



DISPROPORTIONATE MINORITY CONTACT COUNTY PROJECT EVALUATION

BROWN

DANE

KENOSHA

MILWAUKEE

RACINE

ROCK

DISPROPORTIONATE MINORITY CONTACT COUNTY PROJECT EVALUATION

Brown

Dane

Kenosha

Milwaukee

Racine

Rock

Conducted by Wilberg Community Planning LLC

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TABLE OF CONTENTS

Executive Summary and County Comparisons	5-24
Introduction	5
Executive Summary.....	6-17
DMC County Comparisons.....	18-24
Methodology	25-32
Individual County Descriptions	33-232
Brown County	34-67
Demographic and Social Indicators	34-38
Stakeholder Views	39-45
Project Assessment	46-55
Youth and Parent Feedback.....	56-64
Data Quality Assessment	65-67
Dane County	68-98
Demographic and Social Indicators	68-72
Stakeholder Views	73-80
Project Assessment	81-87
Youth and Parent Feedback.....	88-93
Data Quality Assessment	94-98
Kenosha County	99-125
Demographic and Social Indicators	99-103
Stakeholder Views	104-109
Project Assessment	110-117
Youth and Parent Feedback	118-122
Data Quality Assessment	123-125
Milwaukee County	126-171
Demographic and Social Indicators.....	126-130
Stakeholder Views	131-138
Project Assessment	139-152
Youth and Parent Feedback	153-167
Data Quality Assessment	168-171
Racine County	172-199
Demographic and Social Indicators.....	172-176
Stakeholder Views	177-182
Project Assessment	183-194
Youth and Parent Feedback	195-196
Data Quality Assessment	197-199
Rock County	200-232
Demographic and Social Indicators.....	200-204
Stakeholder Views	205-212
Project Assessment	213-225
Youth and Parent Feedback	226-227
Data Quality Assessment	228-232

**EXECUTIVE SUMMARY
AND COUNTY COMPARISONS**

EXECUTIVE SUMMARY

Introduction

This report includes comprehensive process evaluations of DMC (Disproportionate Minority Contact) projects focusing on juveniles and currently operating in six Wisconsin counties: Brown, Dane, Kenosha, Milwaukee, Racine, and Rock.

This evaluation project was undertaken at the request of the Wisconsin Office of Justice (OJA). Specifically, OJA requested that Wilberg Community Planning LLC replicate the process evaluation approach utilized to assess Milwaukee County's Focus and Firearms (DMC) Projects.

The Milwaukee process evaluations, completed in January 2007, provided the framework for significant program enhancements for both the Focus and Firearms Programs occurring in 2007. As a result of the process evaluation's critical assessment, the Focus Program underwent a six month process of re-examining its program model, culminating in the development of a much-refined program logic model as well as revised operating procedures and new program materials designed to standardize and enhance each youth's experience in the program.

In the case of the Firearms Project, the process evaluation led to the revamping of the project's participant data system, streamlining the project's already extensive paper and pencil tracking system into an online, user-friendly system that expanded data collected, improved data quality, and reduced administrative time necessary for data analysis and program monitoring.

Similar program enhancements are envisioned as a result of this expanded evaluation report. At its most useful, a process evaluation carefully describes project implementation, compares project performance to nationally recognized characteristics of model programs, and identifies areas for project improvement. And although each county's project represents a different approach to reducing DMC, there are useful comparisons to be made across and among the various counties.

The six county process evaluations will:

- Inform counties' efforts to design and implement program improvements;
- Offer the opportunity for counties to learn from one another;
- Support a climate of program innovation and refinement across counties;
- Provide information necessary to support program replication in other Wisconsin counties and nationally; and
- Provide OJA with information that can be used to inform future policy and program development to reduce DMC among juveniles in Wisconsin.

Central to this evaluation project is the understanding that each county has developed project approaches that seemed to be the best fit at the time considering the constraints and opportunities provided by each locale's political climate, knowledge of DMC-related issues, and commitment to positive change. That each project operates within a broader social and political context is an essential part of fully understanding the implementation process. For that reason, this evaluation includes consideration of contextual factors such as demographic and social indicators, the roles of key institutions, and the nature and severity of racial disparities in the juvenile justice system.

EXECUTIVE SUMMARY

Demographic and Social Indicator Overview

The Disproportionate Minority Contact County Projects are operating in six Wisconsin counties: Brown, Dane, Kenosha, Milwaukee, Racine, and Rock. The counties vary dramatically in size from the smallest (Rock) at 159,153 people to the largest (Milwaukee) with 915,097. In five of the six counties, the minority population comprises less than 20% of the total; only Milwaukee substantially exceeds this level with 39% of its population identified as minority. In three counties (Brown, Dane, and Kenosha), Hispanic/Latino residents are the largest minority group; in Milwaukee, Racine, and Rock, African American residents are the largest minority group. Although the counties are addressing similar issues of DMC, the scale of the problem varies dramatically simply due to the size of the youth population which is nearly a quarter million (244,240) in Milwaukee County compared to 100,982 in Dane, 59,360 in Brown, 48,983 in Racine, 42,042 in Kenosha, and 39,225 in Rock.

Income and poverty levels also vary by county. Kenosha's median income at \$59,809 was the highest of the six counties; Milwaukee's at \$41,308 the lowest. The family poverty rate was highest in Milwaukee County at 14% and lowest in Dane at 3%, but this masks much greater differences relative to the rates of children living below the poverty level. The child poverty rate ranged from a low of 9% in Dane and Rock (still representing 1 out of 10 children) to 13% in Brown, 14% in Racine, 18% in Kenosha and 27% in Milwaukee. Residential mobility, a commonly used indicator of family and community stability, measures the percentage of residents who moved within the past year. Here, Racine residents were the most stable with a residential mobility rate of only 11%; however, in Dane, Milwaukee and Kenosha, about 1 in 5 residents had moved in the past year.

The DMC context is also defined by three key indicators: juvenile arrests, births to teen mothers, and child abuse and neglect substantiations. Juvenile arrest rates are the most germane to the topic of DMC and here there are significant differences in arrests per 1,000 among the counties. Rock and Racine had juvenile arrest rates in 2005 that were nearly 50% higher than the next highest county (Brown). Here are the juvenile arrest rates in descending order: Rock (145.1), Racine (142.5), Brown (98.4), Milwaukee (97.9), Kenosha (97.0), and Dane (69.9). Births to teen mothers, often considered a corollary to juvenile delinquency, vary greatly from county to county from a low of 19.8 per 1,000 in Dane to a high of 63.9 in Milwaukee. Child abuse and neglect substantiations again show the pattern of being lowest in Dane (3.2 per 1,000) to a high of 9.2 in Milwaukee.

DMC data at three key points was taken from the OJA report, "Disproportionate Minority Contact: An Analysis of Brown, Dane, Kenosha, Milwaukee, Racine, and Rock Counties, 2002-2006," published by the Office of Justice Assistance. RRI values for Juvenile Arrest, Secure Detention, and Secure Correctional Placement are included in this section; additional detail is included in each county description. The greatest racial disparity for all counties is evident at the point of arrest. RRI values, though still striking in many cases, tend to decrease once juveniles are actually in the juvenile justice system. Juvenile arrest RRI values ranged from a high of 6.50 in Dane to a low of 1.97 in Milwaukee. The remaining counties had juvenile arrest RRI values as follows: Brown (5.59), Rock (4.31), Racine (3.94), and Kenosha (2.72).

EXECUTIVE SUMMARY

Stakeholder Views

Stakeholders in each of the six DMC counties were interviewed for this project. A total of 40 interviews were conducted involving a total of 43 stakeholders. The responses of each county's DMC stakeholders are summarized in the county descriptions; these summaries provide valuable contextual information that will help readers better understand the role of the specific DMC project in that county. An analysis of stakeholder interviews across the six counties revealed several important themes as well as some interesting differences.

There was consensus across counties on the following:

- **Root causes of juvenile delinquency**

Stakeholders pointed directly to poverty as the root cause of delinquency. In the next breath, stakeholders turned to the high incidence of single parent families and births to teen mothers. Lack of family stability, parenting knowledge and involvement, absence of male role models, and extreme economic pressure combined to explain the root causes of poverty. Mental health and substance abuse issues among youth and their parents/families were also mentioned as key factors. The rise in gang activity as a way of becoming a "have" versus a "have not" was a common theme across counties as well.

- **Role of the schools**

In most cases, DMC stakeholders looked to the schools to provide more leadership on the DMC issue and to provide early intervention and prevention programming that would reduce minority youths' initial entry into the juvenile justice system by way of school-related problems. At the same time, it was recognized that most school systems have experienced significant budget cuts in recent years, making it difficult to provide needed services to a growing at-risk population. In every community, the need to provide more training of teachers related to classroom management and crisis intervention was identified. The importance of high level school district leadership and collaboration with major DMC institutions along with standardized policies and procedures, especially related to attendance and truancy monitoring, were identified as crucial to reversing DMC.

- **Role of law enforcement**

In every community, the law enforcement challenge of responding to DMC issues while preventing and reacting to criminal behavior was identified. The need to assure the cultural competence of the police force and to provide options to standard enforcement actions were identified as important to address the DMC problem. Lack of consensus emerged over the value of School Resource Officers. While many saw School Resource Officers as key to assuring a safe and secure academic environment, some felt their presence encouraged teachers and school staff to call in an officer when a conflict could and should be handled in the classroom. Some stakeholders viewed the presence of School Resource Officers as resulting in increased arrest rates. Ongoing role clarification between schools and law enforcement was identified as critically important.

EXECUTIVE SUMMARY

- **Inadequacy of mental health and substance abuse treatment services**

Mental health and substance abuse issues of youth and their parents/families were seen as critical factors in the DMC discussion. Lack of available and accessible treatment resources, especially for youth prior to adjudication was seen as a major problem. Several stakeholders commented that a youth had to be adjudicated to have access to critical services.

- **Importance of community involvement**

Stakeholders understood that DMC was an issue broader than the juvenile justice system. Many counties identified the need for more community-based prevention and pre-adjudication diversion programs for at-risk youth and fragile families. Additionally, several stakeholders expressed the need to assure that grassroots agencies that represent minority populations have a voice on the county's DMC Committee and a role in addressing the problem. Racial and ethnic diversity among service providers was also identified as fundamental to enhancing minority youth and family trust in the system.

There were differences among the six counties on the following dimensions:

- **Judiciary influence**

Clear variations existed related to the level of involvement of judges in the DMC advisory committees and their influence on practice and policy. The persona, level of commitment, and management style of juvenile court judges was seen to have a significant impact on DMC progress, organizational relationships and the utilization of diversion programs. In Brown County, for example, the judiciary does not currently participate in the DMC Committee due to a concern related to conflict of interest. In Milwaukee, however, the commitment and progressive nature of the judiciary was identified as a major strength. In other counties, the judiciary had varying levels of influence on the functioning of the DMC Committee and on the DMC issue itself.

- **DMC Advisory Committee representation**

Stakeholders assessed the effectiveness of their county's DMC advisory committee based on the level of decision-makers at the table. DMC advisory committees were identified as successful if organization representatives had influence and decision-making capability on behalf of their organizations as is the case in Dane County. Conversely, the critical need for high level leadership on behalf of participating institutions was identified in both Racine and Brown Counties to increase the value of the meeting and resultant action. At the same time, the strength of relationships between organizations and representatives can work to transcend advisory committees that lack high level leadership. In Racine and Brown Counties, for example, interagency relationships are institutionalized to address other social problems and were identified as serving to strengthen DMC collaboration as well.

To reverse DMC rates and sustain system improvements, stakeholders suggested the following:

- **Data driven initiatives**

The importance of a comprehensive assessment of all agencies and services that make up the juvenile justice system was seen as essential to identify policies and procedures that contribute to DMC. The value of data in establishing benchmarks and goals and in monitoring incremental progress was stressed as was the use of data to assure focus and facilitate shared ownership of problems and solutions. The development of an integrated data base that records and tracks race throughout the entire system could serve a powerful tool in fundamentally addressing the DMC issue.

EXECUTIVE SUMMARY

- **Enabling policy and systems change**

While DMC-related programs and alternatives are important tools, stakeholders voiced the opinion that in the age of decreasing resources and a growing at-risk population, the need for systems change and sustainable policies must be prioritized. Integration of a DMC-sensitive philosophy throughout an organization, the development of procedural options and the willingness of institutions to work together can significantly change how the DMC issue is addressed and ultimately solved within a community. Staff training, diversity and cultural competent were also viewed as critical to the successful implementation of new initiatives and a positive impact on counties' RRI status.

- **Review of juvenile court intake policies and procedures**

A critical point within the juvenile justice system directly impacting on a county's RRI numbers is intake. Stakeholders in many of the DMC counties expressed concern that considerable, and perhaps, difficult work was still needed in this area. A review of all existing policies was required to determine their impact on youth in general and on DMC efforts as well. Without an understanding of the impact of current policies, many stakeholders felt that there was no basis for discussions regarding changes. To accomplish this, judicial leadership was seen as essential as was the full cooperation of the District Attorney, public defender, and human services.

- **Community involvement and ownership**

Involvement and ownership on behalf of the communities most affected were seen by many stakeholders as fundamental to solving DMC. Not only are community members aware of assets and challenges that exist for families and high risk neighborhoods, they are influential within their communities. Assuring minority and community representation requires providing support for meeting participation and being open to non-bureaucratic solutions and viewpoints. Importantly, community advocates can provide pressure from the outside for institutions that may suffer from inertia and may be risk averse. Staff diversity within juvenile justice service system and related programs was also seen as very important in providing effective services.

- **Prevention**

Stakeholders noted that as counties establish and institutionalize DMC diversion programs, the need to look upstream becomes increasingly important. To address root causes, interventions need to occur much earlier in the juvenile delinquency progression. Focusing on family functioning, providing access to mental health and substance abuse treatment services, assuring quality education, and, at the same time, insuring equity in front line law enforcement are components of the prevention strategy proposed by key stakeholders.

EXECUTIVE SUMMARY

DMC Project Overview

County	DMC Project	RRI Point of Intervention	Target Population	Approach	Hours of Intervention
Brown	My Brother's Keeper	Diversion	Male Ages 10-17 With or at risk of delinquency referral; sometimes serves youth in other points of system, i.e. return from juvenile corrections	Mentoring	7.5 hours (10 weekly sessions of 45 minutes each)
Dane	Right Track ADDS II	Juvenile Court Referrals	Male and female Ages 10-15 With school-related issues, e.g. conflict, anger management, fighting; also youth arrested on Possession of a Controlled Substance-THC	Second Step	32 hours (16 weekly sessions of 2 hours each)
Kenosha	Truancy Reduction Specialist Program	Juvenile Arrests	Male and female Under age 14 At risk for court referral for habitual truancy	Family case management Activities for youth	93.5 hours average per family to date (5.4 hours per week average to date)
Milwaukee	Firearms Project Focus Program	Secure Juvenile Correctional Placement	Firearms: Males and females, ages 12-17 Charged with Possession of a Deadly Weapon (Gun) Focus: Males ages 12-17 Charged with an offense sufficient to warrant placement in juvenile corrections who have a mental health diagnosis and meet other program criteria	Intensive home, school, and community monitoring and engagement in positive activities Residential program with Wraparound services to support community re-entry	250-275 face to face contacts over 12-month period 90-120 day residential program with ongoing services after discharge
Racine	Alternatives to Detention	Juvenile Arrests	Male and female Ages 10-17 Under supervision who have violated court order; would otherwise be sanctioned with secure detention	Reporting program Social skills, academics, and career options activities	20 hours (5 weekly sessions of 4 hours each)
Rock	DMC Detention Diversion Project	Secure Detention	Male and female Ages 10-17 Under supervision who have violated court order; would otherwise be sanctioned with secure detention	Prime for Life ART (Aggression Replacement Training)	72 hours (former program) 36 hours (current program)

Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

EXECUTIVE SUMMARY

Project Assessments

The DMC projects that were the subject of this process evaluation are briefly described in the chart, entitled, DMC Project Overview. Each DMC project was subjected to a comprehensive process evaluation that included the following elements: program description, theory of change, logic model, program coverage, fidelity and dosage, principles of effective intervention, barriers to implementation, satisfaction with program quality, and evaluability assessment. This section provides a general overview of the results of the process evaluation with detail provided in the individual county descriptions.

Scope: The DMC projects examined as part of this process evaluation include:

- Brown County: My Brother's Keeper
- Dane County: Right Track ADDS II
- Kenosha County: Truancy Reduction Specialist Program
- Milwaukee County: Firearms Program and Focus Program
- Racine County: Alternatives to Detention
- Rock County: DMC Detention Diversion Project

Several of these projects (those operated by Brown, Milwaukee, Racine, and Rock Counties) have been in operation for several years; two projects (Dane and Kenosha Counties) are new this year. Further, two projects (Milwaukee's Focus and Rock's DMC Detention Diversion Project) have completed or are undergoing significant redesign processes. Normally, a process evaluation would be delayed until a program is firmly up and running; many would say that it is not fair to conduct a process evaluation at a very early (less than one year) stage due to the inevitable snags and resultant modifications needed to get a program running smoothly. This would be true not only for brand new programs but for programs in which significant redesign has occurred as well. It is with this caveat that process evaluation information is presented for all of the above programs.

- **RRI point of intervention:**

The RRI (Relative Rate Index) is a federal established categorization of nine decision points in the juvenile justice system including juvenile arrest, court referral, diversion, secure detention placement, cases petitioned to court, delinquency findings, probation placement, juvenile corrections placement, and transfer to adult court. The RRI decision-making points addressed by the DMC projects are shown on the table entitled, "DMC Project Overview."

Of the projects, two (Milwaukee's Focus and Firearms) address juvenile corrections placement; two (Racine and Rock) address secure detention; one (Brown) is a diversion program serving youth at different points in the juvenile justice system; one (Dane) addresses juvenile court referrals; and only one (Kenosha) addresses juvenile arrests. Each county made its own determination regarding how to best intervene in their unique challenges with regard to racial disparities in juvenile justice decision-making. *However, it is striking that only one of the seven projects examined (Kenosha) directly addresses the incidence of juvenile arrests, specifically around the issue of truancy as a gateway to the delinquency.*

EXECUTIVE SUMMARY

- **Target population**

The Kenosha truancy program serves an elementary/middle school population; their participants are generally very young (under age 14). Other programs serve (generally) ages 10 to 17; all but Milwaukee's Focus Program and Brown's My Brother's Keeper serve both male and female youth; and most serve youth of all racial/ethnic backgrounds although most participants are minority youth. It is important to note that as programs are designed for one particular clientele, they often end up serving other types of clients – because referring entities think the programs are valuable, because there are not better or any alternatives or for other reasons. For example, My Brother's Keeper works with youth before they enter the system, youth on supervision, and even sometimes with youth returning to the community from juvenile corrections although its primary target is youth at an early intervention stage. Important point: in many of these programs, there are no hard and fast rules about admission.

- **Approach**

The approaches range from residential treatment (Milwaukee Focus) to weekly mentoring (Brown). Three counties (Dane, Racine, and Rock) operate weekly group sessions of varying lengths that combine elements of a reporting center with social skills development, academic support, life skills, and career exposure. Approaches also include intensive community supervision (Milwaukee Firearms) and family case management/coaching (Kenosha). Dane and Rock are using program curricula that are recognized by OJJDP and other entities as evidence-based, i.e. Second Step, Prime for Life, and ART. Milwaukee's Focus program utilizes another evidence-based model, Wraparound. Several of the programs (Brown, Kenosha, Milwaukee Firearms, and Racine) have created their own program approaches and content, mixing and matching best practices, staff expertise, and new ideas.

- **Hours of intervention**

Obviously the Milwaukee Focus Program which is a 90-120 day residential treatment program combined with several months of ongoing Wraparound services is the most intensive program on the DMC list, followed closely by Milwaukee Firearms. Both programs are designed to divert youth from juvenile corrections so the very high program dosage is to be expected. Other programs range from a low of 7.5 hours (Brown) to a high of Kenosha (93.5 hours average per family to date). Group programs range from 20 hours (Racine) to 36 hours (Rock – which just cut its program in half from 12 weeks to 6 weeks).

EXECUTIVE SUMMARY

- **General observations**

- The DMC projects developed in response to funding support from the Office of Justice Assistance (OJA) do not necessarily correspond to the juvenile justice decision points showing the greatest racial disparity for the respective counties. Nearly all of the DMC projects work with youth after they have become involved in the juvenile justice system even though RRI data indicate the greatest disparity to be present at the point of juvenile arrest.
- While the DMC projects often incorporate elements of evidence-based or best practice models, much of what has been established with OJA support has been created on an ‘as you go’ basis; that is, project implementers have used a ‘what works/what doesn’t work’ approach to sorting out program elements such as frequency, content, and scope. This means that programs are evolving with implementers’ greater knowledge rather than remaining fixed at the original project concept.
- Only some programs use outcome data to inform program planning and make adjustments in their approach. Some programs did not have reliable mechanisms in place to connect youths’ project participation to identified non-justice system outcomes, such as improved school attendance and performance, or justice system outcomes, including new offenses. Asked whether the program was working in terms of keeping youth out of the system, more than one project honestly answered, “we don’t know.”
- How much and what type of intervention is enough to divert youth from entry into the juvenile justice system or shorten their stay is the central question in DMC program development and, for that matter, in the larger arena of juvenile delinquency prevention and intervention. No where is the question more apparent than in the range of dosage levels represented by these DMC projects. Does it require, for example, 93.5 hours of intervention to turn around an elementary student’s poor attendance? Is 7.5 hours of mentoring enough intervention to divert youth from further juvenile justice involvement? Nationally, and locally, there is not enough known about the comparative impact of varying levels and types of intervention to make judgments about sufficiency.

EXECUTIVE SUMMARY

Youth and Parent Feedback

Feedback from program participants is an essential element to a sound process evaluation. Because the direct DMC project participants are minors, it was also important to solicit feedback from parents. In total, the evaluation team obtained feedback from 24 parents participating in 5 focus groups and 46 youth participating in 8 focus groups. The team was able to talk with youth in all six DMC counties but was not able to interview parents in Rock County. A total of 30 hours was spent in face to face dialogue with youth and parents about the DMC projects.

Youth

The young people who participated in focus groups provided insight that would not have been available from any other source, including direct observation of project activities. Most striking in conversations was the sense of danger and vulnerability voiced by youth from the more urban counties (Dane and Milwaukee). These youth described their social interactions as challenging, their neighborhoods and schools as places where the prevailing youth culture was threatening, even predatory. Being vigilant in terms of protecting themselves, their friends, and others they cared above was a constant state of mind. The vigilance carried over into school; many if not most youth had school-based issues including truancy, suspension, fighting, and failure that either explained or connected to their involvement with the juvenile justice system.

Youth from smaller, less urban counties, referenced many of the same issues as more urban youth but their views of life in their communities were more balanced. They were aware of violence and crime, had themselves been involved in some kind of community infraction, but still generally regarded their neighborhood and community as having good and bad elements. The sense of living in a dangerous, risky environment was not nearly as prevalent among youth in the smaller counties.

The young people in the focus groups did not like talking about what had brought them into the juvenile justice system but they were generally eager to tell their stories about changes they had made in their lives. For many, their involvement in DMC projects represented the first time they had really considered the consequences of their actions for themselves as others; accompanying this recognition was a certain level of remorse and determination not to repeat mistakes. Of course, not every youth in every group painted this optimistic picture but the majority did. There was a focus group where the constant ribbing and interruption by a couple of youth kept the other participants from saying a word. A couple of young men in another group cracked jokes about their drug and criminal exploits throughout the group session. Yet most participants showed a level of insight and maturity that might surprise most observers.

On the general topic of what works, youth endorsed one-on-one support (mentoring), and group sessions that taught them something they didn't know – which might have been a social skill (how to deal with anger) or a topic (how to find a job). They appreciated the expectation that they attend school and do better academically; most were proud of improvements in these areas. They enjoyed hearing from people who had been 'like them' – involved in the juvenile justice system – and had gone on to become successful. And they really liked opportunities to go places. Any activity away from the neighborhood (off-grounds for the residential program) was very popular and seemed to give them a sense of optimism and hope about the future. All of this applies to youth who were above the age of 12 or 13 and who had been engaged for a significant length of time in project activities. Younger children (under age 12) and those with low involvement tended to focus on the immediate dimensions of the project, e.g. food and fun activities.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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EXECUTIVE SUMMARY

In summary, youth who were well-engaged in programming and had had sufficient time elapse since their offense were capable of some impressive introspection about their situation and their future. Clearly, not all youth fell into this category; for some youth, the project was just another obligation put on them by the court; some very young participants did not seem completely sure of why they were in the project or what they were supposed to be getting out of it. The entire range of youth feedback, however, was essential to understanding the operation of the DMC projects.

Parents

In the stakeholder interviews conducted for this project, respondents frequently blamed parents for juvenile delinquency. Generally, a respondent would answer “poverty” when asked to identify the root cause and then would immediately segue into a discussion of parent and family dysfunction, substance abuse, mental health issues, lack of male role models, and a host of other parenting deficiencies. Interestingly, the parents consulted in focus groups never blamed these factors for their children’s problems with the juvenile justice system. They blamed their children’s delinquency on the neighborhood environment and the negative influence of peers. Parents from larger counties cited the influence of drugs, gangs, and weapons in their neighborhoods and talked about their communities as places of constant disruption and crime. They complained about the media, peer pressure, and the lack of positive role models in the community. They felt that their family values had lost out to the pressure of the streets. If stakeholders thought parents are to blame, these particular parents were not in agreement.

The most striking benefit of the DMC projects, from the parents’ perspective, was their children’s improved capacity for communication. This was manifest in children’s greater willingness to talk with their parents, their ability to talk through conflict instead of physically fighting, and their interest in communicating their ideas and plans with other people including DMC project staff. Changed attitudes, mostly about school, were also noted including their children seeming to have more of a sense of purpose and a greater sense of the future. Many of the children had changed their peer group and were no longer hanging around with friends parents felt were bad influences. The parents noted and appreciated the quality of relationships that their children had with project staff especially in programs involving adult male role models. For most parents, the most important hallmark of the project’s success was if their child was more motivated to do well in school.

Parents cited three things as benefits of the DMC projects: the opportunity for their children to be in a safe place (the project site), involvement in group sessions that enhanced communication and improved social skills, and exposure to good role models. The parents appreciated group attention to anger management, decision-making, and how to avoid negative influences; and they relayed that their children liked the activities as well.

Communication between projects and parents was cited as an area of concern. Though every project indicated a practice of contacting parents, some projects were much better at this than others. Getting regular communication about progress, receiving advance notice of events, and generally ‘being in the loop’ were seen as really important by parents. In summary, the parents appreciated the support provided by the DMC projects; they welcomed the help and had very few critical things to say.

EXECUTIVE SUMMARY

Data Quality Assessments

The sophistication and complexity of the DMC counties' data systems vary widely. Tools ranging from Microsoft Excel and Access to pre and post testing software are used to measure the success of programs. In most counties, the DMC program is not the only program service offered and the challenge is to implement tracking tools that do not duplicate data that is tracked by other programs or using tools that cause program staff additional work.

Most of the established data systems used by counties are primarily used to track funding, utilization or vendor contracts or are focused on the primary juvenile justice aspects of programming rather than the diversion services where case management is necessary. In some cases, the support staff find themselves "feeding" information into systems to generate reports that are required for state or federal funding streams but staff do not receive any benefit or assistance in case management from the software. These systems help fund programs but do not assist the case workers in managing and documenting the progress of the juvenile. For the most part, that is still accomplished in a paper file.

This lack of a centralized system for case management causes each program to attempt to create tools that can assist in case management and outcome measurement by program. This leads to many different spreadsheets or databases. In some cases, resources are spent attempting to merge data from multiple sources, including paper files, into a single report. Many times, the responsibility for tracking a juvenile's progress within a program falls on contracted vendors who also have their own tracking tools and data systems that rarely integrate well with other county-developed systems.

The DMC program and other programs administered by the counties might benefit from a uniform case management system that would track standard measures of program success. Most of the counties are measuring the same outcomes such as improvement at school, parental involvement and standardized pre and post test scores so it would seem that consensus on what elements to track would not be difficult to achieve.

Because the ultimate purpose of these projects is to reduce DMC, it is essential that data systems are able to connect or merge program data with juvenile justice data systems where court involvement detail resides. Analysis of the DMC counties' systems indicates that this connection is generally a manual one. Other issues relating to the connection between project data and the DMC outcome include:

- Lack of a central way to track all program offerings' pre and post service data in one system;
- Lack of systems that support case management, program progress measurement and narrative that could assist in reducing the amount of data that is only stored in paper files and lost when attempting to measure program outcomes; and
- Lack of training for local staff to help them use tools readily available to compare, contrast, summarize and analyze the data that is available to them at this point in time; most staff use Microsoft Excel or Access as a data repository but would benefit from additional understanding of all the reporting, importing, and exporting features currently available.

EXECUTIVE SUMMARY

Summary

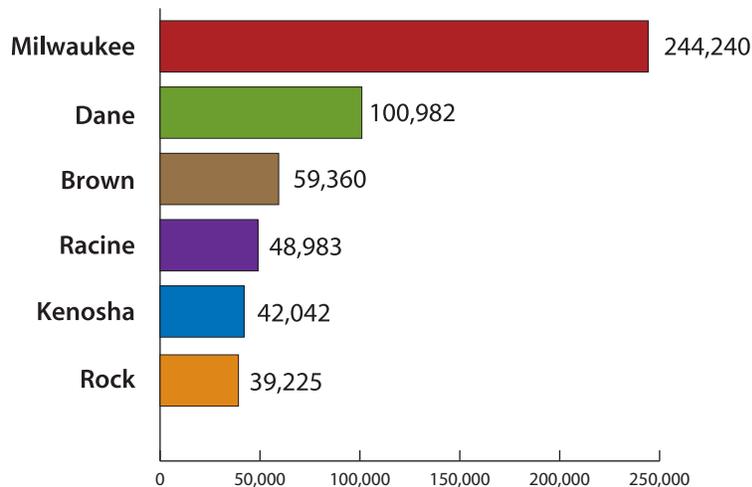
The six counties that have developed and implemented projects to reduce disproportionate minority contact in their communities have done so in social and political environments that are complex and challenging. Each project operates in a context that is layered with huge problems, only some of which are under the purview of the juvenile justice system. Counties have generally attacked DMC where they can exercise some control over decision-making and outcomes. Typically, this has been after juveniles enter the system where efforts to employ diversion strategies at all levels may be trying to address disparities that are pre-system in nature. Despite these constraints, the counties exhibit a willingness to start at the point in their own juvenile justice system where they can have some meaningful impact and do what they can to change to change the broader community's understanding of the bigger issues at stake. Their program models represent a diversity of approaches to the complex problem of DMC that can inform future program and policy development in this critical area.

DMC County Comparisons: Demographic Indicators

Data Source: American Community Survey 2006, U.S. Bureau of the Census

Indicator	Brown		Dane		Kenosha		Milwaukee		Racine		Rock	
	#	%	#	%	#	%	#	%	#	%	#	%
Total Population	240,214	100	464,826	100	162,001	100	915,097	100	196,096	100	159,153	100
Population Under 18	59,360	25	100,982	22	42,042	26	244,240	27	48,983	25	39,225	26
White	212,361	88	403,825	87	136,686	84	556,460	61	161,345	82	144,242	91
African American	4,363	2	19,781	4	9,327	6	241,179	26	21,063	13	6,730	4
American Indian	5,231	2	1,550	>1	502	>1	5,273	>1	726	>1	192	>1
Asian	5,861	2	18,384	4	1,845	1	28,082	3	1,816	1	1,738	1
Hispanic/Latino	13,580	6	21,550	5	14,880	9	103,873	11	18,818	10	9,152	3
Other	12,397	5	20,286	4	13,641	8	84,103	9	11,146	6	6,251	4

Population Under 18

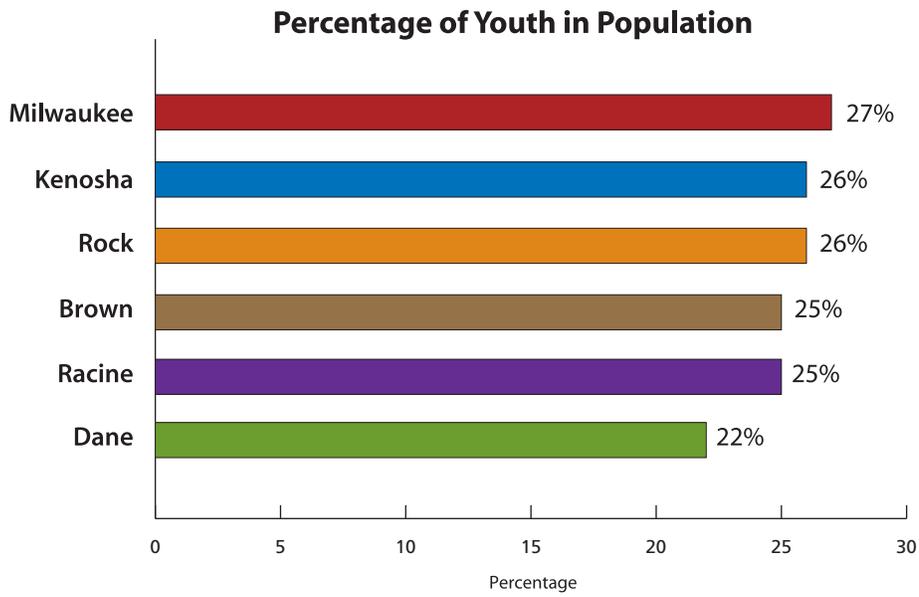


Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

DMC County Comparisons: Demographic Indicators

Data Source: American Community Survey 2006, U.S. Bureau of the Census

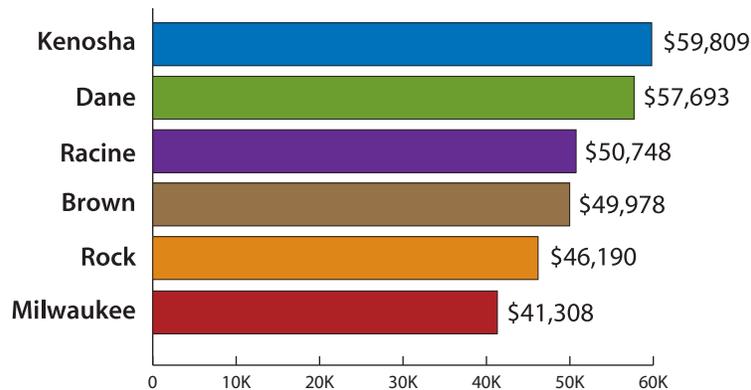


DMC County Comparisons: Income and Poverty Indicators

Data Source: American Community Survey 2006, U.S. Bureau of the Census

Indicator	Brown	Dane	Kenosha	Milwaukee	Racine	Rock
Median Household Income	\$49,978	\$57,693	\$59,809	\$41,308	\$50,748	\$46,190
Families below poverty level	7%	3%	8%	14%	9%	10%
Children below the poverty level	13%	9%	18%	27%	14%	9%
High school graduates (adults over age 25)	90%	95%	88%	84%	86%	86%
Unemployment rate	6%	4%	8%	8%	6%	7%
Home ownership	68%	64%	68%	55%	71%	74%
Residential mobility (live in different house than 1 year ago)	16%	21%	18%	19%	11%	13%

Median Income

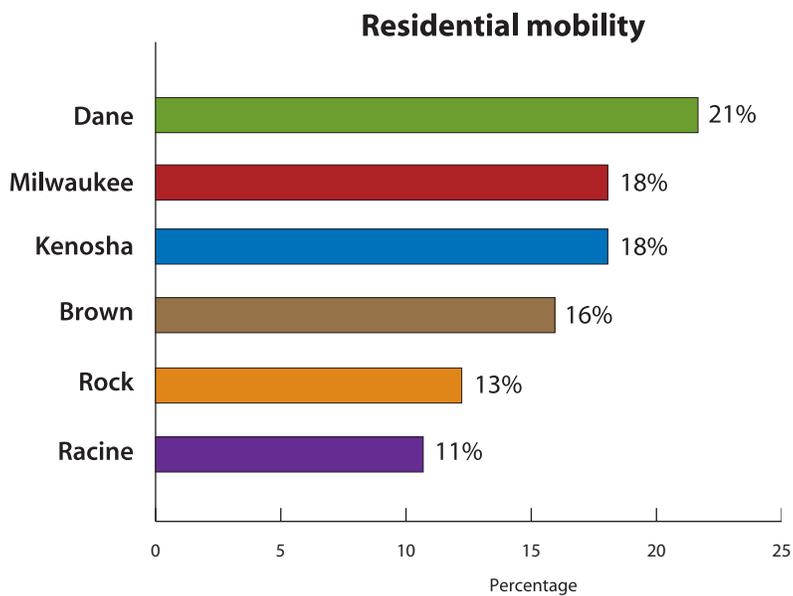
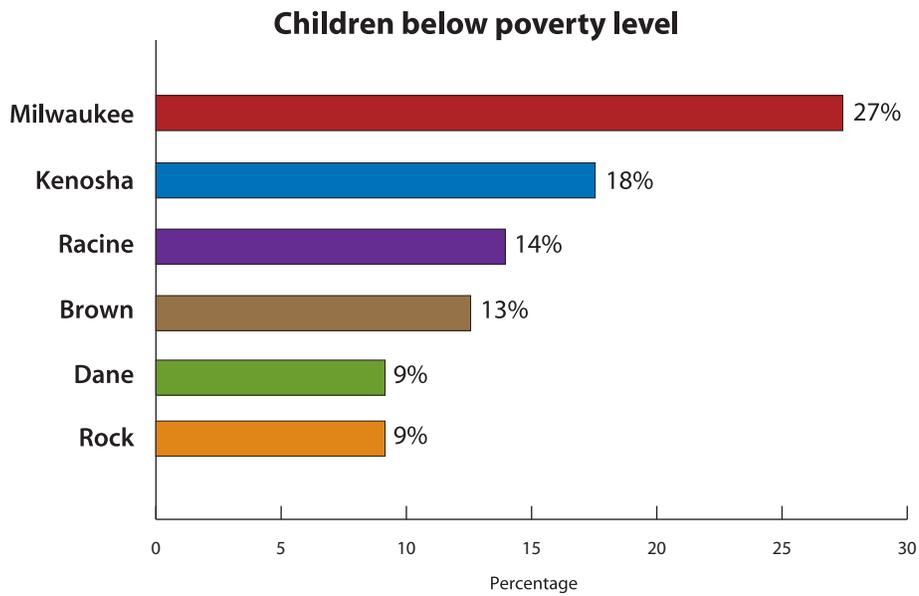


Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

DMC County Comparisons: Income and Poverty Indicators

Data Source: American Community Survey 2006, U.S. Bureau of the Census

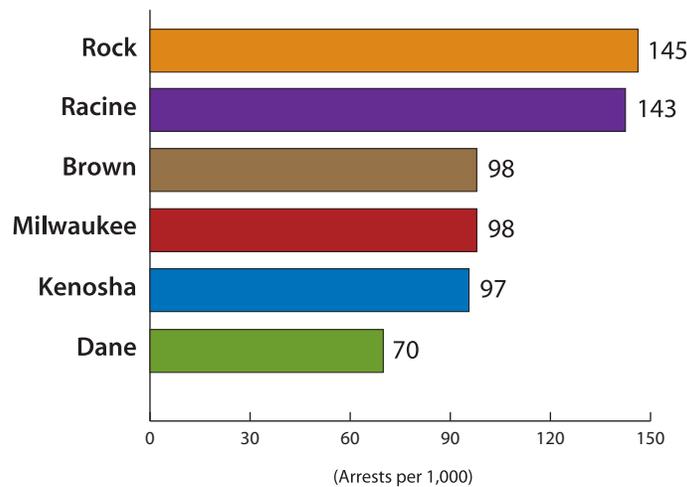


DMC County Comparisons: Social Indicators

Source: 2007 WisKids Count Data Book, Wisconsin Council on Children and Families

Indicator	Brown	Dane	Kenosha	Milwaukee	Racine	Rock
Juvenile arrests (per 1,000) 2005	98.4	69.9	97.0	97.9	142.5	145.1
Births to teen mothers (per 1,000) 2006	32.6	19.8	36.9	63.9	45.9	40.2
Births to single mothers (per 1,000) 2006	34.3	26.9	39.0	53.8	43.3	43.4
Child Protective Services Reports (per 1,000) 2005	17.7	16.0	18.1	55.8	24.2	42.8
Child abuse and neglect substantiations (per 1,000) 2005	7.5	3.2	4.7	9.2	5.3	6.5
Children in foster care or group homes (per 1,000) 2005	3.5	3.7	5.4	8.6	4.1	5.6

Juvenile arrest rate



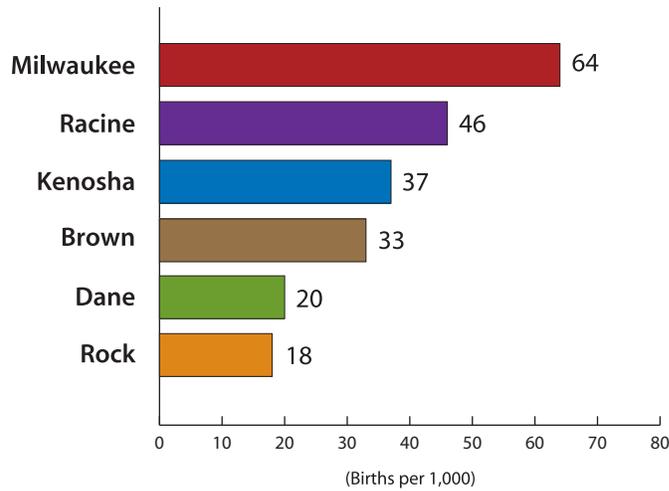
Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

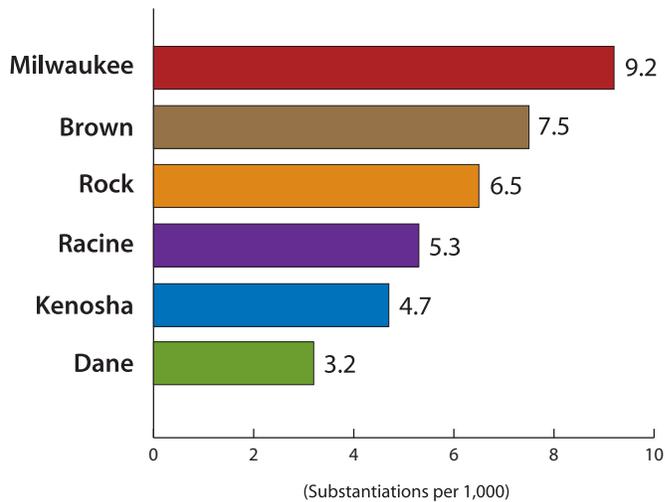
DMC County Comparisons: Social Indicators

Source: 2007 WisKids Count Data Book, Wisconsin Council on Children and Families

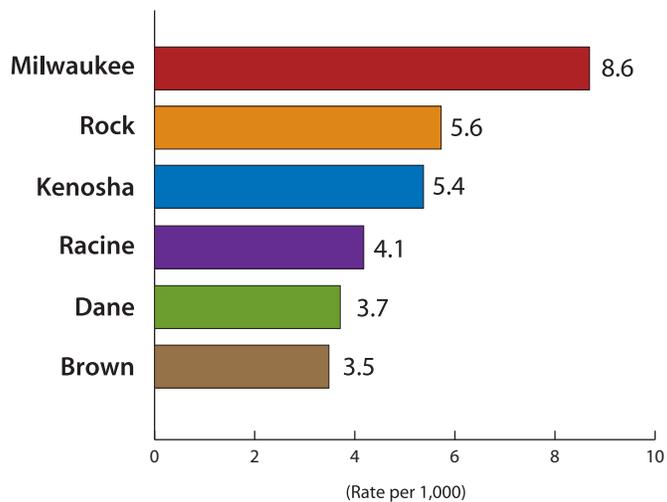
Teen birth rate



Child abuse and neglect substantiations



Children in foster care/group home



Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

Disproportionate Minority Contact Relative Rate Index

Data Source: Disproportionate Minority Contact, OJA, February 2008

Juvenile Arrest RRI (2006)

Area	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
State of Wisconsin	2.91	ND	0.83	2.56	1.66
Brown County	5.59	ND	0.65	4.86	1.93
Dane County	6.50	ND	0.73	ND	3.01
Kenosha County	2.72	ND	ND	ND	1.04
Milwaukee County	1.97	ND	0.27	ND	1.34
Racine County	3.94	ND	ND	ND	2.02
Rock County	4.31	ND	0.50	ND	2.02

Secure Detention RRI

Area	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
State of Wisconsin	2.02	ND	1.10	1.98	2.30
Brown County	1.96	2.08	ID	1.70	1.81
Dane County	2.09	3.22	ID	ND	2.11
Kenosha County	1.24	3.29	ND	ND	1.59
Milwaukee County	1.98	2.20	1.97	ND	1.99
Racine County	1.92	ND	ND	ND	2.41
Rock County	0.80	0.37	ND	ND	0.70

Secure Correctional Placement

Area	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
State of Wisconsin	3.42	ND	0.95	1.74	3.12
Brown County	ID	ID	ID	ID	3.09
Dane County	1.67	ND	ND	ND	1.46
Kenosha County	1.34	ND	ND	ND	0.96
Milwaukee County	0.92	ID	ND	ND	0.78
Racine County	ID	ND	ND	ND	ID
Rock County	ID	ID	ID	ID	ID

Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

METHODOLOGY

METHODOLOGY

Introduction

The Disproportionate Minority Contact Project Evaluation replicates and expands upon the methodology used to conduct comprehensive process evaluations of Milwaukee County's Focus and Firearms Programs.

