arizona's DMC initiative. All interviews were conducted with semi-structured interview guides that were tailored to each individual situation as appropriate. A copy of this interview guide is presented in Appendix B. In May and June 1995, follow-up telephone interviews were conducted with the MYIC Chairperson, and with the then-former GDC's Program Project Specialist.

## 2.2 Pilot Project Data Collection

For each of the community-based pilot projects, most data were collected during on-site visits. From February 6-9, 1995, the evaluation team conducted on-site visits to the seven DMC pilot projects within the counties of Maricopa, Pinal, and Pima. In preparation for the on-site visits, the GDC's Program Project Specialist provided the evaluation team with the names and telephone numbers of pilot project staff or administrators. For each of the seven pilot projects, requests for interviews were cordially granted. In most pilot sites, interviews were conducted with at least two project representatives. Exhibit II-2 describes the individuals interviewed by the evaluation team.

<b>EXHIBIT II-2 PILOT PROJECT INTERVIEWEES</b>			
<b>GRANTEE ORGANIZATION</b>	<b>TITLE/ POSITION</b>	<b>DMC PILOT PROJECT</b>	<b>DMC PROJECT ROLE</b>
<i>Arizona Department of Education (ADE), Indian Education Unit</i>	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Program Specialist</li> <li>• Volunteer</li> </ul>	<i>Positive Contact Program</i>	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Evaluation</li> <li>• Staff support</li> </ul>
<i>Mothers Against Gangs (MAG)</i>	<ul style="list-style-type: none"> <li>• Director</li> <li>• Admin. Assistant</li> </ul>	<i>Apoyo Program</i>	<ul style="list-style-type: none"> <li>• Program Manager</li> <li>• Program development</li> </ul>
<i>EMPACT-SPC</i>	<ul style="list-style-type: none"> <li>• Prevention Manager</li> <li>• Prevention Specialist</li> </ul>	<i>A Different Path</i>	<ul style="list-style-type: none"> <li>• Supervision</li> <li>• Program Manager; Youth Counselor</li> </ul>
<i>Pima Prevention Partnership</i>	<ul style="list-style-type: none"> <li>• Executive Director</li> <li>• Senior Community Developer</li> </ul>	<i>Equal Treatment Project</i>	<ul style="list-style-type: none"> <li>• Project Director</li> <li>• Project supervision</li> </ul>
<i>Westside Social Services, Inc.</i>	<ul style="list-style-type: none"> <li>• Therapist; Site Coordinator</li> <li>• Business Manager</li> </ul>	<i>Juvenile Diversion Program</i>	<ul style="list-style-type: none"> <li>• Diversion Counselor</li> <li>• Program development</li> </ul>
<i>OUR TOWN Family Center</i>	<ul style="list-style-type: none"> <li>• Co-coordinator, Parent Education</li> <li>• Co-coordinator, Parent Education</li> </ul>	<i>Minority Workshop Project</i>	<ul style="list-style-type: none"> <li>• Curriculum; Training</li> <li>• Curriculum; Training</li> </ul>
<i>Pinal Hispanic Council</i>	<ul style="list-style-type: none"> <li>• Executive Director</li> </ul>	<i>Project Esperanza</i>	<ul style="list-style-type: none"> <li>• Project Director</li> </ul>

Pilot site interviews explored all aspects of project design and implementation, focusing on factors that assisted or hindered implementation, lessons learned from the implementation experience, and participant impressions of program outcomes. Data elements were selected based on their ability to describe:

- Perceptions on the extent of DMC in the locale
- Beliefs concerning the root causes of DMC
- DMC intervention goals
- Key players and activities
- Levels of coordination between state and local DMC stakeholders
- Lessons learned from DMC efforts
- Perceptions of program impact
- Future DMC plans.

Pilot project interviews, like state-level interviews, were conducted using a semi-structured data collection instrument with primarily open-ended questions. A copy of the instrument is presented in Appendix C.

While on site, the evaluation team collected documentation from pilot project staff. Such materials included copies of program data collection forms, program descriptions, and local newspaper clippings on the pilot project activities. Follow-up project-level data collection continued through May 1995, with the gathering of additional information on implementation progress and data on project participant characteristics.

### **3. DATA ANALYSIS**

The types of analyses conducted were driven by the evaluation objectives. For both the state-level and pilot project components, project documents were analyzed primarily for background and context information. To ensure a systematic, comprehensive, and accurate summary of interview data and observation notes, the evaluation team applied content and consistency analysis techniques. These techniques involved recording and tabulating responses from individual interviews and observation notes in a series of matrices. In the matrices, the substance of, or keywords from, responses from each data source were recorded. Data were tabulated by each specific question or topic, from each individual source, in order to aggregate the data and make comparisons. The aggregation of data was a structured but to some extent judgmental process. Yet the approach yielded an affordable means for providing a reasonably complete and accurate picture of what happened and why.

For all analyses, the content of individual responses to a specific question or topic were compared to determine the diversity as well as the commonalities of findings or experiences reported. One set of data analyses focused on state-level DMC activities; findings are presented in the next chapter. Another set of analyses focused

on what happened within each of the seven pilot projects; findings are presented in Chapter IV. Both sets of analyses revealed the key lessons and formed the foundation for the evaluation's conclusions, presented in Chapter V.

**III.STATE-LEVEL PARTICIPATION  
IN ARIZONA'S DMC INITIATIVE**

### **III. STATE-LEVEL PARTICIPATION IN ARIZONA'S DMC INITIATIVE**

The purpose of this chapter is to describe the DMC activities that were initiated and directed by the state-level participants or "stakeholders" who supported Arizona's DMC initiative. The chapter begins with a description of the DMC project initiation and organization. The second section describes the major activities undertaken during Phase I and describes major outcomes of the Phase I research project. The third section similarly describes Phase II activities and outcomes. The fourth section identifies key factors that affected Arizona's DMC initiative. This chapter concludes with Arizona's future plans for monitoring and addressing DMC.

#### **1. ARIZONA'S DMC INITIATIVE**

Shortly following Arizona's selection as a DMC pilot state, GDC's State Advisory Group (SAG), known as the Arizona Juvenile Justice Advisory Committee (AJJAC), established the Equitable Treatment (ET) of Minority Youth Project. To advise AJJAC on the ET project, AJJAC established the Minority Youth Issues Committee (MYIC). Committee members totaled 42, including four of AJJAC's 33 members. As Exhibit III-1 on the next page indicates, MYIC's membership demonstrated an intent to take a systemic approach to addressing DMC.

AJJAC's primary role was to provide oversight of the DMC initiative while MYIC led the Phase I research effort and developed the Phase II intervention strategy. GDC staff helped coordinate Phase I and implement Phase II of the DMC initiative. Programs and Projects Specialist Sandra Alvarez provided full-time administrative support during Phase I and part-time support during Phase II. Due to turnover, reorganization, or reassignment within GDC, four different Juvenile Justice Specialists supported DMC activities.

Many groups from the Phoenix and Tucson areas worked with MYIC on this project. Researchers from Arizona State University led the Phase I research project. An inter-ministerial alliance of clergy, law enforcement agencies, and private and non-profit service providers assisted with Phase I data collection activities.

Based on interviews with GDC staff and the MYIC chairperson, the major objectives of the Arizona DMC initiative were to:

- Determine the extent of DMC within regions of the state
- Explore DMC from several perspectives, including the minority community perspective, to further define the problem and identify potential solutions
- Increase awareness and understanding of the DMC problem at the state, county, and local levels
- Develop state-level and community-level resources for addressing DMC.

Another objective of Arizona's DMC initiative was to develop effective interventions for reducing levels of DMC throughout the state; however, implementation efforts during the pilot project period were expected to be "experimental."

<b>EXHIBIT III-1 ORGANIZATIONS REPRESENTED ON THE MINORITY YOUTH ISSUES COMMITTEE</b>	
<b>JUVENILE JUSTICE</b>	<b>EDUCATION</b>
<ul style="list-style-type: none"> <li>• Superior Court</li> <li>• Administrative Office of the Courts</li> <li>• Maricopa County Juvenile Court Center</li> <li>• Salt River Police Department</li> <li>• Phoenix Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Arizona State University</li> <li>• Arizona Department of Education</li> <li>• Tucson Unified School District</li> <li>• High schools</li> <li>• Alternative schools</li> </ul>
<b>SOCIAL WELFARE</b>	<b>GOVERNMENT</b>
<ul style="list-style-type: none"> <li>• The United Way</li> <li>• Pima County Interfaith Council</li> <li>• Tanner Chapel AME Church</li> <li>• Indian Rehabilitation, Inc.</li> <li>• Westcare, Inc. (private service provider)</li> <li>• Teen Choice (black family services)</li> </ul>	<ul style="list-style-type: none"> <li>• Governor's Office of Affirmative Action</li> <li>• City of Phoenix</li> <li>• Phoenix Parks, Recreation and Library Department</li> <li>• Department of Youth Treatment and Rehabilitation</li> </ul>

## **2. PHASE I RESEARCH ACTIVITIES AND FINDINGS**

The ET project's primary objectives during Phase I were to assess the extent of DMC in the state's two urban counties from a systemic perspective, increase community awareness of the DMC problem, and educate juvenile justice professionals on DMC issues. Based on analyses of project materials and interview data, the state-level DMC stakeholders admirably achieved the Phase I objectives. Arizona's DMC team generated widespread agreement on the extent of DMC within the state juvenile justice system and substantially increased community awareness of the DMC issue. Below, the process by which the state-level DMC stakeholders conducted Phase I research is described, followed by a summary of Phase I outcomes.

## 2.1 Phase I Processes

Leaders of Arizona's DMC Initiative took a systemic approach to addressing DMC in the juvenile justice system, an approach that relied upon input from a broad range of individuals, including representatives from all major state agencies that impact youth as well as hundreds of representatives from minority communities. To begin Phase I research, MYIC formed the Data Collection and Analysis Work Group. The work group was led by an Arizona State University professor in the School of Justice Studies. Work group members included several researchers from Arizona State University and from state and local juvenile justice agencies. The work group's major objectives were:

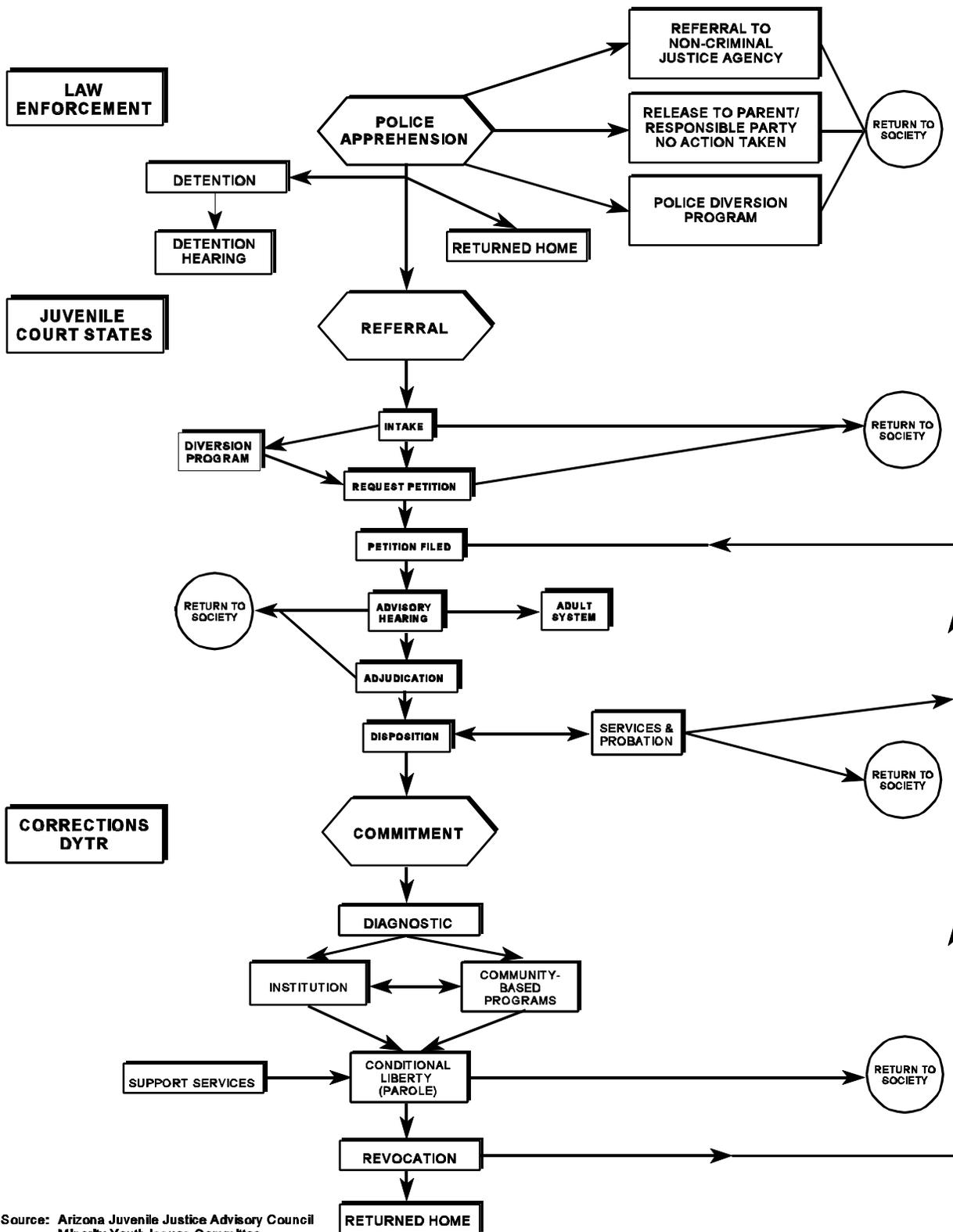
- To examine the extent to which race/ethnicity influence juvenile justice system decision-making
- To examine the extent to which race/ethnicity influence the interactions between youth, parents, community members, and juvenile justice system personnel.

Reflecting Arizona's systemic approach, the first step in the work group's research process was to understand and document the system flow of juvenile processing. Exhibit III-2, following this page, presents an illustration of juvenile processing in Arizona, which was developed by the Phase I research team.

Another preliminary step in the research process entailed assessing the availability of appropriate data for analysis. Arizona is composed of 15 independent counties that operate the juvenile court system. The researchers found that quantitative juvenile court data were not compatible across counties. Further, data collection in rural counties was particularly inadequate for the purposes of analysis. Due to these constraints, MYIC directed the Data Collection and Analysis Work Group to focus Phase I research activity on the state's two urban counties, Pima and Maricopa. Together, the two counties account for approximately 80 percent of all justice system involved youth in Arizona. In 1990, the Pima county juvenile court processed more than 11,000 youth; approximately 46 percent were minority. Maricopa County processed more than 29,000 youth; approximately 54 percent were minority.

Research within the urban counties was conducted by three groups of Data Collection and Analysis Work Group investigators. Each group pursued a different method of inquiry.

## EXHIBIT III-2 ARIZONA'S JUVENILE JUSTICE SYSTEM



Source: Arizona Juvenile Justice Advisory Council  
Minority Youth Issues Committee

The first group of investigators assessed descriptive statistics to indicate the proportion of minority youth at each decision point in the justice system. Multivariate regression was employed to measure the impact of race or ethnicity on justice system decisions, holding certain variables—such as age, gender, prior records, and seriousness of offense—constant. The regression technique measured the impact of race/ethnicity on specific decision points.

A second research team, which included GDC's Juvenile Justice Specialist and the Programs and Projects Specialist, conducted confidential interviews with key actors, including direct youth service providers, educators, interested community members, and juvenile justice system involved families. Interviews were conducted in Maricopa and Pima Counties between September 1992 and May 1993. The interviews were arranged by juvenile justice consultants based in each county. "Snowball" sampling resulted in the participation of 185 people with various perspectives on juvenile justice in Arizona. The interviews were conducted using interview guides with 20 open-ended questions, which revolved around the following topics:

- Case-processing steps and the discussant's role in case processing and policy-making
- Concerns over DMC and factors thought to account for it
- Evidence of DMC at various case-processing stages
- Policy and/or resource shifts affecting youth of color in the juvenile justice system.

Questions were also designed to elicit suggestions on how the juvenile justice system should respond to the problem.

A third research group conducted 11 community forums in Pima and Maricopa Counties. The main purpose of the forums was to present quantitative findings of the Phase I research in order to get feedback/comments from the participants and their suggestions for addressing the problem of minority overrepresentation. The forums were co-sponsored by MYIC and the Arizona Probation, Parole, and Corrections Association. Researchers organized the forums with the aid of "grass-roots mobilizers," minority community leaders residing in each county. The forums were facilitated by county DMC stakeholders, including university administrators, law enforcement officials, clergy, city government leaders, and many private and non-profit service providers. More than 500 community members participated in the eight forums.

Three forums in each county were conducted in racial/ethnic affinity groups, one for Hispanics, one for African Americans, and one for Native Americans. Forums for Native Americans were held on Native American reservations. Forums for Hispanic participants were held within predominantly Hispanic communities; similarly, forums for African American participants were held in residential areas where African Americans represented a majority of the inhabitants. Although Pacific Islanders represent the fourth largest minority group in Arizona, MYIC deemed the size of the population to be too small to warrant a community forum for only Pacific Islander participants.

One forum in each county was conducted with a multi-ethnic group of participants. Finally, three "Youth Forums" were held for multi-ethnic groups of middle school students.

## **2.2 Phase I Outcomes**

Research findings from all three components of Arizona's research project concurred on the existence of DMC within some—but not all—parts of the state's Juvenile Justice System. Each component of the research project produced uniquely useful findings for developing an appropriate Phase II intervention strategy. According to GDC staff, MYIC accepted the research findings with confidence and without request for revisions. AJJAC members also expressed confidence in the soundness of the study. In addition, the research project increased community awareness of the DMC problem and benefitted juvenile justice professionals by drawing attention to the DMC issue and by highlighting the need for improved data collection systems. Findings from each component of the research study are presented below, followed by a summary of additional benefits resulting from Phase I research.

### **Phase I Research Findings**

Analyses of quantitative data revealed a complicated DMC pattern, the key findings from which are presented in Exhibit III-3, following this page. The existence or extent of minority overrepresentation varied based on ethnic and system factors. Some findings on DMC varied by county. In both counties, however, DMC was most strongly indicated at the stage within the justice system when a decision is made on whether to file a petition based on the charge for which a youth has entered—or re-entered—the juvenile justice system.

**EXHIBIT III-3**  
**QUANTITATIVE FINDINGS FROM ARIZONA'S PHASE I RESEARCH**

- Overrepresentation was neither universal nor uniform. The nature and extent of differential treatment varied between Anglo and minority youth, among minority youth, and from point to point in the juvenile justice system.
- The effects of differential treatment were cumulative. Decisions at one stage influenced subsequent decisions. Minority youth were more likely than Anglo youth to receive outcomes that moved them further into the system.
- In Maricopa County, almost 71% of African American males, but only 43% of Hispanic males and 39% of Anglo males, would have a record by the time they reach 17 years of age.
- Race/ethnicity had statistically observable impacts at eight decision points within the juvenile justice system, based on 15 multivariate analyses that held other known influences constant.
- African American and Hispanic identity did not have a significant impact on detention decisions when other known influences were held constant. Native American youth, however, were more likely than Anglo youth to be detained. The most important predictive characteristic for detention decisions was the average number of previous detentions.
- Hispanic identity and African American identity were both significant predictors of having petitions filed. After other known influences were accounted for, Hispanic youth were 9 percent more likely and African American youth were 7 percent more likely than Anglo youth to have petitions filed.
- Race or ethnic identity affected the likelihood of having petitions dismissed. After other known influences were accounted for, African American youth and Hispanic youth were less likely than Anglos to have their petitions dismissed.
- Race/ethnicity was not statistically predictive of commitment to the Department of Youth Treatment and Rehabilitation (DYTR); similarly, race/ethnicity did not significantly affect remands to adult court.