Each county process evaluation includes five sections:

1. Demographic and Social Indicators
2. Stakeholder Views
3. Project Assessment
4. Youth and Parent Feedback
5. Data Quality Assessment

Information for the process evaluation was gathered from:

- Meetings with county DMC coordinators
- Interviews with DMC Committee members (stakeholders)
- Interviews with project coordinators and service delivery staff
- Interviews and meetings with other system personnel such as probation officers
- Multiple direct observations of project activities
- Review of written program documentation, reports and data
- Focus groups and interviews conducted with youth and parents

Information was gathered by an evaluation team headed by Janice Wilberg, Ph.D., of Wilberg Community Planning, LLC, and included Amy Murphy who was responsible for conducting the stakeholder interviews, Richard Greene who conducted the data system analysis portion of the project, and James Mosley who facilitated the youth and parent feedback process. Each site was visited several times over the course of the evaluation period, roughly January 1 to August 31, 2008.

Evaluation Challenges

The evaluation involved an examination of multiple program and system components in six counties. This presented a significant challenge in terms of coordination and scheduling, particularly in light of Wisconsin's unusually harsh 2008 winter. In addition, two programs with January start-ups were afforded additional time to get their activities up and running before observations were scheduled. As a result, project observations and other data collection extended into August 2008.

Because the evaluation encompassed many different areas and required substantial cooperation from project coordinators, the evaluation team worked to schedule visits and activities to allow maximum utility for the evaluation while minimizing disruptions to program operations.

We were generally able to accomplish this goal and we are very appreciative of the cooperation and assistance provided to team members by the county DMC coordinators and their staffs. Their willingness to share information and to provide opportunities for observation and inquiry was an enormous contribution to the process.

METHODOLOGY

Demographic and Social Indicators

This section examines general population characteristics including age and racial/ethnic composition, household income and poverty rates, educational levels, and housing tenure. Education data are also provided, including truancy, suspensions, expulsions, and graduation rates.

Data for each county were obtained from the U.S. Census Bureau, 2006 American Community Survey, and the Wisconsin Department of Public Instruction.

Stakeholder Views

This section presents data based on in-person interviews with key stakeholders in each county. The stakeholder interviewees were drawn from the DMC Advisory Committee for that respective county. In order to insure that the stakeholder interviews solicited a diversity of experience and opinion, the evaluation team first attended a DMC Advisory Committee meeting to observe the group's operation and to obtain a sense of members' participation, investment and viewpoints. Then the team asked each county DMC coordinator to nominate individuals from the DMC Advisory Committee to be interviewed. This list was reviewed by the Evaluation Project Director and amended when necessary to insure representation from diverse interests as well as key institutions in the DMC decision process, e.g. school administration, law enforcement, court. *It is important to note that it is essential for a process evaluation to have a full and complete picture of the local implementation context – this can only be provided by having balance of viewpoints represented in the interview process.*

Each interview was conducted face-to-face. Interviewees were all asked the same series of questions which were not shared with them in advance. The interviewer recorded answers to each question using handwritten notes (no recording device was used).

The questions are listed below:

- What do you perceive as the major issues affecting or resulting in juvenile delinquency in your county?
- Do you believe that your county's collective DMC programming is adequately addressing these priority issues/root causes?
- What do you perceive as the major strengths within the juvenile justice system and more specifically DMC programs and policies in your county?
- What do you perceive as the major challenges within the juvenile justice system and more specifically DMC programs and policies within your county?
- Have there been any significant changes in institutional involvement, organizational structure, resources or the political landscape in your county that has positive or negatively impacted the juvenile justice system and DMC initiatives? How do you assess these changes?

METHODOLOGY

- What major policy and/or programmatic changes have occurred within the juvenile justice system and DMC initiatives in your county? How do you assess these changes?
- Overall, how do you rate the engagement and collaboration among the various juvenile justice/DMC stakeholders?
- Please comment on your perception of the role and the strengths and weaknesses of the following institutions related to DMC:
 - Juvenile Court Judges
 - District Attorney's Office
 - Public Defender's Office
 - Juvenile Court System
 - School System
 - Mental Health/AODA Resources
 - Elected Officials
 - Community Programs
 - Child Protective Services/Child Welfare
 - Police/Sheriff Departments
 - Health and Human Services
- If your county had unlimited resources, what areas of programming, policies or organizational capacity would you recommend to advance improvements in the juvenile justice system and DMC initiatives?
- What final thoughts do you have that you would like to share with the DMC evaluation team?

Interview Data Analysis: Notes were transcribed for each interview. Each county's interviews were then analyzed to identify common themes and differences. A summary of each county's interviews was then compiled.

Other Policy Initiatives

Recognizing that the implementation of a particular project might represent only a portion of a county's DMC effort, the evaluation team decided to seek additional information from counties regarding other DMC-related policy initiatives. Toward that end, the project team asked each county DMC coordinator to respond to the following questions:

- Multiple factors can contribute to minority over-representation, and possibly, multiple strategies are underway in your county to address DMC. Aside from the program(s) you've developed, what else have you done since you were first awarded funding in 2002?
- What did you hope to accomplish?
- Why is this important in your overall DMC plan?
- What did you learn/accomplish?
- What additional strategies are you considering and why?

METHODOLOGY

Project Assessment

Each county's project is reviewed using a comprehensive, 8-point assessment system that includes the following elements:

- Theory of change
- Logic model
- Program coverage
- Fidelity and dosage
- Principles of effective intervention
- Barriers to implementation
- Satisfaction with program quality
- Evaluability assessment

Each element is explained below.

Theory of Change

A theory of change basically explains the logical basis for a program. The Center for Substance Abuse Prevention (CSAP) defines theory of change as "...a set of assumptions about how and why desired change is most likely to occur as a result of a program. Typically, a theory of change is based on past research or existing theories of human behavior and development." A theory of change for each program is presented.

Logic Model

A logic model is a graphic depiction of the theory of change and generally includes the following elements: goals, objectives, activities, outputs and outcomes. Increasingly, funding sources require logic models as part of the initial funding request or program plan. In this capacity, logic models distill programs to their essential elements making it easier for funding sources and program operators to understand the logical basis of their programs and the standards by which performance will be measured, i.e. outcomes. From an evaluation standpoint, a sound logic model focuses attention on the key interventions (objectives and activities) that will lead to desired results (outcomes). This essentially anchors the evaluation in the core elements of the program approach and prevents the drift common to evaluation in human service environments.

A logic model for each program is provided. It is important to note that the logic models were developed by the DMC projects themselves; entirely appropriate as it is the DMC projects' conceptualization of their program design that guides local implementation and thus should form the basis for the process evaluation. Each project developed a logic model after an evaluation information meeting and brief logic model training conducted by the evaluation team in October 2007.

Program Coverage

Program coverage addresses the extent to which a program is reaching its intended audience. In other words, is the program serving the people it was originally designed to serve? A secondary question is whether the program is serving the appropriate audience, that is, is the target population appropriate considering the program approach?

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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METHODOLOGY

Fidelity and Dosage

Program fidelity is possibly the most critical term in the world of program evaluation, particularly if a program seeks to attain a designation as a “model program.” Basically, program fidelity has to do with the extent to which a program is being implemented as it was designed, in this case, as represented by its logic model. Assuring that the implemented program reflects the designed program is an essential first step in an evaluation process. Knowing what it is that is to be evaluated is the core value of program fidelity. The most common flaw in program fidelity is variation in program dosage; for example, a curriculum that is designed to be implemented daily is instead implemented twice weekly. Therefore, program dosage or, said another way, program intensity is a critical component of overall program fidelity. Similarly, a program, once implemented, might delay or neglect implementation of one or more components due to lack of adequate funding, on the ground decisions regarding need or appropriateness or other reasons. This would also affect the degree of program fidelity, essentially by modifying the program that is the subject of the evaluation.

Principles of Effective Intervention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) developed a Model Program Guide which provides a comprehensive framework for evaluating effective intervention in the juvenile justice arena. The framework focuses on four principles which are then articulated into most effective interventions and program dimensions.

Principle	Most effective interventions:	Dimensions
Risk Principle	Target higher risk offenders	Youth with higher probability of recidivism More intensive treatment to higher risk offenders
Need Principle	Target criminogenic needs	Anti-social attitudes, values, or beliefs Anti-social friends Substance abuse Lack of empathy Impulsive behavior
Treatment Principle	Use behavioral approaches	Focus on current factors that influence behavior Action-oriented Offender behavior appropriately reinforced
Program Fidelity Principle	Ensure quality implementation	Ensure program delivered as designed Ensure program based on specific, theoretical model Train workers in program delivery and provide trained supervision Develop printed program materials describing program goals and content

METHODOLOGY

Barriers to Implementation

Programs typically encounter barriers to implementation. Barriers can include inadequate funding support, logistical problems, inappropriate referrals, communication difficulties, problems with collaborators and the like. Barriers can throw a new program completely off course, sometimes resulting in an operating program that is drastically different from what was planned. Or barriers can erupt during a program's operation, resulting in a discontinuity in approach or philosophy. A discussion of barriers for each program is provided.

Satisfaction with Program Quality

Are program implementers and key partners satisfied with the program's implementation and quality? This is a key indicator of whether a program is meeting the expectations defined by its original design. A discussion of satisfaction is included for each program.

Evaluability Assessment

Evaluability assessment is a process conducted to determine whether a program is in shape to be evaluated. Are the necessary components in place? Is there consistency in service delivery over time? Are resources sufficient to support evaluation activities? Is there an adequate ability to conduct the level of data collection that would be necessary to support an evaluation? All of these questions contribute to an assessment of the extent to which a program is suitable for an outcome evaluation process.

Youth and Parent Feedback

The views of youth and their parents can be very useful in understanding how a project is perceived and received by its participants. The evaluation team primarily used a focus group approach to solicit youth and parents views although group interviews and one-on-one conversations were also used when a focus group approach was impractical or inappropriate. The specific method for obtaining youth and parent feedback is noted for each county.

The focus groups were facilitated by the project coordinator/staff in each county. This was essential due to issues related to confidentiality and liability. Therefore, in collaboration with the evaluation team focus group coordinator, each project coordinator organized two focus groups – one with youth and another with parents (youth and parents were not necessarily related). After a brief introduction by the project coordinator/staff, the group was 'turned over' to the focus group coordinator who then led the discussion. Each focus group addressed the same questions; answers were recorded on easel paper and posted on the meeting room walls. The answers were then summarized for inclusion in this report.

METHODOLOGY

Youth Focus Group Questions

- Tell me a little about what life is like for people your age in (DMC County). What kind of town is this for young people?
- You're here because you got involved in some kind of trouble. If you had to come up with the reasons why you got in trouble, what would those reasons be?
- You've been participating in this program for a while. I want you to think about your experience in the program. What parts of the program have worked well for you? (What do you like about the program?) What hasn't worked so well? (What don't you like?)
- How have you changed since you've been in the program? What's different about you as a person now compared to six months ago?
- How have things changed at school, with your friends, and with your family?
- What are your future plans? Where do you see yourself in a year?
- What advice would you give to a younger brother, sister, or friend about how to stay out of trouble?
- What advice would you give to the people who run this program and the people who provide the funding for it to make it a better program?

Parent Focus Group Questions

- Tell me a little about what life is like for youth your child's age in (DMC County). What kind of town is this for young people?
- Your children are here because they got involved in some kind of trouble. If you had to come up with the reasons why they got in trouble, what would those reasons be?
- Your child has been participating in this program for a while. I want you to think about your experience in the program. What parts of the program have worked well for you? (What do you like about the program?) What hasn't worked so well? (What don't you like?)
- Has your child changed since they've been in the program? What's different about them now compared to six months ago?
- What advice would you give to the people who run this program and the people who provide the funding for it to make it a better program?

Data Quality Assessment

It is impossible to gauge the effectiveness of a program without an adequate data collection system. In order to assess the extent to which DMC-funded projects had data systems adequate to support program monitoring and evaluation, the evaluation included a data quality assessment. This assessment examined the following elements: specific data elements tracked for the DMC program, how data are collected, e.g. paper or electronic, follow-up regarding additional offenses, pre and post testing if applicable, project-specific screening and assessment instruments utilized, follow-up or outcome tracking, data gathering points, data users, and connection of data reports to program planning and the overall DMC effort, as manifest in the DMC advisory committee. Each data quality assessment references documents which are available in a separate Index.

INDIVIDUAL COUNTY DESCRIPTIONS

BROWN

DANE

KENOSHA

MILWAUKEE

RACINE

ROCK

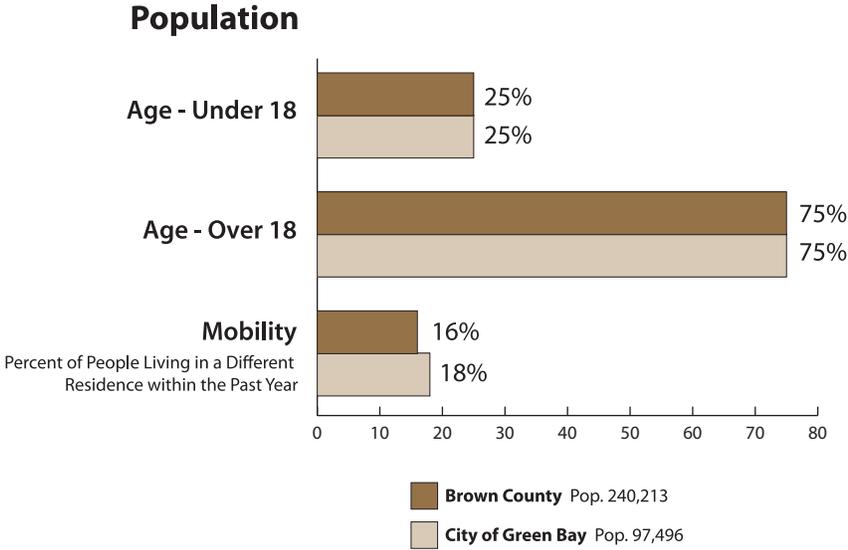
BROWN COUNTY

Demographic and Social Indicators

Overview

Brown County has a total population of approximately 240,000. Twenty-five percent of the population is under 18 years of age, similar to other participating counties. While a relatively small percentage of the population is minority, 2.2% of the population is American Indian which is more than double the statewide percentage. Thirty six percent of the households in Brown County have children younger than 18 years of age which is higher than the statewide percentage and second highest among comparison counties. While 7% of all families and 22% of families with a female head of household had incomes below the poverty level, both were lower than statewide percentages. The median income was slightly higher than the statewide median, but relatively low when compared to participating counties. The high school dropout rate of 10% is among the lowest when compared to other target communities.

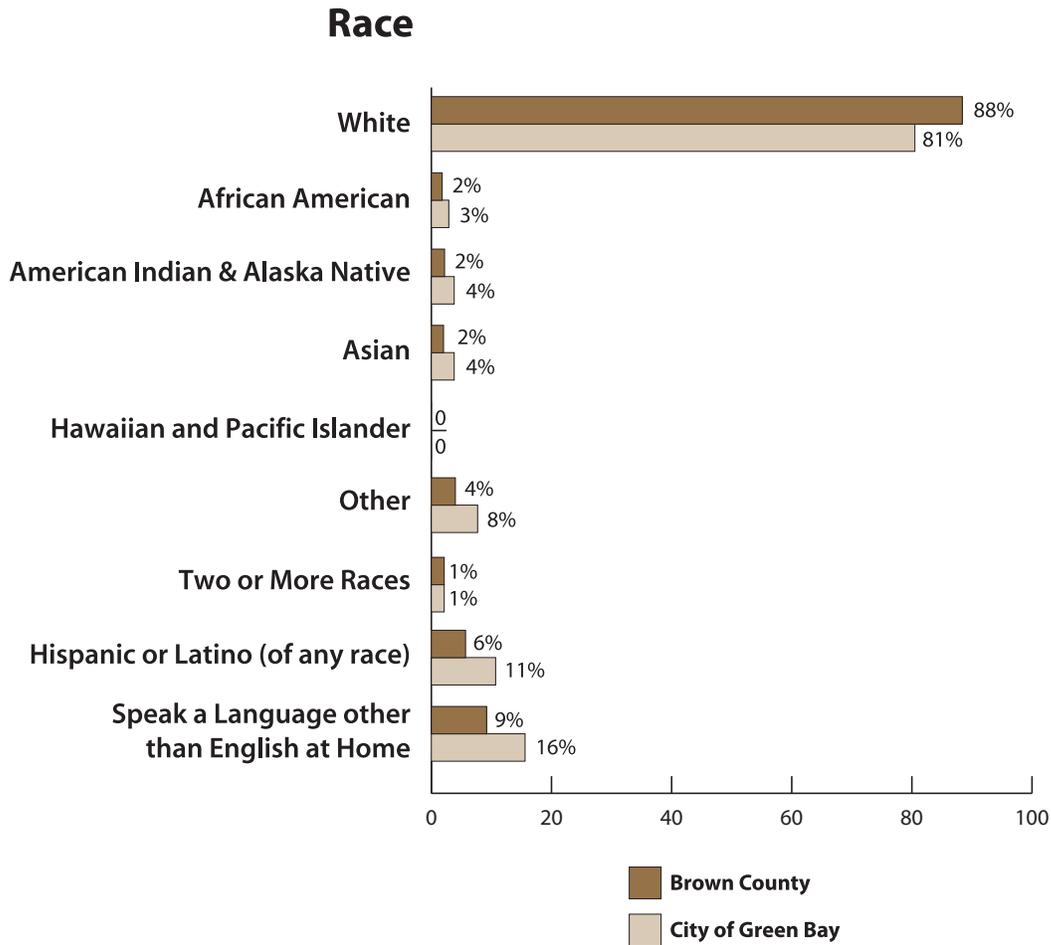
All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. All school data was obtained from the Wisconsin Department of Public Instruction.



Specific Indicators

In 2006, Brown County had a total population of 240,213. Twenty five percent of the population was under 18 years of age, consistent with statewide and comparison county proportions. Mobility - percent of persons living in a different residence within the last year including relocation from other counties or states – was 16% ranking the county the third lowest among the participating communities.

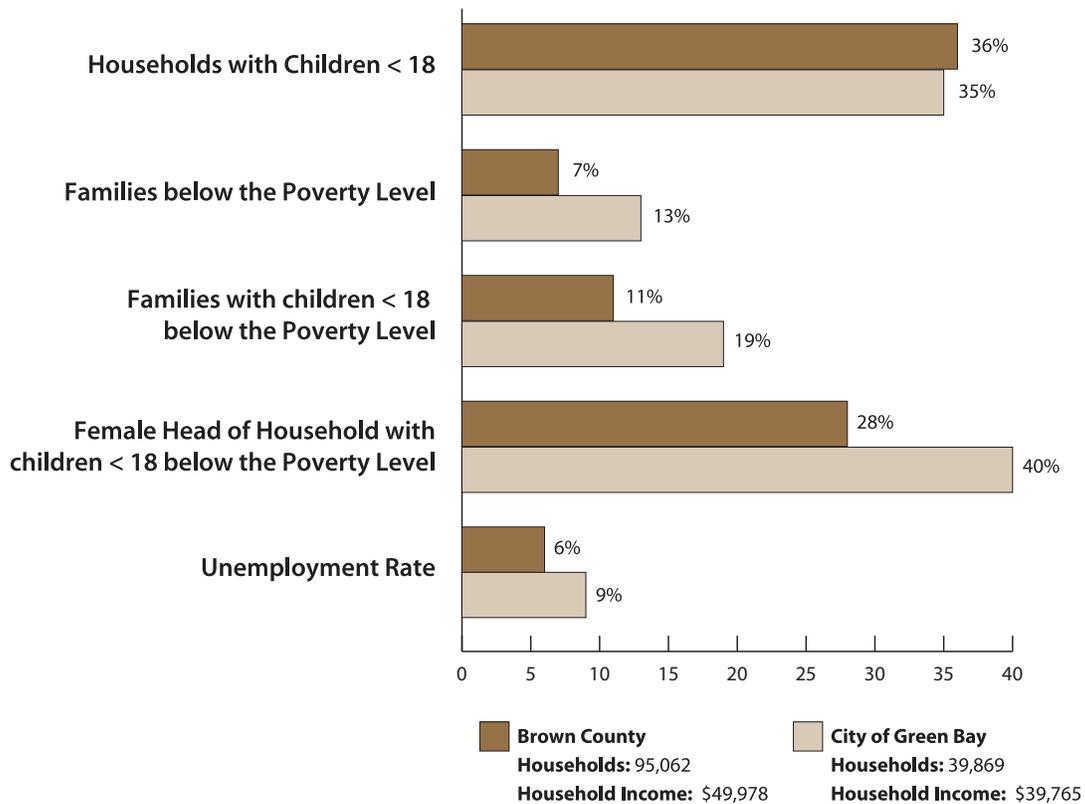
BROWN COUNTY



For people reporting one race alone, 12% of the population was minority, the second lowest among participating counties. American Indians represented 2.2% of the population, more than double the statewide percentage and the highest among comparison counties. Hispanic or Latino ethnicity of any race made up 6% of the population.

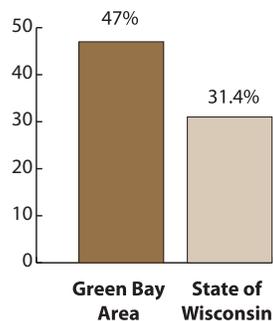
BROWN COUNTY

Household & Income



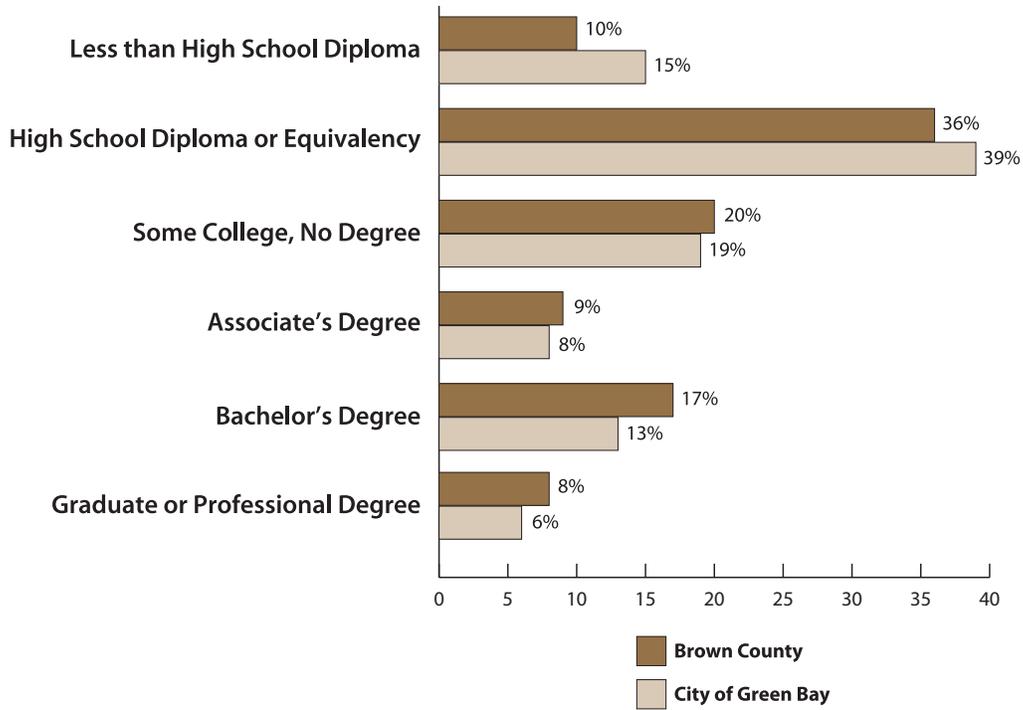
In 2006, there were 95,062 households in Brown County. 36% of the households in Brown County have children younger than 18 years of age. This is higher than the statewide percentage of 30% and the second highest among participating counties. Seven percent of all families and 28% of families with a female head of household had incomes below the poverty level. Both percentages are the second lowest among the six participating counties. The median household income of \$49,978 is slightly higher than the statewide median but the fourth lowest among comparison counties. The unemployment rate of 6% is marginally higher than the statewide rate of 5.5% and second lowest among participating counties.

Percentage Eligible for Free or Subsidized Lunch 2006-2007



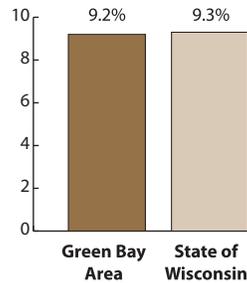
BROWN COUNTY

Educational Attainment



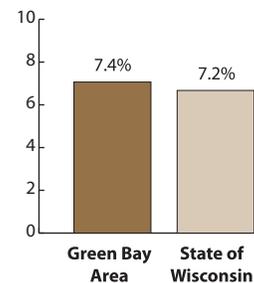
In 2006, 90% of the people over 25 years of age graduated from high school. Ten percent dropped out of high school which is lower than the statewide rate of 12% and the second lowest among comparison counties.

Truancy Rate 2006-2007



	Green Bay Area	State of Wisconsin
Total Enrolled PreK-12	19,618	841,722
Number of Students Habitually Truant	1,800	78,123

Suspension 2005-2006



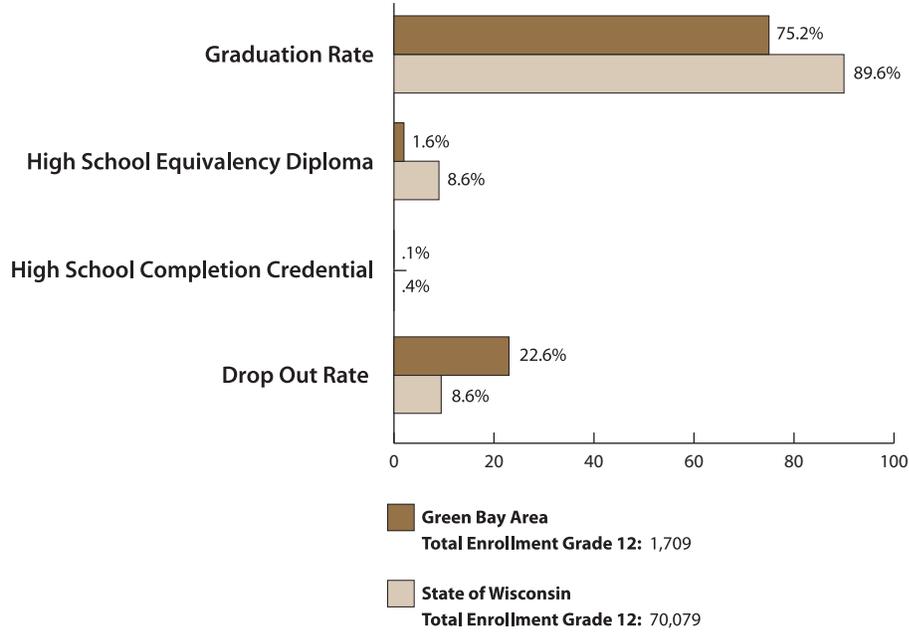
	Green Bay Area	State of Wisconsin
Total Enrolled PreK-12	20,314	874,098
Number of Students Suspended	1,513	63,089

Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

BROWN COUNTY

High School Completion Rates 2006-2007



Green Bay area schools has a much higher rate of students eligible for free or reduced price lunch (a commonly used indicator of the prevalence of low-income families) than the State of Wisconsin as a whole (47% for Green Bay compared to 31% for the State). Essentially, this means that close to half of students in Green Bay area schools live in lower-income families. The habitual truancy and suspension rates for Green Bay area schools mirror those of the State of Wisconsin as a whole. In both cases, about one in eleven students is habitually truant (5 or more unexcused absences in one semester). About one in fourteen students has been suspended. During the 2005-2006 school year, ten Green Bay Area schools' students were expelled. The 2006-2007 drop-out rate for Green Bay area schools was 22.6% compared to 8.6% for the State.

BROWN COUNTY

Stakeholder Views

To prepare for the Stakeholder Interview portion of the Community Profile, a member of the Evaluation Team attended a DMC Advisory Board meeting on January 24, 2008. The purpose of participation was to attain a basic understanding of DMC programs and delinquency issues specific to the county and to become familiar with participating stakeholders.

DMC Advisory Committee

The Brown County DMC Advisory Committee is comprised of the following individuals and organizations.

- Karen Anthony Juvenile Court Liaison
- Tom Blankenheim Green Bay School District
- Darryl Buck Green Bay Public School District
- Jody Buth Green Bay Police Department
- Eric Enli District Attorney's Office
- Steve Felter Brown County Shelter Care Supervisor
- Lawrence Gazley Brown County Courts
- Judge Marc Hammer Juvenile Court Judge
- Harold Hampton Oneida Nation
- Richard Harris 2nd Lyfe
- John Jadin Brown County Jail
- Alex Nako Oneida Nation
- Jamie Rhode Brown County Secure Detention
- Scott Shackelford Brown County Human Services Department
- George Skenadore Oneida Nation
- Brandt Swardenski Public Defender's Office
- Dan Squires Boys and Girls Club
- Harry Sydney My Brother's Keeper
- Rhonda Tousey Oneida Nation
- Rich Vanboxter Oneida Nation Police Chief

Stakeholders Interviewed

Stakeholder interviews were conducted from February 19, 2008 – March 12, 2008. Interviewees included:

- Tom Blankenheim & Darryl Buck Green Bay Public School District
- Jody Buth Green Bay Police Department
- Eric Enli District Attorney's Office
- Richard Harris 2nd LYFE (Community Representative)
- J.D. McKay Juvenile Court Judge
- Brandt Swardenski Public Defender's Office

BROWN COUNTY

Themes

Unanimously, stakeholders identified the influence of poverty and its impact on family resilience and related social problems as the root cause of juvenile delinquency. A culture clash was identified based on a relatively small percentage of minorities who have currently and historically resided in Brown County. A strong perception exists that minorities are resettling in Green Bay from larger urban areas in search of employment opportunities in the meat packing and agricultural industries. The mobility rate - percent of persons living in a different residence within the last year including relocation from other counties or states – was 16%. When compared to other targeted DMC Counties, three other counties had a higher mobility rate than Brown County.

Related to demographics, Native Americans comprise 2.2% of Brown County's population. This minority group, however, has relatively little involvement in the juvenile justice system based on the availability of family sustaining jobs in the casino business. Socioeconomic status for this group is thought to be higher than for other minority populations and appears to have resulted in strong community connections and family stability.

My Brother's Keeper mentoring program was unanimously highlighted as an asset of DMC programs in Brown County. At the same time, stakeholders want to see more diversity in neighborhood based and alternative programs and greater involvement of the African American community in particular. The need to raise awareness among the population most affected and to assure their involvement and leadership in solving the DMC problem was identified as a priority.

The need for the DMC Advisory Board to commit itself to systems change and to facilitate a greater understanding and integration of services across stakeholder agencies was also identified as a concern. Related to specific programming, the need to critically assess juvenile intake resources and policies was noted. In addition, the need to develop more alternatives across the juvenile justice continuum was recommended. Unique to Brown County is the lack of direct involvement of the judiciary in the DMC Advisory Committee at the time that these interviews took place.

Interview Results

Root Causes of Delinquency

“Juvenile justice issues are driven by the socio-economic status of the family.” Poverty, the lack of structure in the family environment regardless of race, parental legal problems, lack of educational achievement, absence of male role models, AODA issues and a growing minority population were all identified as resulting in inadequate parenting. *“Economic status can result in family dysfunction.”* The resulting family instability and the need for a significant adult relationship that provides support and guidance for children were identified as contributing to the breakdown of the family.

Stakeholders recognized that the motivation to steal or engage in other criminal behavior becomes a more acceptable way to deal with a problem if a youth is a *“have not.”* *“Kids are coming from unstable environments and act out to get attention as their needs aren’t being met at home.”* The disconnection of youth and families from the school system and the presence of Education Resource Officers in the schools were also identified as problems that influence delinquent behavior and increase arrest rates. The culture clash that is evident when families relocate to Green Bay from larger urban environments was recognized as a circumstance that may result in behavior problems and greater interaction with law enforcement.

Adequacy of DMC Programming

“DMC representatives are reactive and tend to only see the issue as it relates to their individual institutions. The DMC committee as a whole is not working across institutions and the juvenile justice continuum to affect real change.” While it was noted that the DMC Advisory Board had raised awareness of the issue among stakeholders and that Board members are trying to do a good job, DMC efforts were not always seen as effective or impactful. *“Are they making a difference?”*

The need for more responsive DA policies based on DMC involvement, greater representation from the African American community and more school district participation was noted. *“The DMC committee is good to have in place but we need contrary thinkers wrestling with important issues.”* At the same time, Human Services Department leadership was characterized as open minded, well intentioned and committed to instilling the DMC philosophy through the department.

BROWN COUNTY

Major System Strengths

Brown County Human Services Department was described as *“seeing the big picture, color blind, open minded, and willing to change and make a difference.”* The Green Bay Police Department, the DA’s office and the Public Defender’s Office were identified as being open and collaborative.

Across the board, stakeholders identified *“My Brother’s Keeper”* mentoring services as a major strength of DMC programming in Brown County. This initiative began working with the Brown County Human Services Department and the DMC Advisory Board in 2005 by providing mentoring to male minority youth. My Brother’s Keeper mentoring program works with the Green Bay Corrections Institution, Brown County Juvenile Detention Center and schools to provide 10 sessions for youth related to goal setting, alcohol and drug problems, relationships and other issues to help young men change the direction of their lives. At the same time, several stakeholders voiced the need to include other community-based organizations. *“Harry Sydney’s program is good, but we need to move beyond this one program.”*

Another asset related to a prevalent minority population is the existence of the Oneida Nation of Wisconsin in Brown County and the City of Green Bay as it provides an example of the impact of economic status on juvenile justice involvement. The Oneida Tribe was described as providing financial stability resulting in comprehensive and culturally sensitive services such as health, education and employment. *“Native Americans families associated with the Oneida Tribe have family sustaining jobs and a strong community support system.”* As a result, Native American youth were identified as having lower levels of justice involvement and intensive community support and services if they demonstrate delinquent behaviors when compared to other minority groups. Still, many stakeholders identified the need for the tribal nation to have greater involvement with the DMC Advisory Committee. *“The Native American community is well organized and could be utilized to a greater extent.”*

Significant Changes Affecting System

“Fifty years ago, there were no racial and ethnic populations in Green Bay; this has changed dramatically and the minority population has grown significantly.” Participants shared that Green Bay has had very little experience dealing with different races and ethnic populations which has resulted in a *“confrontation of cultures.”* While the minority population has grown significantly, institutions have not changed in response. Historically, Green Bay’s economy revolved around the paper industry; now meat-packing companies and agriculture-based jobs are perceived as resulting in the settlement of an uneducated migrant population. *“Diversity continues to challenge our community.”*

“Native Americans have jobs as a result of legalized gambling.” As a result increased economic opportunity, stakeholders expressed that crime and delinquency have reduced among this population. Stakeholders commented on the mostly positive impact of the gambling industry specifically on Native Americans.

On an encouraging note, stakeholders recognized that *“minority representation among elected officials is beginning to grow.”* It is hoped that this transformation will result in the political will to address the DMC initiative in a more effective manner.

BROWN COUNTY

Major Challenges

"Green Bay has experienced a lot of growing pains in the last 25 years and is trying to find its identity." A common theme expressed by those interviewed included a perception that there is an influx of minorities moving to Green Bay via the 1-43 corridor from Milwaukee, Chicago, Kenosha and Racine. Different cultural expectations when compared to the majority population along with the view that they *"bring their problems with them"* were identified as a major source of juvenile delinquency in Brown County.

"Kids get passed through the system." A major theme that emerged was a lack of funding for Juvenile Court Services and its impact on minority youth who enter the justice system. Multiple stakeholders interviewed commented that once a minority youth is formally charged and not involved in diversion programs that they move quickly through the system and have a greater chance of ending up in a correctional facility. A major problem identified was the fact that families fail to keep their appointments with the juvenile case workers and as a result miss opportunities for diversion programming. When case recommendations are advanced to the District Attorney's Office, a viewpoint also exists that the DA's office may not have the time and resources to review the charges and the case in depth. As a result, case recommendations are consented to by both the DA's office and the Judiciary without critical review.

"There is no genuine community involvement." The need to engage grassroots organizations that represent the African American community and the tribal nation in a more meaningful manner was identified. The Native American community has a wealth of resources and strong community connectedness that could benefit DMC initiatives. A network of African American community-based organizations could serve as an alternative to existing programs and allow the population most affected by juvenile delinquency to provide leadership for and take ownership of the DMC problem. *"There is a lack of awareness among the African American community that a problem exists and that they need to be a part of the solution."*

Major Changes

"Including 17 year olds in adult court has been negative as adult court is not rehabilitation oriented." Participants felt strongly that 17 year olds needed to move back to juvenile court but that this reversal needs to come with funding to assure an effective transition.

A recent change in the juvenile justice system was identified related to resources for residential services. *"There used to be more alternatives for post-disposition placement after conviction such as Rawhide."* It was noted that all juveniles are referred to Lincoln Hills if long term treatment is needed.

BROWN COUNTY

Quality of Engagement and Collaboration

"We are trying to do a good job, but are we making a difference?" While it was acknowledged that the DMC Advisory Board has raised awareness among institutional representatives, many stakeholders questioned if they were collectively making an impact. The need for greater grassroots minority representation and involvement, a data driven critical assessment across the juvenile justice service continuum and the need to *"dig deeper"* with high level commitment and leadership from participating organizations was identified as needed. *"The Committee has not yet challenged the status quo or the system as it currently exists."* It was also noted that more service integration was needed among institutions.

The Judiciary in Brown County does not actively participate in the DMC Advisory Board based on a perceived conflict of interest. *"The goal of the Judiciary is to maintain objectivity and to assure the community's perception of impartiality."* The Judiciary, however, reviews all relevant DMC data and stays current on advisory committee activity.

"A lot of decision making power is invested in juvenile intake staff." At the same time it was noted that they do the best they can with available resources. Stakeholders felt that case loads need to be decreased in order to provide more effective services to justice involved youth.

"Schools could do a better job employing a more hands on approach to deal proactively with problems." Many interviewees expressed the desire to have more consistent representation from the Green Bay School District on the DMC Advisory Board. The need to train teachers to more effectively deal with classroom conflict, and standardized policies related to truancy across schools and executive school leadership were identified. The existence of School Resource Officers (SRO) was assessed as both positive and negative. While SRO's can increase school safety and security, their presence can also increase arrest rates. Clarifying expectations between the School District and the Green Bay Police Department (GBPD) was identified as an ongoing process.

"GBPD is good, but could do better." While many stakeholders expressed that the Police Department was open to change, the lack of cultural competency, perceived racial biases among *"old timers,"* and bureaucratic obstacles were noted as fostering high DMC rates.

Needs

"Need more involvement of the African American community." Personal responsibility and increased community accountability was identified as necessary to address the DMC issue. More racial diversity within juvenile justice institutions and especially the GBPD was recommended.

"We need more prevention programs to deter criminal behavior in the first place." More resources are needed to expand My Brother's Keeper and to develop and support other community-based programs. It was recommended that minority community leaders needed to be supported and developed to provide leadership for community change. *"An organized community movement is needed to change the system from the outside. There is inertia to change the system from the inside."*

"More options are needed once kids get formally involved in the system." While alternatives appear to be the desire of the DMC Committee, they were identified as currently lacking in the community.

BROWN COUNTY

Other DMC Policy Initiatives

Each county DMC coordinator was asked to describe other programs, policies, and practices that were developed over the past several years to address DMC.

Brown County Strategies to Address DMC:

- Completed system assessment
- Complete analysis of data
- Improve youth assessment tools and practices
- Improve consistency in DA decisions
- Add community-based services to minority youth
- Add prevention efforts focusing on girls
- Improve collaboration with system partners and community-based agencies through routine meetings

Brown County Activities Related to DMC since 2002

- Ted Rubin system assessment and report w/recommendations completed
- Improved youth assessment through the GAIN, ACRA, POSIT, and CST training
- Added intervention services for boys with Harry Sydney; for girls, added prevention services with Boys' and Girls' Club and YMCA with DMC and county funds
- Restructured purchase contracts, adding immediate access to minority, professional staff
- Instituted regular meetings with schools, law enforcement, detention, community
- Completed thorough data analysis and now tracking youth in detention, placements, etc.,
- Assists with the funding of a dedicated full time juvenile prosecutor

Future Strategies/Activities

- Focus on earlier intervention with minority youth through street outreach and training opportunities with both parents and youth
- Increase/modify expectations of providers and demand outcome data on participants
- Solidify linkages with Oneida Tribe and Hmong community

BROWN COUNTY: MY BROTHER'S KEEPER

Project Assessment: My Brother’s Keeper

DMC Context

The Brown County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	5.59	ND	0.65	4.86	1.93
Juvenile Court Referral	1.57	ND	1.16	1.36	1.73
Diverted Before Adjudication	0.89	0.97	ND	0.91	0.90
Secure Detention	1.96	2.08	ND	1.70	1.81
Cases Petitioned	1.25	1.07	ND	1.20	1.16
Delinquency Findings	0.87	ND	ND	0.83	0.88
Probation Placement	1.00	ND	ND	1.00	1.00
Secure Correctional Placement	ND	ND	ND	ND	3.09
Transfers to Adult Court	ND	ND	ND	ND	0.80

The highlighted data is identified as statistically significant.

Similar to other counties, racial disparities are most evident at the front end of the system, i.e. juvenile arrest, juvenile court referral and placement in secure detention. The DMC program which was the focus of this evaluation is My Brother’s Keeper, a mentoring and outreach program focusing on minority males. The program provides mentoring to youth who are *diverted before adjudication* and conducts outreach to youth who are more system-involved including youth in shelter, secure detention, and juvenile corrections.