Analyses of interviews with youth, parents, youth advocates, educators, and private service providers as well as officials from law enforcement, court, and juvenile institutions, identified several potential sources of DMC. Analyses of the 185 interviews surfaced 10 key issues, which are indicated in Exhibit III-4 on the next page.

Analyses of discussions that occurred during the eight community forums echoed many of the concerns that had been raised by the interviewees, including the perception that race plays a major role in discriminatory case handling. Community forum participants emphasized concerns about: (1) the lack of effective communication between juvenile justice system personnel and minority communities; and (2) the under-representation of minorities in key policy- and decision-making positions.

<b>EXHIBIT III-4</b>	
<b>INTERVIEW FINDINGS FROM ARIZONA'S PHASE I RESEARCH</b>	
<ul style="list-style-type: none"> <li>• Feelings of system-wide discrimination against youth of color</li> <li>• System barriers to effective parental advocacy on behalf of system-involved youth</li> <li>• Inadequate language skills and cultural understanding among system administrators and field staff</li> <li>• Withdrawal of juvenile justice system agencies from contact and involvement in poor neighborhoods</li> <li>• Crisis in neighborhood-based education, vocational, cultural, recreational, employment, medical, and behavioral health resources for youth of color.</li> </ul>	<ul style="list-style-type: none"> <li>• Gang labelling by system officials, and lack of understanding of reasons for actual gang involvement</li> <li>• Belief that consideration of prior policy contacts and court referrals as major determinants in case-handling decisions is a racially discriminatory practice</li> <li>• Attitudes of youth toward system agencies and practices, and the need to involve youth directly in system policy-making</li> <li>• Limited system resources and the critical need for improved coordination among system administrators in the allocation of resources.</li> </ul>

The Arizona project team distinguished its research effort by establishing and maintaining a policy of presenting data findings to the source agencies and interest groups for their education and feedback before presenting findings publicly. The project staff are confident that this policy helped build the foundation for cooperation among various actors to address the overrepresentation of minority youth in Arizona's justice system.

**Additional Benefits of Phase I**

The Phase I research study produced several other benefits. One benefit was to increase community awareness of the DMC problem. The data collection process for Arizona's Phase I research study exposed more than 500 community members to aspects of the DMC problem during the series of community forums. Community awareness of the DMC issue was also heightened by media coverage of several Phase I events.

The Phase I research project also educated juvenile justice professionals on the DMC issue. State-level DMC stakeholders briefed administrators of all relevant state agencies on the DMC initiative and made presentations on DMC at several youth service conferences. Also, many juvenile justice professionals participated in the community forums and/or other aspects of the Phase I research project.

The Phase I research project inspired serious commitment to addressing the DMC problem. Compelling evidence lies in the number of unsolicited requests for copies of the Phase I research report that MYIC has received. MYIC has responded to more than 400 such requests. In June 1995, the MYIC chairperson reported that MYIC was still receiving regular requests for copies of the report.

The Phase I research project also encouraged some organizations to address DMC issues independently. For example, the Phase I research reportedly caused the Maricopa Juvenile Court Center to create a Citizens' Advisory Board to assist in defining service needs for the court system. Similarly, the Arizona Commission on Minorities is currently investigating ways that it can address the DMC problem. It was also reported that several state and local agencies that serve youth are now using the recommendations contained in the Phase I report as a planning tool for developing DMC interventions.

Moreover, the Phase I research effort resulted in widespread acknowledgement that the state's information systems need improvement. State-level DMC stakeholders have undertaken several projects to improve information systems within Arizona. DMC stakeholders from DYTR are seeking to include minority-related data elements in DYTR's new juvenile on-line tracking system. Partially as a result of the DMC initiative, the Arizona Supreme Court has begun implementation of a state-wide data collection system, the Juvenile On-line Tracking System (JOLTS). Through the efforts of state-level DMC stakeholders, JOLTS will include several data elements on minority youth.

Finally, the Phase I study helped produce agreement among most state-level DMC stakeholders that Phase II intervention strategies should address systemic sources of DMC within the juvenile justice system as well as socio-economic factors within minority communities. Arizona's Phase II strategy is described in the next section.

### **3. PHASE II PLANS AND ACTIVITIES**

MYIC considered several approaches to addressing the problem of minority youth overrepresentation in the juvenile justice system. Ultimately, MYIC selected a Phase II intervention strategy that focused on developing community-based pilot projects within seven locales. MYIC funded 1-year pilot projects that targeted particular minority groups and various sources of DMC. Pilot project interventions were in congruence with Phase I findings, which suggested both systemic and socio-economic

causes of DMC. MYIC's intent was to learn lessons from the pilot projects that could be applied in developing future DMC projects. MYIC also hoped that the pilot projects would evolve into self-sustaining, permanent DMC programs. By the end of the Phase II project period, however, most pilot projects were not expected to continue, and state-level planning and activities had diminished. In fact, MYIC formally disbanded in September 1994. Moreover, in February 1995, GDC eliminated the position of Programs and Projects Specialist, the only position within the agency significantly dedicated to DMC issues.

The approaches that MYIC considered or implemented to address DMC included:

- Continuing public awareness and education efforts
- Modifying laws, policies, or procedures
- Developing state-wide DMC intervention programs
- Funding community-based pilot programs to reduce DMC.

In regard to each of the above approaches, the major activities undertaken by MYIC and the other state-level DMC stakeholders, are respectively described below.

### **3.1 Continuing Public Awareness and Education**

MYIC believed that increased public awareness of DMC would impel community-led efforts to address the problem. MYIC also believed that DMC would be reduced by educating juvenile justice professionals on potential systemic sources of DMC. Therefore, during Phase II, MYIC engaged in several efforts to increase public awareness and educate juvenile justice professionals.

Community awareness of DMC was increased through MYIC's widespread dissemination of the Phase I research report, *Equitable Treatment of Minority Youth: A Report on the Over Representation of Minority Youth in Arizona's Juvenile Justice System*. An executive summary of the report was disseminated to participants of the community forums. Approximately 1,000 copies of the executive summary were translated into Spanish and disseminated within Hispanic communities throughout the state. MYIC members also made DMC presentations to government and community groups, including the Avondale City Council and the Arizona chapter of the National Association of Social Workers (NASW). In addition, MYIC members and GDC staff supported the "March for Children of Color," a yearly, state-wide event to promote attention to the needs of minority youth. Phoenix activities were sponsored by MYIC,

the City of Phoenix, and Indian Rehab, Incorporated. GDC's Programs and Projects Specialist chaired the planning committee and disseminated literature on the ET project during the event.

MYIC disseminated approximately 700 copies of the full research report to law enforcement agencies, detention and corrections facilities, and city and county governments. MYIC members also made a DMC presentation during a conference held by the Arizona Law Enforcement Agency. In addition, MYIC made copies of Arizona's DMC research report available during approximately 12 state-wide or national professional conferences.

Finally, MYIC members utilized state and local media to increase community awareness of DMC and to educate citizens on the issue. MYIC members discussed DMC during television and radio interviews throughout the state. The MYIC chairperson reported that media coverage of the DMC initiative was generally favorable.

### **3.2 Modifying Law, Policies, and Procedures**

MYIC established a Policy, Procedure, and Legislation Work Group to explore opportunities to reduce DMC through state legislation or through modification of county or local policies and procedures. The work group met informally during the first year of the DMC initiative. The work group identified three committees within the state legislature as the most appropriate venues for potential legislation, yet no legislative proposals were developed. Similarly, the work group did not produce recommendations for revising county or local policies and procedures. After the work group disbanded, its responsibilities were rolled into the generic AJJAC function. AJJAC, however, was unable to identify potentially fruitful legislative, policy, or procedural proposals.

### **3.3 Developing State-Wide DMC Programs**

Based on Phase I quantitative analyses, many MYIC members felt strongly that youth advocacy programs should be established on a state-wide basis. They believed that an inordinate number of minority parents were unable to function as effective advocates for their children within the juvenile justice system due to cultural barriers, language barriers, or ignorance of the justice system. MYIC considered many options for developing a state-wide mechanism for providing minority youth with effective advocates within the juvenile justice system.

One option was to piggyback upon a federally established state-wide program. MYIC considered collaborating with the Arizona Supreme Court to add minority youth within the juvenile justice system to the Court Appointed Special Advocate (CASA) program, which primarily serves dependent children. MYIC believed that CASA staff, who have substantial credibility within the court system, would make very effective advocates for minority youth. The plan did not come to fruition due to political and pragmatic obstacles. First, the plan would have required state legislation and additional funding. Second, the plan would have required that minority youth receive preferential access to CASA program services. Third, the plan would have required the recruitment of many bilingual minority advocates.

MYIC members considered other ways to provide minority youth with effective advocates. They considered contracting with individuals or agencies familiar with the court process to provide advocacy services. MYIC also considered developing a cadre of paid and volunteer minority youth advocates to operate an advocacy program within each county's Juvenile Court Center. In addition, MYIC considered establishing "Ombudsmen," who would be independent of the court system. MYIC envisioned that Ombudsmen would investigate the complaints of justice system involved minority youth and their families as well as advocate for minority youth. Ultimately, however, MYIC decided not to establish a state-wide advocacy program. MYIC decided instead to devote DMC project resources to community-based experiments, described below.

### **3.4 Funding Community-Based Pilot Projects**

Arizona's state DMC leaders strongly believed that a successful intervention strategy to reduce DMC in Arizona would require community-based commitment. Arizona's major Phase II intervention strategy was to fund seven community-designed approaches to remedy minority overrepresentation. AJJAC regarded the funding as "seed money" to foster the development of permanent DMC programs. AJJAC also regarded the community-based funding approach as an experiment that might yield lessons that could be applied in developing future DMC programs.

In the Fall of 1993, at the behest of MYIC, AJJAC solicited bids from local government entities and private non-profit organizations for proposals to respond to the key findings of the Phase I research. AJJAC accepted proposals from programs located in any Arizona community where minority overrepresentation had been documented. AJJAC sought proposals that demonstrated linkages with points of

contact within the juvenile justice system as well as a willingness to coordinate with an independent evaluator to implement process and outcome evaluations. AJJAC gave priority to applications that included specific responses to the Phase I research findings. AJJAC also gave preferential consideration to proposals that included a local cash match.

The entire amount of the Federal discretionary grant from OJJDP, or \$175,000 dollars, was allocated to fund the programs. To award DMC grants, MYIC formed a Grants Review subcommittee to make recommendations to AJJAC. From a pool of 20 applicants, AJJAC funded six programs, each for a 12-month grant period; a seventh DMC program was funded with Federal dollars from the Title II program. Awards ranged from \$9,000 to \$22,500. Some of the pilot projects pledged a local cash match.

DMC grants were awarded to programs located in the central or southern portions of the state in the counties of Pima, Maricopa, and Pinal. Rejected grant applicants from northern Arizona, particularly from the Flagstaff area, remonstrated. MYIC responded that it had not recommended that AJJAC fund DMC programs in northern Arizona because minority populations were relatively small there.

ET project grantees included the Arizona Department of Education and six private or non-profit service providers. Together, the funded programs targeted all at-risk minority populations in the state. Some of the programs targeted particular ethnic groups—Native American, Hispanic, or African American—while other programs served more than one minority group. One of the seven programs targeted juvenile justice professionals.

Several pilot projects addressed perceived antecedents to juvenile problems such as school failure and family dysfunction. Other pilot projects addressed systemic problems of the juvenile justice system such as language and education barriers or cultural insensitivity. Exhibit III-5 on the next page indicates the program titles and key service that each program provided. The programs are described in detail in Chapter IV.

During the grant period, calendar year 1994, the GDC Programs and Projects Specialist monitored the pilot projects and provided technical assistance. Frequency of contact with the pilot sites varied between sites, primarily due to geographic distance and patterns of staff turnover within the pilot programs. According to the Programs and Projects Specialist, five of the seven DMC pilot projects had been successfully

implemented without facing major obstacles, and most had completed all products and agreements by the end of the grant period. Two pilot projects were not completed until early 1995, however, primarily due to internal implementation obstacles.

The DMC project team perceives that the seven pilot projects made a positive impact on their target populations. Program administrators of two of the pilot projects had conducted their own outcome studies, which documented positive results.

<b>EXHIBIT III-5 ARIZONA'S PHASE II PILOT INTERVENTION PROJECTS</b>	
<b>PROGRAM NAME</b>	<b>KEY SERVICE</b>
<ul style="list-style-type: none"> <li>• American Indian Family Law Education: Positive Contact Program</li> </ul>	<ul style="list-style-type: none"> <li>• Training about the juvenile justice system for Native American communities</li> </ul>
<ul style="list-style-type: none"> <li>• Equal Treatment Project</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural sensitivity training</li> </ul>
<ul style="list-style-type: none"> <li>• Project Esperanza</li> </ul>	<ul style="list-style-type: none"> <li>• Prevention and early intervention programming</li> </ul>
<ul style="list-style-type: none"> <li>• A Different Path Program</li> </ul>	<ul style="list-style-type: none"> <li>• Counseling for prevention and early intervention</li> </ul>
<ul style="list-style-type: none"> <li>• Apoyo Program</li> </ul>	<ul style="list-style-type: none"> <li>• Training about the juvenile justice system for monolingual (Spanish-speaking) youth and families</li> </ul>
<ul style="list-style-type: none"> <li>• Minority Workshop Project</li> </ul>	<ul style="list-style-type: none"> <li>• Developing youth/parent cultural support groups</li> </ul>
<ul style="list-style-type: none"> <li>• Juvenile Diversion Program</li> </ul>	<ul style="list-style-type: none"> <li>• Counseling for early intervention</li> </ul>

According to community leaders, the pilot projects helped develop grass-roots commitment to address DMC. Based on evaluation interviews with pilot project administrators, however, leaders of most organizations that implemented DMC pilot programs have not committed to continuing their programs or providing other DMC-related services. Most program administrators cited a lack of available funding as the primary reason why their future DMC objectives were limited or non-existent.

#### **4. KEY FACTORS AFFECTING THE DMC INITIATIVE**

State DMC leaders described several factors that affected the DMC initiative. Most factors concerned politics, resources, or personnel. The subsection below describes factors that facilitated the ability of the state-level participants to conduct the Arizona DMC initiative; the following subsection describes factors that impeded or hindered their efforts.

## **4.1 Facilitating Factors**

State-level interviewees agreed that the most important facilitating factor was the large number of individuals who were adamantly committed to the DMC initiative and who energetically worked to fulfill the objectives of the DMC initiative. During Phase I, for example, many MYIC members served as public educators, data collectors, program developers, and advocates for minority youth within the juvenile justice system. The most committed MYIC members, according to the Programs and Projects Specialist, included clergy, academicians from Arizona State University, a juvenile court judge, City of Phoenix administrators, and three AJJAC members.

The MYIC chairperson perceived that the Arizona DMC team's greatest strength was "our localized, grass-roots approach." The Arizona state government appeared to be "letting the people into the process" through the DMC initiative. Through this process, the DMC initiative apparently generated considerable commitment among community leaders throughout the state to address the DMC issue.

One of the most noteworthy achievements of the DMC initiative, according to the interviewees, was to get law enforcement and the minority community "on the same wavelength." The Phoenix Police Department (PPD) was described as being particularly supportive and the PPD is now represented on not only MYIC but also AJJAC.

## **4.2 Impeding factors**

Respondents agreed that "politics" was an important hindering factor. During the course of the DMC initiative, Arizona state and local elections featured several candidates who took vocal, "tough on crime" stances. According to the respondents, several government officials provided limited DMC support because they worried that the DMC initiative might come to be perceived as "soft on crime." The GDC was particularly "lukewarm," according to the interviewees, and key administrators were perceived as not being committed to addressing the DMC issue. GDC provided modest staff support to the DMC initiative and chose to supplement the Federal DMC grant with a small amount of in-kind support, rather than supplemental funding—which occurred in other DMC pilot states.

Respondents also agreed that personnel changes impeded the DMC initiative. There was significant downsizing within the GDC over the course of the initiative. GDC

also experienced frequent turnover in the position of Juvenile Justice Specialist. Factors that contributed to personnel turnover in several government positions include the state and local elections and "politics" in general. In addition, the "job uncertainty" that preceded elections appeared to have a debilitating effect upon the level of support provided by elected government office holders as well as other government employees.

Respondents also agreed that a lack of resources impeded the DMC initiative. Few organizations devoted substantial resources to the initiative. Many of the state DMC leaders, including MYIC members and state and local government employees, served as volunteers.

Another type of impeding factor mentioned by the interviewees was a lack of support from key individuals or groups. A few government officials reportedly chose not to support the DMC initiative because they felt that the initiative represented an accusation of racism. Other officials did not support the initiative because they denied the possibility that DMC is partially a systemic problem of the Arizona juvenile justice system. Similarly, some law enforcement agencies insufficiently supported the DMC initiative. Based on first-hand accounts, many law enforcement personnel reportedly construed the DMC initiative as an accusation that Arizona's law enforcement agencies are permeated by racists.

Despite generally favorable media coverage of the DMC initiative, one media-related impediment was mentioned. Some journalists in the Tucson area misconstrued the findings of the DMC report by suggesting that the report found racism permeating Arizona's constabulary. When several Pima County law enforcement officials vocally opposed the DMC initiative, based on the inaccurate media coverage, the state DMC team engaged in "damage control" and worked hard to ensure the continued support of Pima County law enforcement.

## **5. FUTURE PLANS FOR MONITORING AND ADDRESSING DMC**

MYIC has not yet developed a coherent state plan to address DMC in the future. In recent months, however, state-level planning and activities have accelerated. MYIC was reconstituted in May 1995; regular meetings have resumed. Arizona's reconstituted MYIC now contains six AJJAC members as well as several "community representatives," grass-roots DMC leaders from various minority communities. In addition, GDC re-created the position of Programs and Projects Specialist, partly to

support future DMC activity. Arizona's future plans for monitoring and addressing DMC, therefore, are beginning to take shape.

MYIC has recently embarked upon an agenda to keep the issue of DMC "in the forefront." Current plans include scheduling a DMC state-wide training for AJJAC, MYIC, community and business leaders, juvenile court judges, legislators, educators, law enforcement officers, and representatives from a host of organizations and committees that have DMC as a focal point of their agenda. Examples of organizations include the Maricopa County Juvenile Court Citizens Advisory Board and the Arizona Supreme Court Commission on Minorities. After the training, MYIC plans to establish formal linkages with individuals to develop a systemic approach to addressing DMC. In addition, MYIC plans to revisit the recommendations in the 1993 Equitable Treatment report and continue efforts to encourage implementation of the recommendations.

MYIC is also currently coordinating with the state legislature's newly created Joint Legislative Committee on Child and Family Services to: (1) monitor the implementation and effectiveness of family services in minority communities; (2) obtain and respond to the concerns of minority citizens; and (3) disseminate information generated by the committee that is relevant to the DMC issue. At MYIC's request, GDC staff are working with the state juvenile justice corrections officials who are currently developing new training programs for correctional staff. MYIC hopes to influence the types of training that will be provided so as to address potential sources of DMC within a secure confinement setting such as a lack of cultural awareness or understanding. In addition, MYIC is coordinating with the Arizona Department of Economic Security to establish training programs with a "cultural diversity" component.

GDC staff are also assisting implementors of the Juvenile On-line Tracking System (JOLTS), the new, state-wide, on-line system of juvenile justice information. DMC leaders are seeking to ensure uniform data collection and that DMC-related information will be adequately captured in the final set of data elements to monitor the extent of DMC throughout the state.

In the future, GDC's newly appointed Juvenile Justice Specialist will:

- Provide OJJDP with updated DMC statistics on a regular basis
- Urge pilot DMC programs to complete products and agreements
- Encourage the ET project grantees to revise their DMC programs so as to apply for Title II funding

- Present final reports on the pilot projects to AJJAC
- Further educate AJJAC members and community leaders on DMC issues, perhaps by obtaining technical assistance from relevant experts.

In addition, the Juvenile Justice Specialist will coordinate with MYIC to conduct ongoing outreach/education efforts. For example, MYIC is currently working to expand the annual March for Children of Color event (recently renamed the March for Children of All Color).

Finally, state DMC leaders are actively searching for funded DMC programs that appear promising as effective interventions, in hope of replicating or adapting one or more such programs throughout Arizona. They anticipate that sections of this evaluation report on Arizona's community-based pilot projects, as well as evaluation reports on other pilot states included in OJJDP's National Evaluation, will suggest options for consideration.

#### **IV. DESCRIPTION OF THE PILOT PROJECTS**

## **IV. DESCRIPTION OF THE PILOT PROJECTS**

The Arizona Equitable Treatment of Minority Youth Project had, as its primary emphasis, local grass-roots program planning and problem solving. Therefore, the evaluation focused on the seven pilot projects and the extent to which the projects achieved their objectives. The purpose of this chapter is to describe the pilot projects and their accomplishments. The chapter begins with background information, followed by a summary of the evaluation findings from the seven pilot projects. The chapter concludes with detailed descriptions of each of the pilot projects.

### **1. BACKGROUND**

Arizona's DMC Phase II activities, as described previously, included requesting proposals from community-based organizations to design new (or enhance existing) programs that respond to the key findings of the Phase I research. To provide a context for the description of Arizona's seven pilot projects, the following paragraphs provide a summary of Arizona's Phase II grant award process and an overview of the three participating counties.

#### **1.1 Pilot Project Selection Process**

As previously described, AJJAC, through the Governor's Division for Children, solicited bids from local government entities and private non-profit organizations for proposals to respond to the key findings of the Phase I research. The Federal discretionary grant from OJJDP (\$175,000) was allocated to fund the programs. The bid process began in the Fall 1993.

AJJAC accepted proposals from programs located in any Arizona community where minority over-representation had been documented. AJJAC sought proposals that demonstrated linkages with points of contact within the juvenile justice system as well as a willingness to coordinate with an independent evaluator to implement process and outcome evaluations. AJJAC gave priority to applications that included specific responses to the Phase I research findings. AJJAC also gave preferential consideration to proposals that included a local cash match.

This component of Arizona's strategy under Phase II of the DMC initiative was designed to meet two objectives:

- Solicit and fund community-designed approaches to remedy minority over-representation
- Work with local programs and agencies to develop and enhance programs that address DMC.

As described in Chapter III, AJJAC funded seven programs from a pool of 20 applicants for the grant period of the calendar year of 1994. Based on their applications and other information obtained by AJJAC, the seven projects appeared to have the necessary characteristics with which to meet the DMC objectives.

## 1.2 Pilot Project County Environments

The funded programs are located in three counties: Maricopa County, Pima County, and Pinal County. Below, background information about each of the three counties is presented.

**Maricopa County.** Located in the west central portion of the state, Maricopa is an urban county, containing the city of Phoenix (total population 550,000). While the poverty rate for the county is near the national average, in cities with high concentrations of minorities, including Gila Bend, Avondale, Buckeye, and Goodyear, nearly one quarter of the residents have incomes below the poverty level. The county's 8- to 17-year-old juvenile population is 68 percent Anglo, 24 percent Hispanic, 4 percent African American, and 2 percent Native American. According to the 1990 Census, however, nearly 40 percent of county juveniles, aged 5 to 17, did not speak English "very well."

The majority of the pilot projects are located in Maricopa County, including:

- American Indian Family Law Education: Positive Contact Program
- EMPACT-SPC: A Different Path Program
- Mothers Against Gangs: *Apoyo* Program
- Westside Social Services: Juvenile Diversion Program.

These four projects are described in the last section of this chapter.

**Pima County.** Located in the south central portion of the state, Pima County is a geographically large county with a total population of approximately 178,000 residents. Its largest city is Tucson. Employment opportunities are limited in some sections of the county. For example, the unemployment rate in South Tucson is often

double, sometimes triple, the national average. In South Tucson, the income of 43 percent of all families is below the poverty level. Nearly one half of the Native American families in the county have incomes below the poverty level. Approximately one quarter of Hispanic families and one fifth of African American families in Pima County live below the poverty level. Among 8- to 17-year-old residents, a slim majority (55%) are Anglos, slightly more than one third are Hispanics, and African-Americans and Native Americans each make up 4 percent of this youth population.

Two projects were funded from Pima County. These include:

- Pima Prevention Partnership: Equal Treatment Project
- Our Town Family Center: Minority Workshop Center.

Again, these two projects are described in Section 3.

**Pinal County.** Located in central Arizona, between the counties of Maricopa and Pima, Pinal County has a total population of approximately 33,000 residents. More than one third of the residents live in a rural environment. Nearly 10 percent of county residents are Native Americans. Nearly 60 percent of Native American families in the county have incomes below the poverty level; similarly, more than one third of African American families and one quarter of Hispanic families have incomes below the poverty level. Employment opportunities are severely limited for residents in some areas. For example, the 1990 Census reported an unemployment rate of 30 percent in the Gila River area. Educational opportunities are also limited: just 8 percent of county residents over the age of 25 have attained a college degree.

One of Arizona's seven DMC projects is located in Pinal County. This project is operated by the Pinal Hispanic Council and is entitled Project *Esperanza*.

## **2. SUMMARY OF EVALUATION FINDINGS**

The evaluation of the Arizona ET project focused on the seven pilot projects. The purpose of this section is to draw from the individual pilot project evaluations so as to develop an overall understanding of the ET project and its relationship to DMC. Included in this section are:

- A summary of seven pilot projects
- An assessment of projects as DMC interventions
- A summary of process evaluation findings.

Each of these topics is discussed in the following paragraphs.

## 2.1 Summary of Seven Pilot Projects

As previously stated, the Arizona ET project funded the following seven local projects:

- American Indian Family Law Education: Positive Contact Program
- EMPACT-SPC: A Different Path Program
- Mothers Against Gangs: *Apoyo* Program
- Our Town Family Center: Minority Workshop Project
- Pima Prevention Partnership: Equal Treatment Project
- Pinal Hispanic Council: Project *Esperanza*
- Westside Social Services: Juvenile Diversion Program.

A description of these projects, including the project emphasis, project status, and funding level, is summarized in Exhibit IV-1 on the next page and described briefly below.

### Project Emphasis

Determining the appropriateness of a DMC intervention depends on the underlying assumptions of the causes of the problem and factors that contribute to the problem. One AJJAC assumption as to an appropriate DMC intervention is that it be community-based because problems of DMC are best resolved through a grass-roots, "bottom-up" approach rather than via a "top-down" approach. All of the seven pilot projects satisfy the community location requirement; in fact, all but one of the grantees are community-based organizations.

While the seven pilot projects were unique in their programmatic approach to solving DMC, the projects shared some common characteristics. For example, the primary emphases of the seven projects could be categorized as follows:

- Systemic change: It is increasingly understood that DMC must be seen from a systemic perspective rather than a legal, sociological, or service delivery perspective.<sup>1</sup> Only one pilot project developed an intervention that was

---

<sup>1</sup> Feyerherm, W. *Disproportionate Minority Confinement: Lessons Learned from the Pilot State Experiences*. Prepared for the Office of Juvenile Justice and Delinquency Prevention. Portland State University. April 1995.

clearly directed toward changing the juvenile justice system (Pima Prevention Partnership).

- Systemic change through understanding: Several projects attempted systemic changes through the education of families if not agency personnel. These projects were based on the premise that minority communities and families could more effectively "work the system" with better understanding of how the system works. Organizations that developed projects with this emphasis include: American Indian Family Law Education, Mothers Against Gangs, and Our Town.
- Diversion: A third approach to remedy problems of DMC is to divert youth from the juvenile justice system, or, once they have system involvement, divert youth from incarceration. These projects focus on strengthening a youth's skills, self-esteem, and ability to forgo violent acts, substance abuse, and gang activity. Organizations that developed projects with this focus include: EMPACT, Pinal Hispanic Council, and Westside Social Services.

The specific approach and activities for the seven pilot projects is summarized in Exhibit IV-1 and described, in detail, at the conclusion of this chapter.

## **Project Status**

An important question addressed by the evaluation was whether the projects completed implementation of the program or developed products as planned. A review of the implementation status demonstrated that the seven pilot projects, for the most part, completed the work for which they received a grant.

In fact, only two projects were incomplete: American Indian Family Law Education and Mothers Against Gangs. The product for each of these projects was a manual and the provision of training on the use of the manual. While the status of these projects is discussed in detail later, the overall evaluation finding was that the manual development process was under-funded and, consequently, understaffed.

## **Funding Levels**

The ET grants awarded to the seven pilot projects were relatively small, ranging in amount from \$9,000 to \$22,500. This level of funding would not cover a full-time

**EXHIBIT II-1 (Continued)**  
**EVALUATION QUESTIONS, INFORMATION SOURCES, AND DATA COLLECTION**

staff person's annual salary; it was understood from the outset that these grants would be used to supplement or combine with other resources.

**EXHIBIT IV-I**  
**ARIZONA'S DMC PROJECT: EQUITABLE TREATMENT OF MINORITY YOUTH IN JUVENILE JUSTICE SYSTEM**  
**SUMMARY OF SEVEN PILOT PROJECTS**

PROJECTS FUNDED	AMOUNT/SOURCE OF FUNDS			PROJECT EMPHASIS	PROJECT STATUS
	DMC	OTHER	TOTAL		
AMERICAN INDIAN FAMILY LAW EDUCATION: POSITIVE CONTACT PROGRAM	\$10,323	\$4,713	\$15,036	<p>SYSTEMIC CHANGE THROUGH EDUCATION</p> <ul style="list-style-type: none"> <li>Increase the understanding of the juvenile justice system with a focus on Native American communities through law-related training of children and their parents.</li> </ul>	Conducted research and interviews to support the draft development of the hardback book "You Decide." The manual is in draft form and is being reviewed by juvenile justice system experts.
EMPACT-SPC: A DIFFERENT PATH PROGRAM	\$17,500	\$2,573	\$20,073	<p>DIVERSION</p> <ul style="list-style-type: none"> <li>Decrease the likelihood of incarceration for youth at Mesa Vista Junior High School who have had a family member incarcerated.</li> <li>Provide assessment of referred (at-risk) juveniles within 48 hours.</li> <li>Provide peer and/or family group counseling.</li> </ul>	Program focused on cultural identity issues and educational and vocational needs as ways of addressing the economic factors contributing to delinquency. 59% of participants are minority youth; 72% of participants remained in school at end of year.
MOTHERS AGAINST GANGS: APOYO PROGRAM	\$15,000 (\$24,000)*	[IN-KIND]	\$15,000	<p>SYSTEMIC CHANGE THROUGH EDUCATION</p> <ul style="list-style-type: none"> <li>Improve the interface between monolingual (Spanish-speaking) youth/families and the juvenile justice system.</li> <li>Develop a training model that includes services and resources to train monolingual Spanish-speaking parents to become effective advocates for youth.</li> <li>Develop materials in Spanish that can be used by monolingual families to learn how the juvenile justice system is structured and the process by which various options can be utilized at key decision points.</li> </ul>	Training manual is currently in draft form. Sections include materials on community education, court advocacy, support services, and background information on Mothers Against Gangs.
OUR TOWN FAMILY CENTER: MINORITY WORKSHOP PROJECT	\$9,000 (\$27,277)*	\$7,277	\$16,277	<p>SYSTEMIC CHANGE THROUGH EDUCATION</p> <ul style="list-style-type: none"> <li>Assist families in developing parenting and youth cultural support skills.</li> <li>Create community sites at locations with high levels of court referrals of minority youth.</li> <li>Develop and train youth/parent cultural support groups, and train minority community volunteers to conduct support groups.</li> <li>Seek out local role models and professional support to create a training support program at each site.</li> </ul>	This project focused on Black Parenting and Parenting for Single Moms Workshops. Participants completed a 6-hour train-the-trainers workshop and facilitated sessions for 26 parents and 18 children. The popularity of the workshops reflects the need for the program.

\* Original request

**EXHIBIT IV-I (Continued)**  
**ARIZONA'S DMC PROJECT: EQUITABLE TREATMENT OF MINORITY YOUTH IN JUVENILE JUSTICE SYSTEM**  
**SUMMARY OF SEVEN PILOT PROJECTS**

PROJECTS FUNDED	AMOUNT/SOURCE OF FUNDS			PROJECT EMPHASIS	PROJECT STATUS
	DMC	OTHER	TOTAL		
PIMA PREVENTION PARTNERSHIP: EQUAL TREATMENT PROJECT	\$22,500	\$27,500	\$50,000	<p>JJS SYSTEMIC CHANGE</p> <ul style="list-style-type: none"> <li>• Establish a Community Outreach Work Group that will produce a 10-minute informational videotape on court procedures, legal options, and available community services.</li> <li>• Create a curriculum for cultural sensitivity training with project partners: police, court staff, volunteers.</li> <li>• Continue dialogue with the community by hosting community forums.</li> </ul>	Established a Multicultural Committee to address over-representation. Also, 1,000 Tucson Police Department personnel are targeted for training in a 4-hour cultural communications curriculum; 400 have been trained. Five community forums have been held.
PINAL HISPANIC COUNCIL: PROJECT <i>ESPERANZA</i>	\$16,351	\$15,853	\$32,204	<p>DIVERSION</p> <ul style="list-style-type: none"> <li>• Focus on the pre-arrest stage of juveniles.</li> <li>• Provide counseling, case management, emergency/crisis intervention and alternative activities.</li> </ul>	This project served 48 youth, of which 75% were Hispanic, 12% African American, 10% Caucasian, and 3% Native American. Referrals were made by the Eloy Police Department and schools. One half were juvenile offenders; 45 completed the program.
WESTSIDE SOCIAL SERVICES: JUVENILE DIVERSION PROGRAM	\$9,000	\$2,500	\$11,500	<p>DIVERSION</p> <ul style="list-style-type: none"> <li>• Provide counseling and resources to first-time offenders.</li> <li>• Develop 8-week counseling program.</li> <li>• Teach communication, awareness, behavior control, and role play skills.</li> <li>• Develop a youth speakers bureau.</li> </ul>	The 8-week counseling program was targeted for at-risk youth residing in Avondale, Goodyear, and Litchfield Park. Counseling and community resources were provided to first-time offenders and youth at risk. 51% of the participants were minority youth, and referrals were received from Juvenile Court, schools, social services, and youth.

In fact, six of the seven projects were able to provide matching funds; the amount of the match ranged from \$2,500 to \$27,500. Once combined, the total project funding ranged from \$11,500 to \$50,000. Excluding the \$50,000 project, the average funding level per project was \$18,348.

An assessment of funding levels for the seven pilot projects, particularly in light of the project's plans and status, reveals the relative importance of adequate funding. Community-based organizations tend to operate on shoestring budgets and annual funding cycles. The size of the community-based organization that operated the pilot project, together with the size of the ET grant, appeared to be a reliable determinant of the extent to which the project could be completed as planned.

For example, a larger organization such as the Pinal Hispanic Council, which has a relatively stable major funding source, is better equipped to operate a program with a \$16,351 ET grant than a smaller organization. The Pinal Hispanic Council was able to "match" the ET grant for a total DMC project budget of \$32,204. When there was DMC project staff turnover, the council was able to fill in with other staff resources.

In contrast, Mothers Against Gangs (MAG) is a relatively new organization with fragmented funding and an over-reliance on volunteer labor. The MAG staff were unable to leverage their \$15,000 ET grant because there were no matching funds. Plus, the MAG project depended on volunteer staff.

Availability of resources and funding levels are always an issue for community-based organizations. The Arizona ET evaluation found, however, that the extent to which funding levels are problematic is relative to an organization's size and experience.

## **2.2 Assessment of Projects As DMC Interventions**

The OJJDP DMC demonstration project was designed in two phases so that the Phase II interventions could reflect the findings from the Phase I research into DMC causes. The Arizona DMC evaluation reviewed the Phase I research findings and compared these findings with the Phase II pilot projects. The results of this comparison are presented in Exhibit IV-2 on the next page and described below.

As reported in Chapter III, the Arizona Phase I DMC research included interviews with 185 representatives from the community and from the juvenile justice

system, including direct youth service providers, educators, community representatives,  
and

**EXHIBIT IV-2**

**ARIZONA'S DMC PROJECT: EQUITABLE TREATMENT OF MINORITY YOUTH IN JUVENILE JUSTICE SYSTEM  
EXTENT TO WHICH PILOT PROJECTS ADDRESS ISSUES IDENTIFIED IN PHASE I**

<b>ISSUES IDENTIFIED IN PHASE I RESEARCH</b>	<b>AMERICAN INDIAN FAMILY LAW EDUCATION</b>	<b>EMPACT-SPC</b>	<b>MOTHERS AGAINST GANGS</b>	<b>OUR TOWN FAMILY CENTER</b>	<b>PIMA PREVENTION PARTNERSHIP</b>	<b>PINAL HISPANIC COUNCIL</b>	<b>WESTSIDE SOCIAL SERVICES</b>
System-wide discrimination against youth of color			X	X	X		X
Systemic barriers to effective parental advocacy on behalf of system-involved youth	X	X	X	X	X		
Inadequate language skills and cultural understanding among system administrators and field staff			X		X	X	
Withdrawal of juvenile justice agencies from contact and involvement in poor neighborhoods	X				X		
Lack of behavioral health resources for youth of color		X				X	X
Lack of appreciation of the influence of the family and the need for family-oriented treatment for youth of color	X	X	X	X			
Problem of gang labeling by system officials; lack of understanding of reasons for gang involvement					X		X
Perception that race influences case-handling decisions with law enforcement and judiciary					X	X	X
Attitudes of youth toward juvenile justice system		X				X	X
Limited system resources; need for improved coordination among JJS in the allocation of resources				X	X		

families. The interviews included factors thought to contribute to DMC. This inquiry surfaced 10 key issues, which are presented in Exhibit IV-2.

As shown, each of the seven pilot projects addresses at least three of the key issues and most address four or more issues. This analysis indicates that the seven projects selected for the ET project were appropriate interventions, based on the Phase I research.

### **2.3 Summary of Process Evaluation Findings**

The primary evaluation approach used for the seven pilot projects was a process evaluation, which focused on the implementation process for each project. As part of the process evaluation, project objectives were identified and the extent to which each project met or achieved the objectives was assessed. In addition, factors that contributed to the successful implementation were identified, as were obstacles to the implementation. The future plans for the projects were also identified to determine if the Arizona DMC initiative will have a lasting effect at the local level. Detailed evaluation findings are presented at the conclusion of this chapter. A summary of the evaluation, however, is presented in Exhibit IV-3 on the next page and highlighted below.

For five of the seven pilot projects, all of the project objectives were realized within the grant period. As stated previously, only the American Indian Family Law Education project and the Mothers Against Gangs project had substantially under-achieved in meeting project objectives. The evaluation found that the production of the two manuals required more resources than originally planned.

Project staff from the seven pilot projects identified several strengths or factors that contributed positively to implementation success. Foremost among the positive factors was the commitment of agency staff, other community agencies, and the constituent population to attaining project objectives. One of the most successful community-based projects, the Pima Prevention Partnership, identified the following success-related factors:

- Broad-based involvement in the Phase I research, which assisted a common understanding of DMC and its causes

- Consensus among the community "partners" as to the most important intervention—one that creates systemic change
- High level of commitment among PPP staff together with staff from other agencies.