Program Description

My Brother’s Keeper (MBK) is a nonprofit organization established in 2003 to provide one on one mentoring and life coaching to males ages 11 to 65. Founded by former professional football player Harry Sydney III, the organization embodies his personal philosophy and approach which he has incorporated into a curriculum entitled, “Straight Talk, Sound Direction.” MBK offers individual, one-on-one mentoring for boys and men who are experiencing challenges having to do with delinquency, family and relationship issues, alcohol and drug involvement, goal-setting and empowerment. Generally, individuals from the community, including those referred by the Green Bay School District, enroll in a series of five (5) mentoring sessions. However, the program was extended to 10 sessions for youth referred as part of the DMC effort. In addition to individual mentoring, MBK conducts group mentoring sessions at the County shelter and detention center and also visits youth placed in Lincoln Hills juvenile corrections facility.

BROWN COUNTY

The MBK mentoring approach combines elements of traditional mentoring, recognized as a model program in prevention by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with approaches taken from cognitive behavioral treatment and conflict resolution/interpersonal skills development, both recognized as model programs in the area of immediate sanctions. With regard to mentoring as a model program, OJJDP states:

...the goal of mentoring programs is to support the development of healthy individuals by addressing the need for positive adult contact and, thereby, reducing risk factors (e.g. early and persistent antisocial behavior, alienation, family management programs, and lack of commitment to school) and enhancing protective factors (e.g. healthy beliefs, opportunities for involvement, and social and material reinforcement for appropriate behavior). The strength of the mentoring concept comes from the fact that it can impact so many different risk factors and can support many different protective factors at the same time. In fact, the mere presence of a mentor "can provide a youth with personal connectedness, supervision and guidance, skills training, career or cultural enrichment opportunities, a knowledge of spirituality and values, a sense of self-worth, and perhaps most important, goals and hope for the future."

It is important to note that MBK is different from a traditional mentoring program such as that offered by Big Brothers Big Sisters in which the mentoring is less content or curriculum-driven and more open-ended, e.g. extending indefinitely in many cases. In this case, the mentoring is time-limited in terms of the Human Services Department referral but often results in longer-term mentoring relationships between Mr. Sydney and former clients that are unreimbursed by the county.

In addition to mentoring, the MBK approach involves components of motivational interviewing, a fairly new approach in counseling which engages clients in actively envisioning real change in their future and developing concrete commitments to changes strategies. Essentially a coaching strategy, motivational interviewing is an empowerment approach, establishing expectations that the client himself has the power to envision, pursue and achieve his own life changes.

In the case of MBK, *who is* doing the mentoring is as or more important than the program approach. Harry Sydney is very well-known in the Green Bay community. He is a former Green Bay Packer player and coach, has a popular radio show, writes a twice-weekly sports column, and coaches a local high school football team. The walls of his office, where individual mentoring sessions occur, are covered with photos of Mr. Sydney as a player and coach, many with other very well-known people like Brett Favre and President Bush. Mr. Sydney's mentoring approach and his program curriculum are based on his personal experiences growing up as an African American male in a difficult family situation and overcoming a series of hurdles as a professional athlete.

Mr. Sydney's curriculum, "Straight Talk, Sound Direction – Harry Sydney's Blueprint for Change," includes many specific references to his family as he was growing up, culminating in his mother shooting his father when Sydney was 16 year old. Mr. Sydney uses this life experience as the starting point in his relationship with each youth. He uses himself as the example of how an individual can overcome barriers to become very successful as a professional and family man. He uses his story – both as a youth with a painful family life to a football player too involved in the 'bling' of professional sports to be a good father – to demonstrate the ability of the individual to change. The importance of Mr. Sydney's personal history and charisma cannot be overstated since, at the time of the process evaluation, he provided all of the mentoring services offered by MBK.

BROWN COUNTY

MBK curriculum elements include understanding the importance of attitude, thinking rather than reacting, seeing the big picture, codes of life, i.e. integrity, respect, standards, discipline, accountability, responsibility, understanding the differences between success and character. Specific topics include anger management, decision-making, conflict resolution, AODA issues, errors in thinking, family relationships, goal-setting, and education.

The mentoring sessions at Mr. Sydney's office, which is located in a very accessible strip mall in Green Bay, occur once a week for 45 minutes. Parents are expected to provide transportation but when that is not possible, bus tickets or other transportation help is provided to participants. Prior to the first mentoring session, Mr. Sydney talks to the referring case worker to gather information and background about the referred youth; Madonna Sydney contacts the youth and/or his family to set up the first appointment. No shows are rare primarily due to Mr. Sydney's community reputation and the impetus provided by the court order or deferred prosecution agreement.

At the first meeting, Mr. Sydney tells his story to each boy as a way to connect his own experience to what the youth has experienced. Using the setting of his office (with pictures of his successful sports career and of him with other famous people), Mr. Sydney introduces each boy to his concept of REACT (Respond, Emotions, Actions, Cause, Trouble) to help youth see the connections between reacting without thinking and consequences such as hurting people or getting in trouble. He asks each boy to tell him about their life and challenges, and then tells each that he can call him anytime between 7:30 a.m. and 10:30 p.m. for any reason. He ends the session by conferring briefly with the youth's parents to explain the program and obtain their commitment to helping the youth attend each session.

Successive mentoring sessions are tailored to each youth's circumstances and issues but focus on the approaches and topics identified earlier. Extra emphasis is placed on helping youth set realistic goals that can start a pattern of success. Youth are encouraged to set small, attainable goals so they can learn that change is slow but so they can also experience achievements and gain momentum in the change process. Throughout the sessions, Mr. Sydney stresses the need for the youth to take personal responsibility and to become fully accountable for his actions. An excerpt from the MBK curriculum is an example of this approach:

Step 5: Accountability

It is your responsibility to be the man you want to be. You are the architect of your own destiny and the creator of the life you want. It doesn't matter where you have come from or what you have gone through in the past but where you are going that matters. You can't change what happened to you in the past but you can create a better future through steps you take in the present.

The sessions include lecturing (using concepts from the curriculum), role-playing, e.g. how could a boy have handled a bad situation differently, and discussion. MBK reports back to caseworkers on a weekly basis by faxing a form that records the client's name, date of the visit, session number, and topic; also included is an assessment of basic behavior/attitude elements including: respectful to those of authority, accountable for his actions, following rules, making good decisions, trying to improve his life, and learning from his mistakes.

BROWN COUNTY

Group presentations occur regularly at the Brown County Detention Center and Shelter. The weekly sessions generally include all of the youth in the facility at that point in time. The sessions operate in a classroom setting with Mr. Sydney starting a discussion by posing a question that each youth answers; he records the answers on the board and then uses the responses as jumping off points for group discussion. Throughout the discussion, he brings in elements of his basic curriculum that reinforce personal accountability, goal-setting, and positive change. Mr. Sydney engages in discussion with youth in a very direct manner, asking serious questions that require introspection. He is able to generate participation from youth using a mixture of lecture, street talk, and encouragement. He also knows every youth by name, their history, and where they are going next. *In other words, the personal relationship between Mr. Sydney and the youth he mentors is the MBK program.*

Theory of Change

Mentoring is recognized by OJJDP as a model program because of its proven impact on both risk reduction and resilience enhancement among at-risk youth across the country. The fundamental feature of mentoring is a youth's sustained connection to a caring adult who provides nurturing, guidance, and support. The MBK philosophy and approach center on the development of individual resilience in the face of risk factors, the view that young people cannot change the past, their family, or other potentially negative situations, but that they can learn to control and change their future.

Resilience is defined by OJJDP as "...the capacity of those who are exposed to identifiable risk factors to overcome those risks and avoid long term negative outcomes such as delinquency or school problems."

Mentoring supports resilience in two ways – by providing positive guidance to a youth and by demonstrating to the youth that he/she is capable of forming positive relationships with caring adults.

Essentially, the MBK model strives to establish a caring relationship with each youth, provide character education and exposure to values thinking, and thereby boost each youth's capacity to resist negative influences and to overcome barriers. This is an empowerment strategy which clearly articulates the expectation that people are responsible for their own actions and for shaping their own futures. MBK offers the experience of Mr. Sydney as an example of someone who has overcome barriers familiar to the youth being served and uses his substantial reputation as a professional athlete to engage and inspire youth participants.

The MBK approach differs from a traditional mentoring program because it is a time-limited (10-session) program. This means that for many youth the mentoring relationship is fairly brief; although Mr. Sydney continues to have contact with many youth after their program participation.

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
Mentoring male minority Youth ages 11 – 18	Meeting with “My Brother’s Keeper: mentoring on 1:1 sessions for 10 weeks for 45 minutes	100 individual sessions yearly	Pro-social behaviors
Decrease anti-social behavior	additional sessions added based upon client need	Youth and parent surveys for individual cases	evidenced by positive family relationships & community behaviors
Reduction of juvenile justice referral in the delinquency unit	weekly evaluation form completed on each 1:1 session	720 youth served	reduction in juvenile intake referrals/court orders/out-of-home placements.
Program Fidelity	Collaboration with parents/case manager		
	Weekly group sessions for 1 1/2 hours at secure detention/shelter care for male & female youth		

BROWN COUNTY

Program Coverage

My Brother's Keepers' DMC program includes youth ages 10 to 17 who have a delinquency referral or at risk of a delinquency referral as determined by school personnel, child welfare, or other community system. Youth referred are minority males who have been involved in fighting, drug possession, disorderly conduct, sexual assault, parent-child conflict, property crimes, or gang-related activities. Youth with a delinquency referral may be court-ordered or have a deferred prosecution agreement. (It is important to note that the DMC grant only pays for youth with a delinquency referral; at-risk youth are served using other resources that may include the child welfare system.) The program does not include youth referred from municipal court.

Occasionally, youth are referred who are at different points in the service continuum including youth returning from juvenile corrections facilities. Intake and dispositional staff indicate that they are most likely to refer a youth to MBK if he demonstrates poor self-esteem or poor social skills, has a history of domestic violence in the family, and lacks a male role model. Youth who are already attached to an agency and youth who need more intensive supervision are likely to not be referred. The program is regarded by intake and dispositional staff as one appropriate for youth who are first time offenders or are otherwise at an early stage in their delinquency experience. Because the program is directed at individuals as an early intervention, mentoring is an appropriate service for this population.

In the last DMC report filed with OJA, Brown County reported that 489 male juveniles had received services through MBK including youth involved in individual mentoring and youth involved in group sessions at Secure Detention or Shelter Care. Of this total, 15% were White, 9% Hispanic, 54% African American, 18% Native American, and 4% Asian. The mentoring group is more predominantly African American with 68% of total sessions provided to African American youth, 13% to Hispanic youth, 11% Native American, 6% Asian, and less than 1% white.

At this point in time, nearly all boys who fit the general criteria described above are referred to MBK since it continues to be the primary resource for minority males in the Green Bay/Brown County area. (Youth with cognitive issues or autism spectrum disorders are generally not referred to MBK.) The referral of most eligible youth is an important factor relative to future efforts to construct an outcome evaluation that might examine the impact of MBK versus no intervention or alternative interventions. If all eligible youth are referred, it would be difficult to construct control or comparison groups which would allow rigorous evaluation of program impact. However, this is true of most established programs in the juvenile justice arena.

BROWN COUNTY

Fidelity and Dosage

Fidelity: The individual mentoring service provided by MBK occurs on a one on one basis; therefore, it was not possible to conduct frequent project observations of sessions without impairing the experience for the youth whose sessions were being observed. Essentially, observation in this context would be the equivalent of sitting in on counseling sessions with an AODA treatment provider or other therapist. As a compromise, a meeting was arranged to provide an opportunity for the evaluator to observe Mr. Sydney and a current client (nearing the end of his 10-week sessions) and to interact with the client about his experiences in the program. In addition to this experience, Mr. Sydney, in a separate meeting, presented an overview of his curriculum sessions to the evaluator. Further, Mr. Sydney's group session at the Brown County Detention Center was also observed. It appears from the combined observations that Mr. Sydney follows the basic components of his curriculum, utilizing youths' own experiences as the starting point for discussions.

Dosage: Youth referred by the Department of Human Services are authorized to receive ten (10) 45-minute sessions of mentoring. If additional sessions are warranted, a reauthorization is issued. A standard course of mentoring for a youth referred to MBK would total a minimum of 7.5 hours in one-on-one meetings with Mr. Sydney. Additional time may be spent in informal conversation via phone and in collateral contacts with other MBK staff. Group sessions also run about an hour; youths' exposure to the program would vary depending on the length of time spent in Secure Detention or Shelter Care. Program dosage is somewhat lower than that of other DMC projects; however, several of those projects are working with youth at more advanced stages in their delinquency experience.

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Program primarily targets first time offenders and others for whom early intervention/mentoring services are appropriate.
	More intensive treatment to higher risk offenders	Individual mentoring clients receive 10 weekly mentoring sessions; additional sessions can also be authorized. There is not a different, more intensive mentoring schedule for higher risk offenders.
Need	Targets anti-social attitudes, values or beliefs	Character-building concepts, i.e. integrity, respect, standards, discipline, accountability, responsibility, are stressed.
	Targets substance abuse	Substance abuse issues are incorporated into mentoring sessions.
	Targets lack of empathy	Empathy is addressed as an implicit part of the overall character development approach.
	Targets impulsive behavior	Major focus of program is on thinking before acting, i.e. REACT (Respond, Emotions, Actions, Cause, Trouble) concept.
Treatment	Focuses on current factors that influence behavior	Day to day situations are the basis of individual mentoring sessions; role-play used to help youth consider alternative methods of dealing with situations that could result in trouble.
	Action-oriented	Short-term goal-setting and success attainment strategies encouraged.
	Offender behavior appropriately reinforced	Communication between MBK and DHS; no shows are reported immediately to DHS for follow-up; appears to be rare that youth have significant behavior issues during the course of the 10-session program.
Program Fidelity	Program delivered as designed	Program is delivered as depicted in the project logic model.
	Program based on specific, theoretical model	Project conforms to many principles of mentoring, cognitive behavioral treatment, and conflict resolution/interpersonal skills developed as identified as model programs by OJJDP; however, the program approach is based primarily on the MBK founder's personal philosophy.
	Workers trained in program delivery and have trained supervision	At the time of evaluation, only one MBK staff (Harry Sydney) was providing mentoring services.
	Printed materials describe program goals and content	Several documents, e.g. curriculum, brochure, and program overview, describe program goals, content, and service delivery approach.

Disproportionate Minority Contact County Project Evaluation

BROWN COUNTY

Barriers to Implementation

There do not appear to be barriers to implementation at this time. MBK has developed good working relationships with DHS staff and with the staff at Secure Detention and Shelter Care. Communication seems to be frequent, open and productive. There appears to be a high level of confidence in the program on the part of the referring agency. Moreover, MBK is providing exactly the service described in the DMC funding request and in the logic model provided for this evaluation. In summary, there seem to be no current barriers to implementation.

There may, however, be barriers to program expansion either in terms of adding more clients or adding more program components because of the central role Mr. Sydney plays in MBK. The recent addition of another mentor, an individual with substantial law enforcement and counseling training, will allow MBK to expand services and possibly consider the development of new program components.

Satisfaction with Program Quality

Opinions about My Brother's Keeper were solicited from a variety of sources including staff of the referring entity (Department of Human Services), members of the DMC Advisory Board interviewed for the evaluation, i.e. assistant district attorney, judge, public defender, school officials, law enforcement), youth and parents. Comments from these sources were very positive.

Stakeholders identified My Brother's Keeper as one of the major strengths within the juvenile justice system with regard to DMC programs and policies. Department of Human Services (DHS) staff was also very positive about MBK, indicating that it was the first program specifically for people of color in the Brown County juvenile justice system. DHS staff specifically noted the following positive characteristics of the program: taking time to talk with kids, not being a treatment program per se, focusing on real life, connecting with kids, and talking about values and experience. That Mr. Sydney was a successful African American male who had struggled and overcome many obstacles to become successful was also seen as very important by the referring DHS staff. DHS staff also appreciated the regular (weekly) feedback from MBK regarding each youth's weekly session and the MBK-initiated communication when a youth failed to show or other issues arose.

At the same time, DHS staff indicated that while they had great confidence in MBK as a critical resource for minority males in the juvenile justice system, they did not currently have concrete evidence that the MBK intervention was effective in terms of the number of youth who are re-arrested, are charged with new offenses, or diverted from state corrections.

Other stakeholders raised concerns about the fact that 'there is only one Harry Sydney' and that the program would quickly reach capacity and be unable to serve all youth potentially eligible for the program. One stakeholder also mentioned the need for stronger connections between the County, DMC Advisory Board, and the African American community that would result in a broadened African American service capacity for youth in the juvenile justice system.

All told, however, there was a high degree of satisfaction with MBK; however, it is important to note that much of the positive response and good will had to do with Harry Sydney as a person rather than his particular program approach. Because people felt respect for Mr. Sydney, his commitment, and his approach, they tended to have high regard for MBK.

BROWN COUNTY

Evaluability Assessment

There appears to be the consistency in service delivery over time that is essential for an outcome evaluation. In other words, an outcome evaluation would have confidence that the MBK approach is generally the same with each youth in the program. This may change with the addition of a new mentor without the same 'star power' as Mr. Sydney; however, at this point in time the program appears to operate in a consistent manner.

Several factors would need to be addressed in order to conduct an outcome evaluation:

- Development of a participant tracking system that would connect MBK participation and juvenile justice outcomes, i.e. intake referrals, court orders, out of home placements
- Development of specific instruments and strategies to measure outcomes as included in the current logic model, i.e. pro-social behaviors, positive family relationships, positive community behaviors;
- Methods for insuring that the data are collected by a third party; and
- Strategy to compare program outcomes to a) other program alternatives; b) non-referred but similar youth; or c) past experience.

Youth and Parent Feedback

My Brother’s Keeper: Youth Participant Focus Group

Overview

There were seven (7) youth in the focus group.

The youth described life in Green Bay as monotonous, uneventful, boring, adding that it was easy to get in trouble because there was nothing to do. Two of the youth described their attitude at the time of their offense as being very nonchalant about what they did. Another simply stated that they did what they did because they figured they could get away with it. There were no negative comments about the program. The one on one counseling was mentioned as the single most beneficial experience. They mentioned that as a result of the sessions they learned how to think proactively versus being reactionary, how to understand consequences and most importantly to judge situations the right way. Several of them mentioned that it equipped them with coping skills that they didn’t have, and most important, it helped them mature.

A contrast was made in the discussion about standard counseling programs with a “social worker type”. One young man provided a comedic impersonation and said all they do is ask questions about their conduct, their family, their school, and their friends. Most of them agreed that this approach didn’t work with them. They stated what worked for them, was a straight-forward, no nonsense approach as demonstrated in the My Brother’s Keeper Program. One young man explained how different it was for him to think about the consequences and the outcomes of the situations he was in. He said before he wouldn’t think about anything, especially the consequences, “I would just do it.” Verbal and physical gestures validating his comment were made by the group. Several shared comments about their past relationships, how family and friends were disappointed in them and even teachers who would address them with negative labels. All of the young men expressed their satisfaction with and appreciation of, the program. Others mentioned about how their friends think they are more serious now. While they may not have been of the frame of mind to express long- term aspirations, their immediate goals pointed to pursuing college and they felt confident and mature enough for involvement in structured sports activities.

BROWN COUNTY

Participant Responses

Life for Youth in Green Bay

Summary

Responses indicated that the social and recreational climate for youth in Green Bay was lacking in interest and activities. Typical descriptions like boring, nothing to do were repeated more than once. Several of the youth validated these answers both verbally and non verbally. One youth stated that it was easy to get in trouble because there was nothing to do. Another mentioned that preventing youth crime must have been deemed as a priority, because he noticed that the number of police patrols had visibly increased in the community and they felt like they (youth) were always being watched. For those former residents of urban communities (Milwaukee or Chicago) the environment was even more challenging. These former urban youth expressed problems with adjusting to a small town and less active environment. This, for them, was not only foreign but “extremely boring.”

Participant Comments:

- Green Bay is boring extremely boring and there’s nothing to do.
- It is easy to get in trouble.
- There are more police out now and so you’re always watched
- When you move from a bigger city or a different city it’s hard to adjust

Reasons for Getting in Trouble

Summary

Most of the youth listened to the responses from others. Only a few responded to this question. The ones who did respond described their attitude at the time that they committed their offenses. Only one of the participants actually stated specifically what they did. Two of the participants agreed that, at the time of their offense, they maintained a very nonchalant attitude about doing something wrong. One of the participants simply stated that they did what they did because they figured they could get away with it. One young person shared with the group that he was constantly fighting and getting kicked out of school. Asked why, he stated that he got into so many fights because he didn’t care. He reiterated it three or four times. He went on to say his attitude frankly was that he didn’t care about anything or “nobody”. And basically fighting was the way that he expressed that he didn’t care.

Participant Comments:

- One reason why I got in trouble because I thought you just get away with it
- I thought I was okay to do it
- I was basically stubborn
- I really didn’t care

BROWN COUNTY

Opinions about Program

Summary

All of the participants agreed that the program had been good for them. They specifically talked about the one-on-one straight talk sessions with Harry and Wayne. Both mentors provided them with very good guidance. They said the program helped them reflect on what they did and the consequences. While each did not answer the question, verbal responses and gestures were convincing enough to know that they validated each other’s perceptions. Two responses got the most attention and validation. The first was straight talk. It appears that in the counseling sessions they are taught how to think and be real about reshaping and thinking about what their conduct needs to be. They all stated that this helps. One participant stated that past programs may not been successful because of the lack of this kind of approach. Again, the confirmations and validations about the importance of this were expressed. The second point stated was Harry is “real” and has gone through some of the struggles and difficulties that they experience. As a result, they believe him and believe in him and therefore he gains their trust. They also talked about how the program emphasizes their future and that they get good advice about how they can make better choices about their own future.

The group was asked whether there was something that they disliked about the program. After several attempts to get a response from the group, there were no comments offered. This was validated by the participants’ verbal and hand gestures.

Participant Comments:

- I learned about my behavior – what to do and what not to do and basically how to not struggle with stuff
- The program provides you with straight talk not bull.
- You get taken seriously in this program.
- You get good advice.
- It’s not like having a social worker that wants to know everything about your family.
- Harry is a real role model.
- Harry has accomplished a lot of things and gives real advice from experience.
- It helps you think about what you do best for you and your future.
- You have something to look forward to.
- Harry even talks to the people in the detention system.

Personal Change

Summary

One young man responded to this question immediately. He said with confidence, "I don't get into fights with other kids anymore." He told the group a story about what he used to do when fights broke out in school "I would just join the group and participate in the fighting just to fight. He went on to say recently a fight broke out in school and this was a real test for him. He said he chose not to get involved in the fighting as he normally would. He knew what the consequences would be for him and for the other kids. They got kicked out of school and he didn't. His story triggered an interest by another youth to tell his "lesson learned." He explained how different it was for him to now think about the consequences and the outcomes of the situations he was in. He said before he wouldn't think about anything, especially the consequences, "I would just do it." Again there were the verbal and physical gestures that validated what was being said. He kept saying "I think first." Another said "I've become wiser." One young man talked about how he used to just explode. He stated the program taught him how to listen. Now, he has learned how to listen as an alternative to exploding. One of the older young men in the group said, "I know how to handle my business." He went on to say how basically he used to be "very disorganized" and that the program taught him how to organize himself so he can handle his business (meaning his responsibilities).

Participant Comments:

- I think first.
- I think about the outcomes of situations.
- I think things through.
- I care about more things now I didn't care before.
- I think about consequences.
- I've become more wiser.
- You know how to handle your business more, compared to before.
- I started listening instead of exploding.
- I don't get in fights in school with other kids. One situation recently was when a fight broke out I didn't get involved, other kids get kicked out of school.

BROWN COUNTY

Change with Family, Friends and School

Summary

Collectively, the young people described their change. They openly admitted the negative behavior that they were involved in. They were acutely aware that their behavior affected their families, school and in some cases, their friends. Since being in the program, they all described situations where they are now taken more seriously. One young man described himself as a druggie and was labeled by its teacher as “the troubled kid”. He said as a result of what he’d learned in the program his teacher now looks at him differently. He is doing better and doesn’t hangout with the crowd of druggies. Another young man said in a proud and boastful way, “I got goals, my grades are better!” Another one piggybacked on those comments and said he’s going to be a senior now. Before he had bad grades but now he’s back in focus. There were individual comments about how family and friends were disappointed in them. Now they feel much better about where they are. Others talked about how their friends think they are more serious. One young man said he doesn’t even hang around with his old friends anymore and/or do the same things that he used to do.

Participant Comments:

- My teachers look at me differently now not as a troubled kid.
- I’ve got goals.
- My grades are better.
- I’m going to be a senior now before I had bad grades and got kicked out and I realize I had to do what I had to do to get back in focus.
- Friends family and school I’m taking everything seriously now.
- My family used to be disappointed in me and now I’m back on the right path.
- With my friends I just chill I just don’t fool around anymore, I know I have more important things to do.
- I hang around with my friends, but I don’t get doped up anymore like I used to.

Future Plans

Summary:

College and involvement in structured sports were the future endeavors that the young men listed

Participant Comments:

- I see myself in college.
- I want to get involved in sports medicine.
- Music is what I wanted to do.
- Going to get involved in boxing in college.
- Playing basketball.
- Playing football.
- Playing soccer.

Advice to Other Youth

Summary

There was a slight pause before the comments were made. It appeared that the lessons that they had learned being under counsel had taken hold. Their advice to others was simple

- Don't try to grow up too fast.
- Be mindful and conscious about your actions and the consequences that will unfold based upon your actions.
- A final comment was added, "Be a leader not a follower." One young man affirmed that by saying, "being in a group will get you in jail."

Participant Comments:

- Don't try to be an adult.
- Think about consequences before you act.
- Think about yourself, the benefits in your future.
- Don't be a follower, be a leader.
- Being in the group would get you in jail.

Advice to Program Operators and Funders

Participant Comments:

- Be patient with the program
- Keep doing it Harry!

BROWN COUNTY

My Brother's Keeper: Parent Focus Group

Overview

There were seven (7) parents in the focus group.

The parents expressed their views of the youth culture in Green Bay. In general, they described the environment as extremely challenging for young people. Those who were new to the city have a difficult time adjusting. They believed their children's struggles with acceptance, racism, peer pressure and changing cities were all factors that contributed to their offenses. The offenses included carrying weapons for protection, fighting, gang involvement and drug use.

The program holds enormous value for the parents. They feel it reinforces the family values that they believe in and fills a relationship gap for their young men who need a positive male role model. The one on one time is invaluable. They all discussed the role trust plays in raising their child. The program has enable them to see trust emerging in their child's life. This trust filters into family, sibling and maternal relationships. All were clear on the demonstration of change exhibited by their children. While the changes were not always dramatic it was progressing at a pace that enabled them to feel comfortable with how the program was helping their youth manage their lives in a more responsible way.

Life for Youth in Green Bay

Summary

The parents explained the difficulty that their child experienced living in Green Bay. They recognize the issues that young people face and acknowledged the difficulty teens face. The situation is exacerbated by the complex behavior of the youth culture itself. They went on to discuss negative behaviors within the youth culture and that this exposure carried many unwanted influences that contradict home values. They also recognize that at this stage of life, young people can be so adversely influenced by media as well as peer pressure from cliques and friends. They also talked about the meanness in the youth culture and the almost predatory environment where a young person has to try and survive against myriad negative influences and malicious peer pressure.

Participant Comments:

- Confusing to live in Green Bay, Wisconsin.
- There's a lot of peer pressure.
- Kids are mean.
- The youth culture has changed.
- Social rules and codes influence youth a lot.
- Youth are cliquish.
- My son experienced racism for the first time
- We live in a smaller town than Green Bay the same pressures and the bully attitude and experience exists in our small town as well.

BROWN COUNTY

Reasons for Getting in Trouble

Summary

Parent attributed their teens' problems to a combination of factors. The youth environment and its influences like gang activity, fighting in school, and fear of being bullied are just a few of the negative influencing factors.

Participant Comments:

Parents mentioned three types of trouble:

- involvement with gangs
- fighting in school
- carrying a weapon at school

The reason why their child got in trouble was due to:

- They were pressured
- Influenced by other kids
- Acted out their frustration
- Wanted to belong and be accepted
- Gang influence
- Fighting over girls
- Bullying causes psychological issues and pressure resulting in negative reaction
- Weapons issue in a zero tolerance environment
- Trouble with adjusting
- Kids have a hard time adjusting to changes moving from one place to another

Opinions about Program

Summary

There were no negative comments about the program. Parents talked about how they trusted the program and their trust was based upon the program being able to do what they could not do as parents. Most important was the idea that each one of the young people had personal time with their mentor and that they were given good advice and a method to help solve problems. The parents agreed that much of what is discussed with their teen in this program is close to the family values that they represent in their parenting approach. But a critical factor was having a male's perspective which they said is vital to a young man developing a sense of direction and purpose. The principal value several of the parents pointed out was trust. They felt that this program helped the young people trust them as parents as well teach them how to identify in both relationships and in situations the role that trust plays.

Participant Comments:

- It's a source to talk to from a man's perspective, it helps them relate.
- Talking in private, this enables youth to share, and it's good.
- Having personal time and individual attention is what they need.
- The person who is neutral does make a difference.
- This program helps them build a sense of trust.
- The program builds a circle of trust to reinforce family values.
- The program showed kids how to take steps to observe negative behavior and issues that could potentially draw their kids into trouble.
- The program helps kids adjust to the environment.

BROWN COUNTY

Personal Change

Summary

Parents identified several examples of changes that have taken place in their teens compared to six months ago.. For most their conduct was a major improvement. For others it was described as gradual improvements. For one of the newer parents it was the noticeable expression of care and love for her as a mother. The parent group identified several behavior, attitudinal, social and emotional changes as well as their re-interest in school and most important, family and family members. They attributed this progress to the program and the values and also sense of trust it demonstrates in the mentoring process.

Participant Comments:

- He's focused on the future, is a junior in high school, goes to the library and is more serious about school now.
- He's more organized.
- He's more respectful to his siblings.
- He's learned to trust adults outside of the family as a result of his being in this program and working with Wayne and Harry.
- He knows how to manage his anger, he's focused and knows what to do.
- He's very selective about his friends and associates and knows what kind of people he wants to be around.
- He's learned how to apologize.
- He said something to him to me that he hasn't said in a long time, I love you.

Advice to to Program Operators and Funders

Summary

- I would tell people that this is a safe place that takes care of our boys.
- As mothers, we can't teach them how to be men.
- As a result of this program, my son's relationship with his siblings is more positive. Our relationship is better.
- It is so hard to find positive successful role models for our kids.
- This program has made our relationship better, it has taken the burden off our shoulders.
- It would be great to have a parent or mothers get together to talk about handling boys of different ages, having someone to talk about your experiences, sometimes vent and to talk about situations without being condemned or judged when it was right or wrong, just talk about it.

BROWN COUNTY

Data Quality Assessment

Brown County Data Overview

Brown County has three programs funded by DMC. A ten session AODA treatment program called Options monitored by a contracted vendor, Smart Girls a summer program for girls provided by the Boys and Girls Club and the main program, My Brother's Keeper.

Data Elements and Collection Methods

Data on individual juveniles in the DMC program are tracked in MS Excel spreadsheets. For referrals to all programs, there is a Service Request entered in the Brown Co. Human Service IBM AS400 computer system (See Page 13 of the Brown County Data Index). The system is used to track billing information on the authorization and the service provider. The system does not track any outcome or statistical information other than the type of service offered and starting and ending dates of service. It primarily serves as a tracking mechanism for program dollar allocation.

The Human Service Billing system tracks:

Client Last Name, First Name, Address, Date of Birth, Status of the Service Request, Provider of Service (Options, Brother's Keeper, Boys and Girls Club), Facility Name, Type of Services that provider offers, the funding source, the start date of the service authorization, the review date of the authorization and the end date of when the services are completed. The Provider Rate, units, the unit of measure (Hour, half hour, quarter hour) and total dollar authorized on the case.

Points of Data Collection

Weekly, My Brother's Keeper faxes a list of clients they are serving along with the number of sessions the name of the case worker and the next appointment date. (See Page 4 in the Brown County Data Index). The My Brother's Keeper program tracks the number of individuals served by institution by ethnic breakdown. (See Pages 1-3 in the Brown County Data Index).

Options Program – The program utilizes Microsoft Excel spreadsheets to track the Last Name, First name, Age, Race of the program attendees. The clinical and attendance reports created by the vendor of the options program are sent to the coordinated service team.

When a juvenile reports to Human Services, the date of the first contact is recorded. Data is gathered when they are referred to a specific program. Written summary data is sent from the program vendors to the Brown County Case manager and stored in the participants file. When a participant is discharged from the program they are assigned to, it is recorded in the spreadsheet.

No program specific data such as grades, school attendance, behaviors is recorded in any data system. It is kept in the case file used by the case managers in notes format. The date the participant enters the program and leaves the program is recorded in the Brown County AS 400 data system.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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BROWN COUNTY

Data Reporting

Weekly My Brother's Keeper program submits attendance and visit information on clients currently being seen by Mr. Sidney and program staff.

Information from the paper file on the status of a juvenile's progress is reviewed by coordinated service team. The coordinated service team is comprised of the Brown County case manager, school representatives and program vendors. When available, parents, caregivers or Child Protection Services are involved in the coordinated service team meetings.

Smart Girls Provides a weekly breakdown by age and race of program attendees. The program staff also provides a narrative of activities and successful outcomes.

Options provide a breakdown of individuals served broken out by gender and ethnicity.

Use of Reporting as it relates to program improvement and refinement.

The coordinated service team works with the program vendors to closely follow the progress of youth in the DMC programs. As issues arise, they work together to modify the activities to attempt to achieve improved outcomes.

Users of the Data

- Case Management Staff
- Human Service Billing Department
- State of Wisconsin
- School Representatives
- Program Vendors
- Child Protection Services
- Parents/Guardians

BROWN COUNTY

Project Summary and Recommendations

My Brother's Keeper is a popular mentoring program for minority males. It is based primarily on the personal philosophy and life example of Harry Sydney, a well-known former professional athlete. The program has established relationships with the Department of Human Services and the Green Bay School system and is in the process of expanding services with the addition of another mentor.

At this point in time, it is not possible to determine the specific impact of the MBK program on participants. Information provided by participants, their parents, the referring agency and others is very positive; however, there is not the system in place to connect the MBK intervention with youths' later juvenile justice experience or lack of same. Moreover, there is not the current capacity to assess either in the short or long term whether the program positively affects pro-social behaviors, positive family relationships, and improved community behaviors, all outcomes identified in the project's logic model.

An outcome evaluation could provide evidence that the MBK model works both in the short and long terms. Further, an outcome evaluation could provide information to guide the development of new program components or to refine the existing approach. The fame and reputation of Mr. Sydney provides an X factor that is hard to separate from the overall MBK performance. At the same time, this X factor may be the key to youth engagement and sustained outcomes; this would only be documented by a comprehensive outcome evaluation.

Areas for further study and discussion include:

- The question of sufficiency of dosage: My Brother's Keeper (MBK) has the lowest dosage (hours of intervention) of all the programs; however, the dosage may be sufficient to deter youths' further juvenile justice involvement in the majority of cases. If that is the case, MBK is an extremely cost effective and powerful model that should be more widely publicized and replicated.
- Youth program evaluations often underestimate the intangibles of inspiration and compassion. At the same time, many practitioners overlook the benefits of evidence-based materials, preferring instead to create their own. MBK is rich on inspiration and compassion but is less developed in the area of curriculum; assistance in this area could strengthen this program.
- What happens next? Traditional mentoring programs are open-ended in terms of the length of the relationship; MBK is a 10-week program although Mr. Sydney does have ongoing contact with many youth. Is there potentially a Phase II to MBK which could more formally connect youth to other community activities but maintain a connection – through group activities or refresher sessions – that could help youth sustain positive gains?

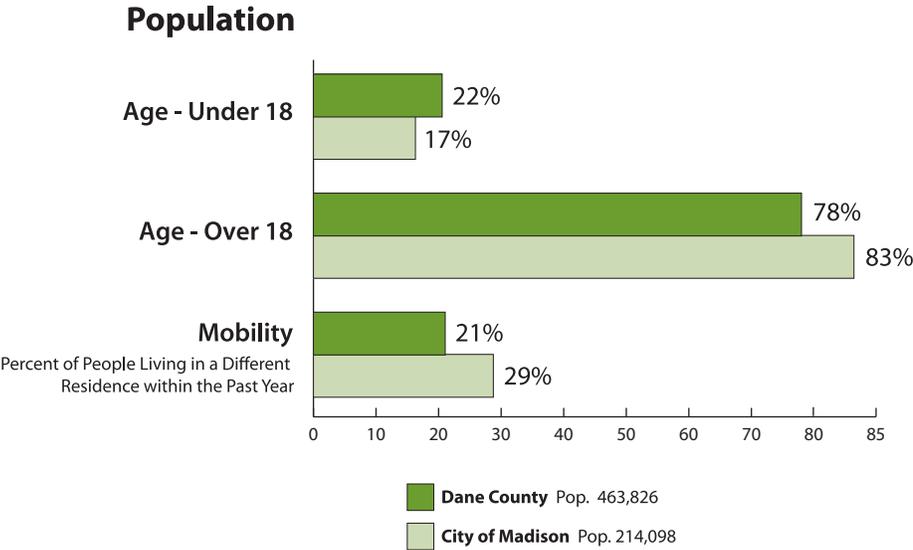
DANE COUNTY

Demographic and Social Indicators

Overview

Dane County has a total population of approximately 464,000. Twenty-two percent of the population is under 18 years of age, slightly lower than the statewide percentage and the lowest among participating counties. Dane County also has the lowest percentage of households with children younger than 18 years of age. The mobility rate – percent of people living in a different residence within the last year including relocation from other counties or states – is higher than the statewide rate and the highest among comparison counties. Thirteen percent of Dane County’s population is minority, relatively low among participating counties. However, Dane County reports the highest percentage of the population speaking a language other than English in their home. The percentage of all families and families with a female head of household with incomes below the poverty level was lower than statewide percentages and the lowest among target counties. Dane County has the most educated population with the lowest high school dropout rate and the highest percentage of the population with a bachelor’s or a graduate degree.

All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. All school data was obtained from the Wisconsin Department of Public Instruction.

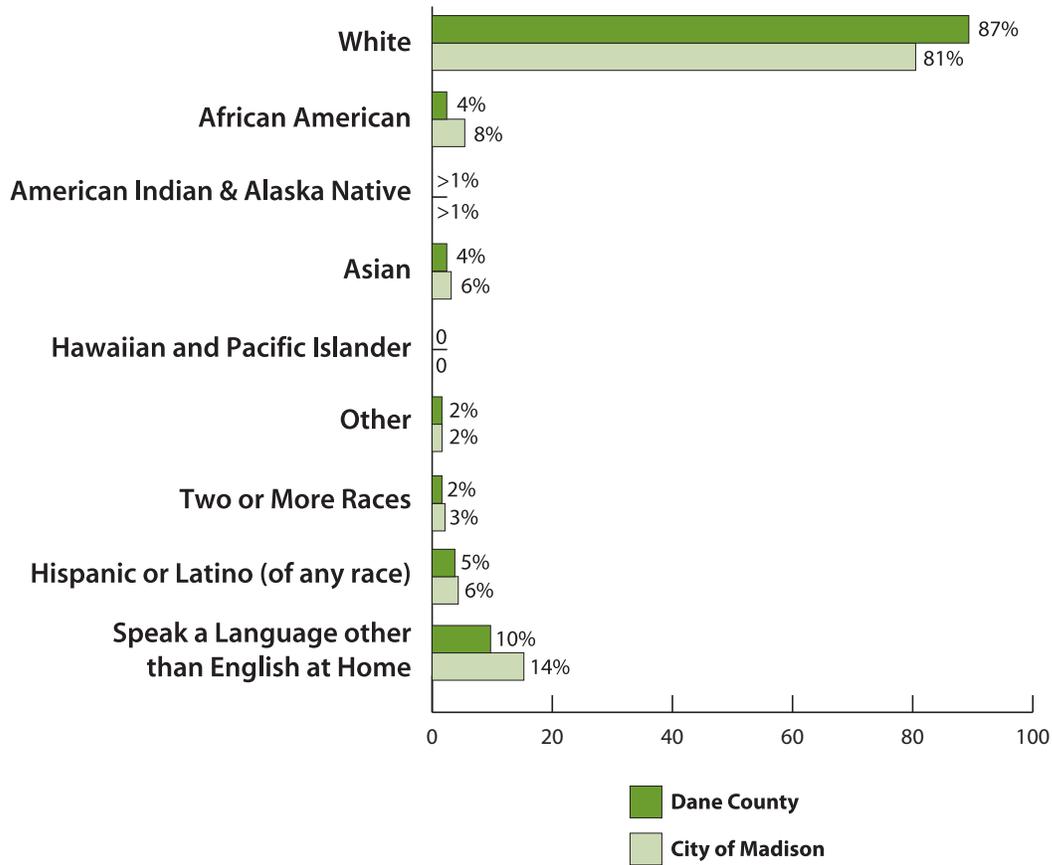


Specific Indicators

In 2006, Dane County had a total population of 463,826. Twenty two percent of the population was under 18 years of age, slightly lower than statewide percentage of 24% and the lowest among comparison counties. Mobility - percent of person’s living in a different residence within the last year including relocation from other counties or states – was 21% which is higher than the statewide rate of 15% and the highest among participating counties.

DANE COUNTY

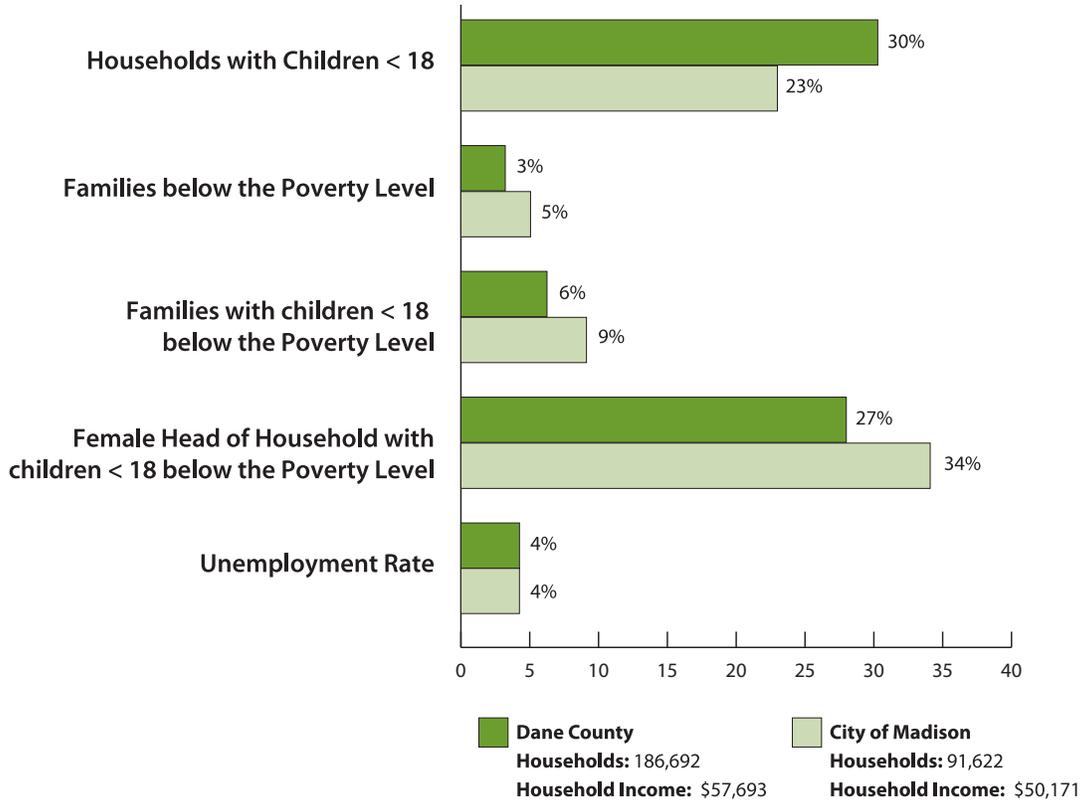
Race



For people reporting one race alone, 13% of the population was minority; the fourth lowest among participating counties. African Americans made up 4% of the population with Hispanic or Latino ethnicity of any race making up 5% of the population. Ten percent of the population reported speaking a language other than English at home, the highest among participating counties.

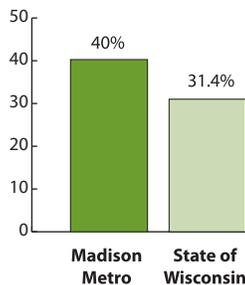
DANE COUNTY

Household & Income



In 2006, there were 186,692 households in Dane County. 30% of the households in Dane County have children younger than 18 years of age, the lowest among comparison counties. Three percent of all families and 21% of families with a female head of household had incomes below the poverty level. Both percentages are the lowest among participating counties. The median household income of \$57,693 and the unemployment rate of 3.5% are both the highest and lowest respectively among comparison counties.

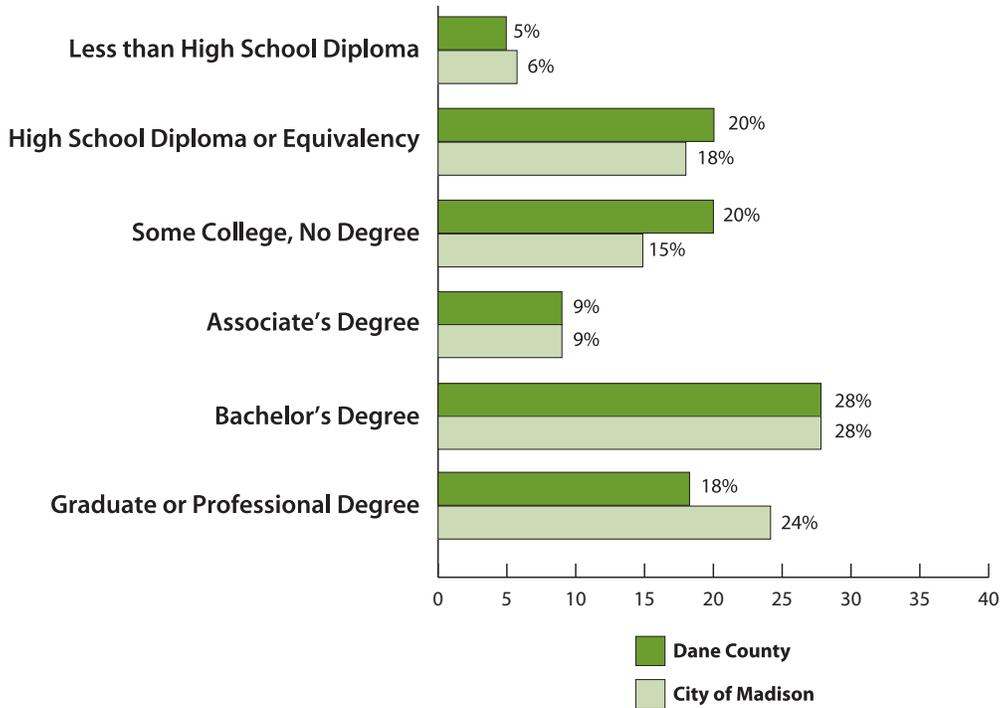
Percentage Eligible for Free or Subsidized Lunch 2006-2007



Disproportionate Minority Contact County Project Evaluation

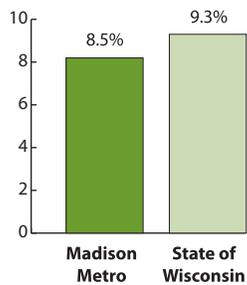
Brown | Dane | Kenosha | Milwaukee | Racine | Rock

Educational Attainment



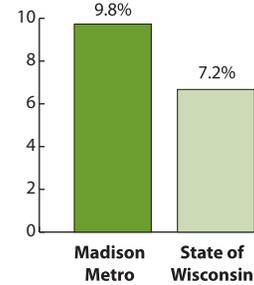
In 2006, 95% of people over 25 years of age had graduated from high school. Five percent dropped out of high school which is lower than the statewide rate of 12% and the lowest among comparison counties. The percentage of the population with a Bachelor's or Graduate Degree was significantly higher than rates among comparison counties.

Truancy Rate 2006-2007



	Madison Metro	State of Wisconsin
Total Enrolled PreK-12	24,519	841,722
Number of Students Habitually Truant	2,077	78,123

Suspension 2005-2006



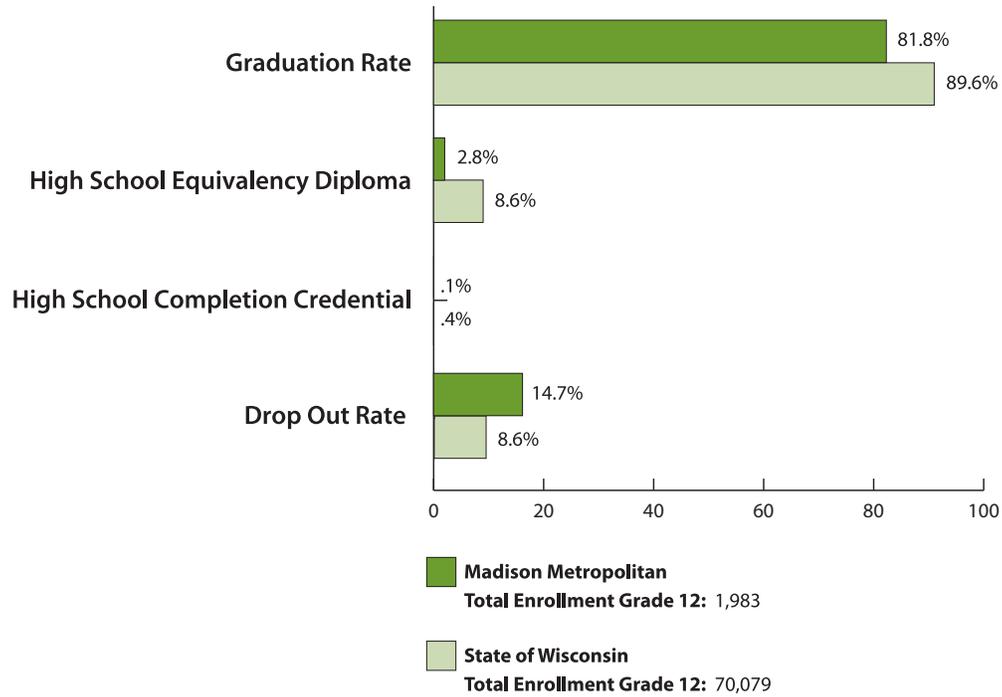
	Madison Metro	State of Wisconsin
Total Enrolled PreK-12	24,452	874,098
Number of Students Suspended	2,394	63,089

Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

DANE COUNTY

High School Completion Rates 2006-2007



Madison Metropolitan area schools have a rate of students eligible for free or reduced price lunch (a commonly used indicator of the prevalence of low-income families) that is nine percentage points higher than the State of Wisconsin as a whole (40% for Madison metro compared to 31% for the State). This means that two out of every five students lives in a lower-income family. The truancy rate, however, is slightly lower than the State's as a whole. In the 2006-2007 school year, 8.5% of Madison metro students were habitually truant (5 or more unexcused absences in one semester) compared to 9.3% of students statewide. The suspension rate, however, is noticeably higher at 9.8% for Madison metro compared to 7.2% for the State as a whole. In the 2005-2006 school year, Madison metro expelled 47 students. The dropout rate for Madison metro students was 14.7% compared to 8.6% for students statewide.

DANE COUNTY

Themes

DMC Stakeholders expressed a high value for, and appreciation of, the DMC Advisory Board. The committee was consistently characterized as comprised of committed and engaged individuals who are decision makers within their respective organizations. Despite the strength of the committee, frustration was expressed about the ability of the Advisory Board to make a difference and the challenge they face in getting to the root causes of the DMC problem.

The need for racial and ethnic diversity within the juvenile justice service system was identified as a priority. Increased minority representation in the workplace was identified as important to enhancing trust and engagement of families of justice involved youth and in decreasing the perception of inequality within the system. Involvement of the community most affected by the problem and collaboration with grassroots agencies that currently serve youth were also acknowledged as important to positively impacting DMC rates in Dane County.

While great support was expressed for the Madison Metropolitan School District the need to work with the school system in a more intensive manner was identified. Across the board, stakeholders identified the importance of the school system, school, principals and teachers in addressing the DMC problem. Similarly, the lack of mental health and AODA treatment services for low income and minority youth and families was recognized as a major obstacle to prevention efforts.

Finally, stakeholders expressed the need for the DMC Advisory Board to continue to focus on data collection, analysis and sharing - similar to past efforts - and to dedicate itself to a comprehensive and integrated data base to increase effectiveness.

DANE COUNTY

Interview Results

Root Causes of Delinquency

“Madison is a tale of two cities. Socioeconomic differences are extreme and break along racial lines.” Families of youth who are justice involved are described as single parent families who lack a father figure, mothers who were young at the time of the birth of the oldest child (teen parents), chaotic families not fully capable of raising children and large families with strained resources. It was identified that mental health issues often go unrecognized and unaddressed among economically disadvantaged families. Middle class families were described as having health insurance or the ability to pay for mental health services and AODA treatment needed to deal with academic problems or behavioral issues. *“Because of poverty, basic needs are not met. Delinquent behavior is used as a means to become a “have” vs. a “have not.”*

“Families of color don’t trust the system. It is difficult to engage families in supportive services.” African American and Hispanic families were characterized as often unable to navigate the juvenile justice system. As a result they don’t demand as much from the system and often avoid involvement. This was compared to white families who seemed more likely to demand services when their children became engaged in the justice system. *“There is a perception among minorities that they are treated differently within the system.”*

“The School District is unable to engage some kids.” Many kids and families are disconnected from the school system. Schools are challenged by how to educate kids who have academic problems and provide an appropriate developmental path such as skill training and apprenticeship programs. Youth were described as not developing life goals due to a lack of academic success. Schools were characterized as sometimes not fully prepared to deal with ethnic and racial diversity. In addition to being disconnected from the school system, many youth do not have a caring, responsive adult in their life to make up for this gap.

Adequacy of DMC Programming

“All stakeholders are committed to reducing the DMC problem. A high level of dedication exists among stakeholders as demonstrated by high level organizational representation.” Overall, there was agreement that all key parties were at the table and that they are a stable and committed group trying to be a part of the solution. It was expressed that the Advisory Board employs a problem solving approach and does not engage in *“finger pointing.”* While the group has been able to identify points within the system that need to be addressed, some stakeholders expressed that it may have taken too long to decide how to address critical issues. It was felt that collectively the group has the potential to truly solve the DMC issue as the magnitude of the problem is not insurmountable.

“While the DMC Advisory Board has made some strides, it has not yet been effective in reducing DMC rates.” Several participants questioned why, with all of the demonstrated dedication among juvenile justice institutions, they have been unable to get to the root cause of the DMC issue. *“Levels of institutional racism exist within the system. Youth of color appear to move more quickly into and through the juvenile justice system while white juveniles receive mental health services.”*

“DMC meetings are not organized for community input. As a result, the involvement of those most affected by the problem is lacking.” Some individuals felt that racial disparities across the juvenile justice system have not been fully recognized. It was also expressed that a core group of institutional leaders appear to influence the DMC meetings and decision making resulting in a lack of openness to the community voice and grassroots prevention efforts.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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DANE COUNTY

Major System Strengths

“Resources and political will exist in Dane County.” It was noted that DMC decision makers are fair, progressive, influential within their spans of control and willing to learn about problems and take action to reduce DMC rates. The leadership provided by the Madison Police Department, the quality of the Juvenile Detention Center, and the multitude of prevention programs in the schools were specifically highlighted. Most individuals interviewed felt that the DMC Advisory Board has *“good leadership and effective people key positions across the juvenile justice spectrum.”*

Most notable were Capias reduction efforts that identified that 20% of juveniles miss their court dates and are then in violation of a court order which results in detention. Further analysis identified that barriers exist such as transportation, the inability to be excused from school and work, not fully understanding the consequences of not appearing for their court date, and most importantly, the belief of some youth that the juvenile justice system is not equitable. Outreach efforts have been strengthened to address the Capias issue because it serves as an obstacle to involvement in diversion programs. *“Stakeholders have a good spirit of collaboration and are willing to work together to overcome institutional barriers.”*

Significant Changes Affecting the System

“There is a relatively small population of people of color. As a result there are few minority leaders within the juvenile justice system which leads to a perception that the system is not equitable.” The need for cultural and family issues for diversity and minority representation across the entire system - including the courts - was identified. *“The lack of minority representation reinforces the perception that the system is not fair.”*

The need for a more cohesive and organized data system to plan and evaluate DMC programs was identified as a priority. It was recognized that the DMC Advisory Board was engaged in its most meaningful work from 2004-2005 when they were dedicated to comprehensive systems analysis to identify root causes and solutions to DMC.

A City-County law enforcement “tug of war” related to responsibility and resources was identified as problematic. Finally, barriers to sharing information due to confidentiality obstacles were identified as a major problem that exists between the court system, social workers and the schools.

The need to better engage the community most affected by the DMC problem was also identified as a challenge. One participant shared that the most impactful DMC meetings have been those where the community was authentically involved. Reinforcing this viewpoint is the perception among the community that decisions are made by a core group of institutional representatives.

DANE COUNTY

Major Challenges

"Madison has a mobile population." Many participants stated that during the 1980's a large influx of families from Milwaukee and Chicago migrated to Madison. It was shared that they settled in 8-9 neighborhoods and have had a difficult time assimilating and have experienced *"culture shock."* Some felt that children who move to Madison from larger cities may be 2-3 grades behind academically and that the special needs of these families have been difficult to address effectively.

"Gang issues and involvement are growing in the community." The significant growth of gangs starting in the mid-1980's and, more recently, the growth of Hispanic gangs was noted. The gang culture has become more mainstreamed related to music and clothes. Kids who adopt this culture may or may not be involved in gangs, but the broader community often fails to distinguish between gang members and other youth. It was also shared that Madison gangs may not be affiliated with national gang networks and that participation may be for identify and safety purposes only.

"Moving 17 year olds to adult court has had a negative impact." The decision to waive 17 year olds into adult court has resulted in blanket enforcement and the waiving of youth as young as 16 year olds. As a result, these youth have parole/probation agents vs. social workers with links to the school system and juvenile court services established to meet their developmental needs.

Major Changes

"With the changes in leadership and funding, DMC will need to work hard to not lose momentum." Prior to 2008, DMC funding was directed to the District Attorney's Office in support of coordination of the efforts of the DMC Advisory Board. Beginning in 2008, DMC funding was redirected to target community-based diversion programs. The need for a centralized person within the system who is singularly focused on DMC issues was identified as a need.

A steady and ultimately significant decrease in funding for the Madison Metropolitan School District was identified as negatively impacting the effectiveness of DMC initiatives. *"Funding for the School District has decreased by \$65 million over the last 10 years."* This reduction was noted as impacting both social services and academics.

Both the Driver's License Recovery Program and the Neighborhood Intervention Program (NIP) were identified as programmatic changes that will hopefully bring about a reduction in DMC rates. Driver's education now costs \$350 and many stakeholders believe that teenagers will drive without a license. When they get caught doing so, their driving privileges are automatically suspended. Middle and upper class youth have family resources to secure their driver's license which also provides them greater access to part time jobs.

DANE COUNTY

Quality of Engagement and Collaboration

"The DMC Advisory Board is set up to address problems systemically, so problems are jointly owned and solved." Participants noted the collaborative nature of board members and the high level of agency representation resulting in timely decision making and implementation of programs and policies.

"The community needs to be more involved and hold the entire system more accountable." Because institutional stakeholders were, at times, described as not genuinely community connected, they do not approach the problem with the same amount of urgency that is being experienced in the community. *"Are the involved institutions really ready to engage in sustainable systems change?"*

"The MMSD is sensitive to the DMC issue and has dedicated resources." Strong leadership on behalf of the Madison Metropolitan School District (MMSD) was articulated. At the same time, stakeholders highlighted that each school principal sets the tone in their respective schools and that variations in leadership exists across schools in the district. Teachers were identified as the first line of defense and while they have been trained in a behavioral program methodology, additional training is needed to manage behavioral disturbances in the classroom prior to referring incidents to Educational Resource Officers (ERO). In terms of the relationship between ERO's and the schools, the need for continued role clarification was identified.

"Police are in a dilemma. They need to target high crime areas to assure safety of the general population. However, when high crime areas are targeted, interaction with police increases." Across the board, stakeholders had great respect and admiration for leadership provided by the Madison Police Department. However, the need to train officers in cultural competence and to provide viable alternatives to arrests - like the Teen Court being demonstrated at East High School - were identified.

"Mental health services are under resourced; we need a whole new approach in this area." The need for mental health and AODA services for low-income minority youth and their families was consistently identified. White youth and families more often have the resources to access these services in comparison to minority youth who end up justice involved due to unaddressed problems.

Needs

"Schools need to be more inviting to families and serve as a hub for other supportive services such as health clinics and mental health services. The goal, from a systems perspective, would be to decrease silos of services thereby decreasing barriers and increasing accessibility." Many stakeholders recommended more resources for MMSD to become more connected to the families it serves.

"Dane County needs a coordinated data system to track race throughout decision points within the juvenile justice system for assessment and evaluation purposes." A commitment to ongoing evaluation and outcomes reporting is needed. More data was also noted as needed for Hispanic youth.

"More mental health services for low income youth and their families are needed." The need to expand and make these preventive services more accessible was recommended.

"The DMC Advisory Board needs to value grassroots agencies that are working authentically with high risk youth on a daily basis." Institutional stakeholders need to be more willing to look outside the formal DMC organizations to develop innovative solutions.

DANE COUNTY

Other DMC Policy Initiatives

Each county DMC coordinator was asked to describe other programs, policies, and practices that were developed over the past several years to address DMC.

Dane County Strategies to Address DMC:

- Complete analysis of data of key decision points on the representation of youth of color in the juvenile justice system;
- Upon completion of data analysis, modify internal procedures to ensure that all juveniles are treated equitably through the juvenile justice process;
- Identify programmatic modifications to address underlying causes of disproportionate representation at multiple stages in the juvenile justice process;
- Create a structure that will institutionalize and ensure the continuous monitoring of factors known to impact on the disproportion of minority youth within the juvenile justice system;
- Improve consistency in law enforcement and DA prosecutorial decisions; and,
- Improve collaboration with the community, system partners, schools and community-based agencies through routine meetings and open forums

Dane County Activities Related to DMC since 2002

- Completed thorough data collection and analysis as well as examination of the juvenile justice system;
- Convened a DMC Oversight Board, comprised of 25 active members with five standing sub-committees;
- Hired a half-time DMC coordinator effective August 23, 2003 to manage process, facilitate and document all board and sub-committee meetings; and provide assistance as was needed per the DMC Oversight Board and the Juvenile Court Administrator;
- With assistance from the City of Madison police chief, arrest data was analyzed by age, race, offense, school and other pertinent indicators,
- Further analysis of District Attorney data was completed by students from UW;
- Juvenile Justice staff provided the Oversight Board with extensive training on the juvenile justice system, prompting the Oversight Board's initiative of better collaboration with the community and the schools;
- With the leadership of the Oversight Board, completed a survey of about 50 Dane county youth, previously placed in the State's juvenile correctional facilities;

DANE COUNTY

Dane County Activities Related to DMC since 2002, cont.

- Oversight Board members participated in site visits to various DJC-operated state facilities;
- Held four community forums with about 150 community members participating, focusing on school issues and discipline;
- Organized and held a 2-day conference for youth entitled, “Stop the Rail to Jail”, in November 2004 for about 100 youth;
- Following discussion and data analysis, policies in four key areas—Madison Metropolitan School district, Madison Police Department, Dane County Juvenile Court, and Dane County juvenile court Intake—were reviewed and augmented;
- Cultural Sensitivity training was developed and presented to various groups—judges, DA’s, PD’s, law enforcement and personnel from Human Services;
- Hired 2 community liaisons with expertise in conflict resolution to do outreach to youth in 2 high schools ;
- Dane County juvenile justice personnel did outreach to the provider community searching for able, professional people of color to work with minority youth and their families;
- Increased emphasis on minority hiring in recruitment efforts for Dane County juvenile Justice programs;
- Developed a series of programming to reduce the number of petitions on minority youth originating in middle school and now using information from these programs to change, and add curricula and staff as needed;
- To address directly the disproportion in referrals coming directly from the schools, Dane County Juvenile Justice Services created a diversion-from court program for youth presenting behavior issues in school. Staff were added and an advisory board was created to closely monitor the various program activities as well as the participants’ outcomes.
- Instituted a capias warrant reduction pilot;
- Supported new efforts within school district to obtain funding to reduce class sizes, add restorative justice elements; and personal coaches for youth with challenges; and,
- Dane County juvenile Justice managers use data to monitor staff recommendations, charging decisions and to target neighborhoods for services.

Future Strategies/Activities

- Continued focus on programming efforts by Dane County human Services, using information generated to modify as needed and gain credibility with DA, law enforcement, etc.;
- Planned Dane County Human Services re-organization of service delivery into neighborhood teams will identify youth and families earlier for early intervention;
- Using a number of tools, including the CBCL, POSIT, and others, more information will be readily available to identify individual issues of concern as well as measure outcomes of program participants;
- Recently developed committee, Dane County DMC solutions, will focus directly on a number of critical issues such as custody and screening issues at detention admission, engagement and role of Black churches, and the interface between child welfare issues and delinquency behavior;
- Prior to and since the DMC grant process, Dane County reviewed and published data on their minority population. Plans are underway to update the most recent report based on data from 2002 through 2005

Disproportionate Minority Contact County Project Evaluation

DANE COUNTY: RIGHT TRACKS ADDS II

Project Assessment

DMC Context

The Dane County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	6.50	ND	0.73	ND	3.01
Juvenile Court Referral	1.76	ND	0.79	ND	1.84
Diverted Before Adjudication	0.87	1.44	ID	ND	0.90
Secure Detention	2.09	3.22	ID	ND	2.11
Cases Petitioned	1.22	1.16	ID	ND	1.20
Delinquency Findings	0.79	1.38	ND	ND	0.84
Probation Placement	1.00	ID	ID	ID	1.00
Secure Correctional Placement	1.67	ND	ND	ND	1.46
Transfers to Adult Court	ID	ID	ID	ID	ID

The highlighted data is identified as statistically significant.

Juvenile arrests in Dane County show an RRI value for African American youth (6.50) that is six times that of White youth. Although this is not the only area showing statistically significant disparities, it is the area that is the most striking. The Dane County DMC Project, Right Track ADDS II, is a program designed to reduce juvenile court referrals resulting from school-based incidents.

Program Description

The Dane County DMC Program, Right Track ADDS-II, is a newly developed project that is in the early stages of implementation. Previously, OJA funds were used by Dane County to address system issues related to DMC; in 2008 funding was shifted to support the development of a new program as an alternative to juvenile court referral. RT ADDS-II is part of a constellation of programs operated by the Neighborhood Intervention Program (NIP). NIP is a delinquency-prevention and intervention program developed by the Dane County Executive's Office in 1987; in 1990, the program became part of the Dane County Department of Human Services.

NIP's other early intervention programs include Right Track ADDS, Right Track B.I.G.-Anger Management, Dance Troupe, Future Leaders Club, DC-SAFETY, Gang Squad, Madison Spartans Basketball, Right Track Discussion Group, and S.T.A.R.S. NIP also coordinates a Parent Advisory Council and other youth recreation activities. The overall purpose of NIP is to divert at-risk youth from involvement in the juvenile justice system by involving them in positive activities and engaging them in sustained relationships with caring adults. The new DMC program, Right Track ADD-II, was developed within this NIP context which can have the positive benefit of linking participants to a broader range of activities and positive opportunities during and after their RT ADD-II engagement.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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DANE COUNTY

It is important to note that the process evaluation takes into account the fact that the project has not had sufficient time to establish itself as a fully operating program. The evaluation team recognizes that this new program is gearing up in terms of clearly defining its target population, working out efficient and appropriate referral arrangements with the District Attorney's office, and forming a curriculum and related activities that make sense for the target population and can be delivered by available staff.

It should also be noted that the evaluation team delayed observation and related activities in Dane County until after all of the other counties had been finished to allow additional time for implementation of this start-up program. That said, the process evaluation will describe what has been proposed via the logic model and what was observed by the evaluation team during the time available.

The Right Track ADDS-II was conceptualized as a way to reduce referrals to juvenile court for middle school age youth (10-15) who have been referred to the District Attorney's Office following an arrest. The target population represents youth who are not under formal supervision and are most likely to be first time offenders. Types of arrests include: misdemeanor, battery, disorderly conduct, theft, criminal damage to property, carrying a concealed weapon, or resisting/obstructing an officer.

The referral process is intended to occur at the point of the District Attorney's charging decision. Enrollment in the program is contingent on each referred youth's parent/guardian signing a Deferred Prosecution Agreement; thus, participation in the program begins with youth and his/her parents understanding that non-compliance may result in referral to Juvenile Court. To date, referrals to the program from the District Attorney's Office have lagged behind what was initially anticipated.

The program itself consists of sixteen (16) weekly sessions, each lasting 2-2.5 hours. Separate sessions are conducted for girls and boys. Each session begins or ends with dinner depending on the scheduling of the session. The dinner portion of the session is conducted in a lunch room area with a kitchen; girls were observed getting the meal organized and getting ready to sit down together at a table, family style. Over dinner, the program coordinator talks with participants about their week, "What was something good that happened to you this week?" The dinner conversation seems to be intended to establish rapport between the coordinator and the participants, encourage participants to be reflective about their actions and attitudes, and foster a sense of camaraderie among participants.

Program sessions which were observed focused on anger management, healthy relationships, juvenile justice system, e.g. juvenile corrections, and visioning for the future, i.e. "Where do you see yourself in one year, in five years, in ten years?" Participants meet in two groups (boys and girls) on different days. At the time of observation, there were seven (7) participants in each of the two groups. The sessions combined lecture with facilitated discussion involving participants in reflection about various aspects of the presented material. Youth were moderately engaged in the topics presented. The program curriculum and activities appear to be under development as other components of the program, e.g. target population and referral system, are being refined. Earlier program sessions included gang prevention, conflict resolution, goal-setting, anger management, decision-making, violence, accountability, and jobs.

The program is coordinated by a woman who is a former Neighborhood Intervention Program Gang Squad specialist; she also facilitates the girls' group. The boys' group is co-facilitated by a male staff member and the program coordinator. The coordinator is White; the male staff member is African American. Both facilitators appeared to be experienced youth workers who were very committed to the program model. When observed, the youth groups, both boys and girls, were fairly challenging; however, both facilitators seemed able to manage group dynamics while delivering content material.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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DANE COUNTY

As part of the program, each youth complete a Skill Development Plan, a five page skill assessment examining areas such as Employment Skills, i.e. job readiness skills, on the job skills, and career exploration skills, Life Skills, i.e. take care of myself, handle stress and frustration, problem-solve/handle conflict/make good decisions, set and achieve goals, Social/Interpersonal Skills, i.e. friends/peers/adults, communication, constructive use of time, empowerment, and Commitment to Learning, i.e. academic skills, school behavior, connection to family. The evaluation team was not able to determine how the Skill Development Plan is integrated into program planning either on the individual or group level.

In addition to the weekly meetings, RT ADD-II provides opportunities for field trips and outings for participants. Participants are also asked their preference about the types of outside activities they would like, for instance, going to a water park or to a restaurant.

Parents are expected to participate in parent education sessions (logic model indicates 3-4 sessions per program series). Observed was a parent education session entitled, "Parenting Teens," in which a guest speaker presented information on adolescent brain development, communication strategies, and discipline – setting limits and expectations. The session combined a PowerPoint presentation with discussion; parents were actively engaged in the topic and very involved in the discussion. Earlier parent sessions included juvenile justice, parent responsibilities and the juvenile justice system, expulsion and the educational system, and community resources.

Theory of Change

The program is based on concepts of balanced and restorative justice, namely, accountability, competency development, and community safety; this is also the philosophical foundation of the Neighborhood Intervention Program in general. In addition, the program has indicated that it will also use Second Step which is a violence prevention curriculum focuses on empathy training, impulse control and problem solving, and anger management. Both balanced and restorative justice and Second Step are recognized as model programs/best practices by the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The overall theory of change as represented by the logic model focuses on the implementation of an early intervention with youth whose school and community behavior predict future involvement with the juvenile justice system with the goal of interrupting the negative trajectory and redirecting youth to positive activity and building their skills to make better decisions, improve school attendance and performance, and reduce involvement in interpersonal conflict and other delinquent activities. Further, the program seeks to improve parents' ability to sustain the redirection through increased parenting knowledge and improved understanding of the juvenile justice system and community resources.

DANE COUNTY

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
<p>Reduce formal referrals to Juvenile Court for:</p> <ul style="list-style-type: none"> • Dane County • Middle School Youth • Age 10-14 • With an arrest which may include the following: misdemeanor battery, disorderly conduct, theft, criminal damage to property, carrying a concealed weapon, or resisting/obstructing an officer that has been referred to the District Attorney's Office for a charging decision • Who have no major mental health issues • Who are not under formal supervision <p>Secondary criteria used to prioritize eligibility includes:</p> <ul style="list-style-type: none"> • Prior family (sibling) system involvement • One or more absent parents • Truancy • Gang involvement • Economically challenged • Residing in targeted communities or schools. 	<p>Court Workers screen the referrals to identify youth who meet the basic program criteria.</p>	<p>Number of screenings.</p> <p>Number of youth screened-in/out.</p>	<p>Youth are referred to the program.</p>
	<p>Intake Social Workers meet with the referred youth and conduct delinquency assessments.</p>	<p>Number of assessments conducted.</p>	<p>Youth are identified who may be appropriate for the DMC program.</p>
	<p>DMC Coordinators hold orientation sessions with parents/youth to explain the program.</p>	<p>Number of deferred prosecution agreements signed.</p> <p>Number of youth who decide to participate in the program.</p>	<p>Youth are diverted to the DMC program.</p>
	<p>DMC Coordinators lead 16-week sessions for youth each semester that focus on pro-social skill development, anger management, and conflict resolution.</p> <p>Youth needing supplemental academic or social skill support may be referred during the summer months for participation in the Right Track STARS program.</p>	<p>Number of groups held.</p> <p>Number of youth attending each session.</p> <p>Number of youth who complete restitution.</p> <p>Number of program graduates – youth attending 80% of the sessions.</p> <p>Number of youth connected with Right Track STARS.</p>	<p>Youth improve their decision-making skills.</p> <p>Youth increase school attendance.</p> <p>Youth are connected with extracurricular activities in their school, church, and/or community.</p> <p>Behavioral referrals (suspensions/ office referrals) for youth will decrease.</p>
	<p>DMC Coordinators contact parents.</p> <p>The program offers 3-4 training sessions per semester for parents on adolescent development, advocacy skills, supporting academic achievement and pro-social behavior.</p> <p>The groups offer training, support, and mentorship.</p>	<p>Number of parents contacted.</p> <p>Number and type of parent discussion/ training sessions held.</p> <p>Number of parents attending the sessions.</p>	<p>Parents demonstrate increased knowledge of adolescent development.</p> <p>Parents demonstrate increased knowledge of community resources.</p> <p>Parents demonstrate increased knowledge of how the juvenile justice system works.</p> <p>Parents demonstrate increased knowledge of how the educational system works.</p>

DANE COUNTY

Program Coverage

Boys with school issues were the primary target for RT ADDS-II. This was due to earlier identification by the DMC Advisory Committee of the disproportionate impact of referrals related to school issues evident in Dane County. As referrals were initiated, there were more girls referred than anticipated necessitating some adjustment in the program design.

Youth are identified as appropriate for referral to the program by the Court social worker. The referral focus is on youth who have experienced interpersonal conflict, anger management issues, and fighting. Recently the criteria were expanded to include youth up to age 15 (originally 14) and to consider youth arrested on Possession of a Controlled Substance – THC. Youth with significant mental health issues are not considered good candidates for the program. If the District Attorney’s Office agrees that a youth is appropriate for referral to the program, the case is referred to Delinquency Intake where, after meeting with the youth and his/her family, a final decision is made to place the youth on informal supervision with a Deferred Prosecution Agreement. The program has a rolling admissions policy with orientations for referred youth and parents held on a bi-weekly basis.

To date, there have been 23 youth involved with RT ADDS-II.

Demographic data is only available for the program’s initial count of 9 youth:

- Male44%
- Female56%

- African American78%
- Hispanic22%

- 13-years-old78%
- 14-years-old11%
- 15-years-old11%

Fidelity and Dosage

Fidelity: The ADDS-II program is in its early implementation stages. While the program draws on elements of balanced and restorative justice and Second Step, sufficient time has not elapsed to determine whether the program is being eliminated with fidelity either to its logic model or to these model program approaches.

Dosage: Currently the program dosage is two (2) hours per week for sixteen (16) weeks for a total of thirty-two (32) hours if a youth attends every session.

DANE COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Program is an early intervention; the likelihood of recidivism, i.e. additional incidents involving school-related conflict, fighting, and related offenses, is undetermined.
	More intensive treatment to higher risk offenders	No substantial variation in program services for higher risk offenders.
Need	Targets anti-social attitudes, values or beliefs Targets substance abuse Targets lack of empathy Targets impulsive behavior	Balanced and restorative justice and Second Step focus on these elements.
Treatment	Focuses on current factors that influence behavior	Focus on issues related to anger management, interpersonal relationships, and overall social skill development directly connect to the school-related incidents that brought most participants to the program.
	Action-oriented	Too early to determine
	Offender behavior appropriately reinforced	Information regarding consequences for missing sessions and/or for poor behavior in sessions was not obtained.
Program Fidelity	Program delivered as designed	Program in early stages of implementation; design continues to be refined.
	Program based on specific, theoretical model	Program has foundations in balanced and restorative justice and Second Step; the extent to which curriculum will follow these models can only be ascertained as implementation is more established..
	Workers trained in program delivery and have trained supervision	Program coordinator and facilitator appear to have substantial youth work experience.
	Printed materials describe program goals and content	Program described in a logic model format; brochure explaining program eligibility, curriculum, and scheduling published for distribution to interested parties.

DANE COUNTY

Barriers to Implementation

Right Track-ADDS-II is a start-up program which is experiencing many challenges inherent in early program implementation. These challenges include identifying the appropriate target population for the intervention, receiving a higher proportion of female referrals than anticipated, experiencing a lag in referrals from the District Attorney's Office, and developing the program model essentially while implementation is underway. Moreover, the unusual weather of winter 2008 added another unexpected barrier to implementation as group meetings were scheduled, cancelled and rescheduled, impacting attendance for both youth and parents.

Satisfaction with Program Quality

It would be premature to assess satisfaction with program quality when the program is so new and there have been a relatively small number of participants.

Evaluability Assessment

Because the program is at its early stages of implementation, there is the potential to consider the development of an outcome evaluation that would examine the comparative value of ADD-II versus other interventions or no intervention at all. The construction of a comparison/control group methodology could provide a valuable opportunity to determine whether this early intervention can forestall or prevent future involvement in the juvenile justice system. Dane County's extensive data system (see Data Quality Assessment section) offers a unique opportunity to conduct an outcome evaluation that could inform program development and replication.

Youth and Parent Feedback

Youth Participant Focus Groups

Overview

There were seven male focus group participants. The group was unusually chaotic with several youth frequently interrupting and disrupting the session. As a consequence, obtaining full responses from each participant was difficult.

In describing the Madison environment the youth stated that there were not enough activities for young people, not enough youth centers, and Madison was generally boring. The reason why they got in trouble was because they were aggressive and out of control. This resulted in being charged with offenses like disorderly conduct, gang involvement, fighting, caring and using weapons.

The youth said they liked the program and had no serious complaints. They appreciated and enjoyed the trips and outings, it gave them a chance to get out of their neighborhood .

Their ability to provide comments on the value of the program was limited, the majority of them had only been in the program a few months. In the short time in the program a few mentioned that no change had been made in their behavior. Others stated that they had made some progress in restraining from fighting. One noted accomplishments in school and that he no longer carried a weapon. Another even mentioned that he was doing better with his family.

Reflecting on their future was difficult for them. Mentioned was that they wanted to have a job, money and become a professional sports person. Their advice to younger people was to encourage them to stay in school and behave, make school important in their lives and basically stay out of trouble. They thought that the way the program could be improved was to enhance the recreational activities.

Life for Youth in Madison

Madison was described by the majority of the youth participants in typical adolescent language, “simply boring.” They mentioned a few serious social issues that they felt were barriers to themselves and their friends. They brought up the issue of poverty; some claimed that there is open racism saying they have been confronted by racists in the community. Racial discrimination was a part of their experiences. They also mentioned there were not enough youth centers. One young man said that he does a lot of fishing and commented on the availability of good fishing spots around Madison.

- Madison is boring.
- People get in fights.
- There is racism and racists.
- There is poverty.
- Not enough teen centers.
- Good fishing in Madison.

DANE COUNTY

Reasons for Getting in Trouble

The youth described various aggressive behaviors that resulted in their getting in trouble. Some of these behaviors included involvement in gang activities, disorderly conduct, weapons and fighting. None of them elaborated on specifics of the offenses that they had committed. Most were reluctant to even mention that they had gotten in trouble and didn't seem very proud of it.

- I got in trouble because I was involved in gang.
- I broke the law and was charged with battery, and disorderly conduct while armed.
- I got in trouble because I was fighting.
- I had a weapon in school and I planned on fighting.

Opinions about Program

Most had very little to say about the program. A few made comments that are helpful in understanding what they liked about the program. Specifically one young man commented about how much he liked the discussions about the videos on anger and anger management. The dramatization in the video for him seemed to be very helpful. They all agreed that they enjoyed going on field trips to different places. The trips provided an opportunity for them to get out of their neighborhoods. They also like the fact that when coming to the program they got a chance to have snacks. One of the young men stated the program is a waste of time. Many comments suggested that they knew little about the program purpose and what it was designed to do.

- I like the program because it helps me talk about anger.
- I like watching the anger videos.
- We get to go to different places.
- They provide food.
- Sometimes too much time is wasted doing nothing.
- I don't like our supervisor.

Personal Change

Most of the young people at the session were relatively new to the program. One mentioned that he had not gotten into trouble lately. Two of the young men mentioned that they had gotten back into trouble. Another mentioned that his mark of progress was learning how to speak to people the right way which he defined as being more respectful versus being argumentative.

- There's been no change. I got back in trouble
- I learned how to speak the right way to people.
- I haven't gotten in trouble lately.

DANE COUNTY

Change with Family, Friends, and School

The responses for this question are more reflective than the previous question. They did note that there were some changes in their social conduct. This included changes at home, becoming more helpful around the house, and finding an outlet in sports. They mentioned that they fight less, don't start fights and don't carry weapons. This suggests that the negative conduct has not completely stopped but the incidence of their aggressive behavior is starting to decrease.

- I'm more helpful at the house.
- I'm active in sports.
- I fight less.
- I don't start fights.
- I don't carry knives.

Future Plans

Most of what is mentioned in these comments are about aspirations that they have for themselves. Two said that they were looking forward to getting a job. Another simply said that he wanted to be able to make money but did not define specifically how he was going to do this. Others mentioned desire to become involved in professional sports, one included as desired to become an outdoor sportsman and the another were related to aspirations of becoming a professional football player.

- Making money.
- Playing ball.
- Professional fishing.
- Having a job.
- Having a goal to become an NFL Pro player.

Advice to Other Youth

The youth mentioned suggestions about the importance of school, not fighting and staying away from gangs as primary warnings that they would give to younger people on advising them how to stay out of trouble.

- Stay in school.
- Get good grades.
- Don't get in trouble.
- Don't get in fights.
- Don't get involved in gangs.

Advice to Program Operators and Funders

The youth recommended that there should be more program related activities to keep them involved and interested. As relatively new participants to the program suggestions they made were about enhancing their recreational activities. One mentioned that they did not like the fact that they had separated the girl group from the boy group and that this social interaction was valuable. One of the young men, responding to the tone of disrespect that had been displayed in the meeting, suggested that there be less disrespectful conduct at the meetings.

- More food.
- Play more games on the computer.
- Field trips.
- Interaction with the girls group.
- Less disrespect.

Disproportionate Minority Contact County Project Evaluation

DANE COUNTY

Parent Focus Group

Overview

There were seven (7) parents in the focus group.

When asked about the general environment in Madison concerning young people more than one of the parents felt that the Madison police are sometimes too nonchalant towards teens and tolerate trouble by young people. They were suggesting that police intervention could serve a stronger role in supporting parents and the juvenile justice system.

Among the primary issues they discussed was school peers influencing their children and serving as a catalyst for negative behavior. This was the primary reason that they felt their child become involved in crime

The parents gave compliments to the program saying they felt that it was a safe place for their children to learn responsibility. A few gave examples of how the program influenced their young people. One parent said his son has improved his timeliness in getting to his appointments. One mother has noticed that her son now is willing to have a conversation with her; prior to this, he was very non-communicative. To them, these changes were indications that the program is having an effect on their children.

Parents' compliments and general assessment of the program included comments about the staff and the program design. They suggested that program expansion is needed. There was a general consensus that one day was not enough. They felt adding more days to the program would yield more beneficial results for both youth and families.

Life for Youth in Madison

The parents described an environment where they feel that youth receive no serious consequences for their actions. They believe young people know this. They were disturbed by Madison police "nonchalant posture" toward youth and said they felt police don't take troublesome actions by young people very seriously. This attitude reflects on the teens' attitudes about consequences. They stated that the police are quick to just give them a ticket and be done with them. Another problem they expressed was that young people can leave Madison and create trouble in one of the surrounding towns and get away with it. But they did acknowledge that Madison has sufficient services to assist when their families need help with their youth.

- Kids do what they want – there is no control.
- Madison has resources for kids.
- Kids know that they can do anything.
- Police are quick to give them a ticket and let them go.
- Kids go to the surrounding small towns to get in trouble.
- Kids know that if the police are involved than there are no consequences.

DANE COUNTY

Reasons for Getting in Trouble

Parents mentioned that most of the offenses that occur with their teens were school-related. Parents also felt that at this age, pressure from their peers and other external factors created an atmosphere of acceptance and cooperation by friends. This creates a negative climate for their child that encourages bad choices.

- Charged with disorderly conduct.
- Theft.
- Carrying a weapon.
- Assault and battery at home.
- My son said he was threatened by the gang.
- He was defending his name.
- He got charged because he hit his mother.
- He said he was threatened at school so he had to defend himself.

Opinions about Program

The parents believe that the program provides a good constructive outlet for their youth. One mother felt that the staff in their work with their child will be able to see how the youth acts out in real life versus trying to fool other people about their negative conduct. All of the parents expressed appreciation for the parent education involvement and interaction with each other. They felt that teaching their kids responsibility was one of the prime objectives and that it was making this happen with their young people.

- The program focuses on kids.
- The program shows them how to get along with people.
- The program shows them how to handle themselves.
- The program also gives them a chance to act out.
- The program is good because it gives the parents a chance to talk and get things out.
- I haven't had a chance to talk about the program.
- Sometimes in this program the kid will put on a good face.
- It's good that the people in the program are able to talk to the parents.
- I like getting information.
- My son likes the program and is getting better.
- I like talking to other parents and getting to know them.