Similarly, the Pinal Hispanic Council credits much of Project Esperanza's success to community linkages and cooperation, particularly among law enforcement personnel.

Other factors that appear to have assisted successful implementation include the fact that several agencies had similar, previous project experiences, and staff knew "what works, what doesn't." Staff capability and client rapport also contributed to project success.

Several factors were identified as barriers or obstacles to the projects' success. Staff turnover (paid and volunteer) and a lack of resources in general were frequently identified factors. The type of referral was also problematic for two projects; additional explanations were required for the referral sources to understand the DMC project requirements. Other barriers were project-specific and included such factors as: (1) no sanctions for non-attendance at workshops; (2) length of time needed for new systems to fully take hold at community levels; and (3) lack of quality data from Native Americans and state juvenile justice systems.

Future plans for the seven projects are hopeful yet uncertain. Staff from the two projects that are developing manuals and training are committed to the projects' completion. Four projects are actively pursuing additional funding to continue the operation of the DMC project.

**EXHIBIT IV-3**

**ARIZONA'S DMC PROJECT: EQUITABLE TREATMENT OF MINORITY YOUTH IN JUVENILE JUSTICE SYSTEM  
SUMMARY OF PROCESS EVALUATION FINDINGS**

<b>PROJECT</b>	<b>OBJECTIVES</b>	<b>OBJECTIVES ACHIEVED?</b>	<b>STRENGTHS</b>	<b>OBSTACLES</b>	<b>FUTURE</b>
American Indian Family Law Education: Positive Contact Program	<ul style="list-style-type: none"> <li>Develop culturally-based, juvenile-parent handbook</li> <li>Use handbook to conduct training for community</li> </ul>	<p>Partial draft</p> <p>No</p>	<ul style="list-style-type: none"> <li>Willingness of Native American families, JJS, school, to work together</li> <li>Former experience in training</li> <li>Technical assistance from ET</li> </ul>	<ul style="list-style-type: none"> <li>Staff turnover</li> <li>Lack of data from tribal and state JJS</li> <li>Awkward, time-consuming grant application process</li> <li>Low-level resources</li> </ul>	AED is committed to completing manual, conducting training
EMPACT-SPC: A Different Path Program	<ul style="list-style-type: none"> <li>Cultural training for youth</li> <li>Peer and family group counseling</li> <li>Parent group meetings</li> </ul>	<p>Yes</p> <p>Yes</p> <p>Partial</p>	<ul style="list-style-type: none"> <li>Counselors able to develop rapport with youth</li> <li>Ongoing involvement of project designer</li> </ul>	<ul style="list-style-type: none"> <li>Inappropriate referrals</li> <li>Lack of DMC understanding at referral source</li> <li>Tension among staff due to different missions, experience</li> </ul>	<ul style="list-style-type: none"> <li>Partial program continuation</li> <li>Seeking additional funding</li> </ul>
Mothers Against Gangs: <i>Apoyo</i> Program	<ul style="list-style-type: none"> <li>Provide resource manual to monolingual parents about JJS</li> <li>Provide training</li> <li>Disseminate manual</li> </ul>	<p>Partial</p> <p>No</p> <p>No</p>	<ul style="list-style-type: none"> <li>Dedication of MAG staff to project</li> <li>Community commitment</li> </ul>	<ul style="list-style-type: none"> <li>Lack of resources</li> <li>Volunteer staff turnover</li> </ul>	<ul style="list-style-type: none"> <li>Complete manual</li> <li>Train volunteers</li> <li>Disseminate manual</li> </ul>
Our Town Family Center: Minority Workshop Project	<ul style="list-style-type: none"> <li>Recruit, train volunteers</li> <li>Identify appropriate curriculum for EBP, SM classes</li> <li>Provide training</li> <li>Gain community acceptance</li> </ul>	<p>Yes</p> <p>Yes</p> <p>Yes</p> <p>Partial</p>	<ul style="list-style-type: none"> <li>Used "tried and true" curriculum</li> <li>Previous agency experience in parent education</li> </ul>	<ul style="list-style-type: none"> <li>No sanctions for non-attendance</li> <li>Too little time to fully implement or gain community acceptance</li> </ul>	<ul style="list-style-type: none"> <li>SM class to continue</li> <li>Future of EBP class is uncertain</li> </ul>

**EXHIBIT IV-3 (Continued)**  
**ARIZONA'S DMC PROJECT: EQUITABLE TREATMENT OF MINORITY YOUTH IN JUVENILE JUSTICE SYSTEM**  
**SUMMARY OF PROCESS EVALUATION FINDINGS**

PROJECT	OBJECTIVES	OBJECTIVES ACHIEVED?	STRENGTHS	OBSTACLES	FUTURE
Pima Prevention Partnership: Equal Treatment Project	<ul style="list-style-type: none"> <li>• Establish Community Outreach group</li> <li>• Produce video</li> <li>• Develop training</li> <li>• Conduct five forums</li> <li>• Provide training</li> </ul>	<p style="text-align: center;">Yes</p>	<ul style="list-style-type: none"> <li>• Phase I participation</li> <li>• Understanding of DMC; systemic causes</li> <li>• Clear agreement on interventions</li> <li>• High-level commitment, coordination among partners</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of support from state staff</li> <li>• Isolation from other six pilot sites</li> </ul>	<ul style="list-style-type: none"> <li>• Lasting impact from training and Teen Court</li> </ul>
Pinal Hispanic Council: Project <i>Esperanza</i>	<ul style="list-style-type: none"> <li>• Establish community links</li> <li>• Provide services <ul style="list-style-type: none"> <li>- Counseling</li> <li>- Alternative activities</li> <li>- Follow-up</li> <li>- Aftercare</li> </ul> </li> </ul>	<p style="text-align: center;">Yes</p> <p style="text-align: center;">Yes</p> <p style="text-align: center;">Yes</p> <p style="text-align: center;">Yes</p>	<ul style="list-style-type: none"> <li>• Phase I participation</li> <li>• Understanding systemic causes</li> <li>• Previously established community relationships</li> <li>• Size, experience of council</li> <li>• Program design</li> </ul>	<ul style="list-style-type: none"> <li>• Initial low level of referrals</li> <li>• Lack of on-going funding</li> </ul>	<ul style="list-style-type: none"> <li>• Continuing to pursue additional resources to continue program</li> </ul>
Westside Social Services: Juvenile Diversion Program	<ul style="list-style-type: none"> <li>• Teach skills to avoid drugs, gangs, JJS</li> <li>• Provide 24 hour counseling</li> <li>• Develop Youth Speakers Bureau</li> </ul>	<p style="text-align: center;">Yes</p> <p style="text-align: center;">Yes</p> <p style="text-align: center;">Yes</p>	<ul style="list-style-type: none"> <li>• Wide community support</li> <li>• Prior experience with program approach</li> </ul>	<ul style="list-style-type: none"> <li>• Length of time to develop court system mechanisms</li> <li>• Low level of funding</li> </ul>	<ul style="list-style-type: none"> <li>• Seek additional funding</li> <li>• Continue to provide services</li> </ul>

Finally, with no exceptions, all staff associated with the seven pilot projects demonstrated a high level of DMC understanding and an equally high level of commitment to resolving the DMC problems. The frustration among all staff is caused by the lack of resources with which to continue to operate projects that, in the opinions of these staff, have demonstrated success.

### **3. SEVEN PILOT PROJECTS**

This section describes the seven pilot projects funded in Phase II of the ET project. Seven organizations were funded for a 12-month grant period to plan and implement pilot projects that were developed to respond to the key findings of the Phase I research. The seven pilot projects are described in alphabetical order:

- American Indian Family Law Education: Positive Contact Program
- EMPACT-SPC: A Different Path Program
- Mothers Against Gangs: *Apoyo* Program
- Our Town Family Center: Minority Workshop Center
- Pima Prevention Partnership: Equal Treatment Project
- Pinal Hispanic Council: Project *Esperanza*
- Westside Social Services: Juvenile Diversion Program.

Each pilot project description includes the sponsoring organization, the pilot project's goals and objectives, funding and resources, staffing, facilities, program capacity, activities during the grant period, facilitating factors and obstacles, and any future plans.

#### **3.1 American Indian Family Law Education: Positive Contact Program**

The American Indian Family Law Education: Positive Contact Program is intended to provide Native American middle school students and their families with: (1) increased knowledge of the law, including tribal, state, and Federal systems; and (2) improved understanding of their rights, responsibilities, roles, and options in regard to the juvenile justice system. By instilling this type of knowledge and understanding, this program hypothesizes that Native American families may increase their utilization of social service and justice system-related resources, recognize their rights more easily, and exercise their options more effectually.

## **Sponsoring Organization**

The Arizona Department of Education (ADE), Indian Education Unit (IEU) chose to become involved with the ET initiative because of the role that educational institutions play in instilling citizenship and developing productive adults. ADE theorized that a school-based program about the tribal and state juvenile justice systems would fill a vital role for Native American youth, who are often unprepared to make informed decisions in these areas. Based on the ADE staff's knowledge of the Phase I data, their participation in the Phase I community forums, and their perception of the community's misunderstanding of cultural differences, ADE submitted a proposal for an ET sub-grant.

## **Pilot Project Goals and Objectives**

While the focus of the pilot project is a law-related educational program for Native American youth and their families, a supplementary component includes the fostering of partnerships between Native American families, their communities, and juvenile justice system staff. Major goals of the program, according to program staff, include:

- Teaching youth how to consider consequences in positive and appropriate ways
- Teaching Native American parents how to advocate in the juvenile justice system
- Acquainting juvenile justice system agency representatives with Native American cultures and communities
- Fostering positive relationships between juvenile justice system representatives and the Native American community.

The program provides not only educational services, but also an arena for Native Americans and juvenile justice system personnel to interact in a positive, collaborative manner.

The ADE project plan includes the completion of two interrelated tasks to achieve its DMC goals. According to the plan, ADE project staff would develop a culturally based family handbook. Then, the handbook would be utilized to train 50 to 75 students and parents in three workshop sessions. The handbook would:

- Explore Native American self-concepts and cultural perspectives
- Survey family communication and decision-making skills
- Provide victim awareness and alcohol and drug information
- Examine juvenile jurisprudence in relation to tribal, state, and Federal systems.

The concepts contained in both the handbook and workshop would be based on the *You Decide* handbook, developed by the Southern California Orange County Bar Association's Delinquency Prevention and Youth Diversion Program.<sup>2</sup> The handbook and the workshops would consist of three parts:

- Decision-Making. This component includes surveying family communication, developing decision-making skills, and understanding the Native American community and self-concepts.
- Legal Consequences. This component examines Native Americans' rights and responsibilities, in tribal, Federal, and state systems.
- Vision for Your Future. This component emphasizes Native American cultural contributions and perspectives.

To reach its target audience in a cost-effective manner, ADE would utilize the Johnson-O'Malley (JOM) program network that serves more than 6,000 Native American students in several public school districts and tribal communities in five Arizona counties. JOM programs provide education, support services, and counseling components to both parents and students. The ADE would solicit site applications from JOM programs in both Maricopa and Pima Counties. Selected sites would provide the training workshops to students and parents. The workshops would be evaluated with pre- and post-test instruments for knowledge and attitude.

## **Funding/Resources**

Arizona allotted its entire Phase II discretionary grant from OJJDP to fund the seven pilot projects. ADE received \$10,323 from these funds for its pilot project. ADE

---

<sup>2</sup>Shortstop: A Juvenile Diversion Program. Irvine, CA: Orange County Bar Foundation (1992).

provided an additional \$4,713 to the pilot project. Thus, the total project resources were \$15,036.

### **Staffing and Facilities/Pilot Project Capacity**

The Positive Contact Program was directed by one paid staff member; the ET sub-grant funded 20 percent of that individual's salary. The project also had two in-kind employees from ADE who received no salaries from the ET sub-grant funds.

### **Pilot Project Activities**

Between April and June 1994, the project staff reviewed documents and conducted personal interviews for the development of the handbook *You Decide*. An example of the materials reviewed included:

- *Overview of Maricopa County Juvenile Court Center* booklet
- *Juvenile Responsibility & Law* by Reikes, Jenkins and Russell
- *Juvenile Rights and Responsibilities*, from Pima County Court.

The project staff also participated in two conferences in support of the project: "Violence Prevention Conference" and "Safe Schools: Developing a Plan." Both conferences were sponsored by the Arizona Department of Education and the Arizona Center for Law-Related Education. At the *Safe Schools* conference, the "Positive Contact Program" staff provided support for the "Prevention Resiliency" component and trained facilitators prior to the conference.

During the funding period, the Positive Contact Program received some technical assistance on the development of the handbook from Community Research Associates. In June 1994, a preliminary outline of the handbook had been developed. In February 1995, the handbook, *You Decide*, was in draft form and was being reviewed by juvenile justice professionals and individuals with relevant experience. By June 1995, the staff was beginning to train public school system staff to use the handbook.

The project staff acknowledges that data are needed to provide evidence of the project's effectiveness. Some data on the project are available, but are not consistent enough for any rigorous analyses. The state-wide juvenile justice data system, JOLT, will not be operational soon enough to evaluate this project. The project staff felt that

even with the appropriate data systems it was difficult to evaluate factors, such as attitudinal changes, related to a 1-year grant.

## Facilitating Factors/Obstacles

The main factor that facilitated the operation of the Positive Contact Program was a willingness by Native American families, juvenile justice system officials, and public school staff to participate in this process. This pilot project marked the first time an effort was made to bring the tribal community and the state educational system together on a single issue. Generally, all parties were willing to be involved with the pilot project to help improve systems in the community.

Another facilitating factor was that ADE had previously offered training for youth decision-making. They relied upon that previous experience when developing this pilot project. That content knowledge and the technical assistance provided through the ET project were both factors in successfully operating this pilot project.

One factor that was an obstacle to the pilot project was the high rate of staff turnover at the GDC. There were three State Juvenile Justice Specialists and two office directors between 1993 and 1995. The perception of the pilot project staff was that the high GDC staff turnover rate contributed to low levels of monitoring and supporting the pilot project during the funding period.

Another obstacle to the project was ADE's difficulty in obtaining meaningful data from either the tribal justice system or the state juvenile justice system. The lack of data was not only on the types of youth involved in the system, but also on what laws and regulations apply to juveniles. There were "off and on reservation" issues that made the process more complicated.

The final obstacles mentioned by the interviewees were the procedures that had to be followed to receive the ET sub-grant. Although the other six ET projects received their funding in January 1994, the Positive Contact Program did not receive its funding until April 1994. The funding delay was caused because an Interagency Service Agreement had to be approved by the State Board of Education in order for ADE to receive an ET sub-grant from the GDC. This agreement was not finalized until April 1994. These extra steps required the original project timelines to be revised.

## **Future Plans**

Overall, ADE is committed to completing this project and making full and productive use of the handbook. In the future, the training component of the Positive Contact Program will be tied into existing programs such as the JOM program, parent/student groups, and "leadership camps." The handbook might be the first step in a larger process that involves the whole community in the juvenile justice system. In fact, the project staff hoped that the handbook will become the first volume in a series of manuals for the community. The project has received some informal but positive feedback from parents, teachers, and students who had been involved in the pilot project.

## **Project and Evaluation Summary**

A summary of the ADE project, including the objectives and activities and a summary of the evaluation measures and findings, are presented in Exhibit IV-4. Essentially, the Caliber evaluation team substantiated that the handbook was completed in draft form. ADE demonstrated a high level of commitment to complete the project as planned.

### **3.2 EMPACT-SPC: A Different Path Program**

EMPACT-SPC, a community-based behavioral health organization, developed A Different Path Program. The pilot project targets services to youth who are at high risk of becoming involved with the juvenile justice system because they have at least one immediate family member with a criminal history.

## **Sponsoring Organization**

EMPACT was founded as a suicide prevention center and has expanded to provide several counseling and prevention programs in Maricopa County. The mission of EMPACT is to aid youth, adults, families, businesses, and communities to experience healthy lifestyles. EMPACT fulfills its mission by providing a spectrum of comprehensive services, including:

- Individual, family, and group therapy
- Intensive crisis family counseling
- Chemical dependency interventions and treatment

- Psychiatric services
- 24-hour crisis line, mobile team
- Professional training services
- Employee assistance programs.

Services are provided by certified marriage and family therapists, counselors, social workers, and substance abuse counselors. EMPACT staff often work in tandem with

**EXHIBIT IV- 4**

<b>PROJECT NAME: American Indian Family Law Education: Positive Contact</b>	
<b>NARRATIVE DESCRIPTION :</b> Positive Contact is a law-related education program with the primary goal of increasing the Native American community's understanding of the juvenile justice system. It serves as an outreach mechanism for the juvenile justice system by creating an opportunity for the American Indian community to positively interact with the justice system. A total of 50 to 75 students and their parents should receive training in three workshop sessions (2 hrs/session). Program developers hope that the inclusion of juvenile justice system personnel will foster collaboration between the system and the community. The anticipated result is the prevention of delinquency among the targeted population of 10- to 15-year-old Native American middle school students.	
<b>OBJECTIVES/ACTIVITIES:</b>	<b>MEASURES/INDICATORS:</b>
<ul style="list-style-type: none"> <li>• Develop a culturally based, juvenile-parent/family handbook that will instill American Indian students and their families with a basic knowledge and understanding of the law and clarify their roles and responsibilities in relation to tribal, state, and federal systems <ul style="list-style-type: none"> <li>- Conduct research and modify existing materials for handbook development</li> <li>- Emphasize American Indian rights, contributions, and governance</li> <li>- Pilot the handbook and revise</li> </ul> </li> <li>• Use handbook to conduct training for American Indian communities <ul style="list-style-type: none"> <li>- Pre/post test training participants</li> <li>- Modify training as indicated</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Completed juvenile handbook</li> <li>• Number of training sessions</li> <li>• Number of training participants (students/parents)</li> <li>• Participants' and parents' increased knowledge and understanding of law (multiple systems), personal rights/responsibilities, and American Indian contributions</li> <li>• Increased utilization of social service and justice system related resources by community members</li> <li>• Increased capacity of school and justice system to provide prevention education to youth</li> </ul>

**EVALUATION ACTIONS:**

- In Spring 1994, the ADE project staff identified an independent evaluator whose expertise they intended to use to conduct process and outcome evaluations of the Positive Contact program. The Caliber evaluation team, however, has no information as to the status of the independent evaluation activities.
- The Caliber evaluation team conducted on-site interviews and observations:
  - The handbook was available in draft form
  - There was clear evidence of ADE's commitment to complete the handbook and conduct the training.
- Follow-up data collection (May 1995) suggests that the draft handbook is completed and being reviewed by juvenile justice system experts.
- IEU acknowledges that the project was off schedule; this resulted from staff turnovers and resource limitations.

schools, law enforcement organizations, religious groups, and civic organizations. EMPACT's central office is in Tempe, Arizona, with branch offices in Scottsdale, Mesa, Fountain Hills, Carefree, and West Phoenix.

EMPACT staff members were aware of the issue of DMC from their personal experiences with youth. The EMPACT staff reported perceiving that DMC is a problem in all metropolitan cities; what varies, according to these staff, is who is identified as a minority youth. When the ET sub-grant Request for Proposal (RFP) was released, the EMPACT staff identified opportunities to target and modify EMPACT program services to become a DMC intervention.

An EMPACT prevention specialist wrote the proposal for the ET sub-grant. Information from the principal of Mesa Vista Junior High School (MVJHS) was used to identify the target population. The school had wanted support services from EMPACT for a while; the opportunity to provide those services came through A Different Path.