DANE COUNTY

Personal Change

One of the parents was impressed by how their teen now takes time and being on time very seriously. Prior to being in the program, his teen was never on time for school or other appointments including this very program. The parent was proud to say that he’s seen a change in his child and that he is motivated to do things on time and on his own. Another one of the parents was elated by the fact that her child now has a meaningful conversation with her a versus the previous style of ignoring and being non-communicative toward the parent.

- My son used to sleep in all of the time. He was never on time. Now he wakes up and he’s on time and he’s motivated.
- He has matured to the point where he will talk to me about his day.
- He likes being in the Stars program.
- I haven’t seen very many changes. My child is starting to act out but that is better so that the people in the program see what I’m dealing with.
- It’s a good safe place for them to hang out.

Advice to to Program Operators and Funders

In summary the parents felt that the program is good and the staff is good. They all agreed that they wish that the young people could spend more time in the program, that one day is not enough. They would recommend that more days be added to the program. One parents felt that the program is good enough and should not just be focused toward youth in the criminal justice system, but that all youth could benefit from it.

- This is a good program.
- They have a good staff here.
- There should be more days than just one.
- The more they go the more they learn.
- They should also have a similar program like this for parents with kids who are not in the juvenile justice system.

DANE COUNTY

Data Quality Assessment

Dane County Data Overview

The Dane County DMC program uses a MS Excel spreadsheet it refers to as ADDSII as the primary tool for tracking juveniles in the DMC Program. The DMC program in Dane County also incorporates several other stand alone software assessment tools, surveys and also has access to the Dane County Department of Human Service system.

Data Elements and Collection Methods

The Dane County ADDSII Microsoft Excel Spreadsheet List of data elements:

- Social Worker
- Childs Name (First, Last)
- Parents Name (first, last)
- Address (Street, city, state, zip)
- Date of Birth
- Age at time of referral
- Race
- Gender
- Phone
- Grade
- Name of School
- Orientation Date
- Charge
- Successful completion (yes/no)
- Reason for discharge
- Date referral received

The spreadsheet is used to track the 40 to 60 children per year that are in the DMC program in Dane County. The length of stay in the program is sixteen (16) weeks. While the spreadsheet is used to record that the juveniles in the DMC program several other data systems are used to record pre and post tests and other processes along the way. The data from the other systems is, at this time, not merged into one central system that provides all information about one juvenile. The paper record is still the center of a case within the program. The program managers understand the need and are working with the technology staff to centralize this data to create a less fragmented view of the juvenile.

Other Data Elements Captured

CCB –Access data base – all juvenile intake referrals.

This is a Microsoft Access database used by the court intake worker that screens to identify youth who meet the basic program criteria. It records referrals and potential referrals to the Dane County Human Service programs.

DANE COUNTY

Delinquency Intake: DCDHS Delinquency Intake document (See Data Assessment Index)

- This intake form is entered into a Microsoft Access database that is used by all DCDHS programs and is information that is available to the DMC case worker.
- The form includes a risk assessment that evaluates: behavior, safety, remorse, Wisconsin Delinquency Risk Assessment

The agency has also contracted to use the Achenbach System of Empirically Based Assessment (ASEBA) Youth Self-Report (YSR) for Ages 11 – 18: (See Data Assessment Index) this tool examines activities and social functioning for youth.

Problem Oriented Screening Instrument for Teenagers (POSIT): (Pages 33-40 in Dane County Form Index) This screen is used in examining risk levels of youth in areas of substance use/abuse, physical health status, mental health status, family relationships, peer relationships, educational status, vocational status, social skills, leisure and recreation, aggressive behavior/delinquency, and trauma symptoms. The instrument is administered by a counselor from the University of Wisconsin Hospital & Clinics Adolescent Alcohol/Drug Abuse Intervention Program. The instrument is not recorded in any DCDHS Data System.

Group Attendance: attendance sheets – These are sign-in sheets. While these sheets are collected, the data is not entered into a data system to measure compliance over time.

School Attendance & Behavior Reports including office referrals, in school-suspensions, and out-of-school suspensions obtained from schools including absences and tardiness from class. This is data obtained from the school in varying formats and is maintained as a part of the records but is not entered into any data system for reporting or program evaluation.

During the 16 week program, parents are required to participate and attend five sessions. They complete a post-evaluation questionnaire administered by the DMC leader that measures Satisfaction, Knowledge and understanding of the program and materials presented. (See a sample in the Dane County Data Form Index). The survey data is collected but not entered into any data system for analysis.

While the DCDHS uses a myriad of systems and tools, the primary juvenile information on the DMC program is recorded in ADDSII, Dane County uses Dane County Human Services DCSH-SQL*.

DCSH-SQL* gives the workers in Dane County access to other information about families ranging from other services the family or juvenile is receiving, support programs, CPS involvement, medical information and medications. There are plans to expand the mental health module of the system for documenting contacts and using the system for a repository for case notes. Dane County described the program in the following way:

DCDHS –SQL – Description and Elements

For the Dane County Department of Human Services, there are currently 6 in-house developed applications for which the Division of Information Management is responsible all of which use Microsoft SQL Server 2000 platform as their DBMS. Five of these systems, the Information System, Payment Processing, Operator Application, IMEX and Security Application, were developed using a software development tool called PowerBuilder 6.5.

For the DMC project, Dane County is proposing to use portions of the web-based Mental Health Module, a Microsoft ASP.Net application.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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DANE COUNTY

Points of Data Collection

- Delinquency intakes are conducted on all youth prior to beginning the ADDS II program, by DCDHS Intake Social Worker
- ASEBA Youth Self Report Form is administered at beginning of program, and completion of program by ADDS II Program Leader
- Knowledge, Attitude and Behavior tool is used at beginning of program and end of program by ADDS II Program Leader
- POSIT screen is administered at beginning of program on all youth by ADDS II Program Leader, then transferred to UW-ADDAIP for evaluation of the screen
- Group Attendance is taken at every session by ADDS II Program Leader
- School Attendance is gathered periodically, at beginning, quarterly, and completion of program by ADDS II Program Leader through school workers
- Behavioral reports are gathered periodically, at beginning, quarterly and completion of program by ADDS II Program Leader through school workers
- Parent Evaluation: Administered following each parent session
- Program evaluation for youth and parent are administered at completion of program requirements by ADDS II Program Leader

Data Reporting

Following are planned reports:

- Internal – Screening Outcomes from the CCB data base in the DA's office.
- External – OJA/Juvenile Court/Advisory
- Demographic Data, counts on age, grade, ethnicity, type of referral etc.
- Monthly Program Attendance and Session
- Pre-Test
- Neighborhood Intervention Program (NIP) survey
- Parent evaluations of education sessions

Disproportionate Minority Contact County Project Evaluation

DANE COUNTY

Use of reporting as it relates to program improvement and refinement:

- Screening and Charging – The CCB database in the DA’s office assisted in determining how quickly they needed to orient juveniles into the ADDSII program to prevent another offense causing them to eligibility for the program.
- The group reviewing the data suggested that they should expanded Age Cohort – To Include Freshman
- By reviewing outcomes and pre and post tests in the program they discovered separating the program participants by gender would improve outcomes.
- By examining what occurred between the referral and orientation into the program they moved away from group orientation to individual orientation. This reduced the number of juveniles that became ineligible after another infraction.
- Individual vs. Group – Modified the standard group intake process as needed to meet individual needs outside of the group process.

Users of the Data

- Program Staff
- Advisory committee
- Dane County DMC Oversight Committee
- Therapist/School via DCDHS Releases
- Office of Justice Assistance

Data Retention Policy

- Compliance with State Standards of Seven Years
- Two Level Security Policy for Access (see Dane County Data Form Index)

DANE COUNTY

Project Summary and Recommendations

The Dane County Program, Right Tracks ADDS-II is a new program started in 2008 to specifically address the issue of school-related offenses. So far, there have been limited referrals to the program. This is a common challenge for new programs as referring entities take time to learn about a new program's approach and make the necessary changes in their normal decision-making patterns.

The program has a well-developed logic model and there is an intention to use Second Step, an evidence-based program; however, the program at this point in time is not fully fleshed out. Several program components are still to be developed or refined; and roles and expectations do not appear to be clear for staff or participating youth. However, these issues are common for a new program and can be resolved with careful attention and open dialogue.

Areas for further study and discussion include:

- Although referral issues are common for new programs, the earlier these are resolved the better. Very good programs have been 'done in' by lack of referrals that represent more complex interagency relationship issues over and above typical start-up problems.
- Second Step is a well-established violence prevention program that has been successfully used in the U.S. and several European countries with children ages 5 to 14. If it is effective with RT ADDS-II target population, Second Step should be considered for replication with other DMC-reduction programs.

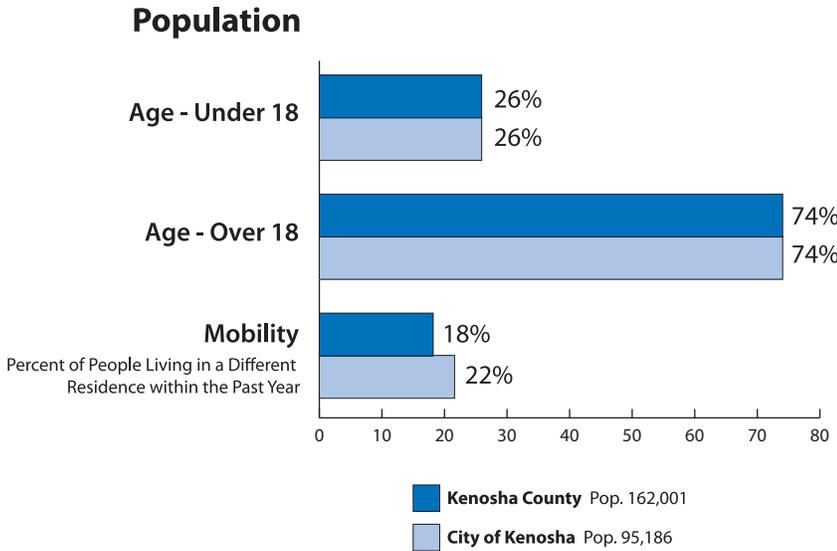
KENOSHA COUNTY

Demographic and Social Indicators

Overview

Kenosha County has a total population of approximately 162,000, the second smallest among comparison counties. Sixteen percent of Kenosha County’s population is minority with African Americans making up 6% of the population and Hispanic or Latino ethnicity of any race making up 9% of the population, the third highest in both categories among target communities. Thirty-eight percent of the households in Kenosha County had children younger than 18 years of age, the highest proportion among participating counties. The median income is higher than the statewide average and second highest among comparison counties.

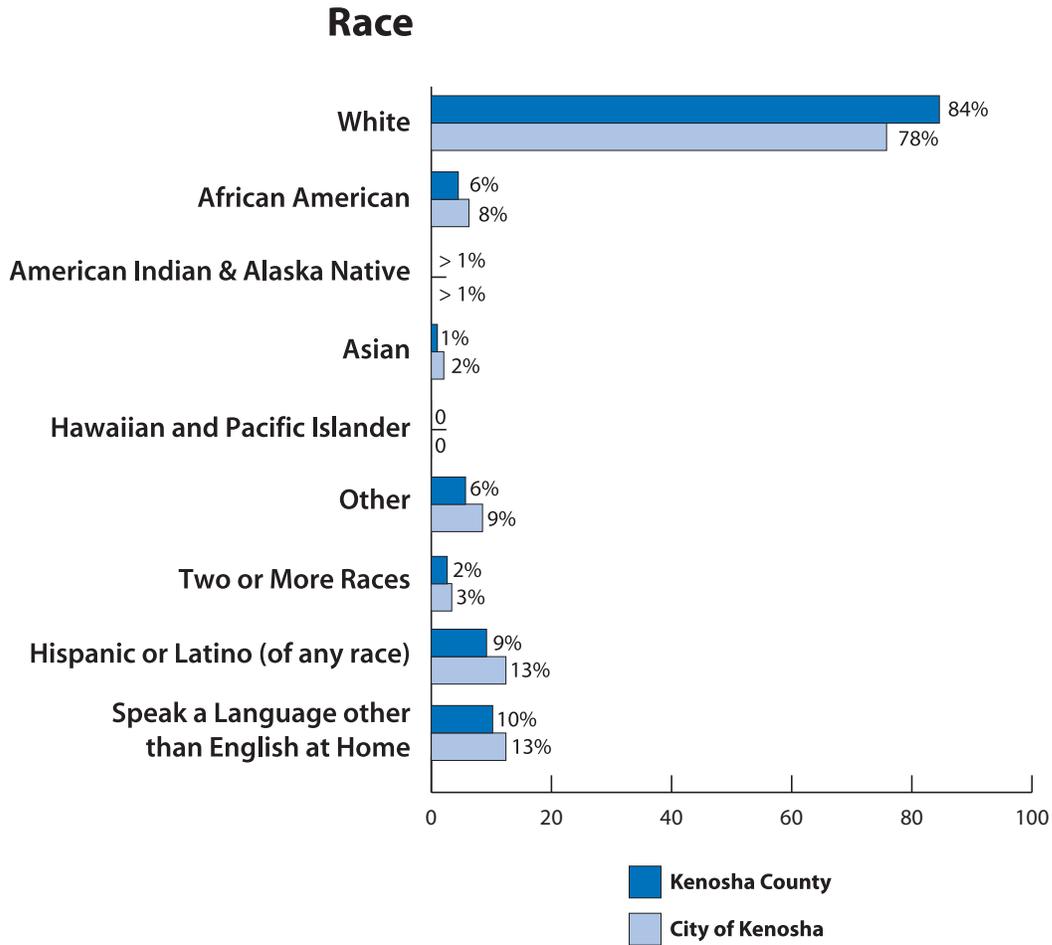
All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. All school data was obtained from the Wisconsin Department of Public Instruction.



Specific Indicators

In 2006, Kenosha County had a total population of 162,001, the second smallest among participating counties. Twenty six percent of the population was under 18 years of age, consistent with statewide and comparison county proportions. Mobility - percent of person’s living in a different residence within the last year including relocation from other counties or states – was 18% ranking it higher than the statewide rate of 15% and the third highest among the six participating counties.

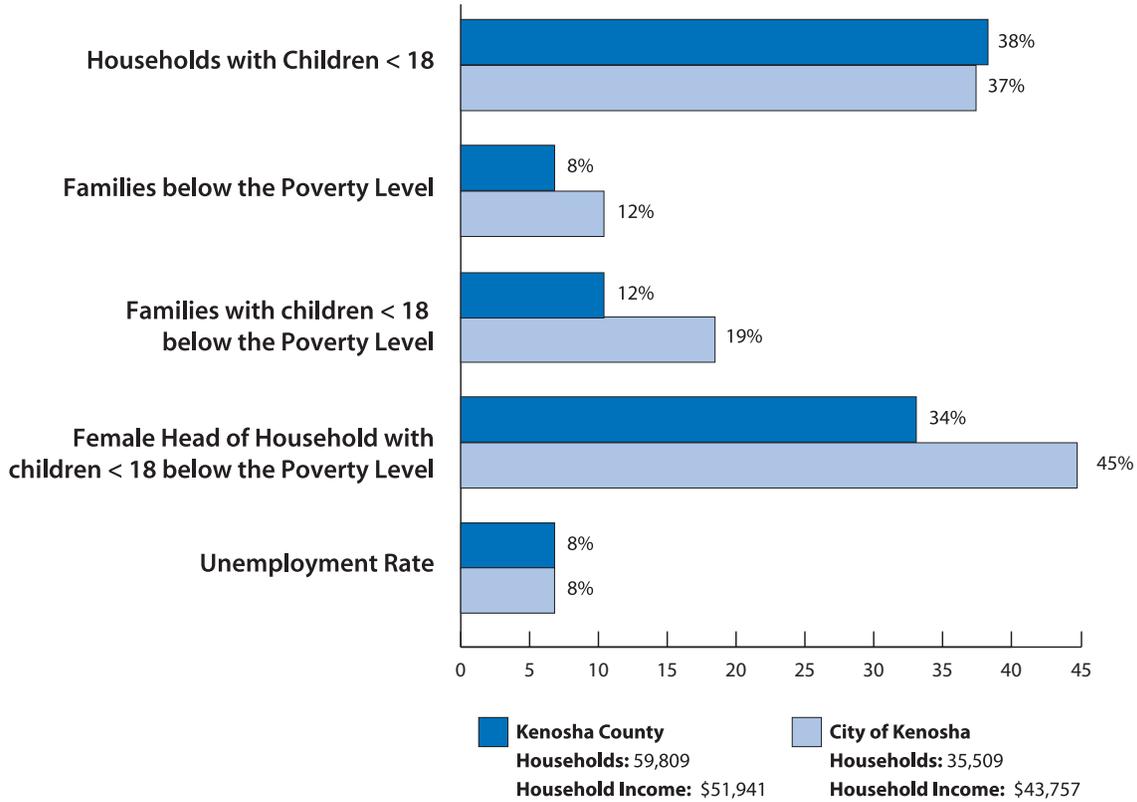
KENOSHA COUNTY



For people reporting one race alone, 16% of the population was minority; the third highest among participating counties. African Americans made of 6% of the population with Hispanic or Latino ethnicity of any race making up 9% of the population, the third highest for both categories among comparison counties.

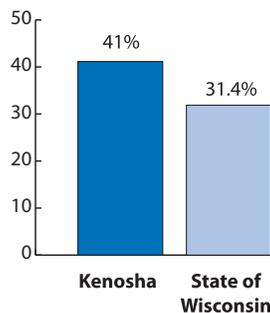
KENOSHA COUNTY

Household & Income



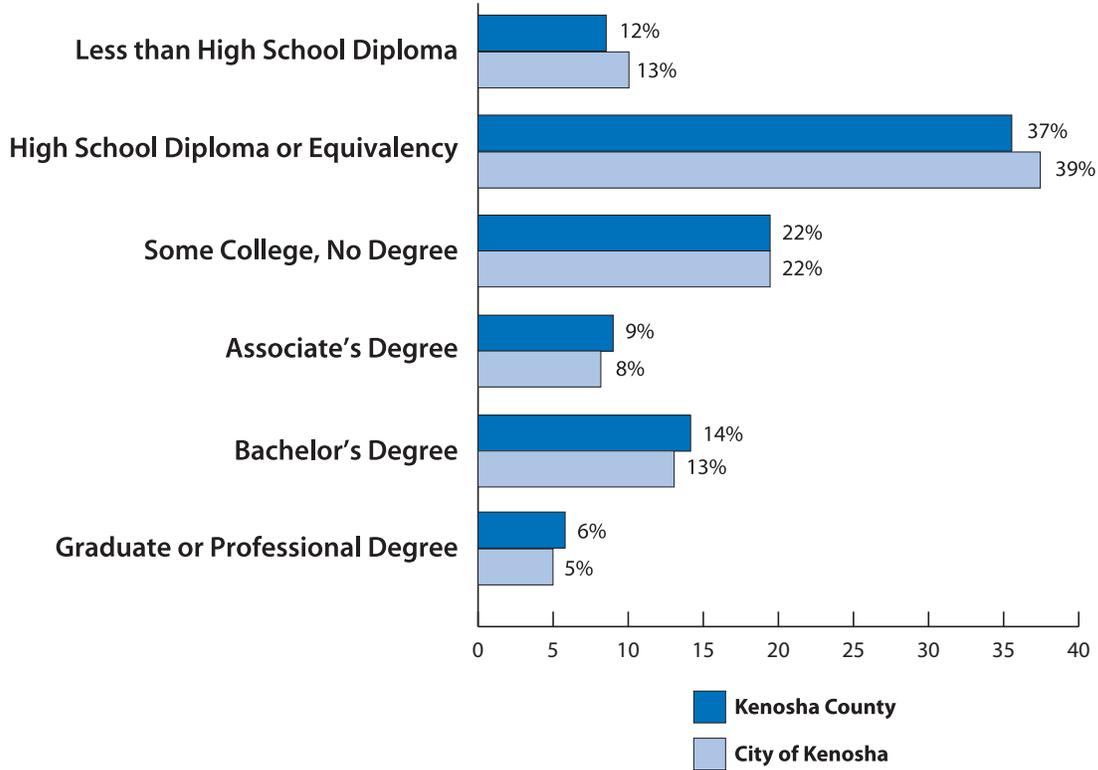
In 2006, there were 59,809 households in Kenosha County. Thirty eight percent of the households in Kenosha County have children younger than 18 years of age, the highest rate among participating counties. Eight percent of all families and 24% of families with a female head of household had incomes below the poverty level. The median household income of \$51,941 is higher than the statewide average and second highest among comparison counties. The unemployment rate of 8% is the second highest among participating counties.

Percentage Eligible for Free or Subsidized Lunch 2006-2007



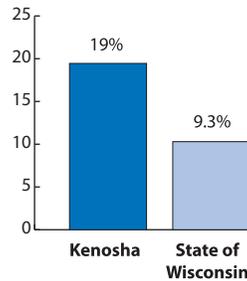
KENOSHA COUNTY

Educational Attainment



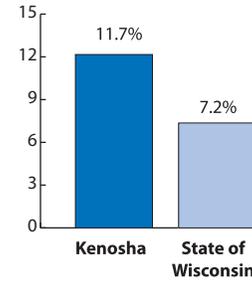
In 2006, 88% of the people over 25 years of age had graduated from high school, the third highest among participating counties.

Truancy Rate 2006-2007



	Kenosha	State of Wisconsin
Total Enrolled PreK-12	21,686	841,722
Number of Students Habitually Truant	4,116	78,123

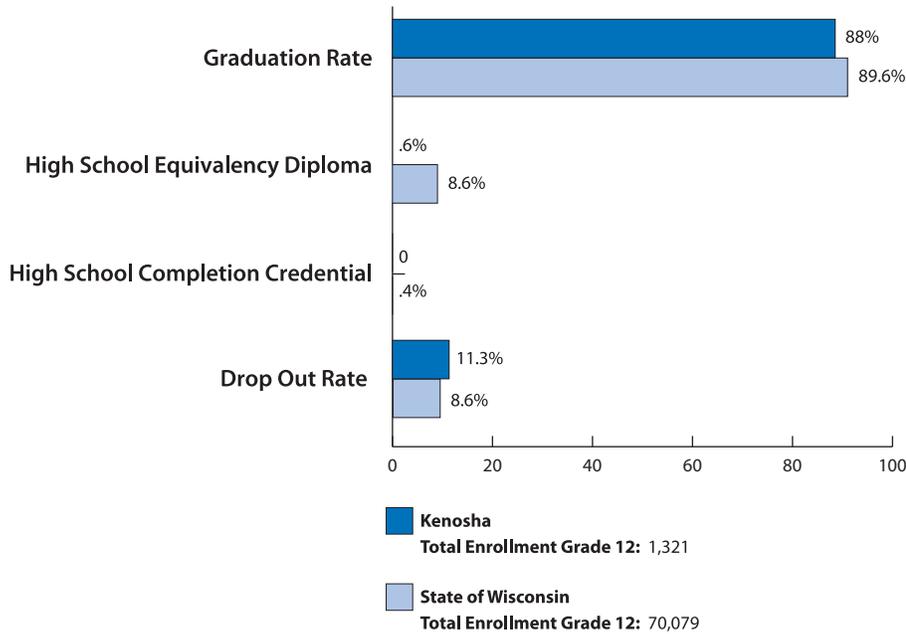
Suspension 2005-2006



	Kenosha	State of Wisconsin
Total Enrolled PreK-12	22,131	874,098
Number of Students Suspended	2,587	63,089

Disproportionate Minority Contact County Project Evaluation

High School Completion Rates 2006-2007



About two out of every five Kenosha students was eligible for free or subsidized lunch (a commonly used indicator of the prevalence of low-income families) in the 2006-2007 school year; this is about ten percentage points higher than the rate for the State as a whole. Truancy in Kenosha was twice as high as in the State as a whole. Nearly one in five (19%) of Kenosha students was identified as habitually truant (5 or more unexcused absences in a semester) compared to 9.3% for students statewide. Suspensions showed a similar pattern. The Kenosha suspension rate at 11.7% was significantly higher than the rate of 7.2% for the State as a whole. In the 2005-2006 school year, Kenosha expelled 38 students. The area's drop out rate was 11.3% compared to the State's rate of 8.6%.

KENOSHA COUNTY

Stakeholder Views

To prepare for the Stakeholder Interview portion of the Community Profile, a member of the Evaluation Team attended a DMC Coalition meeting on November 27, 2007. The purpose of participation was to attain a basic understanding of specific DMC programs and delinquency issues specific to the county and to become familiar with participating stakeholders.

DMC Coalition

The Kenosha County DMC Coalition is comprised of the following individuals and organizations.

- Sy Adler Wisconsin Council on Children and Families
- Dennis Bedford Boys and Girls Club
- Mary Beier Juvenile Intake Services
- Chuck Bennett Public Defender's Office
- Willetta Frizzle Professional Services Group
- Mary Hart District Attorney's Office
- John Jansen Division of Children and Family Services
- Norris Jones Kenosha Unified School District
- Julie King Division of Children and Family Services
- Joe Kucak Kenosha Unified School District
- Les Meredith Kenosha Police Department
- Nancy Ramsey Division of Children and Family Services
- Donna Rhodes Professional Services Group
- Dave Smith Sheriff's Department
- Dan Tenuta Ruether High School
- Ingrid Tiegel Carthage College
- Mary Wagner Juvenile Court Judge
- Jeff Weiss Department of Human Services
- Gary Wortham Division of Children and Family Services

Stakeholders Interviewed

Stakeholder interviews were conducted from January 9, 2008 – April 3, 2008. Interviewees included:

- Mary Beier Juvenile Intake Services
- Chuck Bennett Public Defender's Office
- Mary Hart District Attorney's Office
- Joe Kucak Kenosha Unified School District
- Nancy Ramsey Division of Children & Family Services
- Dave Smith & Les Meredith Kenosha Sheriff's Department & Kenosha Police Department
- Mary Wagner Juvenile Court Judge

Themes

Overall, stakeholders expressed appreciation for the evolution and current status of the DMC Coalition. Collaboration among juvenile justice institutions was characterized as strong, committed and focused. To strengthen the efforts of the committee, the need for higher level and more dedicated District Attorney Office involvement was identified as important to increasing their collective effectiveness.

The significance of identifying truant youth and providing preventive services and programs was consistently voiced as a priority among committee members. Additionally, the need for enhanced and more accessible mental health and AODA treatment services was recognized as important to the advancement of prevention efforts for low income minority families.

The importance of the child welfare system and its impact on the juvenile justice system was acknowledged as a major contributor to the DMC problem. The need to link these service systems was identified as a priority if DMC rates are to be decreased significantly.

The need for more uniform policies and procedures within the Kenosha Unified School District was identified as an important policy change that will facilitate greater collaboration among schools, human services and law enforcement.

KENOSHA COUNTY

Interview Results

Root Causes of Delinquency

“The juvenile delinquency issue is generational and will take a long time to solve.” Poverty and its influence on parental involvement were identified as major contributors to juvenile delinquency in Kenosha County. The family dynamics of justice involved youth were characterized as affected by alcohol and other drug abuse problems, mental health issues, violence in the home, lack of adult supervision and lack of awareness and receipt of preventive health and social service programs. These issues were cited as resulting in the disintegration of a stable family unit and compromised life skills for youth. Many families of justice involved youth were additionally described as stressed families lacking resources, single parent families - many resulting from teen pregnancy - and lacking male role models. It was noted that *“many youth who end up in the juvenile justice system were child welfare cases.”*

“Truancy is a gateway and early indicator of juvenile delinquency.” Many justice involved youth were identified as angry and lacking conflict resolution skills; this anger was recognized as leading to crime. When juveniles are *“hanging out”* with other troubled youth they are susceptible to peer pressure and more likely to get into trouble. When kids can’t read and write and have poor academic performance, they act out in school and lack confidence. It was noted that expulsions have doubled over the last 2 years due to an increase in verbal intimidation, threatening behavior and disorderly conduct in the schools. Kenosha was described as changing and becoming more urban resulting in greater demands on the educational system.

Adequacy of DMC Programming

The DMC Coalition was described as *“a stable and committed group of participants with good intentions who genuinely care about kids.”* Priority issues have evolved over time. First, detention was the focus of DMC efforts followed by the First Time Offender program; truancy interventions are currently a major concern.

“The group could be doing better with the level of expertise around the table.” Several stakeholders commented that the Coalition took too long to focus on key issues and that the group should pay less attention to how to spend DMC dollars and put more emphasis on broader systems issues.

“At first, no one was taking responsibility for their individual organization by looking at their contribution to the problem; now there is less resistance.” It was noted that the DMC Coalition is now starting to address root causes and is becoming more prevention oriented as a result of greater school involvement and targeting younger kids to avoid justice involvement in the first place. *“Although our efforts may not be adequate, we are doing the best we can.”*

Major Strengths

“A lot of collaboration exists and all of the players are working together.” It was noted that a lot of communication and interagency agreements are in place among institutions. The consistent involvement of the judiciary was identified as a major strength. Additionally, Juvenile Intake Services (JIS) was described as knowledgeable, active, consistent and committed to collecting and disseminating data for shared decision making. In particular, the data driven process used that identified truancy and attendance issues resulted in *“good collective decision making.”*

The Division of Children and Family Services (DCFS) was portrayed as having excellent services and as working hard to secure needed services. The Court Diversion Worker – funded by DCFS and located at JIS – was identified as a successful collaboration advancing diversion options.

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

“Schools have become more involved and their participation is key.” Many programs exist to address disorderly contact within the schools and to provide specialized programs for students who are expelled. Representation from the Kenosha Police and Sheriff’s department were described as “really trying to reduce DMC rates.”

Major Challenges

“There is no uniformity in school administration across the district. Each school tracks attendance differently as a result of site-based management.” It was identified that the Kenosha Unified School District (KUSD) “moves at a very slow pace,” and that more school involvement was needed. In particular, the need for the KUSD Minority Officer to regularly attend DMC meetings was identified. In terms of programming, more truancy prevention programs are needed in the middle schools.

“We need more District Attorney (DA) involvement.” A consistent view emerged that greater and higher level DA participation would improve DMC decision making and outcomes. The office was described as somewhat unwilling to assess their contribution to the DMC problem and solution and that they need to look “more deeply.” It was recognized that Assistant District Attorney’s (ADA) may not have full decision making authority and while schedules are demanding, it was strongly recommended across stakeholder that the DA attend the DMC meetings.

“The need exists to constantly educate the police force.” Due to turnover among law enforcement personnel, the need to assure ongoing cultural competence training and awareness of the DMC problem was recommended to broaden the mindset within both the Police and Sheriff’s Department. Train the Trainer programs were recommended to enhance credibility of this capacity building effort.

“All system participants need to collect, analyze and share data. Stakeholders need to share data and information that represent their most vulnerable institutional activities.” It was also noted that the same youth and families are served by multiple institutions and that efforts could be coordinated to a greater extent.

Lack of funding across the entire juvenile justice continuum was identified as a major challenge. *“Resources are being reduced while needs are growing.”*

Significant Changes Affecting System

The No Child Left Behind Act was identified as having a negative impact as *“it takes away funding from schools that need it the most.”* W-2 was recognized as having a positive impact on some families as it gives women who are single parents a chance to develop skills that could lead to economic advancement and stronger families.

Recent changes in DA leadership and philosophy was identified as contributing to the value of DMC collaboration and decision making. The need for enhanced leadership and commitment from the DA office was consistently identified.

Major Changes

The Truancy Reduction Program and the Court Diversion Worker were identified as program improvements. It was acknowledged that schools are beginning to handle their problems more internally rather than referring them to police which increased justice involvement in the past. Changes in elementary schools policies have taken place to identify children who are truant at an earlier age. A recent data sharing agreement between the DA, the Kenosha Police Department, KUSD and the NAACP was noted as an asset.

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

Quality of Engagement and Collaboration

“The DMC Coalition is very collaborative and focused on what they can do better to reduce DMC rates.” It was noted that communication mechanisms have been institutionalized and that trust exists among DMC Coalition members. The DMC Coalition was described as “group of risk takers” committed to achieving positive outcomes.

Concerns were raised about DMC Coalition meetings and the need to assure that they are a forum for equal participation across participating institutions and organizations. At times, strong individuals with traditional points of view unintentionally hinder the full and equal consideration of alternative perspectives during Coalition discussions.

Juvenile Intake Services was described as providing *“strong and meaningful leadership.”* Multidisciplinary services and case review were highlighted as effective. DCFS provides good leadership and follow-up for DMC Coalition meetings and their programs are both preventive and intensive.

“KUSD does the best they can with available resources and a large population of at-risk kids.” Interviewees identified the need for more cultural competence and crisis intervention training for teachers. Strong leadership was identified as demonstrated but needed more intensively at the Superintendent/Administrative Level. More standardization of attendance policies and practices was identified as needed across KUSD. The presence of police at the schools *“may result in teachers using them as an easy and early referral rather than solving problems in the classroom.”*

“Youth need to be adjudicated to get good services.” Stakeholders shared the viewpoint that mental health and AODA services are under resourced for low income and minority families. Stakeholders identified the lack of a mental health/psychiatric hospital as a major gap in services.

“The Kenosha Police and Sheriff’s Department are open to looking at policies and practices regarding the disproportionate arrest rate among minorities.” At the same time, many stakeholders interviewed felt that they may be too limited in terms of options at the point of arrest. The need for closer collaboration between DCFS, KUSD and KPD was identified.

Needs

The need to expand the availability of mental health and AODA resources for low-income families, especially in a preventive manner, was voiced by stakeholders.

The importance of transcending and linking the Child Welfare and Juvenile Justice Systems to prospectively track and provide more prevention oriented services to at risk youth (e.g. child welfare cases) was identified as an important systems change.

Overwhelmingly the need to assure greater District Attorney leadership and coalition involvement was identified as an important factor if DMC rates are to change.

“Bring peace to the classroom.” Stakeholders had strong recommendations related to the important role of KUSD. The need to keep kids in school, provide prevention programs in elementary school, focus on literacy and reading programs, offer more culturally sensitive after school programs and better address the needs of the special education population were identified. The need for smaller schools was also proposed.

From a societal perspective, the need to prevent teen pregnancy, strengthen and support families and assure positive role models were identified. *“We need to determine how to combat racism, poverty and lack of life skills.”*

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

Other DMC Policy Initiatives

Each county DMC coordinator was asked to describe other programs, policies, and practices that were developed over the past several years to address DMC.

Kenosha County Strategies to Address DMC:

- Completed system assessment looking at data at each of the nine decision points
- Initiated a large data gathering project involving police, schools, the university
- Targeted analysis first on the use of 72 hour holds
- KCDHS collaborated with Intake, Judiciary, and others through routine meetings

Kenosha County Activities Related to DMC since 2002

- Created a DMC committee comprised of community and system members;
- Analysis with strong emphasis on 72 hour holds results in a reduction in usage overall;
- Developed a new position of a detention intervention specialist position to do follow-up with youth released at detention hearings (Note: Juvenile Court Intake personnel work for the Courts—not Kenosha County Department of Human Services);
- When position ended, efforts continued through efforts of several KCDHS personnel;
- KCDHS staff initiated reviews of all minority youth detained;
- KCDHS personnel reviewing options for and proposed models for training in DMC issues for law enforcement personnel; hoping to encourage alternatives to juvenile court intake for minor offenders;
- KCDHS formalized a review process for all youth at risk of a correctional placement, to make sure appropriate services were utilized first;
- Initiated with the Kenosha Unified School district an early intervention project aimed at minority youth under the age of 14 in grades k-8, addressing family, AODA/MH, and truancy concerns;
- Developed routine reports for the Judiciary's review measuring their dispositions on youth against recommendations made by KCDHS staff; and,
- Worked with KCDHS aftercare staff to emphasize that planning begins at the placement within the facility as versus discharge from confinement.

Future Strategies/Activities

- Expand the early intervention alternative to non-minority youth;
- Pursue any and all options for a sustained DMC training project for law enforcement and system partners alike;
- During time of transition within the County due to new County Executive, interim Director of KCDHS, focus on continuing and maintaining current review, monitoring, and early intervention efforts to reduce RRI at multiple decision points.

KENOSHA COUNTY: TRUANCY REDUCTION SPECIALIST PROJECT

Project Assessment

DMC Context

The Kenosha County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	2.72	ND	ND	ND	1.04
Juvenile Court Referral	2.02	ND	ND	ND	2.43
Diverted before Adjudication	0.87	0.92	ND	ND	0.88
Secure Detention	1.24	3.29	ND	ND	1.59
Cases Petitioned	ND	ND	ND	ND	ND
Delinquency Findings	0.80	1.36	ND	ND	0.92
Probation Placement	ID	ID	ID	ID	ID
Secure Correctional Placement	1.34	ND	ND	ND	0.96
Transfers to Adult Court	2.01	ND	ND	ND	1.94

The highlighted data is identified as statistically significant.

The greatest racial disparities are evident for African American juveniles at the point of arrest and pre-adjudication diversion; and for Hispanic or Latino juveniles at the point of secure detention. Missing or incomplete data may mask other areas of disparity; however, these three areas seem to be the most serious. The Kenosha DMC program, new this year, represents a shift in emphasis to address truancy as a primary gateway to the juvenile justice system. The program is structured to identify students at a very early stage of truancy (unexcused absences) at the elementary and middle school levels. The program is activated before the point of citation/court referral; Kenosha County’s program is the only one that could be defined as DMC prevention.

Program Description

The DMC-Truancy Reduction Specialist Program is an early intervention approach designed to stop emerging patterns of poor school attendance and truancy among elementary and middle school-age students (K-8). The approach was developed as a result of ongoing data analysis conducted by the Kenosha County Department of Human Services which determined that earlier DMC projects, targeted to later points in the juvenile justice decision stream, were not having the desired impact on the County’s RRI.

The effort to reduce truancy among younger students is consistent with delinquency research which documents the strong correlation between truancy and a number of negative consequences including alcohol and drug abuse, delinquency, and violence. School-related issues, namely truancy and suspensions, are considered by many delinquency experts to be the #1 gateway to the juvenile justice system, especially for minority youth.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock	110
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KENOSHA COUNTY

As part of its anti-truancy efforts, the City of Kenosha and the Village of Pleasant Prairie adopted municipal truancy ordinances. The City of Kenosha's ordinance defines habitual truancy as an unexcused absence from school for all or part of a day (include truancy and tardiness) for five or more days during a semester. (This definition is the State's definition of habitual truancy.) Habitual truancy can result in a referral to Kenosha County Juvenile Intake Services where a student might be subject to a range of possible dispositions including: suspension of driving privileges, counseling, work program, or community service, order to remain at home except for school and religious worship, order to attend an educational program or participate in a teen court program, order to attend school, payment of \$500 fine, curfew order, placement on informal or formal supervision, order for student's parent or guardian to participate in counseling or attend school with student at his/her expense, or order to report to a youth report center after school, in the evening, on weekends and other non-school time to participate in academic or behavioral programming. Kenosha's ordinance includes the entire range of consequences under state statute.

The Truancy Reduction Specialist Program (TRSP) functions as an alternative to referral by the school district's truancy officer to Kenosha County Juvenile Intake Services (JIS). A youth is referred to TRSP after in-school efforts (Student Intervention Team) to address delinquency have failed to achieve a good outcome within a specified period of time and after the district's truancy officer's direct intervention has also failed to produce results. The truancy officer, backed up by the City of Kenosha truancy ordinance, can exercise the option to refer the student and his/her family to JIS or to refer to the Truancy Reduction Specialist Program. Students who are referred to TRSP are minority, under the age of 14, and with no prior juvenile justice involvement. Increasingly, the program targets elementary-level students. Program participation is voluntary, however, if parents decline, the truancy officer then pursues the other two options: watch and hold list or referral to JIS.

The TRSP is operated by Professional Services Group (PSG) under contract to the Kenosha County Department of Human Services. PSG received the contract after a competitive bidding process conducted in 2007; the program itself started on October 1, 2007. *It is important to note that at the time of the majority of program assessment activities, the program had been in existence only 8-9 months.* Ideally, a process evaluation would occur only after a program had sufficient time to work out the early implementation issues. Readers are reminded that this process evaluation captures a program at a very early stage.

Once a case is referred to TRSP, the truancy reduction specialist (staff) contacts the parents by phone to arrange a meeting. If parents are not accessible by phone, staff makes home visits, leaving a 'pink slip' on the door explaining the reason for the contact. An intake meeting is scheduled that includes the parents, TRSP staff and the truancy officer. At that meeting, staff provides the parent with a copy of a letter from PSG which outlines the possible consequences of continued truancy including the potential for multiple court dates during working hours, \$500 municipal fine, and the threat of foster care placement for children under the age of 12. A discussion also occurs about what the parent believes to be the causes of his/her child's truancy. At that time, the parent is offered the option of declining program participation; an option that about 18% of parents selected in the first months of the program (October 2007-May 2008).

When a case is formally engaged in TRSP services, the following activities occur:

- TRSP staff conducts an assessment of the family's situation to identify the specific reason(s) why the child is truant (note: truancy also includes tardiness);
- Assessment occurs through dialogue with the parents, most frequently the mother, and through home visiting where issues relating to basic needs (food, sleeping arrangements, alarm clocks, and unaddressed health issues) are identified along with issues like bedtime and morning routines, mealtimes, time management, parent-child communication problems, and logistical problems like transportation, other children's child care and school schedules, and work conflicts;

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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KENOSHA COUNTY

- Implementation of specific action steps in the household to help the parent manage school attendance; staff provides tools and coaching to enable the parent to take responsibility for getting his/her child to school every day on time;
- Referral to the Prevention Services Network to obtain services related to specific parenting, mental health, substance abuse or other issue that requires specialized assistance; TRSP staff attends staffing with PSN services to insure collaboration of effort;
- Assistance to families to reconnect with their school by taking parents into school to meet the principal, teachers, and other staff face-to-face with the goal of improving communication and eliminating unexplained absences;
- Involvement of students in weekly after school academic support and enrichment activities at PSG and in the community;
- Youth Empowerment Group meetings to address AODA education, life on supervision, and other topics;
- Involvement of girls in a Diana Group, an 8-week afterschool group, addressing self-esteem, hygiene, bullying, and other topics;
- Face-to-face contact with youth 2-3 times per week; face-to-face contact with parents once per week with more frequent phone conversations;
- TRSP support/reinforcement of a school behavior plan and the linkage of participation in optional recreational activities to compliance with the plan;
- Daily attendance checks;
- Payment of school fees for extracurricular activities and sports;
- Transportation to parent-teacher conferences;
- Provision of back to school supplies; workshops for families on back to school routines;
- Awards Day to recognize good attendance and program completion.

The Truancy Reduction Specialist Program staff person is an African American woman with youth work experience; she is supervised by experienced PSG staff. The staff person demonstrates a high level of commitment to the program model and is very energetic in her efforts to make and sustain contact with parents, build rapport, and change school attendance behavior.

Theory of Change

Truancy is recognized as one of the primary gateways to school failure and juvenile delinquency. Many interventions attack truancy at the middle and high school levels where truant students often have well-established patterns of non-attendance that started when they were very young in elementary school. The Truancy Reduction Specialist Project aims to stop early patterns of non-attendance by intervening at the elementary and middle school grades where the truancy habit is likely to be less entrenched and easier to change. Moreover, truancy at the elementary level is much more likely to be the result of parenting and family management issues rather than a youth's individual decision to 'skip school'. Therefore, the program's theory of change centers primarily on helping parents understand the serious consequences of truancy and then giving them the tools to organize family routines and expectations to improve school attendance, e.g., how to develop a bedtime routine, how to streamline the morning 'getting ready for school' process, how to communicate with the school about problems.