### **Pilot Project Goals and Objectives**

EMPACT's DMC initiative, A Different Path Program, was designed to reduce the over-representation of minority youth in the juvenile justice system by focusing on the point of entry into the juvenile justice system. By offering prevention services, education services, and skills training, the program ultimately intended to reduce the number of delinquent acts committed by the high-risk, minority youth who participate in the program. With fewer delinquent acts being committed by this group, fewer minority youth would enter the juvenile justice system, and thus, over-representation of minority youth in the system might be reduced.

A Different Path was also designed to impact the other decision points further into the juvenile justice system. By educating youth and their parents about the juvenile justice system, the program would better equip minority families to understand the process, recognize individual and system biases, and exercise their rights and options.

A Different Path targets youth in the fifth through eighth grades at MVJHS. MVJHS is an alternative school that enrolls students who have been suspended from traditional school settings. More than one half of the student body is Hispanic. A disproportionate percentage of the student body has a parent who has been convicted of a felony, suggesting that these youth are at high risk for becoming juvenile offenders or future adult offenders. Thus, the youth at MVJHS "cried out for services."

According to the project plan, a total of 40 MVJHS students would be selected to participate in A Different Path Program. Participation was to be optional, but students would not be selected unless their parents agreed to participate as well. Each of the selected families would participate in the program for 6 months.

By design, students were to be referred to the program by a MVJHS team leader. Within 48-hours of referral, an EMPACT prevention specialist would conduct an initial assessment of the youth. Next, the prevention specialist would conduct a family needs assessment involving the youth and the youth's parents. Needs assessment findings would serve as the basis for developing case plans for the youth. Each case plan would be developed by the prevention specialist, with input from parents. Case plans may include referrals for individualized counseling for special needs, such as substance abuse, and linkages to other youth-oriented programs, including mentoring programs. Linkages would also be made with volunteer organizations, community-based behavioral health organizations, and community colleges. All case plans would include: peer counseling groups, parent support groups, and family counseling groups.

The formation of peer groups was planned so as to afford youth the opportunity to develop communication skills, peer refusal skills, problem-solving skills, and other pro-social skills. This curriculum would be communicated through role-playing, story telling, and alternative activities, including group sports and art therapy.

Parent groups were designed to help the participants improve life skills in general, particularly communication skills, parenting skills, and anger management. For example, parents would learn how to restore a proper balance of authority in the home following a period of incarceration. These meetings would also provide parents an opportunity to share feelings and concerns as well as provide feedback. In addition, the parent groups would serve to establish a resource of contacts that could be utilized by the participants long after the program ends.

In family groups, family members would have an additional opportunity to develop their communication skills. Members would also discuss family expectations, roles, and boundaries. In addition, family members would have an opportunity to express feelings related to the incarceration of one of its own. Through these processes, the family could identify its own strengths and use these strengths to change negative patterns of behavior.

With the aid of the prevention specialist, each of these group settings would also be utilized to educate participants on a range of important topics. These topics, most notably, would include cultural identity, discrimination, and the juvenile justice system.

### **Funding/Resources**

Arizona allotted their Phase II discretionary grant from OJJDP to fund the seven pilot projects. EMPACT received \$17,500 from these funds for its pilot project and provided an additional \$2,573 of its own funds to the pilot project. Thus, the total project resources were \$20,073.

### **Staffing and Facilities**

An EMPACT project director provided supervision for two project coordinators who provided the pilot project services. The project coordinators (.25 FTE each) were EMPACT prevention specialists. They provided direct intervention services, including initial assessments, life skills training, alternative prevention activities, counseling, record keeping, and establishing linkages with other agencies.

Only one prevention specialist provided services in the first 3 months of the project, and this person remained responsible for day-to-day project operations during the entire funding period. After 3 months, a female counselor was hired to work with the female students. She worked 3- to 6-hours per day, twice per week. Later, a Hispanic counselor was hired to counsel the Hispanic students. He worked a total of 3 hours per week. During the course of the pilot project, EMPACT provided extra staff, as needed, on an in-kind basis.

All project activities took place at MVJHS. There was no transportation available to the pilot project; therefore, the counselors were unable to take the youth on camping trips or other extracurricular activities.

### **Pilot Project Activities**

EMPACT used the first few weeks of the funding period to refine their intervention. As mentioned previously, the original project plan was to provide services to youth whose parents were currently or previously incarcerated. During the implementation of the project, however, the project staff could not extract that information about parents from the confidential school records. Therefore, having an incarcerated parent was eliminated from the eligibility requirements.

The pilot project proceeded with providing counseling to youth who were referred by the school principal. The counselors conducted initial assessments within 48 hours of a referral. They spent approximately 4 hours per week providing: individual counseling, group counseling, life skills, anger management, and grief counseling. Peer groups were organized as a mechanism to explore cultural differences and similarities.

The parent support group and the family counseling group were scheduled to meet twice per week in the evenings. According to evaluation interviews, there was never a good response to the parenting support groups or the family counseling: there were never more than three parents in attendance. The counselors reported trying several options to increase parent attendance, such as requiring that parents attend a group before their suspended youth was allowed back into school. The counselors found that many of these parents had similarly poor school experiences in their own youth and did not feel that a counseling program would help their children.

When the counselors realized they were not going to succeed with the parenting groups, they focused their resources on the youth. They added an alternative life skills component, psycho-social dramas, and art and music therapy. Some counseling was held during class periods, so the teachers were also able to learn some skills for dealing with problem youth.

Sixty students received services during the funding period. The numbers fluctuated monthly due to youth being suspended from school. Two parents also received some counseling services through the pilot project.

EMPACT staff conducted an outcomes study of participants, administering pre- and post-test questions to youth on perceptions of self-concept and self-worth. The project staff, however, was unable to find any conclusive patterns in the data. These results could be attributed, in part, to the program being operational for only 4 months.

Later, a second evaluation effort was conducted based primarily on reports of youth behavior from juvenile probation officers and the MVJHS principal, together with a review of school records. The main findings of the analysis were: 15 percent decline in recidivism; 17 percent increase in school attendance; 12 percent decline in discipline referrals (i.e., suspensions or class transfers); and 7 percent decline in self-reports of gang activity. This analysis included data from all 60 clients served in the first year.

## **Facilitating Factors/Obstacles**

One factor that facilitated the operation of the project was that the counselors were able to develop a rapport with youth. The counselors reported that the youth in the program improved their school attendance and cooperation in group activities as the program developed. The youth in the program were willing to discuss personal issues and to express their feelings.

Another factor that contributed to the successful operation of the project was that the prevention specialist who wrote the proposal for the ET sub-grant had a personal dedication to the pilot project. He was able to successfully adapt A Different Path when the parent support and family counseling groups dissolved. He also employed several volunteers from Mesa Community College to serve as extra counseling resources and to provide role models for students at MVJHS.

One major obstacle to the success of the program was that, for the first 6-months, the majority of youth referred for counseling were Caucasian. Initially, the MVJHS principal referred youth with extreme problems to the project, without regard to ethnicity. As a result of some technical assistance from Community Research Associates and GDC, the MVJHS principal recognized that this project was to specifically target minority youth. After this consultation, the percentage of minority youth referred to the program increased. The population of youth served during the funding period was 43 percent Hispanic, 17 percent Native American, 10 percent African American, and 30 percent Caucasian.

Another barrier to the initial success of the project, according to EMPACT staff, was the fact that the teachers at MVJHS were reportedly uncomfortable with the project's in-classroom activities. For example, the teachers were unaccustomed to counselors being present in the classroom. Some of A Different Path's activities, such as the psycho-social dramas, were held during class periods. The class time was used to potentially benefit not only the youth in the program, but also the teachers and other youth in the classroom. Many teachers had not experienced this type of coordination among service providers and had difficulty adapting.

A final factor identified by EMPACT staff as contributing to project problems was the "lack of a good match" between one of the counselors and the project. Once this counselor was replaced, the project reportedly operated more smoothly.

## **Future Plans**

The ET sub-grant funds were scheduled to end in December 1994; however, several components of A Different Path survive. Thunderbirds, a local civic group, donated money to fund the Hispanic counselor at MVJHS through the end of the 1994-95 school year. EMPACT has also requested funds from this organization for a female counselor, but the request was still pending at the time of the evaluation.

MVJHS is scheduled to close at the end of the school year, but EMPACT is pursuing funds to continue the pilot project at another school. The Regional Behavioral Health Office has approached EMPACT about providing the family counseling component that was initially proposed for the ET sub-grant.

Once the project was implemented, it became apparent to the counselors that a mentoring program would be a useful component. Thus, a proposal has been submitted to the local United Way branch to establish a mentoring program to address DMC.

## **Project and Evaluation Summary**

A summary of the EMPACT project, including the objectives and activities, and a summary of the evaluation measures and plans, is presented in Exhibit IV-5 on the next page. As indicated, EMPACT conducted its own outcome evaluation. The Caliber contributions focused on the implementation process. Once the project took corrective action, in terms of its target population, staffing problems, and classroom interface, A Different Path appears to have been implemented according to plan. Also, early juvenile justice data suggest that the program is having a positive impact on recidivism, school attendance, and discipline problems.

### **3.3 Mothers Against Gangs: Apoyo Program**

AJJAC requested that Mothers Against Gangs (MAG), Inc., submit a proposal to develop a Phase II pilot project based on its reputation as a positive grass-roots organization in the community. Thus, MAG developed the *Apoyo* Program. *Apoyo*, Spanish for "support," is a program devoted to reducing the over-representation of Hispanic youth in the juvenile justice system through the provision of materials and training designed to support monolingual, Spanish-speaking families.

## **Sponsoring Organization**

MAG is a non-profit, grass-roots organization that is committed to the nurturing of human potential in individuals, organizations, and communities. The organization was founded in 1993 in response to the gang-related death of the founder's son. MAG has four main goals:

- Victims' Rights. MAG attends court hearings and testifies at the request of families. They also lobby for more effective laws to protect victims and their families.
- Youth Gang Prevention/Intervention. MAG provides education, counseling, peer groups, and referral to community services.
- Youth Conversion. MAG provides counseling and anger management for youth who have lost someone to violence.
- Community Outreach. MAG helps the community to empower itself in the fight against gangs and violence.

The *Apoyo* Program blends in with many of the organization's other activities with Hispanic youth and families. Since its inception, 100 to 150 monolingual, Spanish-speaking families have received services from MAG. The *Apoyo* Program will continue to target MAG's primary clientele, Hispanic youth and families in East and South Phoenix.

## **Pilot Project Goals and Objectives**

Language is a major barrier for many families to effectively interface with the juvenile justice system. Thus, the major goal of MAG's *Apoyo* Program is to make monolingual, Spanish-speaking parents more effective advocates for their children in the juvenile justice system. To empower these parents, MAG was to develop:

- A set of Spanish language guide materials to teach monolingual families how the juvenile justice system is structured, what options are available at key decision points, and how to effect a positive outcome
- A training model that will include a technical resource team, a technical assistance resource manual, and a training guide
- A cadre of volunteer parents within Hispanic communities who will serve as advocates and trainers for monolingual, Spanish-speaking families.

Once the manual was completed, MAG would disseminate the resource manual to local, community-based organizations. MAG would then provide training to bilingual, Spanish-speaking parent volunteers who, in turn, would train monolingual, Spanish-speaking parents of youth involved in the juvenile justice system as well as the youth themselves. MAG anticipates that these trained, monolingual Spanish-speaking parents would then train other parents who face the same barriers of language and ignorance inside the juvenile justice system.

## EXHIBIT IV- 5

**PROJECT NAME: EMPACT-SPC: A Different Path Program**

**NARRATIVE DESCRIPTION :** A Different Path Program is designed to prevent the incarceration of participant youth. The program targets youth in the 5th through 8th grades at Mesa Vista Junior High School, especially those who have currently or formerly incarcerated parents. Many students were referred to the school by the juvenile court because of school behavior problems and/or truancy; all are at high risk for justice system involvement. Most students are Hispanic. Referrals for individual counseling will be available. The program will provide counseling services to students and their families, provide alternative preventions programs, and work to link families with the appropriate support services available in the community.

**OBJECTIVES/ACTIVITIES:**

- Educate participant youth about cultural identity issues and their personal and societal consequences:
  - All youth discuss incarceration, inter-generational effects, and reconciliation plans with parents
  - All youth discuss cultural barriers to accessing system resources with prevention specialist
  - All youth have opportunity to participate in community activities and access community services
- Conduct peer and/or family group counseling to enhance life skills, problem solving, school performance, communication with parents and peer group
- Conduct parent group meetings (twice monthly) and link family to appropriate social services
- Direct youth to EMPACT's alternative prevention programs

**MEASURES/INDICATORS:**

- Number of participant youth (90% goal) without delinquent contacts within 6 months of program completion
- Number of participant youth (90% goal) without justice system contact within 12 months of program completion
- Number of participant youth (90% goal) with increased knowledge of the justice system
- Increased utilization of community services and recreational opportunities
- Number of youth participating in identified alternative prevention programs
- Number of participant youth (95% goal) learning effective communication skills
- Number of participant youth (95% goal) with improved school performance upon program completion
- Number of participant youth (95% goal) with improved school performance 6 months after program completion

**EVALUATION ACTIONS:**

- Project staff administered pre- and post-tests of participant self-concepts.
- Evaluation measures desired by the project staff are indicated in the application, along with data sources for each measure.
- EMPACT would like to conduct a 5-year longitudinal outcome study on participating youth.
- Caliber evaluators focused on implementation process, identifying operational supports and barriers; evaluation included on-site interviews and observations as well as document reviews.

## **Funding/Resources**

Since MAG was not awarded its grant through the competitive process that selected the other pilot projects, the funding for the *Apoyo* Program was from the State's OJJDP Title II funds. MAG was awarded \$15,000 from an original request of \$24,000. The reduced funding level contributed to MAG having to rely on volunteers, instead of paid staff members, to do some project tasks.

## **Staffing and Facilities**

Staffing was a serious issue for the operation of the pilot project. While the *Apoyo* Program was managed by the president and CEO of MAG, a full-time staff member was to be hired to write and refine the project materials and to maintain all project documents. Three different individuals were hired for the position and worked on the *Apoyo* Program, but they all subsequently left MAG for better paying positions. One of these staff members remained a volunteer for MAG, however, and worked on the *Apoyo* Program one night a week. The *Apoyo* Program also received staff support from the County Attorney's Office and an Arizona State University professor to complete one task.

All *Apoyo* Program activities occurred at MAG headquarters, except for the community presentations. Local community organizations and schools provided the facilities at no cost for the *Apoyo* Program community presentations.

## **Pilot Project Activities**

The first staff person who worked on the *Apoyo* Program gave two presentations on the program to youth and families at public schools. Approximately 100 adults and youth attended these two presentations. *Apoyo* staff also met with the employees of the Maricopa County Attorney's Victim/Witness Advocate Office, community organizers, local law enforcement, and monolingual parents to discuss the *Apoyo* Program.

The *Apoyo* Program staff also received some training from the Maricopa County Attorney's Office. The training covered information about court procedures, victims' rights, and advocacy methods. The Victim/Witness Advocate Office also provided literature to be included in the manual. Based on their expertise and input, it was planned that the Maricopa County Attorney's Office would approve the final version of the text.

MAG received technical assistance on grant writing and manual development from GDC and Community Research Associates. Recommendations from this technical assistance were: (1) for MAG to contact the Pima Prevention Partnership because they were working on a videotape, partly in Spanish, about the juvenile justice system and (2) for MAG to contact the Phoenix Bar Association or a local Hispanic attorney so that pro-bono legal assistance might be secured.

In support of the *Apoyo* Program, focus groups were held on Spanish language resources, such as a parent questionnaire, which needed to be developed for the *Apoyo* Program. Staff members from the Maricopa County Attorney's Office and Arizona State University assisted with the analysis of the focus group data and incorporated those findings with input from staff at the juvenile detention center.

MAG held four meetings for volunteers interested in working on the *Apoyo* Program. One volunteer who was recruited translated a MAG intake instrument. This experience demonstrated, however, that it was difficult for bilingual volunteers to translate legal terminology into family-friendly prose.

At the time of the evaluation, the Spanish language manual and the training materials had not been finalized, although the manual was in draft form. Sections of the manual that had been developed included: community education, court advocacy, support services, and background information on MAG.

Since the manual and training materials had not been finalized, there had been no volunteer training at the time of the evaluation.

### **Facilitating Factors/Obstacles**

The biggest obstacle to implementing this pilot project was the lack of resources. Primarily due to the turnovers in MAG staff, this pilot project was not able to complete its manual by the end of its funding period. Additional staff, however, were hired in February 1995 to complete this project. With one staff member devoting one hundred percent of his/her time to the *Apoyo* Program, MAG estimated that the manual would be completed by August 1995.

MAG staff members were dedicated to the *Apoyo* Program. They realized that it would result in valuable information for the families of Hispanic youth involved in the

juvenile justice system. Despite the difficulties experienced operating the *Apoyo* Program, MAG staff were determined to complete this project.

### **Future Plans**

Once the manual is completed, it will be reviewed by the Maricopa County Attorney's Office and other local attorneys. Once the manual is finalized, volunteers will be trained to use the manual. They also plan to widely disseminate the manual.

MAG would like to translate every piece of its literature into Spanish. They would also like to see all the organizations that receive youth and family referrals from MAG have English and Spanish versions of their project materials.

### **Project and Evaluation Summary**

A summary of the MAG project, including the objectives and activities, and a summary of the evaluation measures, plans, and activities, is presented in Exhibit IV-6 on the next page. As shown, the *Apoyo* Program could not be formally evaluated due to its lack of completion. The implementation process review, however, identified a highly committed staff, a great deal of community-level activity in support of the project, and the completion of a draft manual.

### **3.4 Our Town Family Center: Minority Workshop Project**

To address the problem of minority youth over-representation in the juvenile justice system, Our Town Family Center developed the *Minority Workshop Project*.

#### **Sponsoring Organization**

Our Town Family Center, founded in 1978, is a non-profit organization that provides social services, including a 24-hour crisis hotline, a shelter for homeless adolescent females, long-term counseling, family preservation programs, mediation programs (divorce, peer, and community), transitional life-skills programs, school-based prevention programs, and parent education. Our Town also operates two OJJDP-funded programs, one for missing and runaway youth and another providing alternatives for curfew violations. Our Town's annual budget is approximately \$1.5 million.

## EXHIBIT IV-6

<b>PROJECT NAME:</b> Mothers Against Gangs: <i>Apoyo</i> Program	
<b>NARRATIVE DESCRIPTION:</b> The Mothers Against Gangs (MAG) organization is developing and implementing a program to improve and facilitate communication between monolingual (Spanish-speaking) families and the juvenile justice system. The Apoyo program will develop a training program, including written materials, to teach parents how to advocate for their justice system involved youth.	
<b>OBJECTIVES/ACTIVITIES:</b> <ul style="list-style-type: none"> <li>• To produce a guide, written in Spanish, for families to use when dealing with the juvenile justice system</li> <li>• To produce a training guide for use by the MAG Family Assistance Specialist to train a cadre of volunteer trainers to work within their communities to train monolingual parents</li> <li>• To disseminate manual and other materials to local community organizations</li> <li>• To train a Family Support Specialist in the use of the training model and materials</li> </ul>	<b>MEASURES/INDICATORS:</b> <ul style="list-style-type: none"> <li>• Family guide (in Spanish) to interact with the juvenile justice system</li> <li>• Completed training guide</li> <li>• Number of manual and other resource materials disseminated to local community-based organizations</li> <li>• Trained Family Support Specialist implementing the training model</li> <li>• Number of families utilizing training and resource materials</li> </ul>
<b>EVALUATION ACTIONS:</b> <ul style="list-style-type: none"> <li>• The Caliber evaluation team focused on conducting an implementation process review.</li> <li>• The evaluation team conducted on-site interviews and observations.</li> <li>• At the time of the on-site evaluation visit, the resource manual had not been completed; follow-up data collection confirmed the completion of a draft manual.</li> <li>• The Caliber evaluation team provided evaluation technical assistance to project staff to revise data collection forms to capture program outcomes.</li> </ul>	

## **Pilot Project Goals and Objectives**

The overarching goal of Our Town's Minority Workshop Project is to reduce the number of minority youth who are referred to, and detained by, the Pima County juvenile justice system. According to the plan, the program would achieve this goal by conducting youth and parent support groups. Youth support groups would be peer led; topics would include cultural pride as well as the juvenile justice system. Parent support groups would address similar topics as well as parenting skills.