In summary, the theory of change is that early intervention can stop a pattern of school non-attendance from developing that might eventually result in referral to JIS and further involvement with the juvenile justice system. At the same time, redirecting children to regular school attendance can increase school attachment and academic performance – both key features in avoiding delinquency behavior.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
Reduce number of minority youth entering the juvenile justice system in a truancy petition.	Minority Truancy Reduction Program	Approximately 40 to 60 youth served annually through Minority Truancy Reduction Program	<p>Initial</p> <p>The number of minority youth referred to JIS for truancy is reduced</p> <p>The number of minority youth referred to JIS for school behavior issues is reduced</p> <p>The number of minority youth suspended from school is reduced</p> <p>The number / percent of contacts between law enforcement and minority youth resulting in arrest is reduced</p>
	Suspension and JIS referral reduction program	Approximately 30 to 40 youth served annually through Suspension and JIS Referral Reduction Program	<p>Intermediate</p> <p>Minority youth arrests are reduced</p> <p>Minority youth referrals to JIS are reduced</p>
	Law Enforcement Training for youth interactions	Approximately 3 to 5 training sessions to train (# or %) of law enforcement officers.	<p>Long-term</p> <p>Reduced DMC for youth in Kenosha County at all levels of the Juvenile Justice System</p>
	Data Collection		

KENOSHA COUNTY

Program Coverage

The population targeted for the Truancy Reduction Program is minority students, age 14 and under, who are at risk for court referral for habitual truancy, and who have no prior contact with the juvenile justice system, i.e. no court referrals or tickets. Habitual truancy is defined as five or more unexcused absences in a semester; tardiness is included in the definition of truancy. Although initially developed for students K-8th grade, the program increasingly targets elementary-age children in the theory that early habits of poor school attendance can be more easily remediated and have more long term impact than later (middle or high school) interventions. *Of the 29 students who have been served by the program since its inception, 22 (76%) are ages 6 to 11 years.*

The referral process operates as follows:

- A student is identified at the school level as having five truanancies;
- The school convenes a Student Intervention Team (SIT) meeting involving the principal, guidance counselor, social work or school psychologist, and the parents;
- If the parent attends the SIT and agrees with the plan that is developed, he/she signs a contract to improve his/her child's attendance;
- If the SIT approach does not work and the student continues to be truant, the student and his/her parents are referred to the school district's truancy officer;
- The truancy officer considers information provided as part of the referral package including relevant psychological, social, and educational information;
- The truancy officer meets with the student's parents to inform them about possible consequence of their child's continued truancy and to determine whether the parents are willing to address the truancy issue;
- On the basis of the meeting with parents, the truancy officer selects one of three options for next steps in the case: 1) referral to Juvenile Intake Services; 2) referral to the Truancy Reduction Specialist Program; or 3) placement on the truancy officer's hold and watch (monitoring) list.

The truancy officer indicated that during the past school year 2007-08, truancy referrals were roughly split with a third each going to JIS, TRSP, and the hold and watch list. A case was mostly likely to be referred to JIS if a) the student was a non-attender and there had been no response from his/her parent to either the school SIT or truancy officer; or b) the student had serious and complex mental health, substance abuse or disability issues or if there was evidence of serious neglect on the part of the parents in which truancy was a side effect but not the primary problem. In these cases, a referral to JIS was seen as necessary for the student/family to access a high level of mental health and family support services.

Participant data from October 2007 to June 2008:

- 29 students
- 18 African American
- 7 Latino/Hispanic
- 4 Other (including biracial)
- 12 boys
 - 5 ages 6-8 years old
 - 3 ages 9-11 years old
 - 4 ages 12 years +
- 17 girls
 - 10 ages 6-8 years old
 - 4 ages 9-11 years old
 - 3 ages 12 years +

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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KENOSHA COUNTY

Fidelity and Dosage

Fidelity: As a new program, TRSP is still developing its specific services and activities. Initially envisioned as a program with a 90-day stay, the first year of operation averaged a 121-day stay. Deciding when and under what circumstances to discharge a participant is a common problem for start-up programs. This is especially true when families being served may be presenting new problems that need attention at various stages of their enrollment. This makes it hard to discharge families to make room for new participants. That said, because the implementation length of stay differs from what was planned pretty significantly (34% greater than planned), it is not accurate to say that the program is being implemented with fidelity to its original design.

At the same time, and this is really important to note, the program is serving much younger children than initially envisioned. Always targeted at younger students, K-8th grade (6-14), the program is very much an early intervention program aimed at elementary age students – 76% of the first year’s participants were ages 6-11 and 52% were under the age of 8. That the program is serving young children makes it more of a parenting education/coaching program. It also changes the nature and type of activities that are developmentally appropriate for participating children. In sum, the nature of the truancy problem and the range of solutions change a great deal when children are younger. While this may have been somewhat predicted at the outset, the project proposal seems geared for older youth who are themselves exercising some level of control over their school attendance. As the caseload has developed, it has become increasingly clear that the ‘clients’ are the parents rather than the youth; and parents can be more difficult to reach and assist over the long term. In sum, the fidelity question may be premature for this program until more implementation time has elapsed.

Dosage: The average length of stay to date is 121 days or 17.3 weeks. Children are engaged in face to face activities, e.g. field trips, Diana Group, Youth Empowerment, tutoring, approximately four hours per week resulting in a dosage to date of 68 hours per youth participant. Parents are engaged in face to face meetings once per week with an additional 3 to 4 telephone contacts for an estimated weekly total contact of 1.5 hours for a total of 25.5 hours per parent. To date, in total, each family would have received an average of 93.5 hours of services.

KENOSHA COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Early intervention program aimed at elementary and middle school age children who have not previously been involved in the juvenile justice system.
	More intensive treatment to higher risk offenders	Program directed to youth for whom earlier school-based intervention was not successful; would otherwise be referred to Kenosha County Juvenile Intake Services.
Need	Targets anti-social attitudes, values or beliefs Targets substance abuse Targets lack of empathy Targets impulsive behavior	Targets parents' ability to manage home routines toward good school attendance and youths' engagement in positive activities and school; these elements are addressed to some extent.
Treatment	Focuses on current factors that influence behavior	Focus is on in-home issues related to non-attendance; emphasis on specific steps to remediate truancy
	Action-oriented	Directed to immediate change in behavior through implementation of specific strategies; change (school attendance) measured every day.
	Offender behavior appropriately reinforced	Failure to improve school attendance can result in a referral to JIS with a series of possible consequences; at the youth level, problems with in-school behavior can mean inability to participate in recreational activities.
Program Fidelity	Program delivered as designed	Program is in its first year of implementation; some variations from original design exist but likely reflect younger population than anticipated; program is in the process of implementation and refinement.
	Program based on specific, theoretical model	Program based on a solid theory of change; namely, the interruption of early truancy patterns to prevent the establishment of habitual truancy than can lead to juvenile delinquency; however, program is similar to several chronic truancy programs identified as OJJDP model programs.
	Workers trained in program delivery and have trained supervision	There is a single TRSP worker; she is college-educated and has had extensive training within PSG; she also has trained and experienced supervision.
	Printed materials describe program goals and content	Contract lists expectations of parents which they are required to sign in order to participate in the program; other materials describing the program (except for the original proposal) were not obtained.

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

Barriers to Implementation

The Truancy Reduction Specialist Program is a new program in its first year of implementation and is still in the process of refining its program approach by trying out different strategies to engage students and parents in truancy reduction activities. This is a necessary part of every new program's start-up period, especially programs which are not curriculum based or otherwise formulaic in approach. TRSP combines three different types of services: outreach, case management, and alternative/positive activities. Each requires the investment of considerable time and thought to get up and running effectively.

Managing caseloads is another challenge for new programs; particularly the development of criteria and timelines for program completion. One indication that the program is experiencing a challenge in caseload management is the 121-day average length of stay when a 90-day stay was initially envisioned. The difficulty in moving cases through the program meant that at one point a wait list was developed and parents who had indicated an interest in participation were unable to do so.

Satisfaction with Program Quality

The Truancy Reduction Specialist Program was mentioned by several community stakeholders as one of the "major strengths within the juvenile justice system." Several individuals noted that the program, which is the third iteration of DMC programs in Kenosha, represents an effort to move intervention to a pre-arrest point – working with younger children and focusing on interrupting early truancy patterns.

The stakeholders who were interviewed (all members of the Kenosha County DMC Committee) appreciated the use of outcome data to assess the effectiveness of previous DMC projects. It was as a result of outcome tracking that Department of Human Services staff proposed that the DMC effort be moved to a focus on school-related issues, both truancy and suspension.

Although stakeholders identified the program as a major strength, their support for it was based on the concept rather than actual outcome data. (It is important to note that stakeholder interviews were conducted at a point very early in this program's implementation.) Outcome data shared with the DMC Committee after six months' of program implementation indicated a successful completion rate of 88%. There have been concerns raised about the length of stay in the program because when the caseload is at its maximum, no new referrals can be made.

Parents' comments about the program were also positive, particularly with regard to the program's staff person (Professional Services Group staff). There were some concerns raised about their interactions with school staff; but on the whole, parents felt that the program experience had been a positive one for their children. Children's comments had to do primarily with the activities they participated in while in the program, especially field trips.

Youth and Parent Feedback

Youth Participant Questions

Overview

There were four (4) youth in the focus group.

The childrens' primary interest in the program was experiencing life outside of their homes and neighborhood. They were glad to be involved in a program that provided them an opportunity to have fun, feel safe and cared for. Drawings by the group indicated this. The most impressive element of the program was the day-trips where the youth experience fun and leaning. They all mentioned how much they liked Willetta and she has made a difference in their lives.

Life for Youth in Kenosha

The youth's comments about Kenosha were based on discussion of the pictures depicting how they perceived life in their neighborhood. All drew pictures about being outside and enjoying the sunny weather, playing and having fun in the local neighborhood park. This was the focus of the short discussion. Kenosha for them was the park, their safe haven, where they could play and have fun.

- I like to go to the park by my house.
- I walk through the park after school.
- I'm happy when the sun is shining.
- I like butterflies.

Reasons for Getting in Trouble

No response

Opinions about Program

- They talk to us about school and fun things to do.
- We go swimming.
- We went to the aquarium and museum in Chicago.
- We saw the dinosaur at the museum and learned about the anatomy of the dinosaur.
- We like the day trips.

Personal Change

No response

KENOSHA COUNTY

Change with Family, Friends, and School

- Being in the program gets me out of the house.
- The program activities help me become a better person.

Future Plans

No response

Advice to Other Youth

No response

Advice to Program Operators and Funders

The staff is loving and caring, we all like Willetta.

KENOSHA COUNTY

Parent Focus Group

Overview

There were two (2) parents in the focus group.

The view of Kenosha by the parents is that it's a city with helpful and safe systems for families. Distinction was made between the system and the people in the system. Parents complimented the staff of the program and expressed a high degree of satisfaction. Generally, program results for their children were viewed as positive and beneficial. They noticed their children's negative behaviors are reduced due to their involvement with a caring staff and well-planned program activities.

Life for Youth in Kenosha

Summary

The parents who were interviewed considered Kenosha a safe city for their children. For them recreational and educational services were good as well as access to services to support families, particularly single mothers.

Participant Comments:

- Kenosha is ok.
- As a single mother I have access to various service programs that are free. This is helpful for my child particularly in recreation and education.
- Some of their systems seem to be punitive.
- The juvenile judges were not very sensitive to my situation it was either intervention or punishment for my child.
- Kenosha is good for children.
- Its safe and the police protect.

Reasons for Getting in Trouble

Summary

The parents described the situations that lead them to being in the program. They described the excessive offenses that required intervention activities. One parent explained the cause of her child's emotional distress which she stated was linked to family conflict.

Participant Comments:

- The issue with my child was excessive tardiness.
- We had moved to a different home and the distance from school was much further.
- My child's issue was lateness and poor attendance.
- There was a personal conflict in the family that affected my child physically and emotionally.
- As a result of her emotional state of mind this led to her lying, staying isolated and withdrawn, she also became very emotional, had insomnia and nightmares.

KENOSHA COUNTY

Opinions about Program

Summary

The parents expressed their admiration and appreciation for the program staff. They commented on the how their children have bonded with the staff. This individual attention coupled with fun and interesting program activities have provided well needed opportunities to redirect their negative behaviors.

Concern expressed about the program were minor; parents say, there is a lack of effective communication around the schedule and program activities. The staff should initiate communication versus the parents having to call and request more information regarding events and activities

Participant Comments:

- The program is a success for my daughter she’s been in since June.
- My daughter likes the social worker.
- She met a student in school that is in the program and they are the same age.
- She says she has fun in the program.
- She says that she gets personal attention.
- My child has a level of trust with the program.
- She’s still a bit shy, this tends to be a communication barrier.
- The program calendar was not consistent.
- Sometimes the planned activities were canceled due to weather.
- The parents(not the staff) usually called about schedule changes and were informed.
- My daughter likes the trips.
- There are better activities in this program.
- Programs help them understand.
- They meet new friends.
- They really like the social worker.

KENOSHA COUNTY

Personal Change

Summary

The one parent that was the most apprehensive about the program now expresses her appreciation and delight in the program for its ability to enable her child to become more active and involved.

Both parents described about how their children have changed and seemed to be motivated. They noticed that their children now want to be on time for school, that they are more expressive in their personal demeanor, and that their personal growth and personality being enhanced and enabled. One parent told a story about her child’s excitement and anticipation about attending events and activities. The parent described how her daughter has become an avid reader of the program calendar and likes to compare activities of the program with the their school program activity calendar to see who has the best activities.

Participant Comments:

- My daughter really likes the program.
- She’s making adjustments.
- She has improved.
- She is now walking to school she wants to make sure that she’s on time.
- She is more expressive, she even hugs the social worker.
- She’s happier because she has a school friend in the program.
- She enjoys the outings in the activities.
- She reads the activity calendar and pays attention to what things that they are going to do.
- She now likes school.
- Sleep is not an issue, she is in transition, still has a little trouble sleeping.
- My daughter participates in the program.
- Participate in the activities of the program.
- She’s on time for school.

Advice to to Program Operators and Funders

Summary

One of the parents admitted that she did not trust the program at first and had doubts whether she should put her child in the program. This parent went on to explain that the basis of her perception was rooted in her first impression of the program given to her by the school truancy officer. Results from the parent’s perspective even based on a short time in the program have produced positive results.

Participant Comments:

- The program is good, at first I did not have good expectations. I was reluctant.
- The school needs to identify issues earlier and work with parents, the situation with my daughter I believe, went on longer than it should have.
- The truancy officer in my opinion misrepresented the program in my interview with her during the referral process.
- The program needs to make the school an active partner, meaning that they should become more sensitive to the parents and the child in the position that they have. They can help the program become successful with both the parent and child. First impressions say a lot.
- We haven’t been in the program long enough but my daughter participates in the summer activities and as I mentioned before she likes the program and activities.

KENOSHA COUNTY

Data Quality Assessment

Kenosha County Data Overview

Kenosha's Disproportionate Minority Confinement program is a truancy based program. The average program stay is 121 days. This program's focus is on very young children who have poor school attendance. The program tracking is done using Microsoft Excel and paper files.

Data Elements and Collection Methods

For the DMC program in Kenosha the primary software tool is Microsoft Excel. Microsoft Access is used by the Kenosha County Court Intake Database but it is not part of the DMC program.

Spreadsheet Elements

Last Name, First Name, referral date (date from truancy officer), intake date (date assessment acceptance into program), Exit date (date they left the program), New Offense while in the program (Yes/No), Youth Reduced substance abuse or maintained zero substance use during their involvement in the program (Yes/No), Youth improved school attendance during program (Yes/No), Youth improved school attendance 6 to 12 months after program (Yes/No). Youth improved family relationships during program (Yes/No), Youth improved pro-social behaviors during program (Yes/No), Youth successfully completed the program (Yes/No), Youth did not receive a truancy petition during program, Youth did not receive a truancy petition 12 months after program (Yes/No), Race/Ethnicity, School they attend, Date of Birth, Age at start of program, Residence Address, City, State, Zip, and contact Phone.

There are no case notes captured electronically at this time other than what is captured in the paper files.

The actual program coordination is provided through a contract with Professional Services Group (PSG). PSG submits a monthly report that lists all participants currently in the program as well as information on children who have left the program with their intake and exit date (See Kenosha Data Forms Index). At exit from the program they complete the spreadsheet and the DMC coordinator tallies the number for reporting to the state. (See Kenosha Data Forms Index).

In the spreadsheet they record whether the child successfully completed the program, whether there was a truancy petition during the program and if there was there a truancy petition 12 months after they complete the program. They also record if the child had any referral to the court system during the program.

They track if a child in the program commits an offense while in the program but not the severity of the offense. It is a "yes" or "no" that is recorded. A requirement for program participation is that a juvenile cannot have committed an offense.

Pre-program Screening

There are plans to capture pre and post test data using The Problem Oriented Screening Instrument for Teenagers (POSIT) for this testing but there are concerns that the POSIT is specifically for teens and the program serves children with an average age under 14 years old. Some participants are under 10. Since the program focus is on kindergarten through 8th grade they will be looking at more appropriate tools for testing.

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

Points of Data Collection

The coordinator tracks program participants six to twelve months after the program to see if they had truancy issues. The school has been cooperative in supplying data back to the program coordinator. The Kenosha program tracks only whether the student was truant during the time in the program, not the circumstances around the truancy. While they track the “truancy rate” they not clear on how the school district calculates the rate.

The spreadsheet tracks if participation in the program improved family relationships. This is self-reported by the parents or program participants and is not the result of any testing.

Through school contact reporting the coordinator records changes in “pro social behavior” at the end of the program.

Other elements in the Excel spreadsheet are recorded by Professional Services Group during their contacts.

Data Reporting

Data is produced for the DMC Coalition and Professional Services Group, samples of that data are attached. State reports are produced from the excel spreadsheets. PSG maintains the spreadsheets and provides the data to Kenosha County so the coordinator can produce the required Wisconsin State Reports for the DMC program. The current coordinator has not produced a state report yet and believes that the data they are capturing will allow them to produce the reports for the state.

The coordinator in Kenosha checks the spreadsheet periodically and if the successful completion date for a juvenile is over six to twelve months old search the Kenosha County Court Service Intake Database for offenses and record the recidivist activity. The Kenosha County Court Intake Database is a Microsoft Access database and is maintained by RHB Technologies and has been in existence since 2001. The Kenosha County Court Intake Database stores all charge information, worker designation and what program and services the juvenile is receiving from Kenosha County. The Kenosha County Court Intake Database does not show the outcome or details on any of the programs, it only shows the services that have or are currently being received by the child. No case notes on the child’s progress are available in the database. Each referral to the court system is recorded in the database.

Use of reporting as it relates to program improvement and refinement:

The DMC program intake and program exit data is provided to the Kenosha DMC Coalition and the Coalition uses the data to make program adjustments and refinements with Professional Services Group and the Kenosha DMC Coordinator.

Users of the Data

- Kenosha County DMC Coalition
- Professional Services Group

The DMC coalition meets every other month to review the program outcomes. In that meeting a verbal report on progress and specific cases are discuss with PSG, the contracted agency. The DMC coalition uses the data from the post evaluation to make suggestions on program modifications. Most discussions are about the program overall not individual cases. (See Kenosha Data Index.)

Disproportionate Minority Contact County Project Evaluation

KENOSHA COUNTY

Project Summary and Recommendations

Kenosha County's Truancy Reduction Specialist Program is a new program, initiated in October 2007. It is also a very small program with one full time staff person who does both family case management around truancy issues and organizes activities for youth. The program is aimed at students who are at very early stages of a pattern of poor attendance; these are students whose tardiness or unexcused absence is more likely to be caused by their parents' family management skills than by their own decisions to go or not to go to school. The program is inventive and flexible; the program staff person is resourceful and committed. There are issues related to the program's newness and decisions yet to be made about key components.

Areas for further study and discussion include:

- This project seeks to reduce truancy among elementary and middle school youth (youth under age 14); so far, participants have been very young (most age 11 or younger). Because very young students' attendance problems are likely to be the result of their parents' actions or inactions, a question could be posed about why parents are not the exclusive focus of the project. In other words, if the change that needs to be made is one only the parents really control, would it make sense to invest directly in the parents and not embark on youth programming that might be appropriate for older youth more likely to be making their own attendance decisions?
- A second key issue is dosage. 'How much is enough' is a chronic question in human service programming. In this case, however, additional inquiry should occur around how much intervention is necessary with parents and children who have not yet developed an entrenched truancy pattern. At this point, families in the project have an average length of stay of 121 days and an average of 93.5 hours of intervention. Part of this may be difficulty in establishing discharge criteria; some of it may be lack of clarity in program design. A reexamination of the target population, strategy, and outcomes could result in a more cost-effective model.

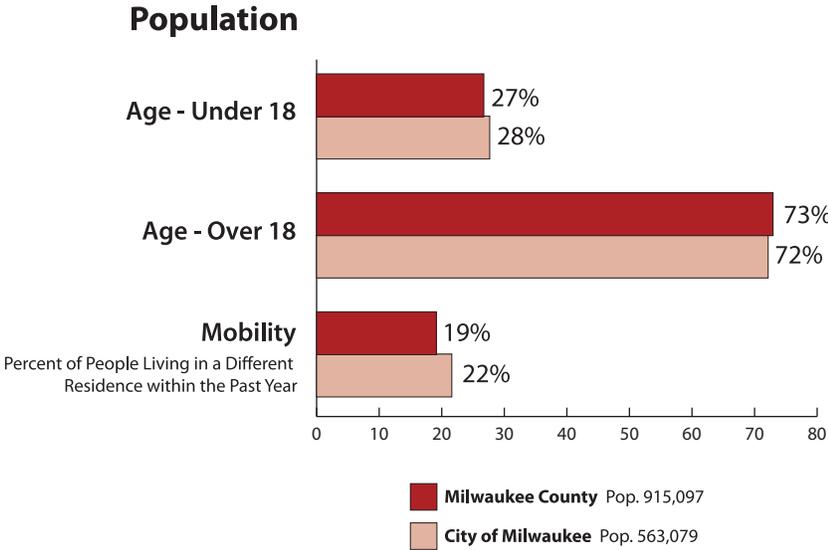
MILWAUKEE COUNTY

Demographic and Social Indicators

Overview

Milwaukee County has a total population of approximately 915,000 the largest among participating counties. Twenty-seven percent of the population is under 18 year of age, the highest among target communities. Thirty nine percent of the population is minority, significantly higher than the state proportion and more the double the rate of the second highest participating county. The mobility rate of 19% – percent of people living in a different residence within the last year including relocation from other counties or states – is the second highest among comparison counties. Sixteen percent of the population speaks a language other than English at home, the second highest rate reported. The median household income is lower than the statewide average and the lowest among comparison counties. Milwaukee also reported the highest high school dropout rate of 16%.

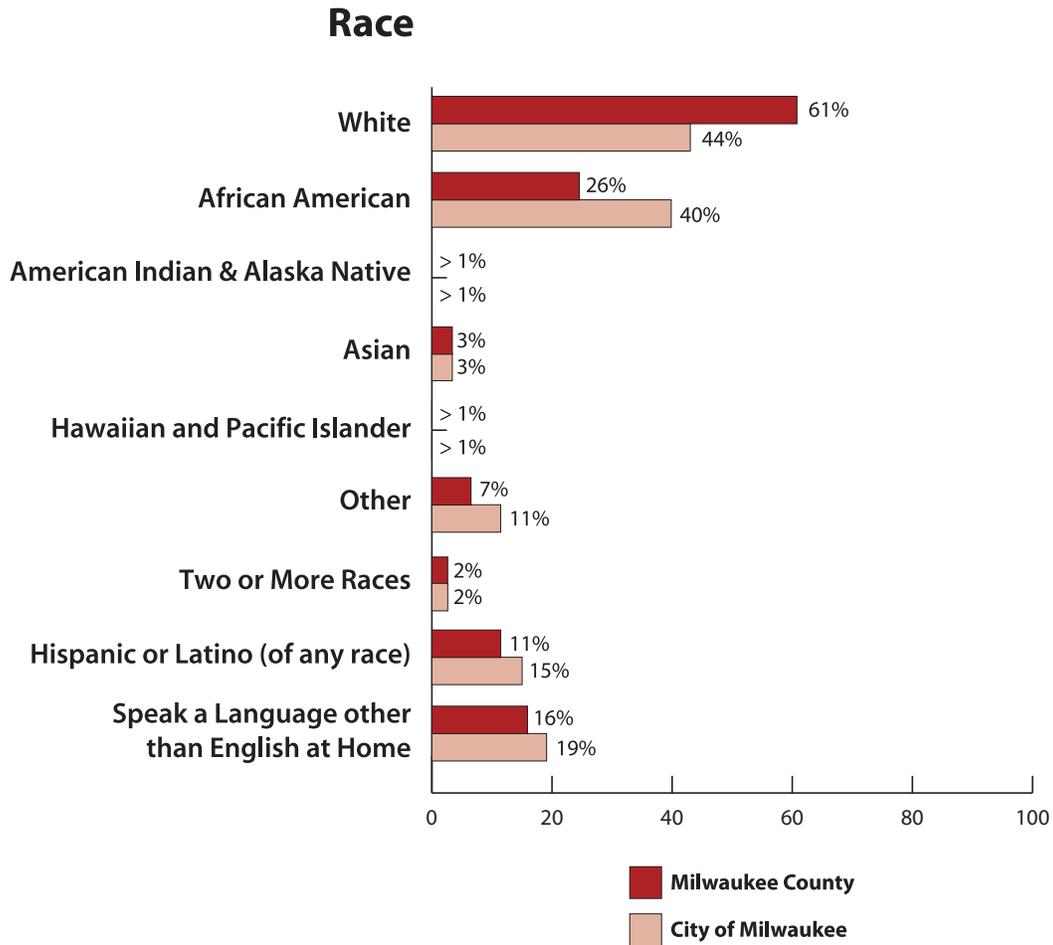
All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. All school data was obtained from the Wisconsin Department of Public Instruction.



Specific Indicators

In 2006, Milwaukee County had a total population of 915,097, the largest among participating counties. Twenty-seven percent of the population was under 18 years of age, higher than the statewide rate of 24% and the highest among comparison counties. Mobility - percent of person’s living in a different residence within the last year including relocation from other counties or states – was 19% ranking it the second highest among participating counties.

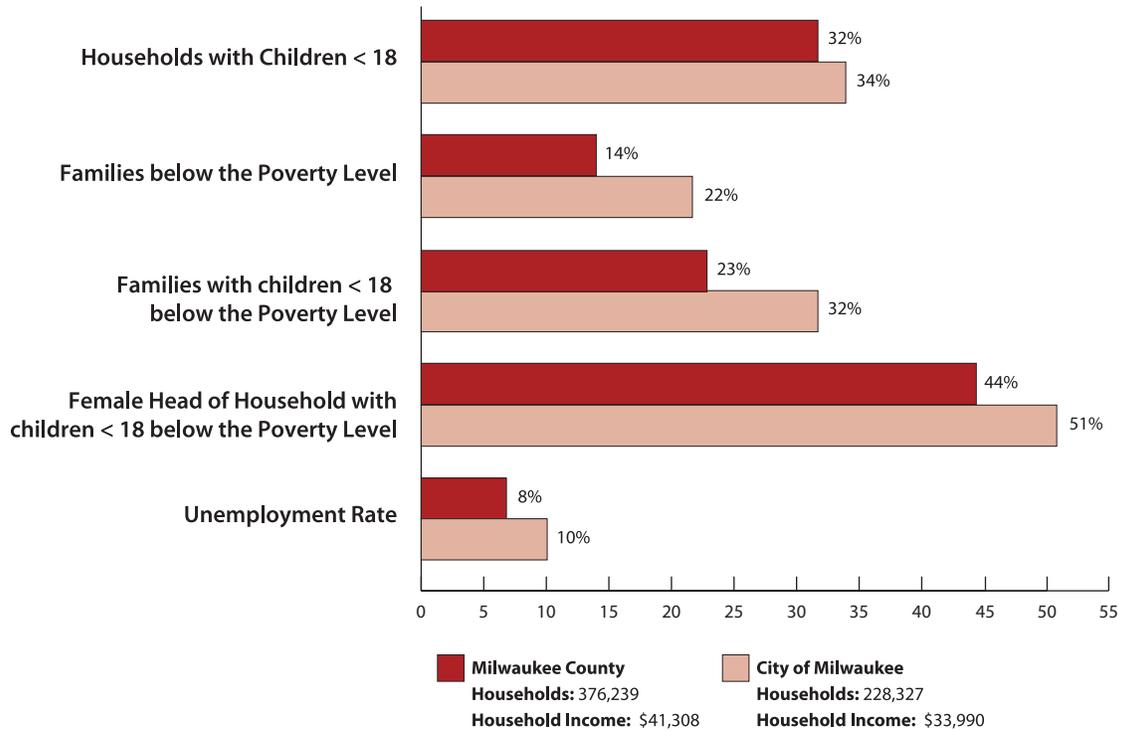
MILWAUKEE COUNTY



For people reporting one race alone, 39% of the population was minority; significantly higher than both the state proportion of 14% and more than double the rate of the second highest participating county. African Americans made up 26% of the population with Hispanic or Latino ethnicity of any race making up 11%, lower than the statewide percentage of 15%. Sixteen percent of the population speaks a language other than English at home, the second highest among comparison counties.

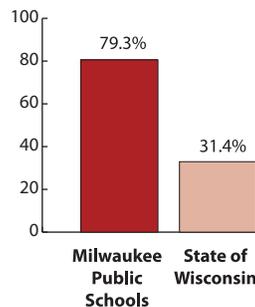
MILWAUKEE COUNTY

Household & Income



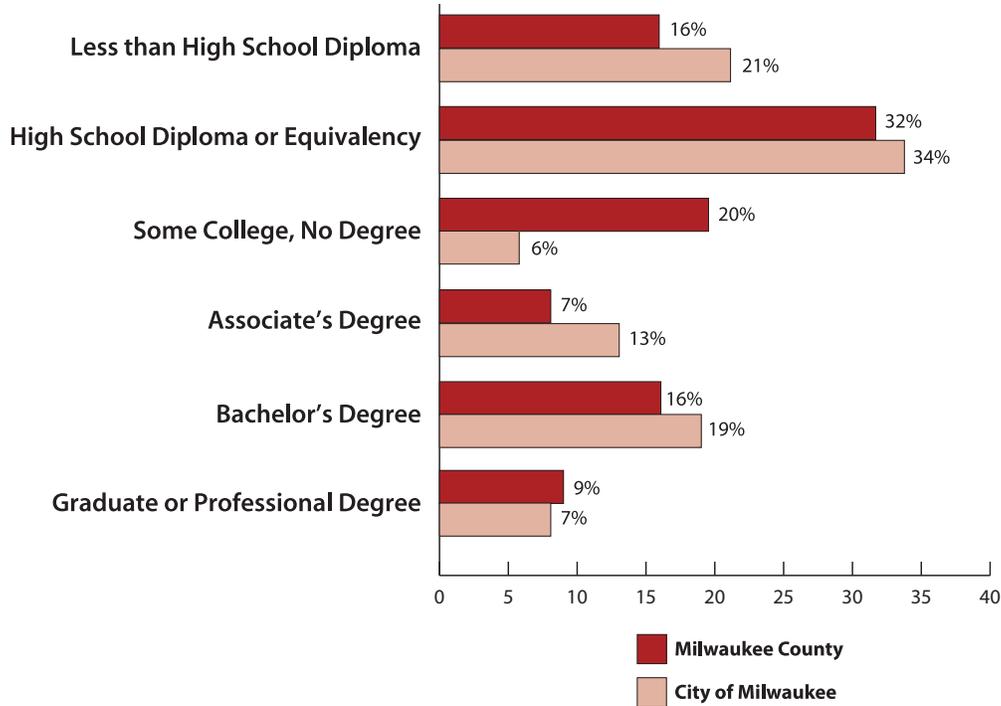
In 2006, there were 376,239 households in Milwaukee County. Thirty two percent of the households in Milwaukee County have children younger than 18 years of age, the second lowest among comparison counties. Fourteen percent of all families and thirty six percent of families with a female head of household had incomes below the poverty level ranking it the highest and second highest respectively among participating counties. The median household income of \$41,308 is lower than the statewide median and the lowest among target communities. The unemployment rate of 8% is the highest among participating counties.

Percentage Eligible for Free or Subsidized Lunch 2006-2007



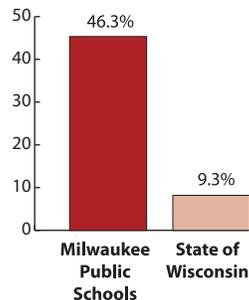
MILWAUKEE COUNTY

Educational Attainment



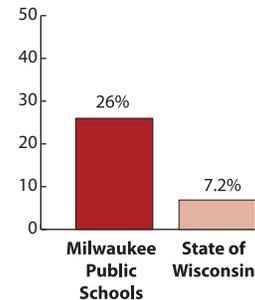
In 2006, 84% of the people over 25 years of age had graduated from high school with 16% dropping out of high school, the highest rate among participating counties.

Truancy Rate 2006-2007



	Milwaukee	State of Wisconsin
Total Enrolled PreK-12	82,658	841,722
Number of Students Habitually Truant	38,277	78,123

Suspension 2005-2006



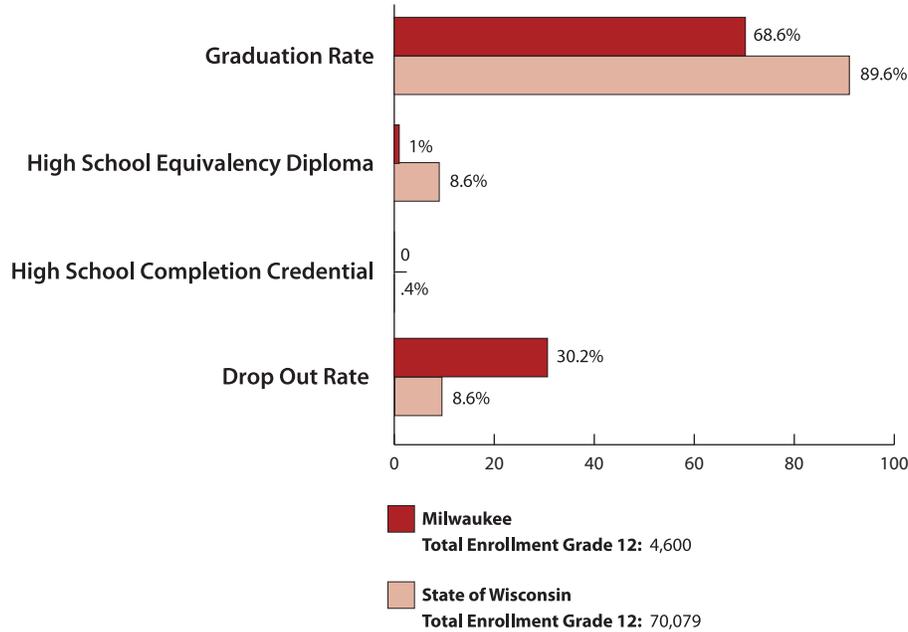
	Milwaukee	State of Wisconsin
Total Enrolled PreK-12	92,388	874,098
Number of Students Suspended	24,060	63,089

Disproportionate Minority Contact County Project Evaluation

Brown | Dane | Kenosha | Milwaukee | Racine | Rock

MILWAUKEE COUNTY

High School Completion Rates 2006-2007



Milwaukee presents a very different picture in terms of the prevalence of low income students with 79.3% of Milwaukee Public Schools (MPS) students eligible for free or subsidized lunch (a commonly used indicator of the prevalence of low-income families) compared to 31.4% of students in the State as a whole. Milwaukee’s truancy rate (MPS) in 2006-2007 of 46.3% was fully five times greater than the statewide percentage of 9.3%. This means that nearly half – one out of every two students – was identified as habitually truant (5 or more unexcused absences in a semester). A similar pattern is evident with suspensions in Milwaukee versus the State as a whole. Twenty six percent (26.0%) of Milwaukee students were suspended during the 2005-2006 school year compared to 7.2% of students statewide. A total of 395 students were expelled in 2005-2007 from MPS. Last, the MPS drop out rate at 30.2% is substantially higher than the statewide percentage of 8.6%.

MILWAUKEE COUNTY

Stakeholder Views

To prepare for the Stakeholder Interview portion of the Community Profile, a member of the Evaluation Team attended a DMC Advisory Board meeting on December 18, 2007. The purpose of participation was to attain a basic understanding of DMC programs and delinquency issues specific to the county and to become familiar with participating stakeholders.

DMC Advisory Committee

The Brown County DMC Advisory Committee is comprised of the following individuals and organizations. The Milwaukee County DMC Advisory Committee is comprised of the following individuals and organizations.

- John Andrews Milwaukee Police Department
- Carl Ashley Children's Court Judge
- Kathryn Bach Public Defender's Office
- Deborah Blanks Social Development Commission
- Lori Cameron Milwaukee Public Schools
- Ramon Candelaria Latino Community Center
- Jane Carroll Children's Court Judge
- John Chisolm District Attorney's Office
- Dennis Cimpl Children's Court Judge
- David Clarke Milwaukee County Sheriff
- Elizabeth Coggs-Jones County Board of Supervisors
- Thomas Cooper Children's Court Judge
- Kevin Costello Children's Court Commissioner
- Lisa Deal Genesis Behavioral Services
- Edward Flynn Milwaukee Police Department, Chief
- Frank Gaunt Bureau of Milwaukee Child Welfare
- Jerry Ann Hamilton NAACP
- Reuben Harpole Helen Bader Foundation
- Janel Hines Bureau of Milwaukee Child Welfare
- George Hughes Milwaukee Public Schools
- Donald Jackson District Attorney's Office
- Tasha Jenkins Fighting Back
- Patrick Kenney District Attorney's Office
- William Lipscomb US Attorney's Office
- Kathy Malone Consultant
- Kit McNally Benedict Center
- Eric Meaux Children's Court Administrator
- Wanda Montgomery Bureau of Milwaukee Child Welfare
- Marshall Murray Children's Court Judge
- William Pelfrey University of Wisconsin Milwaukee
- Barry Phillips Children's Court Commissioner

MILWAUKEE COUNTY

- William Pocan Children’s Court Judge
- Denise Revels-Robinson Bureau of Milwaukee Child Welfare
- Jeanetta Robinson Career Youth Development
- Frederick Rosa Children’s Court Judge
- Harold Rose University of Wisconsin-Milwaukee
- Regina Sims New Concept Self Development
- Barry Slagle Children’s Court Commissioner
- Cathy Swessel Bureau of Milwaukee Child Welfare
- Theadoll Taylor MICAH
- Mary Triggiano Presiding Judge Children’s Court
- Julia Vosper Children’s Court Commissioner
- Thomas Wanta Detention Superintendent, Children’s Court
- Glenn Yamahiro Children’s Court Judge
- David Zerwick Public Defender

Stakeholders Interviewed

Stakeholder interviews were conducted from January 22, 2008 – January 30, 2008. Interviewees included:

- John Andrews Milwaukee Police Department
- Kathryn Bach Public Defender’s Office
- Lori Cameron Milwaukee Public Schools
- Frank Gaunt Bureau of Milwaukee Child Welfare
- Donald Jackson District Attorney’s Office
- Kit McNally Benedict Center (Community Representative)
- Mary Triggiano Presiding Judge Juvenile Court

Themes

Poverty and its relationship to social problems such as teen pregnancy, single parent families and the lack of male role models was identified as the root cause of juvenile delinquency. Challenges within the Milwaukee Public Schools system - lack of student achievement and the resultant decrease in employment opportunities - was recognized as a factor that fundamentally exacerbates the DMC problem in Milwaukee County. The need for greater MPS leadership was consistently identified as a priority.

Stakeholders acknowledged the number and creativity of alternative and diversion programs but voiced the need for greater institutional collaboration and sustainable policy change. Specifically, the need to pay attention to the contributions of the child welfare system to juvenile delinquency was noted.

The importance of a paradigm shift within the MPD was also recognized as a significant systemic change required if DMC rates are to change.

While a high level of awareness exists across institutions related to the DMC problem, the need to assure that various parts of the system are working together and the need to focus on root causes was identified.

MILWAUKEE COUNTY

Interview Results

Root Causes of Delinquency

“Justice involved youth are universally poor.” Overwhelmingly, poverty was identified by stakeholders as the major issue resulting in juvenile delinquency in Milwaukee County. Often, poverty was characterized as resulting from or as exacerbated by teen pregnancy and single parent families that do not provide adequate structure for children and are challenged by the ability to support them through the juvenile criminal justice system. The lack of positive male role models, especially for young men, was also cited as a contributing to the DMC problem. The lack of family sustaining jobs and the ineffectiveness of the W-2 program were identified as obstacles to strong family units. *“The War on Crime has been a War on Poor People.”* Good programs to address poverty developed in the 1960’s were identified as being dismantled. *“We need more funding for social services, not police.”*

“Minorities do not have equal access to quality education and employment opportunities due to institutional and systemic discrimination.” Problems with the school system and the “disaster” that has resulted from the School Choice program were identified as resulting in a suboptimal educational environment. It was recognized that the least experienced teachers work in the most challenging schools where large class sizes and high teacher turnover are prevalent. Children often are ill equipped to manage their emotions and lack social skills which results in fights in the schools and the use of alcohol and other drugs. It was also noted that the school system is not designed to serve the most problematic kids and as a result, it is difficult to integrate them into the educational environment which is substantially different than their home environment.

“Many juvenile offenders were previously served by the child welfare system.” The foster care system was identified as needing to be looked at very carefully as many stakeholders questioned whether there is adequate supervision or if kids are being further victimized. It was noted that many parents have mental health and AODA issues or have been incarcerated themselves. Many women (mothers) and youth that are justice involved may have been victims of crime themselves. *“The disproportionate minority population seen in the juvenile justice system is the same in the child welfare system.”*

Adequacy of DMC Programming

DMC discussions were characterized as revolving around singular interventions rather than a comprehensive family and community approach and system wide change. *“Various parts of the system don’t work together.”* At the same time, it was noted that Milwaukee’s DMC Advisory Committee has tried to assure collaboration among key groups such as the MPD and MPS. One stakeholder noted that the Committee is strongly committed to MPS involvement. Other stakeholders expressed that there is more territory to explore especially related to the involvement of the MPD as few changes have resulted within the MPD as a result of DMC involvement. *“DMC representatives are committed, but resources are an issue. We need more time and money to do what is necessary.”*

MILWAUKEE COUNTY

Major System Strengths

“There is high awareness of the DMC problem across institutions and stakeholders.” The energy and commitment among the DMC Advisory Committee and the historic leadership for the Committee were identified as major strengths. Overall, stakeholders expressed that the DMC Advisory group is dedicated, focused and committed to positive change.

Across the board, stakeholders highlighted the value and availability of programmatic options for juveniles and the accessibility of supportive social services. FOCUS aimed at diversion to corrections, Wraparound which provides comprehensive mental health and social services, Running Rebels which provides an alternative to gangs and substance abuse, the First Time Offender program and the Firearms project all were identified as providing *“creative alternatives to formal court services.”* An additional positive aspect cited is changes made to intake policies through the use of an instrument to assure objective decision making.

Major System Challenges

“Youth need to be justice involved to receive needed services.” The decrease in inpatient mental health and AODA treatment slots over the past few years, lack of outpatient services and reduction in funding for the WiserChoice program for parents were identified as factors leading to juvenile crime.

“Too many kids are detained.” Several examples were provided related to the inappropriate use of detention for runaways, youth picked up by police for a minor offense where they cannot locate a responsible adult to release the child to and situations where parents lack the ability to control the behavior of their child. The need for a community-based detention alternative was proposed to respond to these situations.