To conduct the support groups, Our Town would:

- Develop four separate community sites within areas where there are high levels of juvenile court referrals
- Develop a network of community providers who will be made available to program participants
- Enlist local role models and juvenile justice system personnel to help conduct the support groups
- Recruit and train 15 to 20 minority community volunteers to conduct support groups, secure local presenters, and evaluate and adapt their own efforts.

To enhance the training, Our Town would also create a resource sheet, consisting of information about the network of community service providers.

## **Funding/Resources**

Arizona allotted its Phase II discretionary grant from OJJDP to fund the seven pilot projects. The Minority Workshop Project received \$9,000; Our Town provided a \$7,277 funding match for a total of \$16,277.

Our Town received assistance from several community organizations in Tucson. The Young Explorers School made referrals to the parenting courses and provided an instructional site. The Parks and Recreation Department and Parent Connections allowed the pilot project to use their facilities for instructional sites. Pima Prevention

Partnership (PPP) and the Urban League (UL) provided client referrals and steering committee members.

### **Staffing and Facilities**

Staffing included two parent education co-coordinators; these staff did not teach the parenting classes, but handled all of the administrative duties. Three instructors, one person from Court Appointed Special Advocates (CASA), one person from Our Town, and one member of the community, taught the parenting classes.

Approximately one fourth of the parent education coordinators' effort and resources were devoted to the Single Moms (SM) class, and three fourths of their effort and resources were devoted to the Effective Black Parenting (EBP) class.

### **Pilot Project Activities**

Once the grant was awarded, a steering committee was formed, comprising Our Town staff, the Department of Economic Security (DES), CASA, PPP, and UL. The steering committee recommended revising the original project proposal when Our Town received only one-third of the funding that was requested. It was decided that the most effective way to have an impact on the issue of DMC and also draw upon Our Town's organizational knowledge of parent education was to conduct parenting groups based on an established curriculum.

Therefore, the focus of the project shifted from recruiting volunteers and building a network of community providers to providing tested parent education curriculums to low-income and minority parents. CASA had previously approached Our Town about facilitating the EBP curriculum but Our Town was not able to offer the course until they received the ET sub-grant. SM had been offered by Our Town for one-and-a-half years before the ET sub-grant was received and thus had an experienced instructor and materials.

During the operation of the program, the parent education coordinators identified the EBP curriculum, supported the instructors, took class enrollments, worked with the DES referrals (i.e., notified caseworkers of client attendance), made books available, advertised for the training, and arranged for client child care.

EBP was a 6-week course that provided 18-hours of instructional time; the course was offered three times during the funding period. The target population for

EBP was African American parents, or anyone raising an African American youth. EBP served approximately 10 people per class. It served a total of 30 people during the funding period. EBP served mostly African American parents, but also one Hispanic and one Asian parent. One class was provided to train people to facilitate the EBP course in the community; this course included 20-hours of instruction. Each person trained in EBP then had to teach one, 6-week EBP course in the community.

SM was a 4-week class that provided 8 hours of total instruction time; the course was offered four times during the funding period. The target population for SM was any single mom, with no ethnicity requirements. About one half of the women enrolled in SM were African American, the other half were Anglo; very few Hispanic women attended. The ethnicity of the clients for SM was questioned by a supervisor, but it was felt that being raised by a single mom was a risk factor for a youth, regardless of ethnicity.

DES referred clients to both the EBP and SM courses. DES referred its clients not because it was interested in over-representation in the juvenile justice system, but because it was interested in over-representation of minority youth in the foster care system. For some parents, the course was part of their plan to regain custody of their children. DES supported their clients who attended the EBP class by providing child care and books, but did not provide support for clients who attended the SM class.

Project staff felt that both curriculums were sorely needed in the community and should have been available to more parents, at more sites, and with greater frequency. Our Town Staff believed that the EBP curriculum was a strong one and could have had an impact on families in helping them seek new discipline techniques. Bringing together African American parents and single moms in workshops that address their needs affected not only the parenting of their children, but hopefully, the next generation of parents.

One of the EBP cycles was undersubscribed. In response, a meeting was held with the Tucson Urban League to generate greater community support for the program. A CASA coordinator, a DES program manager, a staff member from PPP, and staff from the Tucson Urban League met to discuss strategies to get parents to the EBP workshops. They discussed the possibility of pooling their resources and agreed to form a steering committee to advertise the EBP course in the African American community.

Class evaluations were completed, but they were not formally analyzed. One single mother stated that she met another single mother at a class, and now they support each other and no longer feel so isolated.

### **Facilitating Factors/Obstacles**

One factor that facilitated the operation of the classes was that EBP and SM used established curriculums that worked well with the parents. The curriculum was easy for the instructors to follow, and it was presented without significant modifications.

Another factor that made the project successful was that Our Town had experience in parent education and was able to use its established relationships in the community. These strong relationships were useful in finding training sites and advertising the classes.

One obstacle to the operation of the program was that there were no sanctions for people who did not attend the classes. The project staff made follow-up telephone calls to parents who missed classes, reminding them of the class times and dates and, where appropriate, DES caseworkers were notified of "no-shows." Even DES was unable to sanction parents who were required to complete the class as a requirement for returning children from foster care. The project organizers stated that many of the parents in these classes have stresses and instability in their lives and are not able to "hear" what is taught in a parenting class.

Another obstacle was the race/ethnicity of EBP class organizers. The two Anglo women lacked credibility within the minority communities.

A final obstacle identified by the evaluation was the time factor. It often takes a few years to get a community education class going; the first year of a class is often just community building. Grass-roots efforts take time. Our Town decided to do as much as they could on the issue in light of the limitations. They felt that to keep youth out of the juvenile justice system, parent education needs to be part of the solution.

### **Future Plans**

According to project staff, the community must decide its level of commitment in future parent education classes. All of the attendees of the EBP "train the trainers" are scheduled to conduct at least one EBP class. After those classes, the project staff do

not know how often EBP will be offered. The future of the SM class is more certain since this class has been and will continue to be part of Our Town services.

### **Project and Evaluation Summary**

A summary of the Our Town project, including objectives and planned activities, and a summary of the evaluation measures and actions, is presented in Exhibit IV-7 on the next page. The Caliber evaluation team again focused on the implementation of the project.

Although the Our Town project was funded at one third of its original request and therefore had to be considerably scaled back, staff and participants reported that much had been achieved. For example, at the completion of the EBP sessions, eight participants signed up to attend a 6 hour "Train the Trainer" Workshop. At the completion of that training, seven participants signed contracts, each to facilitate a 6 week session of Effective Black Parenting in Pima County.

### **3.5 Pima Prevention Partnership: Equal Treatment Project**

The Pima Prevention Partnership (PPP) implemented the Equal Treatment Project, a series of strategies to reduce the over-representation of minority youth in the juvenile justice system within Tucson, Arizona.

#### **Sponsoring Organization**

The Pima Prevention Partnership was established in 1989 and incorporated in 1991. A primary function is the operation of a 5-year demonstration grant from the Center for Substance Abuse Prevention (CSAP) to address factors causing alcohol and other drug abuse in the community. The organizational philosophy is that "we do with the community, not for the community."

The PPP supported the Phase I research activities in Pima County; its staff members served as planners, focus group facilitators, and community forum facilitators. They were disappointed, however, with the Phase I report because they believed that it did not reflect a system-level approach.

#### **Pilot Project Goals and Objectives**

A group of "project partners" from the Tucson Police Department, Pima County Juvenile Court, Pima County Sheriffs Department, Pima County Attorney's Office, and Pima County Pretrial Services formed a committee with PPP and agreed on an approach for the pilot project. PPP staff believed that the most important reason for

**EXHIBIT IV-7**

<b>PROJECT NAME:</b> Our Town Family Center: Minority Workshop Project	
<b>NARRATIVE DESCRIPTION:</b> The OUR TOWN Family Center of Tucson developed the Minority Workshop Project to reduce the number of minority youth referred and detained by the Pima County Juvenile Court. The project was to provide community-wide, culturally relevant parenting and youth culture groups to assist families in developing parenting and youth cultural support skills. To support this plan, Our Town requested \$27,277. When they were only granted \$9,000, Our Town and AJJAC agreed that the agency would focus on Effective Black Parenting and Parenting for Single Moms workshops.	
<b>OBJECTIVES/ACTIVITIES:</b>	<b>MEASURES/INDICATORS:</b>
<ul style="list-style-type: none"> <li>• Recruit, train staff and volunteers</li> <li>• Identify Effective Black Parenting (EBP) curriculum</li> <li>• Provide 18 hours EBP, three times per year</li> <li>• Provide 8 hours Single Moms (SM), four times per year</li> <li>• Receive DES referrals</li> <li>• Track participants</li> <li>• Interface with community</li> </ul>	<ul style="list-style-type: none"> <li>• Number of staff, volunteers, recruited, trained</li> <li>• Evidence of EBP curriculum</li> <li>• Number of EBP class hours; number of cycles</li> <li>• Number of SM class hours; number of cycles</li> <li>• Number of DES referrals</li> <li>• Number of participants</li> <li>• Hour/type of community interface</li> </ul>
<b>EVALUATION ACTIONS:</b>	
<ul style="list-style-type: none"> <li>• Originally the Caliber evaluation team was to provide technical assistance to Our Town to develop and collect data.</li> <li>• With the revised Our Town plan, Caliber focused on the materials listed below:             <ul style="list-style-type: none"> <li>- Staff (three existing) and parent volunteers (two) recruited and trained</li> <li>- EBP curriculum established</li> <li>- 36 hours of EBP class provided</li> <li>- 26 hours of SM class provided</li> <li>- Participants tracked, including DES referrals</li> <li>- Community meetings held to resolve EBP issues, future plans.</li> </ul> </li> </ul>	

doing the project was to give PPP some leverage with relevant, local institutions—by working on this minor, short-term project, they could begin to build long-term relationships with and between the agencies and communities that are involved or should be involved with addressing juvenile delinquency.

PPP's Equal Treatment Project seeks to reduce overrepresentation of minority youth in the juvenile justice system by: (1) improving the ability of minority parents to advocate for their children within the juvenile justice system; (2) increasing the sensitivity and knowledge of juvenile justice workers regarding multicultural issues; and (3) promoting equitable and effective relationships between juvenile justice system agencies and all community groups. The project was designed to serve local juvenile justice system workers as well as all minority groups in Tucson.

PPP's plan included a coordinated, two-track program involving diversity training and parent and community education. The two-track program included three components. Planned activities and project partners are described below for each of the three components.

**Establish a community outreach work group.** PPP would help establish a Community Outreach Work Group at Pima Juvenile Court Center (PJCC). PPP would train the work group in applying planning and evaluation tools to identify the role of the Juvenile Court in maintaining a disproportionate representation of minority youth in the juvenile justice system. PPP would assist the work group to develop a 10-minute informational videotape on the juvenile justice system. The videotapes would present information on court procedures, legal options, and available community services. The videotape would be played continuously in the lobby of the court center as well as at other appropriate public locations.

**Develop cultural sensitivity training.** PPP and representatives from all project partners would form a curriculum committee to "personalize and localize" a 3-day Multicultural Leadership Curriculum developed by CSAP. This curriculum concerns cultural differences, similarities, and perceptions; strategies for responding to cultural insensitivity; and communication, decision-making, and conflict resolution skills development. PPP would also sponsor one, 2-day training-for-trainers from each project partner organization. Finally, PPP would provide ongoing technical support as each of the partner agencies implements diversity training within its own organization. This technical support would consist of assistance with training delivery and evaluation of participant skill acquisition.



**Host five community forums.** PPP would coordinate five community forums in neighborhoods with high concentrations of minority youth who are involved in the juvenile justice system. The Equal Treatment Project partners would coordinate with Youth A.I.D., a grass-roots neighborhood organization, to educate parents and other participants on the juvenile justice system, to promote communication, conflict resolution, and other skills development, and to impart information on new initiatives to reform the juvenile justice.

### **Funding/Resources**

Arizona allotted its Phase II discretionary grant from OJJDP to fund the seven pilot projects. The Equal Treatment Program received \$22,500. PPP also utilized some drug prevention resources for this project, since drug abuse is often a major cause of minority youth being involved with the juvenile justice system. The total project cost was \$50,000; approximately one half of the funds were provided by PPP and the other project partners.

### **Staffing/Facilities/Pilot Project Capacity**

The project director (.15 FTE) and the project administrator (.25 FTE) were part-time and also provided in-kind service to the pilot project; their time was charged to the ET sub-grant.

PPP used a team approach to staffing the pilot project and used its staff when and where it was necessary. PPP would sometimes convene staff meetings to discuss issues involving the pilot project. Community organizations and the project partners supplied the facilities for the community forums and the law enforcement training.

### **Pilot Project Activities**

PPP provided technical support and assistance to the Equitable Treatment Project in: strategic planning, community development, broad-based programming and multi-disciplinary teamwork, program operations support, and program monitoring and evaluation. The following paragraphs describe project activities in the main areas outlined in the project plan.

**Establish a community outreach working group.** This group was named the "Intercultural Relations Workshop." It was primarily composed of Hispanic and African

American staff members from the Pima County Juvenile Court. PPP provided training and technical assistance to the working group to conduct community outreach about the juvenile justice system in minority areas. The outreach was still in the planning stages by the end of the sub-grant period.

Pima County Juvenile Court agreed to utilize the services of the intercultural relations workshop to assist with future planning and the selection of a coordinator of the new Juvenile Court Citizen Advisory Group. This group will serve as a "board of directors" for juvenile court. Their role will be to develop policies and procedures that are more sensitive to, and more inclusive of, the needs of minority families.

**Develop/produce a 10-minute informational videotape.** Instead of the planned 10-minute videotape, a 12-minute videotape was produced that provides 6 minutes of information in English and 6 minutes of information in Spanish. The videotape covers court procedures, legal options, and available community services. The videotape was developed in consultation with the Pima County Juvenile Court and the Pima County Attorney's Office. Before the final version was produced, the videotape was critiqued by a class of middle school students; their suggestions were incorporated into the final product.

The videotape became available in July 1994. It was looped for continuous showing in the waiting room of the Pima County Juvenile Court. Copies of the videotape were also presented to: (1) the Chicago Advocate Youth Organizations; (2) Luz Family Services; (3) Pima County Juvenile Court Center (PJCC) Training Officer; (4) PJCC Public Information Officer; (5) PJCC Librarian; (6) Coronado Behavioral Health; (7) Godfather's Mentoring Program; (8) Pima Youth Partnership; and (9) PJCC Delinquency Prevention Coordinator. There are others still slated to receive the videotape, including the Tucson Urban League, Nosotros, Diocese of Tucson, and the Alliance of African American Ministers. The videotape, however, was still not being shown in the juvenile court by the end of the grant period, due to space limitations.

**Host five community forums.** These forums were intended to continue the dialogue from the state-sponsored Phase I community forums. PPP staff had to facilitate the forums because the Youth A.I.D. group, the original facilitator, disbanded. The five forums allowed the project partners and community members to further discuss the relevant issues that contribute to DMC and work toward possible solutions utilizing community input.

Four of the five forums were held in April 1994, and the final one was held in September 1994. To advertise the community forums, PPP distributed 7,000 handbills, obtained media coverage from KOVA-TV and the *Tucson Citizen*, and prepared press releases. Forums were held in conjunction with other minority-oriented events. All of the project partners participated in the community forums.

Each forum was conducted for at least 2 hours with time made available for community participants to ask questions and make comments. At the forums, each project partner presented highlights regarding their initiatives to decrease the over-representation of minority youth in the juvenile justice system:

- **Juvenile Court** discussed the availability of the bilingual videotape for youth and their parents about Juvenile Court procedures. The court also discussed having the citizens' advisory committee serve as "board of directors" for the Juvenile Court.
- **The Pima County Attorney's Office** presented plans for restructuring the juvenile court system so that neighborhoods would be more in control of youth who enter the juvenile justice system.
- **The Tucson Police Department** and the **Pima County Sheriffs's Department** spoke about their ongoing commitment to incorporate cultural sensitivity for both their officers and non-commissioned personnel, since they serve as the gateway into the juvenile justice system.
- **Pre-trial Services** agreed to upgrade their staff training in cultural sensitivity by participating in PPP-sponsored trainings.

The forums gave the public and the Equal Treatment project a "renewed sense of direction" and some new ideas. Forum attendance, however, was low. It ranged from 15 to 50 people with an average of 25.

**Create cultural sensitivity curriculum and training.** PPP worked with the Tucson Police Department, the Pima County Sheriff's Department, and the Juvenile Court staff to develop an appropriate cultural sensitivity training curriculum. Each of these entities worked independently with PPP to develop training that could be implemented by the organization's trainers. PPP will continue to provide ongoing support and technical assistance in this area.

The Tucson Police Department's Training Division identified a curriculum committee for the Equal Treatment Project. The curriculum committee developed a 4-hour training based on a CSAP multicultural leadership training curriculum. A total of 1,000 sworn and non-sworn members of the Tucson Police Department received training during the grant period. PPP developed a "training for trainers" curriculum to assist Tucson Police Department trainers in the future.

PPP also conducted a four-hour cultural diversity "training of trainers" with the Pima County Sheriffs Department. After this session, several members of the Sheriffs Department worked with PPP to determine how to apply this training to the particular training needs of their staff.

In February 1995, Juvenile Court staff participated in a two and a half day training with the African American community that identified issues and concerns and planned projects related to the disproportionate representation of minority youth in the juvenile justice system. PPP sponsored the Institute of African American Mobilization training that provided a curriculum for organizations to train their staff in cultural sensitivity issues.

### **Facilitating Factors/Obstacles**

One factor which facilitated implementation of the project was the commitment by PPP, the project partners, and the community. PPP staff reported high levels of commitment to the project. ("We were rabid.") Since PPP looked at this as the first step in a long-term process, the organization was committed to the project's success. The project partners were also very committed and active participants in the community forums and curriculum development. Also, the community had some preparation for dealing with DMC due to their participation in the State-sponsored Phase I community forums.

One obstacle to this project, reported by PPP staff, was the low level of commitment and leadership by Arizona State government. The project staff perceived that State leadership lacked a systematic approach to problem solving. The Phase I report was perceived as not strategically addressing the issue. PPP staff believed that the Phase II pilot projects, with small target populations, would not affect any of the systemic issues that contribute to DMC. Also, PPP staff felt that the pilot projects were isolated because the state DMC staff made no attempt to convene grantee meetings or forums.

The perceived lack of a systematic approach to solving DMC carried through to the local juvenile justice and social service delivery community. The project staff described the system of youth agencies in Tucson as being unwilling to "make peace" across agencies for the benefit of youth. The reported infighting and power struggles were perceived as contributing to systematic barriers which increase DMC.

A final obstacle to this project, reported by PPP staff, was that there was no "room" in any of the juvenile justice organizations for DMC. The majority of government and youth service staff are overworked and DMC became yet another duty as well as a low priority.

## **Future Plans**

The pilot project began the building of relationships among local juvenile justice institutions and one result was the development of Teen Court. Teen Court, which has been successfully implemented in other jurisdictions, was developed as an option for first-time offenders. Instead of a youth's case proceeding through the juvenile justice system, a youth can be diverted to Teen Court. There, the case is tried by teen "attorneys" and a teen "jury" before a Juvenile Court judge. The jury decisions include performing a range of community service activities or serving on another youth's Teen Court case. Teen Court expects to try 300 cases in nine months in 1995, 900 cases in 1996, and 2,700 cases in 1997. The Pima County Attorney's Office contributed \$15,000; the Tucson Police Department contributed \$7,000; the Sheriffs Department contributed \$5,000; and the Juvenile Court has donated \$40,000 over two years to fund Teen Court. Teen court defendants, however, are not selected with consideration of race.

## **Project and Evaluation Summary**

A summary of the Equal Treatment Project, including objectives and activities, and a summary of the evaluation measures and findings, are presented in Exhibit IV-8 on the next page. The evaluation found that the Equal Treatment Project's planned activities were satisfactorily implemented and completed. Further, this project attempted to develop and implement interventions to affect systemic causes of DMC.

Despite ongoing tensions and local politics, which appear to aggravate systemic barriers, among juvenile justice and other youth-serving agencies, it appears that this project may have a lasting impact on DMC and youth services through the cultural sensitivity training and Teen Court.

### **3.6 Pinal Hispanic Council: Project *Esperanza***

To address the Phase I research findings, the Pinal Hispanic Council developed Project *Esperanza* (Project Hope), a juvenile delinquency diversion program. This

## EXHIBIT IV-8

<b>PROJECT NAME:</b> Pima Prevention Partnership: Equal Treatment Project	
<b>NARRATIVE DESCRIPTION:</b> The Pima Prevention Partnership (PPP) was awarded a grant to cooperate with the Pima County Attorney's Office, Juvenile Court, Sheriff's Department, Tucson Police Department, and Superior Court Pretrial Services to conduct the Equal Treatment Project. The Equal Treatment Project focuses on parent and community education and diversity training. The overall goal is to reduce the overrepresentation of minority youth in Tucson's juvenile justice system through training parents to effectively advocate for their children and increasing the cultural sensitivity of juvenile justice system personnel. This project targets the front-end decision points in the system, law enforcement contact, and intake.	
<p><b>OBJECTIVES/ACTIVITIES:</b></p> <ul style="list-style-type: none"> <li>• Establish a 5-member Community Outreach Work Group which will produce a 10 minute information video about court procedures, legal options, and available community services</li> <li>• Develop a cultural sensitivity curriculum to train juvenile justice system personnel             <ul style="list-style-type: none"> <li>- Use 3-day Multicultural Leadership Curriculum created by the US Center for Substance Abuse</li> <li>- Conduct 2-day training session for trainers</li> <li>- Provide ongoing TA to agencies which adopt the sensitivity training</li> </ul> </li> <li>• Continue community dialogue by conducting 5 additional community forums             <ul style="list-style-type: none"> <li>- Train 5 community volunteers (from Youth A.I.D.) to facilitate forums</li> <li>- Provide information about the juvenile justice system operations and reform initiatives, and promote communication and conflict resolution skills</li> </ul> </li> </ul>	<p><b>MEASURES/INDICATORS:</b></p> <ul style="list-style-type: none"> <li>• Completed informational video</li> <li>• Continuous screening of the video in appropriately targeted public centers</li> <li>• Completed cultural sensitivity curriculum</li> <li>• Completed training for trainers to deliver cultural sensitivity curriculum</li> <li>• Number of trained community forum facilitators</li> <li>• Number of community forums conducted</li> <li>• Increased cultural sensitivity among juvenile justice system personnel</li> <li>• Reduction in arrest rate of minority youth</li> <li>• Increased diversion of minority youth into social service programs</li> </ul>
<p><b>EVALUATION ACTIONS:</b></p> <ul style="list-style-type: none"> <li>• Originally, PPP planned to provide an independent evaluator, a function of a pre-existing grant.</li> <li>• The Caliber evaluation team focused on the project's implementation process and the extent to which project objectives were realized.</li> <li>• The evaluation measures were used to assess the project's achievement of objectives.</li> <li>• The evaluation found that all planned project activities were satisfactorily completed and it appears that the project may have a lasting effect through cultural sensitivity training and implementation of Teen Court.</li> </ul>	

project provides services to youth in Eloy, Arizona (population 7,000), a town in which 80 percent of the citizens are minorities, primarily Hispanics.

### **Sponsoring Organization**

The Pinal Hispanic Council is a grass-roots agency that provides advocacy, substance abuse services, education, and family preservation services. It has 23 staff members who work mostly in youth programming. The organization offers behavioral health services to a rural, tri-community area in Pinal County.

### **Pilot Project Goals and Objectives**

The major goal of Project *Esperanza* is to reduce the number of Eloy's minority youth referred to juvenile court or placed in a detention center. The program is intended to achieve this goal by impacting both the pre-arrest and arrest decision points in the juvenile justice system. Law enforcement officials refer arrested juveniles who qualify for the program. To qualify, youth must be between the ages of 10-16 and reside in Eloy. In addition, youth must have no prior arrests for serious offenses and be arrested for the first time for one of the following offenses:

- Truancy, runaway, or curfew violation
- DUI, marijuana possession, inhalant use, consumption of alcohol
- Trespassing, loitering, or disorderly conduct
- Larceny
- Simple assault
- Vandalism.

The offenses must be non-drug and non-gang offenses because the County Attorney wants to deal with drug and gang violations in his office.

Project *Esperanza* aims to divert at-risk and pre-arrest youth away from the juvenile justice system. Juvenile justice involvement for children of color appears to become a "fast track" for further justice system involvement. The Council planned a true diversionary program to steer minority youth away from the juvenile justice system. This program was intended to give police an alternative to arrest/probation when dealing with juveniles.

The program design consists of three stages. In the first stage, the pre-arrest stage, the Eloy High School would refer students manifesting pre-juvenile delinquency symptoms for screening and evaluation and provide early intervention services. During the second stage, the Eloy Police Department would contact the Pinal Hispanic Council and refer arrested youth to project services instead of making referrals to the juvenile probation department or detention center. The last stage of the project would involve follow-up and aftercare services.

The program duration is 90-days. The major program components are:

- Counseling sessions (family counseling and one-on-one counseling)
- Prevention activities, including field trips, sports, and workshops.

Other services include 24-hour emergency/crisis intervention and case management, including court advocacy, school advocacy, mediation, transportation, and job search assistance.

In addition, the program's clinical supervisor would conduct weekly support groups at the detention center with youth who did not qualify for the program. The support groups would emphasize life skills, including substance abuse education.

By providing early intervention services to such troubled youth and their families, Project *Esperanza* seeks to reduce the number of local minority youth who ultimately commit delinquent acts. Project *Esperanza* seeks to reduce the number of local minority youth who are referred to juvenile court or placed in a detention center in two ways: physically, by creating a new diversionary alternative; and therapeutically, by providing services to prevent youth participants from committing future delinquent acts.

## **Funding/Resources**

Arizona allotted their Phase II discretionary grant from OJJDP to fund the seven pilot projects. Project *Esperanza* received \$16,351 and the Pinal Hispanic Council contributed an additional \$15,853 for a total project budget of \$32,204.

## **Staffing/Facilities/Pilot Project Capacity**

An executive/project director, a deputy director/project administrator, a clinical supervisor, and the juvenile justice diversionary coordinator comprised the staff of this

pilot project. One new staff person was hired and served the project part-time; the other staff were part of the overall Pinal Hispanic Council and also served the project on a part-time basis.

The counseling was done on site at the Pinal Hispanic Council and field trips were held off site. The field trips are to provide youth with fun activities and also to provide an opportunity for youth to establish relationships with the counselors in a social setting.

### **Pilot Project Activities**

The pilot project started in January 1994 by developing the necessary internal and external structures. Other planning steps included developing the eligibility criteria, program forms, and agency agreements. Meetings were held with the Eloy Police Department, judges, and school officials about the purpose of this project. The program became operational in March 1994 with 10 referrals from the Eloy Police Department. The services provided included: counseling, case management, emergency/crisis intervention and prevention, alternative activities, and case management services such as school advocacy and mediation.

The Pinal Hispanic Council entered into formal agreements with the Pinal County Sheriff's Office and the City of Eloy Police Department to provide behavioral health services to first-time juvenile offenders suspected of committing a misdemeanor or status offense. The Pinal Hispanic Council also entered into formal agreements with both the Eloy Elementary School District and the Santa Cruz Valley Union High School to provide behavioral health services to juveniles who manifest pre-juvenile delinquency symptoms.

A youth proceeds through four main stages in the program: (1) a youth is stopped by the police or referred by the school; (2) the parent and youth agree to a referral; (3) a youth enrolls in the program the next day; and (4) if the program is not completed, then the youth is remanded to Probation. The program duration is 90-days.

A total of 48 youths were served by the project during the funding period. Of these youth, three-fourths were Hispanic (75%), over one-tenth (12%) were African American, and a small percentage (3%) were Native American. The remaining (10%) youth were Caucasian. Most youth (63%) were male.

The primary source of referrals was the school. Thirty-three youth or 69 percent of the total were referred by the schools. The remainder, 15 youth or 31 percent, were referred by the Eloy Police Department. Almost one half (48%) of the youth were involved in juvenile offenses prior to referral. The remainder (52%) were at risk of being involved.

Almost all of the youth successfully completed the program: 45 youth or 94 percent were successful completers. Two participants were re-arrested and the remaining youth moved away from the area.

Project *Esperanza* was invited to the 6th Annual National Native American Conference on Inhalant Abuse. The conference presentation described Project *Esperanza* and described how its model could be implemented to provide services to youth.

### **Facilitating Factors/Obstacles**

One factor that contributed to the successful operation of the project was that the pilot project staff was committed to the project. They believed in the DMC mandate and wanted to take advantage of the opportunity to contribute to reducing the problem. They also felt there was commitment in the GDC regarding issues of minority youth, and stated that GDC staff were helpful and supportive.

Another factor that facilitated the operation of the pilot project was that the Eloy Police Department was very supportive of the program. Moreover, the police did not feel that they were under attack from those concerned about DMC issues.

One problem encountered by the program was a lack eligible referrals. As this problem emerged, the project staff met with the Chief of Police to ensure that the police officers were keeping Project *Esperanza* in mind when dealing with first-time juvenile offenders that had committed a misdemeanor. Also many youth who were referred to the project were not first-time offenders. Ten percent of the referrals were from schools. Such referrals were for youth involved in school fights or who had other behavior problems.

### **Future Plans**

The project is able to continue due to additional grant money from various resources, although project services have been reduced. DMC, in general, is viewed

by the Pinal Hispanic Council as a political issue and the future of projects like Project *Esperanza* is dependent on political attitudes at the state and federal levels.

## **Project and Evaluation Summary**

A summary of Project *Esperanza*, including the objectives and activities, and a summary of the evaluation measures and actions, is presented in Exhibit IV-9 on the next page. The Caliber evaluation team substantiated that the project was implemented as planned. The evaluators also learned that, despite initial problems with the number of referrals, the project ultimately received 48 referrals, four less than the original plan. The problems with the number and type of referrals were addressed through inter-agency cooperation and community problem-solving.

### **3.7 Westside Social Services: Juvenile Diversion Program**

The Juvenile Diversion Program was in existence prior to the ET sub-grant. It was established by Westside Social Services, Inc., in response to problems of drug abuse and violence as well as the need for behavioral health services for at-risk youth. The project provided counseling and community resources to first time offenders and other at-risk youth, ages 12-18, who reside in Avondale, Goodyear, and surrounding areas of southwest Maricopa County. The program was originally funded from March to August 1993. The program was funded through the end of 1993 by the Salt River Project and a newly instituted program fee.

#### **Sponsoring Organization**

Westside's programs serve the communities located in Southwest Maricopa County. Westside employs 30 professional staff with treatment expertise in behavioral health counseling, family counseling, and in-home parenting skills training. Westside Social Service's total budget is \$1 million to \$1.5 million annually.

#### **Pilot Project Goals and Objectives**

The Juvenile Diversion Program is an 8-week counseling program that meets two evenings a week, for a total of 24 hours of counseling time. Counseling sessions rely heavily upon group discussion, group exercises, and role-playing. To complete the program, participants must also attend two community events. These events vary for each class, but have included Boys and Girls Club outings, parades, and meetings held by the Avondale Alliance Against Drugs.

The program's major goal is to reduce the number of youth referred to the juvenile justice system. Related goals are to improve the self-esteem levels of

## EXHIBIT IV-9

<b>PROJECT NAME: Pinal Hispanic Council: Project <i>Esperanza</i> Program</b>	
<p><b>NARRATIVE DESCRIPTION :</b> The Pinal Hispanic Council implemented a prevention and early intervention, community-based diversionary program for youth in Eloy, AZ. Project <i>Esperanza</i> is intended to reduce the number of Eloy's youth who are referred to juvenile count. The program was designed for up to 52 youth who are at-risk for committing delinquent behavior or are in the first stage of juvenile processing. Participants who are committed to the county detention center will continue to receive support services. A Diversion Coordinator was on-call 24 hours/day to intervene for arrested youth. This coordinator worked directly with the youth and their family to provide advocacy and social service referrals.</p>	
<p><b>OBJECTIVES/ACTIVITIES:</b></p> <ul style="list-style-type: none"> <li>• To cooperate with personnel in the local police department, high school, county detention center, City and County and Court to identify who participates</li>   <li>• To provide services to youth and their families :             <ul style="list-style-type: none"> <li>- Counseling</li> <li>- Case Management</li> <li>- Emergency/crisis intervention</li> <li>- Alternative youth activities</li> <li>- Weekly support groups for participant youths in detention</li> <li>- Follow-up and after-care services</li> </ul> </li> </ul>	<p><b>MEASURES/INDICATORS:</b></p> <ul style="list-style-type: none"> <li>• Number of program referrals</li>   <li>• Number of Court intakes</li>   <li>• Number of screenings/evaluations</li>   <li>• Level and type of services delivered (including follow-up and after-care)</li>   <li>• Number of participants with diminished drug use up to 12 months following program completion</li>   <li>• Rate of recidivism among detained youth up to 12 months following release</li> </ul>
<p><b>EVALUATION ACTIONS:</b></p> <ul style="list-style-type: none"> <li>• The Caliber evaluation focused on documenting project plans and project activities.</li>   <li>• On-site interviews and document reviews were conducted.</li>   <li>• The evaluators found that the project was implemented as planned.</li>   <li>• Insights were gained on community interactions for problem-solving.</li> </ul>	

participant youth, and to develop participants' skills—such as anger management—to help them avoid involvement with drugs, gangs, and the juvenile justice system.

Data indicated that, prior to the ET grant, the Juvenile Diversion Program was an effective intervention. Thus, the goal of the pilot project was to continue the current counseling component and also to enhance it with the development of a Youth Speaker's Bureau. The Speaker's Bureau would allow youth to express themselves in a healthy manner and also allow community members to understand their point of view. In combination, the counseling and the Speaker's Bureau would be a tool for empowering youth to empower the community.

The project plan was for each participating youth to receive six hours of training in public speaking. The first cohort of participant youth would develop a name and logo for the Youth Speaker's Bureau, and disseminate flyers to advertise their availability as speakers. Westside anticipated that speaking presentations would occur monthly at school events, at meetings of neighborhood groups, and at city council meetings.

### **Funding/Resources**

Arizona allotted their Phase II discretionary grant from OJJDP to fund the seven pilot projects. The Juvenile Diversion Program received \$9,000. The Salt River Project also contributed \$2,500 during 1995.

The pilot project used Westside's conference room for group sessions twice a week. The City of Avondale Social Services Department also provided meeting facilities to the pilot project on an in-kind basis. The pilot project conducted some of their activities through home-based intakes and follow-up.

### **Staffing and Facilities**

The pilot project had two staff members, the program director, and a volunteer who served as a secretary/receptionist for four months. In addition, a volunteer student from the University of Phoenix Counseling Program was used to co-facilitate a counseling group. A youth from the community was also hired as a group leader.

### **Pilot Project Activities**

Most referrals to the pilot project were made by the Juvenile Court and the schools. Juveniles arrested for a first offense misdemeanor were automatically referred to the Juvenile Diversion Program per an intergovernmental agreement between the City of Avondale and the Juvenile Court Center. The principal of Agura Fria High School sent a written notice to parents of students with behavioral problems when their youth were being referred to the Juvenile Diversion Program. A weekly notice also appeared in the local newspaper for parents to contact the agency for more information on the Juvenile Diversion Program.

The Youth Speaker's Bureau was developed and two formal presentations were given during the funding period.

An intake form was completed for each youth in the program. This information was compiled into a database which included: reason for referral, race, gender, age, school district, residence, and other information. A volunteer intern from Phoenix College (Education Department) conducted an evaluation of the project data that included a survey of past participants.

The follow-up data supports the conclusion that the pilot project positively affected its target population. Seventy-five percent of youth have not been arrested or suspended from school since being in the Juvenile Diversion Program. Seventy-five percent of youth reported they have not been involved in violence in the three months following their participation. Seventy-five percent of youth also reported they have not used drugs or alcohol since being in the program.

### **Facilitating Factors/Obstacles**

One factor that helped this project to gain acceptance, according to project staff, was that the community members were willing to take responsibility for their delinquent youth. Community members knew that this project would help to address the lack of interesting programs for youth in the community and the increased signs of graffiti and juvenile crime.

An obstacle to the operation of the pilot project was the time it took to get a formal agreement in place with the juvenile court system. The Juvenile Diversion Program could not require youth to remain in the program without the court paperwork in place.

Another obstacle was that Westside did not get the ET sub-grant funding at the level they originally requested. This reduced funding caused them to modify their project plans. For example, the mentoring component was not implemented because funding was not available.

## **Future Plans**

At the end of the sub-grant period, the Juvenile Diversion Program continued to provide services on a limited basis. Project leaders were seeking additional funding. There was a high-level of commitment from the project staff and the local Police Chief to continue the program. Although a formal plan was in place to continue the program, it had not been implemented at the time of the interview.

## **Project and Evaluation Summary**

A summary of the Juvenile Diversion Program, including the objectives and activities, and a summary of the evaluation measures and actions, is presented in Exhibit IV-10 on the next page. The Caliber evaluation team substantiated that the project was operating as planned with the exception that the mentoring component had been dropped due to lack of funding. The data collected by the project suggest that the project is successfully diverting most of the youth served and is successfully curtailing violent and/or substance abusing behaviors.

## EXHIBIT IV-10

**PROJECT NAME: Westside Social Services: Juvenile Diversion Program**

**NARRATIVE DESCRIPTION :** The Juvenile Diversion Program is an 8-week group counseling program for 12 to 18 year-old youth with family, school or legal problems. Automatic program referral is made for youth residing in Avondale, Goodyear, or Litchfield Park, per intergovernmental agreement between the City of Avondale and the Juvenile Court Center. The program's long-term goal is to reduce the number of youth referred to juvenile court in the communities of Avondale and Goodyear.

**OBJECTIVES/ACTIVITIES:**

- To improve self-esteem, family communication, anger management, and other skills which enable at-risk youth to avoid involvement with drugs, gangs, and the criminal justice system
- To provide 24 hours of counseling to improve communication skills, cultural awareness and behavior control
- To develop and conduct a "Youth Speakers Bureau" for participants to speak before neighborhood groups and city council meetings, etc.

**MEASURES/INDICATORS:**

- Number of participants without drug use, gang involvement, or juvenile system contact (at various points up to 12 months following program completion)
- Number of referrals
- Number of intakes
- Number of youth completing program
- Improvement in participants' life skills
- Establishment of a Youth Speakers Bureau
- Number of events including youth speakers
- Number of participants engaged in speakers bureau

**EVALUATION ACTIONS:**

- The Caliber evaluation focused on documenting project plans and project activities.
- On-site interviews and document reviews were conducted.
- The evaluation found that all components but the mentoring component were implemented as planned.
- Evidence suggests that this project is effective in diverting youth and curtailing violence and substance abuse.