Related to stakeholder involvement, the need for stronger leadership for DMC within MPS was identified as needed to assure meaningful collaboration. More consistency between suburban communities and the MPD was also articulated; stakeholders identified that suburban law enforcement agencies need to be at the table.

Significant Changes Affecting System

In terms of the political landscape, change in leadership within both the District Attorney’s Office and the Police Department were identified as potentially having a positive impact on the DMC problem in Milwaukee based on an increase in community-oriented services.

MILWAUKEE COUNTY

Major Changes

"We need to bring 17 year olds back to Juvenile Court." The waiving of 17-year olds into adult court was characterized as extremely negative and has resulted in a more punitive approach to youth who require rehabilitation. Stakeholders cited emerging research on brain development that indicates that a 17-year old does not have the same thought process as an adult. At the same time, it was noted that there is a financial disincentive for this change which will require more manpower and resources to be effective.

Related to public policy, strong criticism was expressed for the School Choice program which was seen as having a negative impact on a large scale. It was noted that these smaller schools can operate "under the radar" while draining resources from schools with significant needs.

Quality of Engagement and Collaboration

"DMC has provided a big tent that allows for good communication and strong collaboration across stakeholders." For the most part, stakeholders felt that all major parties are represented, that efforts have been made to look at the problem in depth through utilization of data and that the DMC Advisory Committee allows for diverse ideas to be discussed. In terms of strengthening the Advisory Committee, several interviewees questioned if DMC members really understood the entire juvenile justice system.

"Judges are committed to keeping children in the community, involving parents and supporting families." The majority of interviewees felt that Judges have responded well to the DMC issue through policy changes and support for alternative programs. While good leadership is provided, there is variation among the juvenile court judges and the need for cross fertilization and continual training. Rotations are challenging and may compromise recent improvements.

"Policies related to intake have improved." At the same time, it was noted that intake workers may lack a full understanding of the DMC issue and that more training at the point in the juvenile justice system is needed as individual workers have a lot of influence. *"Some recommendations appear to be routine; are they fully reviewing cases?"*

"The mindset of the MPD is not consistent with the DMC philosophy. Law enforcement does not recognize DMC as their issue and it is difficult to break through the culture." It was noted that many minority youth may be entering the justice system for minor offenses such as drug possession and outstanding warrants. The need for more training of MPD was recommended. *"MPD needs to dig a little deeper with arrest statistics to get to the bottom of the DMC issue."*

"Placement in foster care doesn't usually result in good outcomes." The need for strong representation from the Bureau of Milwaukee Child Welfare and the call for more training of BMCW case workers to assure consistent practices were identified. From a systems perspective, the need to link and integrate the child welfare system to the juvenile justice system was strongly recommended as a prevention measure.

"We need a more responsive educational system to better engage youth and families." Strong MPS leadership and a DMC representative with decision making authority were identified as needs. Stakeholders expressed the need for more training of teachers to deescalate confrontational behavior so that conflict in the classroom can be resolved. In most cases, schools need to be equipped to address behavior problems in the schools because once the police are involved, an arrest often results. The need for more meaningful MPS and MPD engagement was also identified. From a systems perspective, frustration was expressed regarding the lack of standardization and availability of truancy data as obtaining school records can be difficult. *"DMC need higher level MPS involvement and leadership."*

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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MILWAUKEE COUNTY

Needs

"We need genuine community building." The ability for the City of Milwaukee to decrease teen pregnancy rates and increase job opportunities were identified as central to strong and healthy families. The need for more home and family-based services to prevent criminal behavior among juveniles was also identified as a priority. The development of Community Justice Centers was offered as a means to decrease isolation among major institutions and to assure that the DMC problem is viewed holistically.

It was strongly recommended that MPD representation on the DMC Advisory Committee become more consistent. Suburban law enforcement agencies need to become involved in Milwaukee County DMC initiatives and arrests and charges need to become more standardized between the City of Milwaukee and suburban communities.

The importance of mental health and AODA treatment resources for both parents and youth were identified as seminal to prevent justice involvement.

MILWAUKEE COUNTY

Other DMC Policy Initiatives

Milwaukee County Strategies to Address DMC

- Complete data analysis and policy review to determine disparity factors and overall impact on detention admissions;
- Develop community-based, release options for law enforcement in lieu of secure detention;
- Reduce the number of youth committed to the Division Of Juvenile Corrections (DJC) by 10% using CY2001 as baseline; and,
- Develop a DMC Advisory committee to provide support and direction for Milwaukee’s efforts

Milwaukee County Activities Related to DMC since 2002

- Formed DMC Advisory Committee (est. 2002) and conducted routine advisory meetings;
- Hired a data analysis consultant to assist with RRI analysis and measure recidivism within community-based diversion programming;
- Completed analysis of juvenile justice population in Milwaukee County by ethnicity, age, and gender;
- On select sub-groups within the Milwaukee population, conducted further analysis and determined that child welfare or non-delinquent (minority status offenders), were over-represented within the detention facility;
- Assisted the Judiciary with a major revision of Judicial Intake Policies as data analysis showed significant and direct impact on the routine detention of minority status offenders, i.e. Child Welfare youth;
- Used available DMC grant dollars as an incentive to child welfare (Bureau of Child Welfare) by “reimbursing child welfare for the use of shelter care in lieu of detention admissions of their youth (status offenders);
- With District Attorney personnel, jointly reviewed and commented on all MPD policies regarding their interface with youth—offenders and non-offenders alike
- Contracted with MPS for anti-violence, evidence-based curricula in targeted schools where suspensions among minority youth were high; subsequently, have provided DMC grant funds for additional training, impacting thousands of Milwaukee youth.
- With local partners and support of Judicial and county leadership, developed and implemented the FOCUS program for males as a diversion from secure correctional placements (DJC);
- Began process and outcome evaluation efforts for two dispositional programs that serve primarily minority males;
- Contracted for a small project to determine appropriate programming for girls;
- Contracted for training and technical assistance on gender-specific issues and programming;
- Developed 2 projects both based on an evidence-based model for girls entering juvenile justice system and now prior to entry presenting with anger/family issues;
- Successfully applied for grant funding to address programming for girls; information-sharing; program evaluation; and supervision services to older youth aging out of system;

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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MILWAUKEE COUNTY

Milwaukee County Activities Related to DMC since 2002, cont.

- The use of secure correctional placements have decreased by 10 % since CY2001, in large part do to the increased availability and utilization of multiple program options to serve youth responsibly in the community.
- Using surplus funds generated by a lower average correctional population within DJC, expanded the capacity of diversion programming multiple times;
- Provided TA to the Running Rebels Community Organization to develop and implement a usable database for programmatic data collection of the firearm project;
- Provided assistance to St. Charles Youth and Family Services for the development of a logic model for both consistency and future evaluation possibilities of the FOCUS program model; lead to St. Charles creating a youth-specific strength-based portfolio process for all FOCUS youth.
- Implemented an orientation process for all youth placed on supervision adding much-needed consistency and structure to the critical first month of supervision;
- Developed a compliance summary for all youth on supervision re-petitioned into court;
- Instituted routine and daily review of admissions to secure custody;
- Developed a federal grant application for funding to design and implement secure detention sanction alternative for youth presenting mental health issues.;
- Collaborated with MPS to design parameters around information-sharing for a new liaison position to Children’s court from MPS and timely school information reporting for youth held in secure detention; and,
- Strengthened assessment process on all youth through training and implementation of the the evidenced-based GAIN.

Future Strategies/Activities

- With the assistance of the District Attorney, review and analyze failure to appear data at Intake and court hearings;
- In collaboration with DJC, develop an aftercare project for Milwaukee youth aged 14 and 15 at admission with individualized intervention through current community-based diversion programming;
- Secure additional staff development for intake, dispositional, and community-based staff such as motivational interviewing and the impact of trauma;
- Continue to monitor all admissions to secure for compliance with federal law;
- Develop with OJA, DA, and law enforcement a project to increase the overall appearance rate for intake appointments and court hearings; and,
- Develop a plan to efficiently complete data entry into JSDR

MILWAUKEE COUNTY: FIREARMS PROJECT AND FOCUS PROGRAM

Project Assessment

DMC Context

The Dane County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	1.97	ND	0.27	ND	1.34
Juvenile Court Referral	2.14	ND	1.87	ND	2.37
Diverted Before Adjudication	0.66	0.78	0.69	ND	0.68
Secure Detention	1.98	2.20	1.97	ND	1.99
Cases Petitioned	1.32	1.20	1.29	ND	1.40
Delinquency Findings	1.10	1.13	ID	ND	1.17
Probation Placement	0.91	0.84	0.14	ND	0.85
Secure Correctional Placement	0.92	ID	ND	ND	0.78
Transfers to Adult Court	ID	ID	ID	ID	ID

The highlighted data is identified as statistically significant.

Program Description

Note to reader: The Firearms Program process evaluation was completed in January 2007. As a result of the process evaluation, Milwaukee County and its program contractor, Running Rebels, began a process of revamping the program's participant tracking system to enable more efficient data collection, program monitoring, and outcome evaluation. This summary of the 2007 process evaluation is included along with a description of the revamped Running Rebels Firearms Program data system.

The Firearms Program was established in 1999 by Milwaukee County Delinquency and Court Services to provide intensive supervision and special programming for juvenile offenders charged with possession of a deadly weapon (gun). The program was developed within a context of increasing gun violence in the community; the project concept was a collaborative effort of the District Attorney's Office, the Judiciary and Delinquency Services. While the initial concept of the program was developed by Milwaukee County, the operational design was developed by staff at Running Rebels Community Organization.

Youth are referred to the program if they are charged with Possession of a Deadly Weapon (gun) in which they are only charged with possession and the weapon was not used in the commission of a crime. Eligible youth are identified at intake at Children's Court by Delinquency and Court Services intake workers. A recommendation for referral to the Firearms Program is made to the Children's Court judge reviewing the case. With the agreement of the judge and his/her issuance of a 12 month supervision order, a case file (including intake report, charges, psychological evaluations, police report and dispositional report) is sent to the program liaison who then works with Firearms Program staff to match the youth to a monitor and schedule an initial orientation for the youth and his parents/guardians.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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MILWAUKEE COUNTY

- **Support services**

All youth must participate in a mandatory weekly meeting at Running Rebels as well as job coaching, tutoring, substance abuse prevention, anger management, community service, youth entrepreneurship, music program, and recreation as assigned/scheduled by the monitor. Youth in the second half of their probation participate in an aftercare group. Group meetings examine the consequences of gun violence, the need to avoid negative peers and volatile situations, and even to avoid areas in the neighborhood or broader community where trouble is likely to occur. Once scheduled, youths' participation in group sessions becomes mandatory. Field trips, speakers, and recreational outings are offered throughout the week including Saturday and Sunday. In addition, monitors assist youth to find after-school employment, participate in sports and other extra-curricular activities at school, and/or participate in other needed services. A case manager provides assistance to the monitors in helping families with basic needs, e.g. telephone, heat, food, and, and addressing other resource concerns.

The location of the Firearms Program within the Running Rebels Community Organization may represent a third program component. Firearms Program participants are encouraged to take advantage of the full array of Running Rebels services and activities and as they move through their probation period into the second or aftercare stage, they have increased opportunities to choose activities and pursue their own interests. Youth are encouraged to continue their participation in Running Rebels beyond their involvement in the Firearms Program.

Theory of Change

The Firearms Program incorporates elements of intensive supervision and gun court. Although common across the country, intensive supervision programs have not clearly demonstrated greater effectiveness than incarceration or regular probation but in many cases have shown results equal to incarceration. In other words, intensive supervision yielded recidivism results similar to that evidenced by incarceration for the same offense. The benefits of intensive supervision, in this context, are clearly associated with the reduced cost of community placement vs. institutional placement. The gun court concept, similar to drug courts, domestic violence courts, and the like, is an effort to develop a specialized approach to high volume offenses or offense not readily amenable to the traditional menu of sanctions and services. The Firearms Program borrows from both concepts to develop a specialized supervision approach targeting an exclusive population and maintaining a strong accountability link between offenders' performance in the program and the court.

The Firearms Program is based on the concept that the establishment of structure coupled with clear performance expectations and support services will improve outcomes and reduce recidivism. Specifically, the theory of change has the following elements:

- Juveniles charged with nonviolent firearms offenses generally represent a population at the beginning of serious criminal activity.
- Juveniles in this situation understand the program as an alternative to harsher consequences which could include placement in juvenile corrections.
- Juveniles and their parents have some degree of readiness to change behavior, rules, and expectations.
- Intensive face to face monitoring establishes clear expectations for youth regarding their compliance with program rules.
- The requirements that youth telephone to notify monitors of their whereabouts lodges partial responsibility for supervision with the youth.

MILWAUKEE COUNTY

- Immediate consequences for failure to report or to comply with program or family rules demonstrate the program’s commitment to impartiality and accountability.
- Balancing monitoring with required participation in education and skill development activities exposes youth to alternative ways of thinking about themselves and others as well as offering non-criminal recreational options.
- Parents’ authority and capabilities should be supported rather than diminished. Monitors support parents’ rules and will report youth for failure to comply with house rules.
- Monitors view their role as extensions of the court rather than youth advocates although they approach their responsibilities with compassion and a supportive attitude.
- Progress reports, positive and negative, are immediate (weekly) and serve to reinforce positive trends and interrupt negative trends. A participating youth always know where he stands relative to his program progress.

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
To successfully re-direct Over 100 adjudicated, juvenile firearm offenders from incarceration through participation in firearm supervision project	<p>Involvement in ongoing one-on-one meetings, as well as group activities, with Running Rebels personnel, totaling on average 10 hours/youth/week for the first 26 weeks</p> <p>Completion of orientation with RR staff and judiciary</p> <p>Ongoing review of youth’s progress via weekly written communication with PO staff</p>	<p>100 youth annually will be identified and assessed for inclusion in the Firearm Project.</p> <p>Presiding Judge of the Children’s Court will hold informal orientation sessions with each youth at the onset of the youth’s program participation</p>	<p>Majority of youth served will have few compliance issues while in program and successfully avoid a return to court for incarceration</p> <p>Through participation in program, the majority of youth will remain positively connected to Running Rebels and their services</p>

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Program Coverage

Initially, the program was designed to work with juveniles charged with Possession of a Deadly Weapon (gun) with no other related offense; in other words, non-violent weapons offenses. There is an indication that the actual referred population has changed in recent years with significantly more referred youth having charges in addition to a gun charge. This warrants further investigation. If the eligibility has grown to include a broader spectrum of youth there have probably been concomitant, if incremental, changes in the program's service delivery approach. An important step prior to the initiation of the outcome evaluation will be to examine the charges of youth referrals from 1999 to present to determine the extent to which the population has changed.

Regardless of the answer to the eligibility question, there is a consensus among court and program officials that virtually all of the youth deemed appropriate for the program are, in fact, being referred. This is an important fact especially relative to future efforts to establish an experimental or quasi-experimental design for the outcome evaluation.

Fidelity and Dosage

Fidelity: The Firearms Program demonstrates high fidelity to its program design as articulated in its program documents including Monitoring Policy and Procedure, Program Orientation materials, monitor job description, phone logs, home and school visit logs, and other program forms and documents. Daily staff meetings include all the monitors, case manager and program director and serve as a communication vehicle regarding events, policies, and resources and a problem-solving form relative to specific cases. Program expectations regarding report-writing and communications are reaffirmed. The daily meetings continually reinforce the program approach and have the intended benefit of making all monitors familiar with virtually all the program's cases.

Dosage: The program dosage is substantial. In the first 13 weeks of program participation, a monitor is required to make 91 home visits and 65 school visits. Over the 12-month course of program participation, the monitors have an average of 250-275 face to face contacts with each participant. This does not include other contacts via telephone or participant's attendance at Running Rebels group meetings or other activities. Monitors are available 24 hours a day, 7 days a week via telephone and frequently respond to emergency calls in 'off-work' hours. Further, the program dosage is documented with detailed phone, home visit and school visit logs.

Barriers to Implementation

Program staff identified three issues that may be barriers to achieving full effectiveness of the program: 1) ability to communicate with probation officers in a timely fashion; 2) difficulties encountered in making unannounced visits to schools; and 3) problems involved in trying to engage parents in the supervision/change process. These barriers are discussed at the daily staff meetings with an orientation toward solving the problem at hand. There have also been program-wide efforts to address these challenges. None of the barriers appears to have had a significant or potential derailing impact on program implementation.

MILWAUKEE COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Referrals are offenders petitioned into court; have 12-month supervision orders, some with stayed commitments
	More intensive treatment to higher risk offenders	Supervision more intensive first 6 months; intensified as needed throughout period
Need	Targets anti-social attitudes, values or beliefs	Group meetings address impact of actions on others/community
	Targets anti-social friends	Structure/time management system prevents association with negative peers
	Targets substance abuse	Mandatory weekly MAC (Mind Altering Chemicals) education group.
	Targets lack of empathy	Group meetings address impact of actions on others/community
	Targets impulsive behavior	Structure/time management system limits opportunities to act on impulse
Treatment	Focuses on current factors that influence behavior	School attendance, engagement in productive activity, compliance with family rules, compliance with curfew required
	Action-oriented	Attendance and participation required and documented
	Offender behavior appropriately reinforced	Immediate intervention for rule violations; weekly progress reports; communication with probation officers and court
Program Fidelity	Program delivered as designed	Delivery consistent with design; program improvements made as appropriate
	Program based on specific, theoretical model	Not a replication; however, program based on a theory of change emphasizing structure and support services to redirect youth
	Workers trained in program delivery and have trained supervision	Staff experience as Wraparound coordinators, probation officers, or First Time Juvenile Offender Program staff; supervisor is program designer
	Printed materials describe program goals and content	Written policies and procedures provided to staff and participants

MILWAUKEE COUNTY

Satisfaction with Program Quality

Both program management and key partners expressed a high degree of satisfaction with the program. Running Rebels management and staff are committed to the program design and its consistent implementation. Key partners, most notably Delinquency and Court Services and Children's Court judges, appreciate the program's consistency and emphasis on accountability.

Evaluability Assessment

The Firearms Program appears to meet criteria for readiness for outcome evaluation as described by OJJDP. The program is implemented with high fidelity to its design; there is consistency across the program, i.e. all staff implement the program in the same manner, operating policies and procedures are written, distributed, and referenced, and a documentation system support accountability on policies and procedures. With regard to the latter, Running Rebels currently utilizes a recordkeeping system that is primarily paper-based with summary data entered on Excel spreadsheets for program reporting purposes. On the plus side, the heavily labor-intensive nature of this system means that the program director (who compiles statistics and insures compliance with recordkeeping requirements) is thoroughly immersed and conversant in the program detail. The downsides include the obvious time required to manually compile data and the potential limitations to evaluation research. Planning for the outcome evaluation should include consideration of ways to streamline data collection, analysis, and reporting. That said, the Firearms Program is ready for outcome evaluation and staff show a willingness and interest in participating in such an effort.

MILWAUKEE COUNTY

Program Description: Focus Program

Note to reader: A process evaluation of the Focus Program was completed in January 2007. As a result of the evaluation, the collaborating partners – Milwaukee County Delinquency Services, Wraparound Milwaukee, and St. Charles Youth and Family Services – embarked on a 6-month process to reexamine and refine the program approach which concluded in August 2007 with the creation of a new program logic model. Since that time, staff of the three partnering organizations, along with the Plank Road School principal, have revised and enhanced program activities, policies and procedures to align with the new logic model.

Program Description

The Focus Program was established in 2003 by St. Charles Youth and Family Services, Wraparound Milwaukee, and Milwaukee County Delinquency and Court Services Division as part of its efforts to address the problem of disproportionate minority confinement. The program design drew from the Division's experience with juvenile corrections, residential treatment, and Wraparound Milwaukee as well as the results of a pilot project conducted to examine the effectiveness of combining supervision with Wraparound services as an aftercare strategy for offenders leaving Ethan Allen juvenile corrections facility.

The program was initially envisioned as a combined residential/community placement model that would:

- Identify offenders between the ages of 12 and 17 who would otherwise be placed in juvenile corrections;
- Determine their eligibility based on their lack of appropriateness for other service options, the nature of their offense, and the presence of a mental health diagnosis;
- Provide probation supervision throughout the residential and community placement period (12 months);
- Provide a 90-120 day placement in residential treatment and aftercare services in the community totaling 12 months of service;
- Enroll youth in the Plank Road School/Wauwatosa School District; and
- Utilize the Wraparound care coordination approach to organize and monitor community services.

Juvenile offenders are referred to the Focus Program for screening at the point of a recommendation for corrections. A juvenile may be a serious multiple offender or a re-offender who is already on probation. In order to be accepted, the juvenile must have a mental health diagnosis, be willing to cooperate in program requirements, and have a family with the potential capacity to participate in the treatment/supervision process. Screenings are conducted by Wraparound staff in collaboration with St. Charles residential program staff, and Delinquency Services staff and the team jointly makes a recommendation which is then taken to court for review. If the judge agrees, he/she issues a stayed order to corrections and the youth is placed in the Focus Program.

The residential component of the program includes the following services: case assessment, planning and coordination; individual, group, family and substance abuse counseling; high risk behavior prevention groups, e.g. anger management, sex education, ATODA, service learning, creative writing, restorative justice, appreciation/gratitude, current events, and life skills; educational support; community-based recreation, cultural, and related activities; health care; and coordination with probation, Wraparound, and court.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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MILWAUKEE COUNTY

The residential program operates in three phases: Focus I, Focus II, and Transition. Focus I is the initial placement. Progress through the three levels is tracked via the Focus Portfolio, a newly developed guide/workbook which includes a series of activities, steps, and reflections. The Portfolio includes information and activities about the Focus Program to help youth become oriented to people, policies and procedures, a section entitled “About Me” that is used to facilitate conversations with the Program Manager, assignments regarding the youth’s offense and its impact on others, personal goal worksheets, apology letter format, explanation of program expectations and timelines, a calendar, guidelines for success, restitution and community service records, journal, and contact list. Each youth keeps his Portfolio the entire time he is in the program; it is used at team meetings to review progress and to determine youth’s readiness to move to the next level. The Portfolio, developed by St. Charles, was a major innovation in making the program’s expectations explicit for youth and standardizing the process of graduating from level to level.

As youth successfully complete stages in the Portfolio and comply with other requirements, i.e. letter of apology, restitution, community service, behavioral standards, school attendance, and completion of plan of care goals for Phase I, he moves to Phase II where he is expected to continue to demonstrate compliance with standards and continues to work through assignments in his Portfolio. A youth stays in Phase I for 30 days without a day pass; after 30 days, he can be eligible for day passes if he meets certain criteria. In Phase II, a youth who continues to meet expectations is eligible for overnight passes as well. After Phase II requirements have been met, a youth is eligible for the Transition Phase during which he completes his obligations, e.g. restitution, community service, and begins to transition back to the community.

Throughout the youth’s tenure in the program, he and his family receive Wraparound care coordination including assessment, youth and family team development, plan of care development and monitoring, and purchase of services corresponding to needs. Wraparound care coordination begins even prior to admission through the assessment conducted to determine program eligibility. While the youth is in the residential component, team meetings commence to develop a plan of care which is implemented both during the residential and aftercare components. Ongoing probation supervision is provided by a single probation officer who works with each youth in residential and aftercare modes.

MILWAUKEE COUNTY

Theory of Change

The Focus Program functions as an alternative to placement in juvenile corrections. Its residential portion functions as a Type II residential facility, in other words, a correctional placement within the community. The Focus units are not locked and participants can and do leave the premises for school, work, and other legitimate purposes. There does not appear to be a similar program model using a residential stay with aftercare as an alternative to corrections in the OJJDP Model Program Guide. However, this only means that no such model has been submitted as a model program to OJJDP even though it is likely to be an approach applied informally throughout the country.

The Focus Program borrows from model programs which combine a period of confinement, either home or correctional, with aftercare services using a Wraparound or similar care coordination model. Home confinement has been found to result in very low rates of recidivism and significant cost savings when compared to secure detention. However, the home confinement model, reliant on electronic monitoring, may represent a more intensive confinement approach than that of the Focus Program.

New approaches to secure juvenile detention (corrections) also show some dimensions of the Focus approach. Improvements in correctional outcomes have been noted in programs that have replaced or expanded traditional large scale juvenile correctional institutions with smaller group settings in which youth receive more individualized and more therapeutically-oriented services. In many cases, outcomes have been significantly better in terms of reduced recidivism.

Wraparound is recognized as a national best practice by OJJDP, SAMHSA and other certifying entities. Milwaukee's Wraparound Program is one of two in the nation that has undergone a lengthy process of concept development, pilot implementation, multiple evaluations, and replication both across populations in Milwaukee and in other sites across the country.

The Focus Program is based on the concept that a residential stay including individual, family and group counseling, education, and community service combined with an aftercare program providing care coordination using the Wraparound youth and family team approach with flexible service packaging and ongoing monitoring will interrupt developing/escalating criminal behavior, reduce recidivism, and lower costs. In summary, the Focus Program, operating as a combination of residential treatment and community care coordination through Wraparound as an alternative to juvenile corrections, most likely represents a unique program model that warrants consideration as a model program appropriate for replication given positive results of a sound outcome evaluation.

Logic Model

GOAL	OBJECTIVE
<p>1. Successfully redirect 80 juvenile offenders annually from incarceration in juvenile corrections to stable and productive lives in the community.</p> <p>2. Demonstrate the effectiveness of the program in reducing DMC.</p> <p>3. Manage FOCUS as a high quality, sustainable collaborative effort involving Milwaukee County Delinquency Services, Wraparound Milwaukee, St. Charles Youth and Family Services, and Plank Road School.</p>	<p>Focus I</p> <ul style="list-style-type: none"> • Orient all youth using the Focus Portfolio • Complete a comprehensive assessment which includes the following elements and results in a Wraparound Plan of Care that establishes goals and coordinates services for the youth and family • Provide safe and therapeutic residential care in a restricted environment • Promotion to FOCUS II based on: <ul style="list-style-type: none"> - Compliance with program rules - Portfolio progress - Completion of identified Plan of Care benchmarks <p>FOCUS II and Transition</p> <ul style="list-style-type: none"> • Assist youth to move through the activities and levels of the Portfolio • Implement and evaluate a graduated individualized plan of off-grounds activities and passes that represents increased expectations/responsibilities for youth and parents • Develop an individualized educational transition plan to reintegrate youth in community school • Develop individualized transition and community aftercare plan • Promotion to Transition based on Portfolio progress and achievement of identified Plan of Care benchmarks • Provide safe and therapeutic residential care in a step-down environment as youth move to community status

COMMUNITY RE-INTEGRATION	OUTCOMES
<ul style="list-style-type: none"> • Provide services and monitoring necessary to insure successful community • Continue Wraparound Plan of Care and service delivery • Program Graduation based on: <ul style="list-style-type: none"> - Compliance with program rules - Completion of identified Plan of Care benchmarks • Recognize successful program completion by conducting regular group Graduation Ceremonies 	<p>Short-Term (12 months post program enrollment)</p> <ol style="list-style-type: none"> 1. No new referrals (court contacts) to Children’s Court or adult arrests 2. Regular school attendance 3. Improved family functioning 4. Positive community engagement: <ul style="list-style-type: none"> - Job - Volunteer - Recreation - Faith 5. Well functioning program collaboration involving Delinquency Services, Wraparound Milwaukee, St. Charles Youth and Family Services and Plank Road School. <p>Long-Term (24 months post program enrollment)</p> <ol style="list-style-type: none"> 1. No new referrals to Children’s Court or adult arrests 2. Regular school attendance and/or high school graduation or HSED/GED completion 3. Positive community engagement <p>Reduced disproportionate minority contact /confinement</p>

Disproportionate Minority Contact County Project Evaluation

MILWAUKEE COUNTY

Program Coverage

The Focus Program is intended for males between the ages of 12 and 17 who have been charged with an offense sufficient to warrant placement in juvenile corrections who meet the following criteria:

- Mental health diagnosis;
- Not appropriate for other community resources, e.g. Wraparound, day treatment, group home, Serious Chronic Offender Program, or Firearms Program;
- Not charged with sexual offenses or other very aggressive offenses; and
- Willingness of youth and his family to cooperate in all program components.

The overarching criterion for referral to the Focus Program is that the youth would otherwise be ordered to juvenile corrections. Focus is literally the last stop before placement in Ethan Allen or Lincoln Hills state juvenile corrections facilities.

Fidelity and Dosage

Fidelity: The revised program model has been in operation six months; new program elements are being established to further operationalized and refine the new logic model. At this point in time, it appears that day to day program implementation is consistent with not only the logic model but the tools put in place to operationalize the logic model, e.g. Focus Youth Progression Grid, Focus Portfolio, and Focus Data Collection Process.

Dosage: Dosage varies to some extent from participant to participant based on court order, youth compliance with rules and expectations, care coordination plan, and the staff's professional judgment. Optimum dosage can be more readily determined after a thorough examination of the characteristics of the participant population. Before an outcome evaluation is undertaken, it is essential to quantify the intervention in terms of residential days, unit-based group and individual services, educational services, and community-based services relative to hours/days of service and costs.

Barriers to Implementation

Because it is a collaboration of three organizational entities (Delinquency and Court Services, St. Charles Youth and Family Services, and Wraparound Milwaukee), the Focus Program has built-in challenges relating to natural differences in mission, philosophy and service delivery approach. The level of program complexity and the program's position on the local juvenile justice continuum makes acute the need for open, honest and regular communication among the partners. The 6-month planning effort to refine the Focus program model provided a needed opportunity to share ideas and alternatives toward developing a consensus program model. Good communication has been institutionalized through the sharing of admission decisions, rotating chairing of team meetings, and other sensible mechanisms for strengthening the program partnership.

Communication and cooperation have also been much improved between the Focus Program and the Plank Road School. PRS, run by the Wauwatosa School District, is located on Milwaukee County grounds and serves as the school for youth in Focus, the Child and Adolescent Treatment Center, and the Detention Center. The principal participated in the program planning sessions and has been willing to work with Focus Program staff to create greater continuity and consistency between the program and the school. What was once a barrier to full implementation of the program model has become an asset.

Disproportionate Minority Contact County Project Evaluation

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Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Juveniles who would otherwise be placed in juvenile corrections are the target population
	More intensive treatment to higher risk offenders	Initial referrals represent higher risk offender population; once admitted, higher risk individuals who do not make sufficient Portfolio progress or conform to program rules may receive extended restrictions
Need	Targets anti-social attitudes, values or beliefs	Program combines group and individual therapy and skill building activities with individual-level Portfolio development that incorporates writing and reflection assignments addressing these areas; part of each youth's program is the writing of an apology letter, completion of community service hours, and restitution. Specific activities geared toward AODA, anger management, and other high-need areas are conducted as well.
	Targets anti-social friends Targets substance abuse Targets lack of empathy Targets impulsive behavior	
Treatment	Focuses on current factors that influence behavior	Use of the Portfolio for youth and staff to track and monitor daily behavior has made this component more effective; youth increase their own awareness of triggers for bad behavior and work to develop strategies to avoid them
	Action-oriented	School (9:00 to 3:00), 1 ½ hour group meetings 5 x week, other programming, e.g. job training, community service, work experience, extra-curricular activities available for some youth; weekend passes
	Offender behavior appropriately reinforced	Expectations of youth in the program are more clearly defined for all; and more consistently tracked by youth and staff. Loss of pass privileges is one major sanction for poor behavior; more serious infractions result in a return to court and possibly more serious consequences, including placement in juvenile corrections

MILWAUKEE COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Program Fidelity: Ensure quality implementation	Program delivered as designed	Program has a revised logic model which details each component: Phase I, Phase II, Transition, and Community; although model is new, program appears to be delivered as designed.
	Program based on specific, theoretical model	Not a replication; program replaces incarceration with residential/community services; program includes the use of Wraparound Milwaukee (OJJDP model program) as a central feature
	Workers trained in program delivery; have trained supervision	All staff trained by their respective organizations, i.e. Wraparound Milwaukee, St. Charles Youth and Family Services, and Milwaukee County Probation. All have trained supervision. Training/discussion will be needed in an ongoing fashion to insure good implementation of the new model.
	Printed materials describe program goals and content	New logic model has been developed. New materials have been developed for youth, e.g. Focus Portfolio, that reinforce the approach and put it into day to day operating terms

Satisfaction with Program Quality

At the time of the initial process evaluation, satisfaction with program quality was uneven among key stakeholders due to variations in program implementation, lack of clarity about admissions practices, and other factors. The collaborative planning process addressed these issues head-on, resulting in a more complete and consistent program design that has received good support from key people in the juvenile justice system as well as the larger community.

Evaluability Assessment

The program currently has a consistent program approach with clearly delineated requirements and reinforcing policies that have significantly increased program integrity. That coupled with the fact that the three collaborating partners each maintain comprehensive participant tracking systems means that the program could undergo an outcome evaluation. However, because virtually all youth who are potentially eligible for Focus are admitted to the program, it would be difficult to construct a comparison group that would allow examination beyond a single group pre and post test design. That said the program itself is well-positioned to participate in a strong outcome evaluation effort.

Youth and Parent Feedback

Running Rebels Youth Participant Focus Group

Overview

There were six youth in the focus group.

The youth felt that they have to survive in a hostile and threatening situation whether they are in the community or in school. They were quick to point out how important it was for youth their age to have a job. But Milwaukee, from their perspective does not provide youth with this basic opportunity. They were aware that they made a bad decision to get involved with firearms. They feel fortunate that they are involved in a program that keeps them focused and on track. All are confident that this program will and has helped them become better persons in school and at home. They consider it "preparation for life". The three helpful aspects of the program they pointed out was the tracking, the motivational activities and the support in getting a job. None said the program was easy but felt that the way they were guided helped them make the choices to stay on track with their life.

Life for Youth in Milwaukee

Summary

The dominant themes in the discussion were the violent nature of the environment, that young people live in gangs, and gun violence seem to be the most dreaded experience. The youth agreed upon this, suggesting that there is a predator/prey attitude in the experiences that they've had in their community. The next theme was the lack of jobs. Young people have unrewarding experiences in relationship to trying to find a job. They went on to say that there's no communication, employers don't call back or the place won't give you any kind indication of the status of your inquiry.

Participant Comments:

- Without money there's nothing to do.
- No jobs.
- Gang activity.
- There are less programs for young people.
- People don't see things from the youth point of view.
- When you look for a job and apply for it they don't call you back.
- Things are chaotic here.
- You can get a gun anytime.
- People are fearful, they're scared of fighting.
- They carry guns for protection.
- It's like predator and prey.
- Jobs would make a difference, it would keep people occupied on positive things.

MILWAUKEE COUNTY

Reasons for Getting in Trouble

Summary

All of the youth in this group were convicted of possession of weapons. They did not discuss individual attitudes but agreed that they were not thinking when they committed their offense. One of the young people made an interesting comment about feeling he had to protect someone else. This also reinforces the comments that were made earlier about the “predator /prey” environment. They stated that young people feel that they are constantly in fear, are threatened or feel that they must appear to be the aggressor in the situation versus potentially being or becoming the victim.

Participant Comments:

- I was not thinking.
- I was trying to protect somebody else.
- I was hardheaded.
- We are all here because of some possession of weapons.

Opinions about Program

Summary

The youth mentioned that the most important part of the program was the check-in and the tracking. This kept them focused on what they were supposed to do. They all agreed that the program is working for them and were grateful that the program helped them find work, get involved with sports and provides an opportunity to hear speakers who’ve been through the same experience as they have. This was truly motivating for them. One of the youth went on to say that they respect the experience of people going through what they have gone through because they know what they’re talking about. People who haven’t been there don’t have the impact on them as a person who has lived the life. They went on to say that this program prepares them for life. Another one of the young people admitted that they had a hard time adjusting to the program, the check-in and the phone calling, but eventually came to realize what they needed to learn, responsibility.

Participant Comments:

- The program has worked for me.
- The program helped me get a job.
- I like the motivational speeches with people who have gone through what we are going through.
- I like the basketball team.
- They call you, you have to check in and you had to call in at curfew time.
- The program prepares you for life.
- The beginning of the program I had a hard time adjusting with making the check-in phone calls but I know it’s the practice of responsibility.

MILWAUKEE COUNTY

Personal change

Summary

Several of the young people talked about how proud they were of themselves. Their school work had improved considerably. They admitted they used to be poor-performing students and now have realized the importance of school. For some, school was not the primary measure of improvement. They focused on their attitude and disposition toward situations and interaction with people. Some described themselves as being more patient and respectful. They now know how to listen. One young person happily declared "I've got a check in my pocket" which simply means he had a job and was proud that he had money. All of the young people proudly admitted their progress in turning around their attitudes, and their goals were being shaped by the program. The opportunities that the program provided them helped them to turn their lives around.

Participant Comments:

- I'm pulling A's now.
- I got a check in my pocket.
- At first I knew everything, now I listen.
- Before I was disrespectful in the house and quick to get suspended from school. I would rush and not think about stuff but now I'm more respectful.
- I'm more humble.
- I'm working on being patient.
- Before had poor grades, I have a 3.9 now and I'm improving.
- I'm back on track I used to have very poor grades like a 2.0 and 1.0.

Change with family, friends, and school

Summary

The three comments below about change suggest that the program has helped them with the development of a sense of priorities, how to make better decisions and to limit and control the level of influence that peer pressure has on them.

Participant Comments:

- Now I don't have any friends I just have associates now.
- Things have improved in my family my family is important now.
- I don't mess with bad influence.

Future Plans

Summary

The youth were more focused on their future aspirations. Their comments suggested that they were thinking more seriously about having a future. They saw themselves engaged in careers or jobs, or business where they would be productive.

Participant Comments:

- I want to be rich.
- I want to go to school become an engineer.
- I want to own a computer company.
- I want to be a teacher.
- I want to have my own business.

Advice to Other Youth

Summary

The youth provided some simple advice which can be translated to mean, do what's right and stay in school.

They were all adamant in stating that they would not want any young person to follow in their footsteps.

Participant Comments:

- You have to do right by yourself first.
- Stay in school.

Advice to Program Operators and Funders

Summary

"If I wasn't here at the Running Rebels, I'd be wild." This statement typifies what many young people feel and know about the value of program and how it motivates them to build a positive sense of self. They acquire a sense of control and direction. This statement also reveals the benefit of the core program activity; tracking and monitoring to instill responsible behavior.

Participant Comments:

- Keep the youth motivated.
- Keep a positive attitude.
- Find good people, like you have already.
- Give credit to how they check in tracking.
- If I wasn't here at the Running Rebels, I'd be wild.

MILWAUKEE COUNTY

Running Rebels Parents Focus Group

Overview

There were six (6) parents in the focus group.

The parents are afraid for their children because they feel the Milwaukee environment is violent and hostile. They feel that weapons in this kind of environment leads many to more dangerous and risky behavior, feeling the need to arm themselves. While fundamentally the decision their child made to carry weapons was a bad choice, the personal and social pressures add to their confusion. They believe the program does an excellent job in removing their children from the negative pressures by placing them in a disciplined program that uses positive pressure to realign and focus their behavior to the more important things in their life. While they have nothing but praise for the program and staff they do see the need to communicate to them more about their youth checking in when arriving at the program. They expressed concern about the risk in using public transportation. The concern was while on the bus, they may be publicly pressured by peers to not conform to the rules. Another suggestion was to communicate to the parents about activity and outing schedules in a more timely manner. The program is well appreciated and trusted and the parents are seeing noticeable positive changes in their children.

Life for Youth in Milwaukee

Summary

All of the parents expressed strong feelings about the environment for weapons in the city of Milwaukee. While they mentioned that there were several positive programs within the city that support prevention for young people, the environment for violence coupled with guns puts their children at risk. Also they felt that many youth are bullied, and participate in retaliation or feeling fearful to the point where they feel that they have to carry a weapon to protect themselves.

Participant Comments:

- Milwaukee has positive programs that help young people participate in prevention.
- There’s too many guns and drugs.
- Youth feel that they must carry weapons in that it is a must.
- People feel that they have to protect themselves from bullies and retaliation.
- In the community there is a glorification of guns and weapons.

MILWAUKEE COUNTY

Reasons for Getting in Trouble

Summary

The parents felt that their child made bad choices whether they did it because of friends or they were naïve about the consequences or felt they had to be a force to be reckoned with to protect a friend or family member. Prior to the incident parents felt that they had provided adequate guidance for their child and had warned them about various risks that could get them into trouble.

Participant Comments:

- There's no communication at home.
- The negative influence of television.
- Lack of father figure.
- Media promotes guns and violence and negative behavior it has a lot of influence on young people.
- The influence of the media is powerful.
- My child succumbed to peer pressure he wanted to be accepted.
- Did not make good choices.
- Most of our children are young and naïve and that's how they get into trouble.
- My son was with his friends (who also carry guns) outside of a friends house the police decided to stop and talk with the youth, they detected something suspicious, the police stopped and searched him right in front his friends house and found he had a gun.
- My child was trying to protect a family member.

MILWAUKEE COUNTY

Opinions About Program

Summary

The parents unanimously voiced a high regard for the program. The key element that they found the most helpful was keeping track of their child. They felt that there is a comprehensive approach that covers all the bases related to their child's activity. They mentioned specific staff members who they complimented on their aggressive yet caring attitude toward making sure that their child is staying on track. The parents maintain regular contact with the staff and they are very helpful in providing information on their monitoring activities of the child. They feel that this level of support is an extremely valuable reinforcement of behavior and attitude that they are not able to get across to their child. They applaud the program for making this core service a hallmark of their program. There was some concern about transportation and the possible safety risks with their child going from one point to the other using public transportation. A few of the parents made mention of the need to be informed when their child arrived at the program.

The most serious of the complaints was the lack of lead time regarding scheduling activities and outings. Parents expected to have more advanced notice about activities to plan transportation pickup or to be able to respond to any other of their needs.

Participant Comments:

- What's good about the program is that they keep track of my child in school in the program in the community and at home.
- The program keeps them busy with meetings outings trips and job search.
- They're also helpful with fatherhood issues for teen parents, he learned about how to care for his child and be responsible and this kept him out of jail.
- The staff are genuinely concerned.
- They help with the legal procedures.
- The program helps because they genuinely believe in my child they recognize that he made a mistake, but he is not a mistake.
- The program keeps them focused.
- They work on self-esteem.
- They talk about ambitions and aspirations.
- The programs are organized.
- They maintain a structure and discipline and emphasize being on time, being responsible, and they don't except tardiness.
- They also are an encouragement to my child.
- They also help out with transportation.
- Reinforces parents' values.

MILWAUKEE COUNTY

- I thought that because my child would be around people who have committed crimes that it would be a negative influence on him but I have learned that the program is not about that.
- The transportation issue can sometimes be a bit hectic riding from school to the program on public transportation
- The only complaint I have against the program is I would like to know from the staff when my son arrives, I should get a phone call, this is what we do in our family.
- They need to give more notice when they have planned activities, sometimes I get the information from the program a few days before.
- One time they told me just a few hours before they were going on a outing I would appreciate better notification.
- They should let the parents know about the beginning and ending time of the activities especially if we are supposed to pick them up after the activity ends this helps us plan because we have other family obligations as well.

Advice to Program Operators and Funders

They suggested we refer to the issues discussed in their earlier comments

- Think about transportation risk using public transportation what if there was trouble on the bus?
- Notifying the parents about arrival time once they have left school.
- Better planning and notification about outings and activities and parent responsibilities related to these activities.

From the beginning of the discussion there was a consensus that the parents are satisfied with the program. The parents experienced positive differences in their children’s behavior. They and their children have high level of trust of the staff and the program in general.

MILWAUKEE COUNTY

Focus Program Youth Participant Focus Group

Overview

There were five (5) youth in the focus group.