**V. LESSONS LEARNED FROM THE  
ARIZONA DMC INITIATIVE**

## V. LESSONS LEARNED FROM THE ARIZONA DMC INITIATIVE

A primary objective of the Disproportionate Minority Confinement (DMC) initiative, sponsored by the Office of Juvenile and Delinquency Prevention (OJJDP), is to "test" various approaches to intervening and correcting DMC. These demonstrations or tests would then provide opportunities for other states and locales to learn from pilot state experiences. To this end, the evaluation of the Arizona initiative was structured to support the identification and documentation of lessons learned from the state and local efforts.

The purpose of this chapter is to present the thoughts and ideas of the evaluators and the state and local project staff as to the strengths and limitations of the Arizona DMC demonstration. The structure of the analysis of the evaluation findings was heavily influenced by the thoughts and analysis presented in the companion document by Feyerherm, W., *Disproportionate Minority Confinement: Lessons Learned from the Pilot State Experiences*.<sup>1</sup>

### 1. OVERVIEW

The OJJDP DMC demonstration was structured to encourage each pilot state to engage in the following problem identification and problem solving process:

- Assign organizational responsibility [step 1]
- Define disproportionate minority confinement using qualitative data and statistical techniques [step 2]
- Identify factors that contribute to DMC [step 3]
- Design interventions that are responsive to the root causes of/factors that contribute to DMC [step 4]
- Monitor the impact of the interventions on DMC [step 5]
- Recognize system effects of the DMC activity [step 6]

---

<sup>1</sup> Feyerherm, W., *Disproportionate Minority Confinement: Lessons Learned from the Pilot State Experiences*. Prepared for the Office of Juvenile Justice and Delinquency Prevention. April 1995.

During the DMC Phase I and Phase II time periods, the Arizona DMC demonstration completed all activities associated with the first four steps, listed above. There has been insufficient time, however, to monitor the impact of the demonstration on DMC or, for the pilot projects to have had an impact on DMC. Since the reduction of DMC within Arizona is the ultimate measure of a successful demonstration, the Arizona story is incomplete. The DMC project staff, as well as the evaluation, however, have identified early system effects of the DMC activities [step 6].

A schematic overview of the DMC process is provided in Exhibit V-1 on the next page. The "lessons learned" at each stage in the process are summarized in diagrams and described in the paragraphs below.

## **2. SPECIFICATION OF LESSONS LEARNED**

The following paragraphs describe the DMC process and corresponding lessons learned in more detail. The information is organized according to the following topics: (1) defining DMC; (2) designing and implementing the intervention; and (3) monitoring and analyzing DMC solutions.

### **2.1 Defining the DMC Problem**

The process of defining the extent of disproportionate confinement or minority youth involves both the collection and analysis of statistical data [step 2] and the identification of factors which contribute to DMC [step 3]. These two activities were conducted concurrently at the state and local levels during Phase I of Arizona's DMC project.

#### ***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 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."<sup>2</sup> This perspective is not always immediately obvious, particularly to representatives of the juvenile justice system. Therefore, Federal or state interventions may be warranted as state and/or local entities are in the

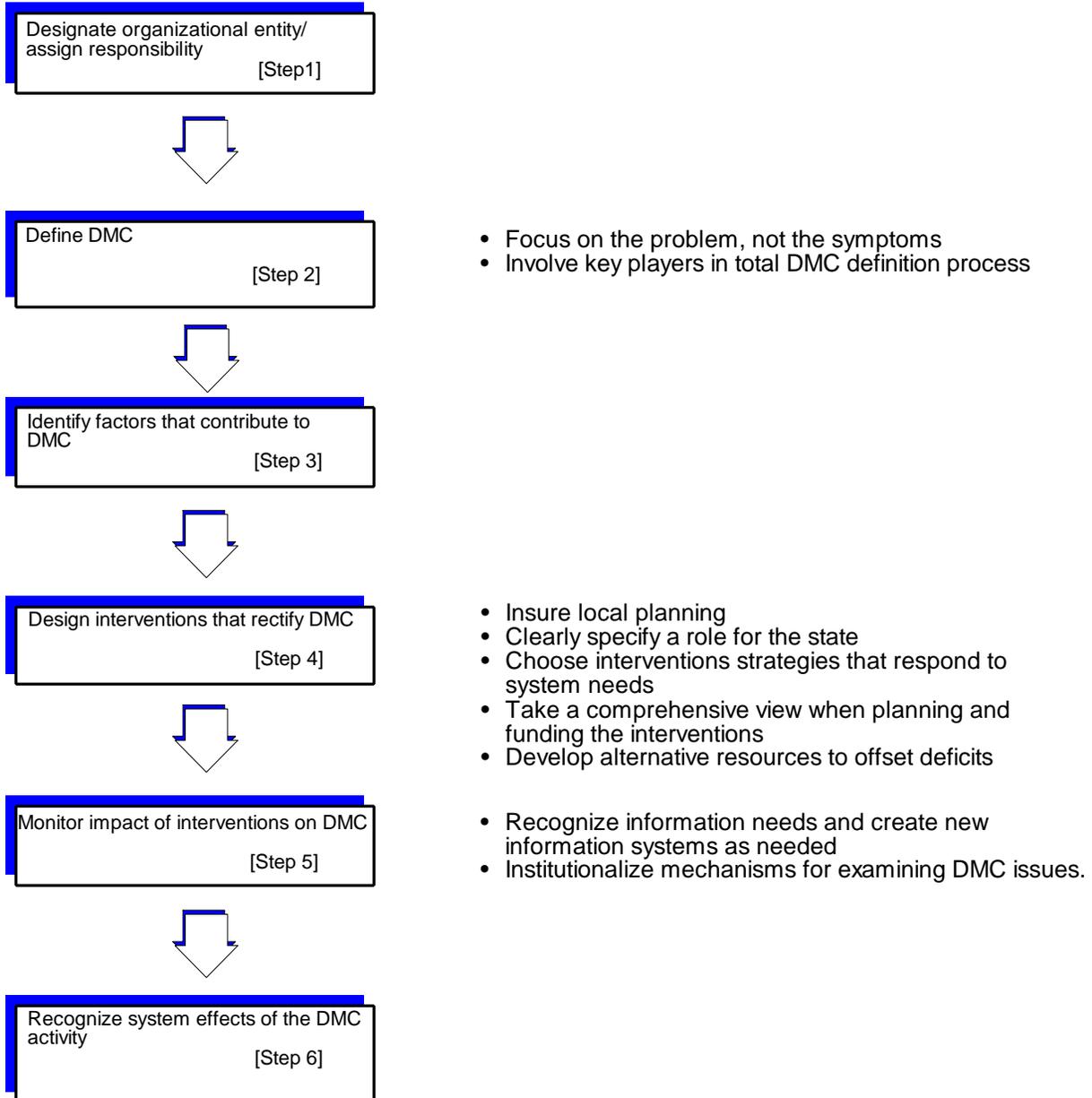
---

<sup>2</sup> Feyerherm, p.1.

# EXHIBIT V-1 OVERVIEW OF ARIZONA DMC PROCESS AND CORRESPONDING LESSONS LEARNED

## DMC PROCESS

## LESSONS LEARNED



initial stages of DMC problem definition. Under OJJDP auspices, sophisticated analysis tools and techniques have been developed which would greatly assist state and/or local policy-makers to "cut to the chase" of the DMC issue.<sup>3</sup>

### ***Involve Key Players in Total DMC Definition Process***

Local pilot project experiences in Arizona clearly demonstrated the value of involving the agency and community representatives in the total process of defining DMC, designing the interventions, and correcting the design during implementation. For example, the Pima Prevention Partnership project demonstrated the clearest understanding of DMC, its root causes, and the need for systematic change. Staff credited their full and active participation in the Phase I data gathering as contributing to their understanding and their interventions design. Similarly, the Pinal Hispanic Council was involved in Phase I and developed a responsive intervention in Phase II.

## **2.2 Designing and Implementing the DMC Intervention**

The Arizona DMC demonstration project provided several opportunities to learn from the experiences of the local projects or to substantiate lessons learned from the other pilot states. Lessons associated with the DMC interventions design and implementation are described below.

### ***Insure Local Planning***

The Arizona demonstration was based on the recognition that community involvement and "buy-in" are essential to DMC interventions planning. The nature of the DMC problem and its magnitude and causes varies across local jurisdictions. Therefore, the planning and interventions design and implementation must occur at the local level.

The experiences of the Arizona local pilot projects substantiate this understanding. The breadth of the interventions, themselves, and the extent to which the interventions were designed to respond to local conditions, is persuasive evidence of the wisdom of local involvement.

---

<sup>3</sup> Ibid, p.6-11

### ***Clearly Specify a Role for the State***

It is recommended that the state play a significant role in supporting local design and implementation efforts.<sup>4</sup> For example, state staff could usefully provide analytic and assessment support, review and revise related state policies and procedures, and monitor resources.

Based on the comments of Arizona pilot project staff, the state role during Phase II was inadequately defined and, therefore, unsatisfactorily carried out. According to the local perspective, the state primarily monitored the local grants. It would have been more helpful if the state had been able to overcome changes in staff, political climate, and committee membership to provide more proactive support to local pilot projects.

### ***Choose Intervention Strategies That Respond to System Needs***

When other youth-serving systems provide alternatives to juvenile justice system decisions, they may have a substantial impact on the operation of the juvenile justice system and the correction of DMC.<sup>5</sup> Several of the Arizona local pilot projects were designed based on this premise. The EMPACT-SPC, Pinal Hispanic Council and Westside Social Services diversion programs all functioned to provide alternatives to the juvenile justice system.

The effectiveness of the diversion approach cannot, yet, be clearly measured; however, locally collected data suggest that youth are indeed being diverted. The impact of these alternative services is likely to influence either the input of cases into the juvenile justice system or the fate of cases at an early stage in the justice system.

### ***Take a Comprehensive View When Planning and Funding the Interventions***

Overall, OJJDP's DMC demonstration has shown the importance of involving more persons and service systems than just the juvenile justice system. In sites where new programming was developed only in response to new OJJDP money, the results have been far less extensive and effective than when the planning extended to other resource and programming streams.<sup>6</sup> The importance of adopting a comprehensive view when planning and funding DMC interventions was clearly demonstrated by the

---

<sup>4</sup> Ibid, p. 11.

<sup>5</sup> Ibid, p. 9.

<sup>6</sup> Ibid, p. 12.

Arizona local pilot sites. Organizations which had multiple resource streams, such as the Prima Prevention Partnership and the Panel Hispanic Council, were better able to: (1) plan a more comprehensive approach; (2) identify substantial matching funds; (3) provide organizational back-up to the DMC intervention; and (4) plan to continue the interventions once the OJJDP "new" money was completed.

### ***Develop Alternative Resources to Offset Deficits***

Community-based organizations (CBOs) generally, and the Arizona pilot project sites in particular, are experts at creatively meeting resource deficits. Methods used by the Arizona projects included recruiting and training volunteer "labor" and aggressively seeking other funding sources. In these efforts, the Arizona pilot projects generated an enormous interest in problems of disproportionate minority confinement.

### **2.3 Monitoring and Institutionalizing The DMC Solution**

DMC must be monitored to assess the effectiveness of the DMC interventions and ensure that the problems of DMC are not being further aggregated. Moreover, it is incumbent upon the five pilot states, as well as other states, to institutionalize mechanisms to monitor and correct problems of DMC. Lessons associated with these requirements are described below.

### ***Recognize Information Needs and Create New Information Systems as Needed***

The OJJDP DMC project demonstrated information gaps within each of the five pilot states. None of the five states had an information system which was adequate for DMC assessment.<sup>7</sup> Arizona has, however, developed a plan to address their DMC-related information needs. A new, on-line, statewide juvenile justice information system will soon be implemented. Arizona's DMC leaders are assisting the implementation of the Juvenile On-line Tracking System (JOLTS). This system should ensure uniform data collection and the adequate capture of DMC-related information.

### ***Institutionalize Mechanisms for Examining DMC Issues***

At the time of the evaluation site visit (February 1995), and in contrast to the other four DMC pilot states, Arizona had not institutionalized mechanisms to continue

---

<sup>7</sup> Ibid, p. 18.

the assessment of DMC issues and develop responses. In fact, all state-level GOCstaff who had knowledge of and experience with the DMC initiative and the OJJDP DMC mandate were no longer associated with the Office. Further, the Juvenile Justice Specialist, with whom DMC responsibilities rest, was new to the position.

As described in Chapter III, however, state-level DMC planning and activities have since accelerated. The Arizona Juvenile Justice Advisory Committee (AJJAC) recently (May 1995) reconstituted the Minority Youth Issues Committee (MYIC) and regular meetings have resumed. MYIC now contains six AJJAC members as well as several community representatives—grass-roots DMC leaders from minority communities. Plans to establish a systemic approach to addressing DMC are being developed. Plans to institutionalize mechanisms for monitoring DMC are being implemented. As discussed previously, JOLTS should ensure the adequate capture of DMC-related information on a state-wide routine basis.

**APPENDIX A-  
GLOSSARY OF ACRONYMS**

**APPENDIX A  
GLOSSARY OF ACRONYMS**

ADE	-	Arizona Department of Education
AJJAC	-	Arizona Juvenile Justice Advisory Council
CASA	-	Court Appointed Special Advocates
CSAP	-	Center for Substance Abuse Prevention
EBP	-	Effective Black Parenting class
ET	-	Equitable Treatment of Minority Youth Project
DES	-	Department of Economic Security
DYTR	-	Department of Youth Treatment and Rehabilitation
DMC	-	Disproportionate Minority Confinement
GDC	-	Governor's Division for Children
IEU	-	Indian Education Unit (Arizona Department of Education)
JOLTS	-	Juvenile On-line Tracking System
JOM	-	Johnson-O'Malley program network
JJS	-	Juvenile Justice System
MAG	-	Mothers Against Gangs
MVJHS	-	Mesa Vista Junior High School
MYIC	-	Minority Youth Issues Committee
OJJDP	-	The Office of Juvenile Justice and Delinquency Prevention
PJCC	-	Pima County Juvenile Court Center
PPD	-	Phoenix Police Department
PPP	-	Pima Prevention Partnership
RFP	-	Request for Proposal
SAG	-	State Advisory Group
SM	-	Single Moms class
UL	-	Urban League

**APPENDIX B-  
STATE-LEVEL INTERVIEW GUIDE**

**DISPROPORTIONATE MINORITY CONFINEMENT (DMC) INITIATIVE  
ARIZONA**

**STATE-LEVEL INTERVIEW GUIDE**

NAME : \_\_\_\_\_ POSITION/TITLE : \_\_\_\_\_

LOCATION : \_\_\_\_\_ OFFICE : \_\_\_\_\_

DATE : \_\_\_\_\_ INTERVIEWER : \_\_\_\_\_

Introduction:

Good morning/afternoon.

Caliber Associates is a consulting firm located near Washington, D.C. specializing in the evaluation of social service programs. Caliber is currently under contract with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide evaluation services for the Governor's Office for Children, Equitable Treatment of Minority Youth Project.

Based on the data required for an evaluation of the Arizona initiative, interviews are being conducted with key personnel from the Governor's Office for Children about the Equitable Treatment of Minority Youth Project. We are here today to document the state-level approaches to remedy minority over-representation.

Do you have any questions before we begin?



4. What are your perceptions of factors that contribute to the problem of DMC?

5. What role do you think various levels of government should play to eliminate DMC?

- Federal

- State

- County

6. What were the major issues or problems that your organization wanted to address through the Equitable Treatment of Minority Youth Project (ET)?

- What/who were the sources of support of the Project?
  
  
  
  
  
  
  
  
  
  
  - What/who presented barriers to the Project?)
- 
- 
- 
- 
- 
- 
- 
- 
- 
- 
7. What was the level of coordination or cooperation within the state in developing/implementing the ET project?
  
  
  
  
  
  
  
  
  
  
  8. Among politicians, bureaucrats and others who do not support ET, what were their reasons and rationale?
  
  
  
  
  
  
  
  
  
  
  9. What were the total resources devoted to ET? (Trying to get at other non-federal contributions/sources of commitment).

10. What were the factors that facilitated the implementation and operation of the ET project?

11. What obstacles occurred when implementing and operating the ET project?

12. Please describe your data/information systems.

13. Do you think that the ET project impacted or affected the target population?

14. What have been the most important lessons learned from implementing and operating the ET project?

15. What is the level of commitment to continue the ET project?

- What/who are the sources of commitment?
- Are there any follow-up plans?
- How will Arizona monitor the remedies of DMC? Who will do what, when and where?

16. Do you have any final questions or comments?

This interview is now completed. Thank you very much for your time and assistance.

**APPENDIX C-**  
**PROJECT STAFF INTERVIEW GUIDE**

**DISPROPORTIONATE MINORITY CONFINEMENT (DMC) INITIATIVE  
ARIZONA**

**PROJECT STAFF INTERVIEW GUIDE**

NAME : \_\_\_\_\_

POSITION/TITLE : \_\_\_\_\_

LOCATION : \_\_\_\_\_

PROGRAM NAME : \_\_\_\_\_

DATE : \_\_\_\_\_

INTERVIEWER : \_\_\_\_\_

Introduction:

Good morning/afternoon.

Caliber Associates is a consulting firm located near Washington, D.C. specializing in the evaluation of social service programs. Caliber is currently under contract with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide evaluation services for the Governor's Office for Children, Equitable Treatment of Minority Youth Project.

Based on the data required for an evaluation of the Arizona initiative, interviews are being conducted with key personnel from each of the seven (7) organizations that received a subgrant from the Equitable Treatment of Minority Youth Project. We are here today to document the community-designed approaches to remedy minority overrepresentation implemented by this DMC program.

Do you have any questions before we begin?

**I. BACKGROUND ON DMC**

1. Please briefly describe your organization.

2. Please briefly describe your own job.

- Title

- Responsibilities

- Length of time in job

3. How did your organization first become aware of the Equitable Treatment of Minorities Project?

4. Are you aware of the initial data collection phase of the Equitable Treatment of Minority Youth Project?

- Were any of the initial data used when developing this DMC program?

5. How was the DMC grant proposal developed?

6. What were the major issues or problems that your organization wanted to address through this DMC program?

7. What was the level of coordination or cooperation with the state in developing/ implementing your DMC program?

**II. DEVELOPMENT AND IMPLEMENTATION OF DMC**

8. Please briefly describe what your role and responsibilities have been regarding the DMC program?

9. Please briefly describe your DMC program.

- Length of time in operation

- Program total costs

- Sources of funding

  - State

  - Others

- Target population

- Goals and objectives

- Services provided or functions of the DMC program

- Staffing levels

- Facilities used

- Current caseload

- DMC program capacity

10. What were the factors that facilitated the implementation and operation of the DMC program?

11. What obstacles occurred when implementing and operating the DMC program?

12. Please describe your data/information systems.

- Sources of data

- Type of data collected

- Where is data reported?

- Is there any DMC program data available for analysis?

### **III. EFFECTIVENESS/OUTCOMES OF THE DMC INITIATIVE**

13. Do you think that the DMC program impacted or affected the target population?

- Do you collect data that supports your conclusion?

14. Did the DMC program have other major impacts or benefits?

15. What have been the most important lessons learned from implementing and operating the DMC program?

#### **IV. FUTURE PLANS ON DMC**

16. What is the level of commitment to continue the DMC program?

- Are there any follow-up plans?

17. Do you have any final questions or comments?

This interview is now completed. Thank you very much for your time and assistance.