The perception of Milwaukee for these young people is that there are limited opportunities; they live in dangerous neighborhoods and lack positive influences and opportunities. Trying to get fast money and other material things resulted in their bad decisions. Others called it, outright stupid. The program activities they felt were the most helpful were off ground activities, the group sessions, the educational sessions with speakers and the motivational sessions with guest speakers that discuss real life criminal issues and how to change. The negative aspects of the program emerged as they discussed the staff and the feelings that the staff do not always set good examples. Most of the group felt that they were changing and were adopting behaviors that were more helpful to themselves and others. For one young man that was the third time around for him and he was beginning to understand the importance of changing himself. For their immediate future finishing school and doing good in school were the top priorities for all of the youth. They also mentioned their future goals which included becoming a professional using their gifts and talents. One young man felt that his primary objective for doing better was to be able to make things better for his mother. Their advice to younger individuals was to basically live a legitimate life and take care of the people who care for you. Recommendations for improvement focused on their view of needing to improve the relationship between some program staff and the youth.

Life for Youth in Milwaukee

Summary

The youth listed what they felt were several barriers they face in Milwaukee. All stated that their neighborhood is rough, including surrounding neighborhoods. Neighborhoods are saturated with guns and drugs. Their family instability was also named as a negative factor, stating that for some they had no parents and for others no father at home. They generally don't believe that there are a lot of opportunities in Milwaukee.

Participant Comments:

- Milwaukee is rough – this includes my neighborhood and the surrounding neighborhoods.
- Some of us don't have parents.
- There's no father at home.
- Is not a lot of opportunities.
- There's lots of drugs and guns.
- Not enough positive influence.

MILWAUKEE COUNTY

Reasons for Getting in Trouble

Summary

Robbery, auto theft and weapons possession were the major offenses committed by the youth participating in the discussion. They gave reasons why they committed the crimes. These included boredom, not being able to get a job at 15, and wanting to get fast money. One young person had stolen a car just to get the speakers. Others just admitted that what they did was stupid. For others they admitted they just make a bad decision.

Participant Comments:

- I couldn't get a job at 15.
- I wanted fast money.
- I wanted one of the speakers that was in the car.
- I was bored.
- I made a bad decision.
- I just did something stupid.

Opinions about Program

Summary

The youth stated they liked the program in general. The specific activities that they thought were really helpful were the group sessions and the off ground activities. Another important activity mentioned was the educational sessions. They specifically mention that they like the speakers who as a young person went down the same path as they had. They stated that this really impressed upon them the importance of making a change. They also mentioned that they like the educational sessions on subject matters that are interesting and teach them something more. One of the youth mentioned that he really liked the session given by a guest speaker on the topic, Introduction to Psychology. They mentioned that this kind of information and knowledge made them think twice about what they did. They were very appreciative of some of the off ground activities specifically bowling, swimming and skating. They focused their complaints not on the program but on the staff. They felt that the staff was too restrictive; they suggested staff would get better cooperation with the youth if they would give advice and not threaten them with penalties all the time. The negative feedback appears to trigger a level of dislike for some staff members that included complaints about how some staff talked to them, their strictness about rules, and unwillingness to consider youths' ideas for recreational activities.

Participant Comments:

- We like the group sessions
- We liked the guest speakers especially people that have been through some of the things we've been through it makes it more realistic and believable that a person can change.
- I really like the speaker that talk to us about psychology, and it made me think.
- I like the off grounds activities – bowling, swimming and skating.

MILWAUKEE COUNTY

Personal Change

Summary

One of the young man was a repeat offender and had been at the Focus program twice before. It was his belief that a person has to decide to change. He realized this after his third term here, he was just beginning to change himself. The group discussed the idea of change. They were in agreement with the young man who said one has to change yourself first. They were cautious about attributing the change directly to the program. The youth also talked about impulsive behaviors, anger and being out of control, and how they used to act. Each one explained how they changed and how they are trying to maintain that level of change because of the positive results it brings.

They mentioned, in their discussion, about change, examples about situations in which they recognized their own change. They talked in general about situations where they would act impulsively without discretion, aggressively “facing down” a person and being argumentative. The examples that they gave applied to family, school, and social settings.

Participant Comments:

- My old self use to snap on people, retaliate and be in their face. Now I’m just cool about things.
- I would act on impulse and just do things, now I think more about what I do.
- I was just involved in bad behavior I was supposed to take my medication but I didn’t. Now I’ve changed my ways and I know how important it is to be aware of your actions.
- I used to be mad all the time. Now I look people in the face when I talk.

Future Plans

Summary

The desire to change was reflected in their goals to be somebody and live a meaningful life. Some had immediate goals like wanting to return to a normal school, or to help their mother, and to finish school. Others mentioned longer term aspirations of becoming a professional.

Participant Comments:

- I want to finish school and get a degree.
- Finish school.
- I want to sign up at an off ground school attend and participate in school.
- I want to be a football player.
- I want to be a chef.
- I want to be a boxer.

MILWAUKEE COUNTY

Advice to Other Youth

Summary

One of the youth repeated his desire to be there for his mother, so his advice to younger people was to “take care of your mom.” The other youth expressed their advice in hip hop terms “Be Legit” or be real and truthful to one’s self. They also suggested that staying away from drugs, smoking and staying in school was the right course to take.

Participant Comments:

- Go to school.
- Be legitimate (legit).
- Take care of your mother.
- Don’t do drugs.
- Don’t smoke.

Advice to Program Operators and Funders

Summary

Their suggestions were focused on staff issues. They mentioned that staff need to improve their attitude and not abuse their authority. While they can be strict they need to talk more respectfully to youth in order to get respect back.

Participant Comments:

- Better staff attitudes, stop cursing at youth.
- Staff need to be put in check, they abused their authority.

MILWAUKEE COUNTY

Focus Program Parent Focus Group

Overview

There were five (5) parents in the focus group.

The parents perceive Milwaukee as having a violent and dangerous environment. They also believe that as a result, youth are under a lot of pressure. They see the lack of jobs is a factor that adds to the negative environment. There is also a lack of positive role models in the community. One key reason for their youth's confinement was seen as a peer/parent influence and conflict. And in most cases, the parent lost out. The most important factor that they see in the program is how their children are learning to open up, talk and manage their emotions. They have seen in the short time that their youth have been in the program clear changes in character, temperament and judgment as a result of the group work, discipline and structure. The parent expressed no negative feedback. They respect and appreciate the program.

Life for Youth in Milwaukee

Summary

With the lack of jobs, lack of positive role models, peer pressure, violence and an overall sense of endangerment, parents feel that the amount of pressure young people experience is one of the major causes for them participating in a violent lifestyle.

Participant Comments:

- Milwaukee is rough on kids.
- There's a lot of pressure from peers.
- There is violence within the community.
- There is violence with each other.
- Certain environments are dangerous this includes the neighborhoods and the schools.
- There are not enough positive role models.
- It's difficult to find jobs especially good jobs.

MILWAUKEE COUNTY

Reasons for Getting in Trouble

Summary

Most the parents agreed that their young people basically ignored what they had to say and that other influences that related to peers and popularity affected their decision to engage in criminal activity.

Participant Comments:

- Some of the charges were armed robbery, drug possession, and auto theft.
- They were easily influenced by peers.
- They were hard headed.
- Did not listen to their parents.
- They wanted to be popular.
- They wanted to get things the easy way.
- They were seeking the love from others in place of family, this is why they got involved in gangs.

Opinions about Program

Summary

From the parents point of view the best elements of the program are the group experiences. These have helped their children manage their anger, open up and communicate better. They also like the fact that, on occasions, the staff has called on them to help enforce their child's participation in the program activities.

They have a good anger management program. Young people learn how to manage their conflict and manage themselves when they are angry.

Participant Comments:

- The support groups help a lot, they learn how to talk and open up.
- Glad they participate in school, here there are no attendance problems.
- The staff is very attentive to the youth.
- They keep parents informed, they will call to see if you can help in the support of their child.
- I like the idea that they plan on introducing uniforms, this avoids the conflict with children and certain kinds of dress habits they have.

MILWAUKEE COUNTY

Personal Change

Summary

Each one of the parents identified changes in their child's behavior, noting the contrast from before to where they are now, particularly communication, anger management and being attentive were mentioned.

Participant Comments:

- Most of our young people have been in one to two months, this is not a long program.
- My son used to have an attitude problem now he knows how be calm.
- His anger problem was like a loose cannon, now he manages his anger very well and he will even walk away from a situation.
- He used to talk back all the time now he doesn't talk back.
- He didn't talk at all not he communicates more.
- He didn't follow the rules, now he pays attention and follows the rules.
- He didn't care about anything, but now cares about himself and will even correct himself.

Advice to Program Operators and Funders

Participant Comments:

We really don't have much to say about the program. All the things that we think are good we've already said them. We believe the program has a good reputation with parents.

MILWAUKEE COUNTY

Data Quality Assessment – Running Rebels

The Running Rebels are contracted by Milwaukee County Children’s Court Services to provide DMC services in the Fire Arms Program. The Firearms program at Running Rebels uses a MS Access Database to track juveniles in the program and all interactions with the juvenile by the case management staff.

Client Master Table

This table records all the data about the program participant, their residence and court case and school information. This file is maintained exclusively by Running Rebels management. It is used to track the overall success of the juvenile in the program including grade points. It also tracks discharge information and reasons for discharge. When the data in this file is used for reporting and combined with the contact and school attendance information it provides a clear picture of what lead to the successful completion of the program and what were the factors in the child's life that lead to the success or failure of the intervention. It was designed to easily provide information for long term study of program outcomes.

Program Type	Used for multiple program tracking for DMC is "Firearm"
Last Name	Last Name of the program participant
First Name	First Name of the program participant
MIMiddle Initial	
Gender	
ID	Unique Number juvenile number of case
State of Wisconsin Number	Unique Child Number
Date of Birth	
Race	
Contact Phone 1	
Contact Phone 2	
Contact Phone 3	
Address, City State Zip	
Statute & Description1	List of Statutes and descriptions that brought the child to the program
Statute & Description2	List of Statutes and descriptions that brought the child to the program
Statute & Description3	List of Statutes and descriptions that brought the child to the program
Order Date	The date the order to the program began
Order Expiration Date	The date the order expires
Order Extended date	Yes/No - was the order extended
School they are attending	
Grade	The grade the child is in
Grade 1	Grade point at beginning of program
Grade 2	Grade Point 2 months into the program
Grade 3	Grade Point 4 months into the program
Grade 4	Grade Point 6 months into the program
Grade 5	Grade Point 8 months into the program
Grade 6	Grade Point 10 months into the program
Guardian Last Name	
Guardian First Name	
Guardian Relationship	Relationship of the listed guardian to the child in the program
Guardian Address, city state, zip	
Guardian contact phone 1	
Guardian contact phone 2	

Disproportionate Minority Contact County Project Evaluation

MILWAUKEE COUNTY

Placement	The legal placement of the child. May not be with the guardian.
Order Type	Stay order or Non-stay order
Branch Number	
Probation Officer	Name of the assigned Probation officer
PO Phone	Contact number for the PO
Program Start Date	Date the child entered into the Running Rebels Program
Program End Date	The date the child left the RR program
Program Extended?	Y/N , was the child extended in the program
Enrolled Date	The date the child was staffed and enrolled into the program
Monitor Name	The Name of the monitor responsible for the child
Monitor Cell Phone	The 24 hour contact number for the Monitor
Discharge Reason	Reason the child left the program, completed, non-compliant, re-offense, change of program, A.W.O.L, Discharge prior to Court Orientation, Active, Referred back to other program, other (Program management has the ability to add more)

Please see the Data Dictionary for a description of what elements are in the database and how they are used.

Until late 2007, the agency tracked all data manually using Microsoft Excel workbooks that had few calculations other than sums and formulas. The reporting was comprehensive but required two full-time equivalent staff to maintain and transfer the data from paper to spreadsheets. The program workers were familiar with databases as they had developed several spreadsheets that acted as tables but they were independent of each other and did not connect relationally. This made reporting a very manual process.

In October of 2007 the agency began work with a trainer hired by Milwaukee County Children’s Court services to develop the program staffs proficiency with Microsoft Access. Working with the consultant, the staff created a multi-table relational database client tracking system to create efficiencies and reduce manual reporting efforts.

Points of Data Collection

Data is gathered when a case is assigned to the Running Rebels program by the court officials. The basic demographics (Name, age, gender, race, see data dictionary Client Master Table for detail of all fields) are captured along with the type of offense the juvenile committed, severity of the offense and the beginning and ending dates of the order and the order type. The information on the current guardian and who has custody of the child is recorded in the master table. Information on the school the child attends, the current grade point average along with any non standard information can be documented in the memo field on the client master table. The case manager that is assigned to the juvenile and the assigned probation officer is recorded in the database.

MILWAUKEE COUNTY

The monitor records each contact with all people around the juvenile child and record that contact in the database. When the monitor records the contact, they enter the date and time of the contact and select the type of contact from a list of pre-defined contacts that deal with school, parents, group counseling and recreational activities. This information is recorded each day by the monitor for all contacts with individuals in the child's life. The average number of contacts per day is approximately eight. The system allows them to document any specific comments per each contact and allows flagging of each contact if there are specific areas of concern they would like to bring to their managers or the parole officers attention.

The monitor also records all contacts with school officials and the school attendance of the child. Each school day has an entry that verifies attendance or if they were absent from school, the reason they were absent is recorded.

Data Reporting

Data is produced on a weekly basis for the Probation Officers at Milwaukee County Children's Court services. (See PO Report and PO Report Summary) The report identifies the monitor contacts for the prior week for each individual child, their school attendance and their attendance at the groups and services provided by the agency. If there is an area of concern on a contact or intervention with a child, that contact or intervention is electronically flagged to draw the probation officers attention to that contact and help identify that contact as a potential problem.

The Running Rebels program management produces reports that monitor the case monitors contacts and interventions. If for instance, the manager identifies from internal weekly reports that for the last 2 weeks a child has had multiple non-excused absences from an anger management program offered at the agency, he can bring it to the case monitor's attention and create an action plan to improve attendance. The management team can easily produce ad-hoc report showing all monitoring activities for a monitor and each of their clients and look for patterns and work with the monitor to improve outcomes. The program case monitors are supervised through ad-hoc reporting to confirm they are making the correct number of contacts and at the appropriate times of day.

Users of Data

The administration of the Firearms Program weekly uses the reports to identify children that may need additional contacts with their monitors or identify situations where the monitor will need to make additional contacts because of concerns they have identified. The probation officers can also make suggestions on actions to be taken on a specific child because of the detailed data they receive. The monthly reports assist both the Running Rebels administration and the Children's court personnel in making adjustments to the programs based on real-time data on compliance. All case notes from the monitors are entered into the system so the lead monitors and Firearm program administrators can immediately identify areas of concern and make corrective actions. Monthly data is aggregated and used to review attendance to program groups, recreational activities and other program related offerings. Low attendance, lack of compliance and other issues are pointed out the program management and the monitors for corrective actions.

Every step of the program is documented and entered into the data system. Once case could generate up to 3000 contact entries into the data system for one individual in a single year.

MILWAUKEE COUNTY

Data Retention Policy

Electronic capturing of the data was recently implemented and a retention policy is being established. For research, once a case has closed, it is easily moved to a data warehouse in another access database freeing up the on-line resources.

The program managers use the data to track the monitors and also use the outcomes to make program refinement. The managers also look for trends with a monitor or participant and will make suggestions to avoid problems with a participant.

Delinquency and Court Services staff receives the data on a daily, weekly and monthly basis and use the data when probation officers meet with parents and program participants.

Internal Reports

- Daily Contact Reports
- Weekly Summary of contacts by case
- Weekly Detail of Contacts by Case
- School attendance by case
- Monthly Contacts Report – same as the Weekly Summary but the data is run using a monthly date range.

The DMC reports for this program are created by children's court services using the summary data from Running Rebels Fire Arms Program.

Summary: Firearms and Focus Programs

Milwaukee County's Firearms and Focus Programs were the subject of process evaluations that were completed in January 2007. As a result of the process evaluations, each program spent substantial time in 2007 focusing on key program improvement activities. For Firearms, this was the development of an improved participant tracking system that replaced a paper and pencil/Excel sheet system with a web-based system that is user friendly, more comprehensive, and better able to support ongoing outcome tracking and analysis. For Focus, the process evaluation led to a reexamination of the program model, development of a new logic model, creation of program approaches, policies and procedures to actualize the model, and greatly improved communication and teamwork among the program's collaborating partners. In both cases, the programs used the process evaluation as an opportunity to review program operations and encourage dialogue among staff and management as well as with funding sources regarding evaluation findings and strategies for improvement. Further, both programs are now well-positioned to undergo outcome evaluation that could help document their suitability for a model program designation.

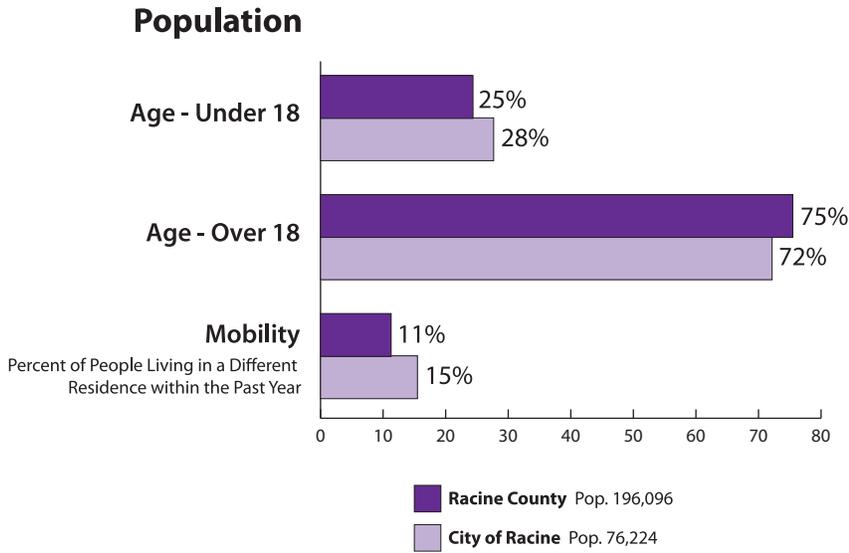
RACINE COUNTY

Demographic and Social Indicators

Overview

Racine County has a total population of approximately 196,000. The mobility rate of 11% – the percent of people living in a different residence within the last year including relocation from other counties or states - is the lowest among the six participating counties. Eighteen percent of the population is minority with African Americans making up 11% of the population and Hispanic or Latino ethnicity of any race making up 10% of the population, the second highest among comparison counties.

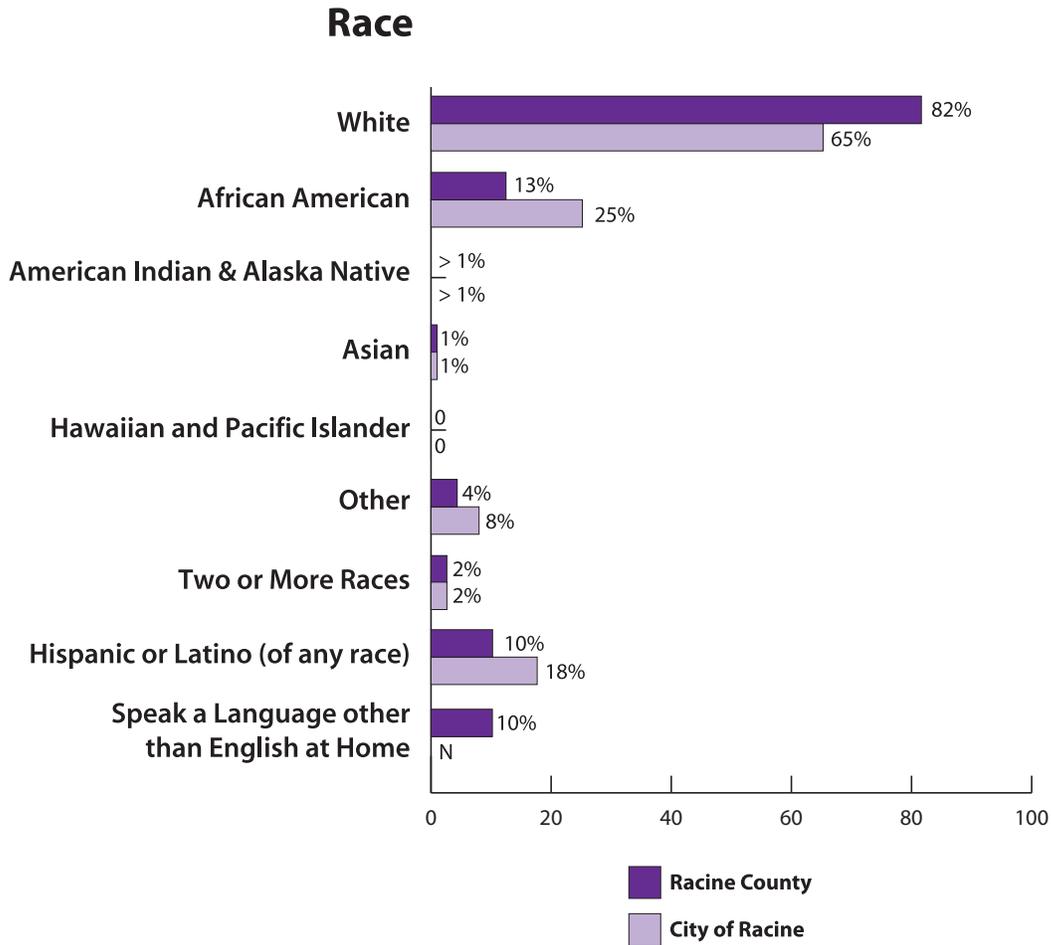
All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. All school data was obtained from the Wisconsin Department of Public Instruction.



Specific Indicators

In 2006, Racine County had a total population of 196,096. Twenty five percent of the population was under 18 years of age, consistent with the statewide and comparison county proportions. Mobility - percent of person’s living in a different residence within the last year including relocation from other counties or states – was 11%, the lowest among the six participating counties.

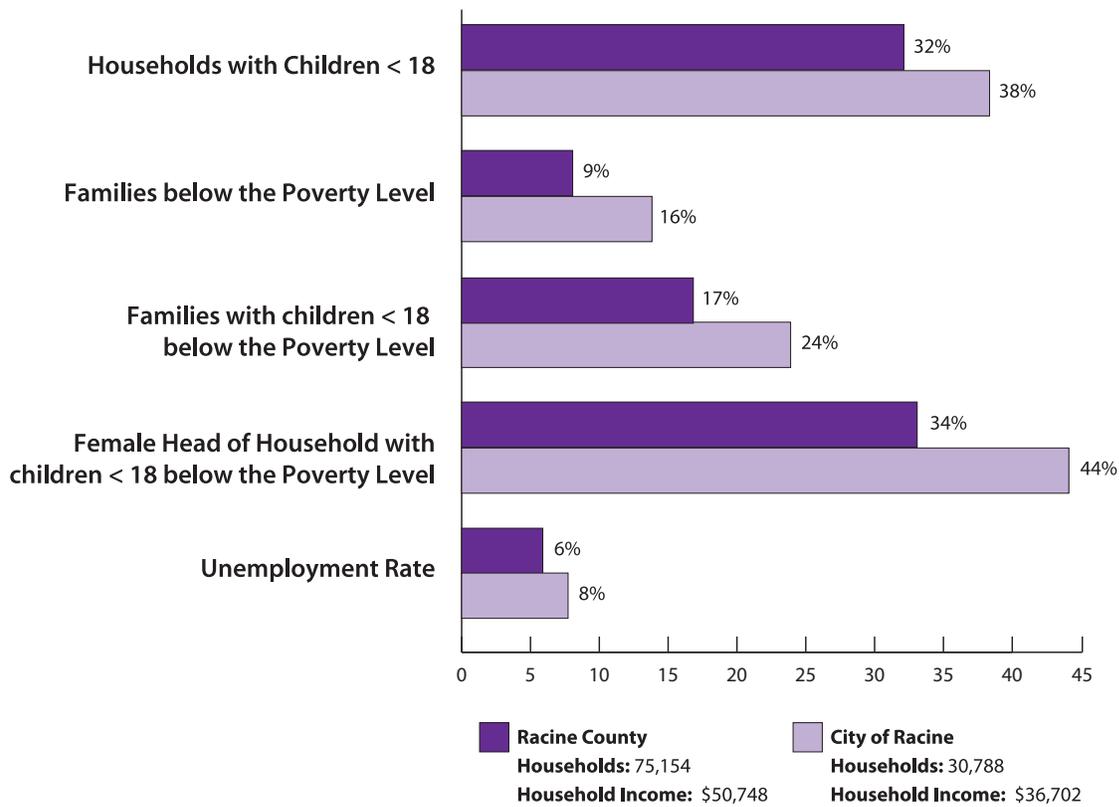
RACINE COUNTY



For people reporting one race alone, 18% of the population was minority, lower than the state proportion of 14% and second lowest among participating counties. African Americans made up 11% of the population with Hispanic or Latino ethnicity of any race making up 10% of the population, lower than the statewide percentage of 15% but second highest among participating counties. Ten percent of the population speaks a language other than English at home.

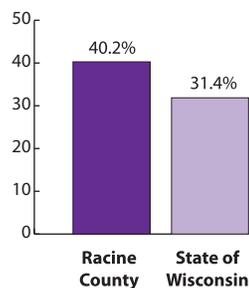
RACINE COUNTY

Household & Income



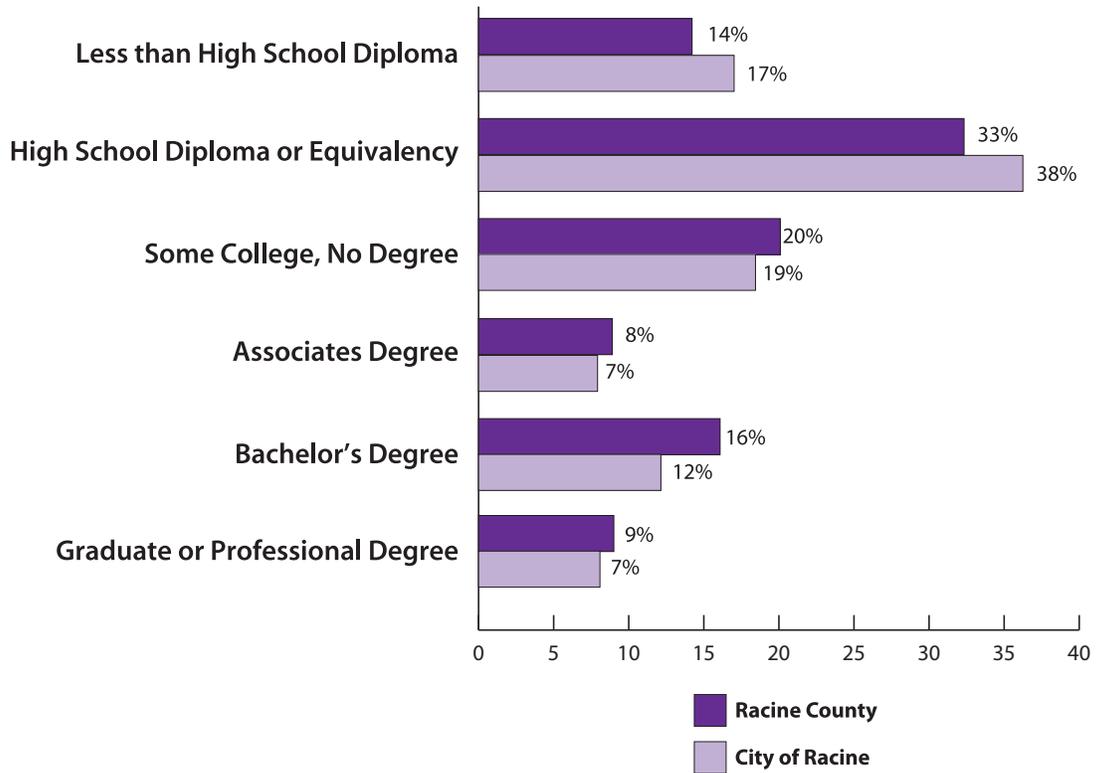
In 2006, there were 75,154 households in Racine County. Thirty two percent of the households in Racine County have children less than 18 years of age, tied for second lowest among comparison counties, but slightly higher than the statewide percentage of 30%. Nine percent of all families and 29% of families with a female head of household had incomes below the poverty level. Both percentages are the third highest among the six participating counties. The median household income of \$50,748 is slightly higher than the statewide median and but the third highest among comparison counties. The unemployment rate of 6% is slightly higher than the statewide average.

Percentage Eligible for Free or Subsidized Lunch 2006-2007



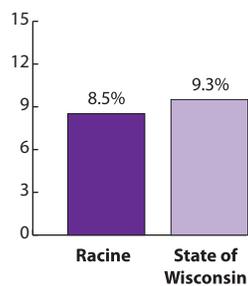
RACINE COUNTY

Educational Attainment



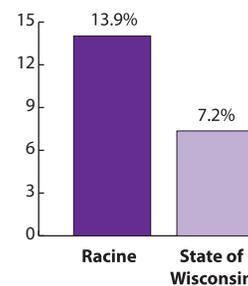
In 2006, 84% of the people over 25 years of age had graduated from high school with 16% dropping out of high school, the highest rate among participating counties.

Truancy Rate 2006-2007



	Racine	State of Wisconsin
Total Enrolled PreK-12	20,459	841,722
Number of Students Habitually Truant	1,744	78,123

Suspension 2005-2006



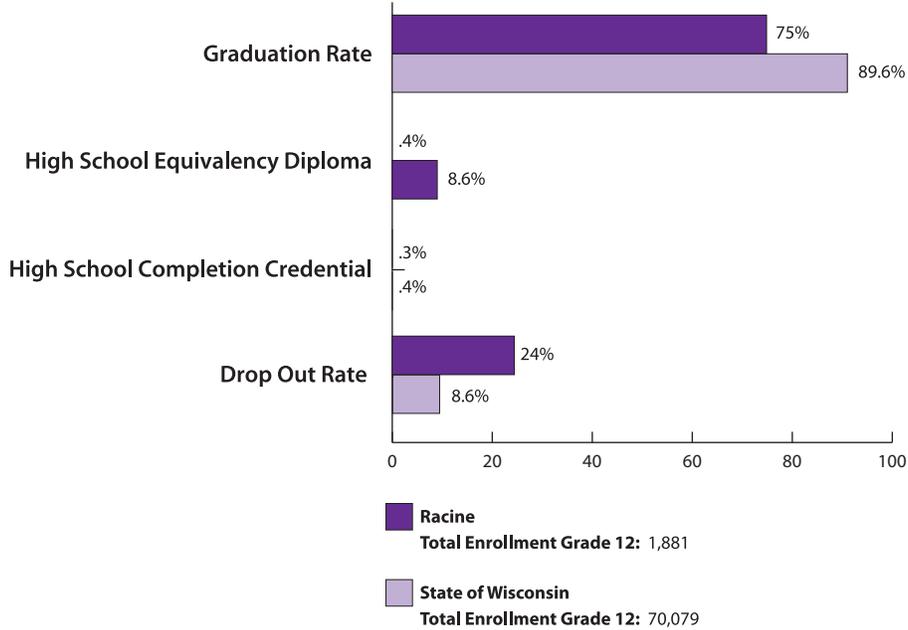
	Racine	State of Wisconsin
Total Enrolled PreK-12	21,175	874,098
Number of Students Suspended	2,953	63,089

Disproportionate Minority Contact County Project Evaluation

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RACINE COUNTY

High School Completion Rates 2006-2007



Racine County had a higher rate of students eligible for subsidized lunch (a commonly used indicator of the prevalence of low-income families) at 40.2% than the State as a whole at 31.4%. Their truancy rate, however, was lower than the State as a whole with 8.5% of Racine students classified as habitually truant (5 or more unexcused absences in a semester) compared to 9.3% of students statewide. Suspensions showed a different pattern. Here, the Racine rate was double that of the State of Wisconsin with 13.9% suspended during the 2005-2006 school year compared to 7.2% of students in the State as a whole. In the 2005-2006 school year, 120 students were expelled in Racine. The drop-out rate in Racine was three times the state rate at 24.0% compared to the State percentage of 8.6%.

RACINE COUNTY

Stakeholder Views

To prepare for the Stakeholder Interview portion of the Community Profile, a member of the Evaluation Team attended a DMC Policy Board meeting on December 12, 2008. The purpose of participation was to attain a basic understanding of specific DMC programs and delinquency issues in the county and to become familiar with participating stakeholders.

DMC Policy Board

The Racine DMC Policy Board is comprised of the following individuals and organizations.

- Dan Baran Professional Service Group
- Marvin Brown Professional Service Group
- Reggie Brown Human Services Department
- Dan Chiappetta Human Services Department
- Rich Chiapette District Attorney's Office
- Jonathan Delagrave Human Services Department, Detention Superintendent
- Terry Ehiorobo Lydia Group Home
- Faye Flancher Juvenile Court Judge
- Clara Gray Racine Unified School
- Hugh Griffith Human Services Department
- Maurice Horton Safe Haven
- Art Howell Racine Police Department
- Jessica Mallett Human Services Department
- Kashia Moua Public Defender
- Mike Nieskes District Attorney's Office
- Debbie Patton Community Member
- Gerald Ptacek Juvenile Court Judge
- Michelle Rainey Human Services Department
- Denise Rangel Safe Haven
- Pastor Willie Scott Community Member
- Sirena Simpson St. Aemillian Lakeside

Stakeholders Interviewed

Stakeholder interviews were conducted from January 15, 2008 – April 4, 2008. Interviewees included:

- Marie Craig Racine Unified School District
- Faye Flancher Juvenile Court Judge
- Art Howell Racine Police Department
- Maurice Horton Safe Haven
- Kashia Moua Office of the Public Defender
- Mike Nieskes District Attorney's Office
- Debbie Patton Community Representative

RACINE COUNTY

Themes

Universally, stakeholders expressed confidence in their collective ability to effectively address the DMC problem based on the relatively small size of the community (when compared to other targeted DMC counties) and strong institutionalized relationships among juvenile justice organizations.

Despite these strong working relationships, the need to strengthen the DMC Advisory Board was identified. Specifically, the need to assure that decision makers are at the table and that DMC meetings are action oriented and focused on meaningful issues was identified.

The importance of conducting a comprehensive systems' analysis to identify points within the juvenile justice system that require attention was identified as a priority. This data driven approach to addressing high DMC rates needs to be coupled with greater ownership and service integration across participating institutions and organizations

There is a decided perception among stakeholders that gang activity is growing in Racine and that community-based diversion programs need to continue to focus on this problem. Stakeholders shared the viewpoint that greater community involvement and ownership of the problem is needed – especially among youth and families who are high risk or justice involved. The continued need for the Racine Unified School District to fulfill a seminal role in addressing DMC rates was identified.

RACINE COUNTY

Interview Results

Root Causes of Delinquency

“Single parent families – often having been involved in the child welfare and/or the justice system themselves – have a weakened family structure.” Stakeholders interviewed in Racine County identified poverty and poor parenting skills as the major contributors to juvenile delinquent behavior. In general, parents of justice involved youth were characterized as having employment difficulties, AODA problems and a history of incarceration resulting in a lack of oversight and discipline for their children. In many situations, grandparents or extended families are left to raise children without a strong father figure present. *“Youth are left to fend for themselves.”*

Many participants shared that the Racine Unified School District is struggling with how to address truancy, high school dropout rates and juvenile delinquency. Major youth crime was identified as resulting from assaults, drug involvement and gun violence.

Adequacy of DMC Programming

“Racine County has a great opportunity to address the DMC issue based on the size of the community and the intensive networks that exist among stakeholders.” Relationships among institutions were described as “close knit” with all major players being at the table and committed. Many participants shared that committee members were both sensitive and committed to *“doing what needs to be done.”* Conversely, other stakeholders expressed that “not everyone is on board” and that the committee lacked a shared perspective related to the scope and effect of the DMC problem and the potential impact of their collective decision making power. *“People come to the DMC meetings because they have to and the issues that are addressed can be superficial.”*

Major System Strengths

“Why Gangs is an authentic program that needs to be expanded.” This gang diversion program provides a 12 week program 4 times a year to youth court ordered to participate. Across the board, stakeholders recognized this program as a major asset within the juvenile justice system in Racine County.

Stakeholders interviewed also highlighted the multiple alternative programs available for all juveniles’ not just minorities. The First Time Offender program and the Alternative to Detention Program which is available to reduce minority confinement in detention were identified as assets. The school based Truancy Committee offers deferment of a truancy ticket based on compliance with established conditions. RUSD works with youth and their families to facilitate compliance.

The Racine County Human Services Department was also acknowledged for the quality of their services and programs.

RACINE COUNTY

Major Challenges

"Gangs are becoming more prevalent and adult role models may also be involved in gang activity." The need for additional resources for gang diversion programs and more detention alternatives were identified in order to serve more juveniles, including bilingual youth. The value of tracking youth prospectively once they have completed currently available programs was recommended in order to evaluate this DMC related program on a longer term basis.

"We need more community involvement and ownership for the DMC problem." Stakeholders expressed the viewpoint that *"programs need to connect to the streets and to the daily lives of youth at risk."* Participants recommended the utilization of police substations located in the community to facilitate more crime prevention and community trust and collaboration. The need to empower and organize juveniles themselves was also proposed. Specifically, the call for increased youth awareness of DMC and support for capacity building among youth and their families to provide leadership for systems change were recommended.

"The loss of shared revenue has resulted in budget and staff cuts; we are doing more with less." It was also noted that the lack of community "buy in" has resulted in school board referendums and bonds aimed at increased school funding not being passed. *"We need more resources and people working on the problem."*

Significant Changes Affecting System

A new Police Chief was appointed in September of 2006. As a result, a need exists to reeducate law enforcement leadership within the Police Department about the DMC problem. The Racine Police Department is in the process of developing a new strategic plan which will identify DMC as a priority initiative.

Major Changes

New approaches to truancy were identified as very positive. For example, the Municipal Court Truancy Intervention is not punitive, but attempts to correct behavior. Within the RUSD, truancy tickets are no longer issued to kids who are in school, but not in class. These youth are escorted to their classroom or serve an in-school suspension.

RACINE COUNTY

Quality of Engagement and Collaboration

“Racine is small enough that the DMC Policy Board can make a difference.” The political landscape facilitates people working together efficiently and effectively based on strong established relationships. At the same time, it was identified that high level organizational representation is needed at the meetings to facilitate decision making and that there needs to be a *“greater commitment to action.”* Many interview participants recommended making better use of DMC meetings through utilization of data and quantifiable goals and assuring stakeholder accountability for integrating change within their organization. More leadership needs to be provided for systems change. One stakeholder asked *“are we achieving anything?”*

“There has been a great improvement in the judiciary.” It was identified that at the inception of the DMC Policy Board, it was difficult to get any judges to attend the meetings. Stakeholders commented that current juvenile court judges are open to alternatives and are beginning to attend DMC meetings.

“Higher level commitment and leadership is needed from RUSD.” The current RUSD representative was identified as not always able to make decisions because of the need for higher level administrative involvement which often results in delays. Teachers and schools were described as quick to refer incidents to the police for disorderly conduct. Interviewees expressed the need for teachers to become more committed to the DMC issue and to use their direct access to kids to more positively address unacceptable behavior. The need for schools to have more alternatives and resources to address the juvenile delinquency problem was recommended. At the same time, within RUSD training programs exist to increase teachers’ understanding of the personalities that result from poverty. Additionally, there is a need for uniform policies across the RUSD.

“The RPD is very active and willing to try new things.” While it was reported that RPD had a strong collaborative relationship with RUSD – especially related to truancy – it was noted that officers had minimal knowledge of DMC and need more training. DMC awareness and changes in policies and practice need to be *“drilled down”* throughout the police force and in particular to the four community sub-stations. The need for police officers to utilize discretion and have alternatives at the point of arrest was recommended. *“The RPD needs to see themselves as community leaders.”*

Needs

“By the time kids reach the ages of 15-16, they may be beyond help; we need to intervene earlier.” The majority of stakeholders interviewed identified the need for more prevention oriented and community based programs that involve the schools and parents. Once a case gets to a judge, options are often limited. *“The Court system steps in when parents fail.”*

“We need a comprehensive plan that documents how each institution will address the DMC issue that is data driven with benchmarks and goals.” The need for DMC to trickle down through each organization was identified.

“More diversity is needed within the juvenile justice system.” It was identified that the majority population may not be ready to deal with institutional racism. More funding for the African American community to work with youth was recommended. The need for more public awareness of the DMC issue was also proposed.

RACINE COUNTY

Other DMC Policy Initiatives

Each county DMC coordinator was asked to describe other programs, policies, and practices that were developed over the past several years to address DMC.

Racine County Strategies to Address DMC

- Expanded Alternatives to Detention program from 1 week to 5 weeks
- Encouraged community leaders to give presentations to youth on career opportunities
- Expanded the summer family (home visit) component into a year-round program
- Focused on other prevention programs that can impact DMC
- Engaged the school system

Racine County Activities Related to DMC since 2002

- Reduced the number of minority contacts in the juvenile detention facility
- Developed a program that would address the issues that result in recidivism among the minority population
- Educated all the points of entry in the juvenile justice system as to DMC and what needs to be accomplished to address this issue
- Maintained a DMC Policy Board that is comprised of individuals who can impact change
- Used data to help educate Policy Board members about the DMC issues
- Continued to work with families on DMC

Future Strategies/Activities

Racine County has determined that the school system plays a significant role in the number of youths being referred to the juvenile justice system. This has been occurring largely because school officials are aware of the students who are currently on court orders. With this information, they tend to do less from an intervention standpoint when a problem arises. Racine County intends to work with the school system to address the important of their intervention role prior to making a referral to Racine County.

RACINE COUNTY: ALTERNATIVES TO DETENTION

Project Assessment

DMC Context

The Racine County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	3.94	ND	ND	ND	2.02
Juvenile Court Referral	ND	ND	ND	ND	ND
Diverted Before Adjudication	1.17	ND	ND	ND	1.50
Secure Detention	1.92	ND	ND	ND	2.41
Cases Petitioned	ND	ND	ND	ND	ND
Delinquency Findings	ND	ND	ND	ND	ND
Probation Placement	ID	ID	ID	ID	ID
Secure Correctional Placement	ID	ND	ND	ND	ID
Transfers to Adult Court	ND	ND	ND	ND	ND

The highlighted data is identified as statistically significant.

Consistent with other counties operating DMC projects, Racine County's racial disparity is most evident at the point of juvenile arrest. However, data for other key decision points, i.e. juvenile court referral, cases petitioned, delinquency findings, probation placement, secure correctional placement, and transfers to adult court were either not available or insufficient to formulate an accurate RRI. The DMC program which is the focus of this evaluation is the Alternatives to Detention project, a group AODA, anger management, and life skills program, augmented by a home visiting component. The program targets youth who violate court orders and are at risk of placement in secure detention.

RACINE COUNTY

Program Description

The Alternatives to Detention Program (ATD) is a DMC project focused on reducing the incidence of placements in secure detention by minority youth. The project has three stated goals: 1) to reduce youth delinquent behavior/referrals to Racine County Juvenile Court; 2) to reduce youth truancy among participants referred into the program; and 3) to reduce the number of minority confinements taking place in the Racine County Juvenile Detention Facility.

ATD is one of several program/service options for Racine youth involved in the juvenile justice system. Other options for youth include the Afternoon Reporting Center, Community Panels, Independent Living Program, Life Skills, Alternatives to Corrections through Education, Intensive Non-Secure Supervision, Sexual Abuse Program, Counseling, and Case High School Truancy Program. The Department also operates several programs specifically geared toward the enhancement of parenting skills. In summary, it is important to note that ATD is one of many program options for youth involved in the Racine County juvenile justice system; youth may be under supervision and involved in ATD or may also have other services before, during or after their ATD involvement.

The Alternatives to Detention Program is operated for the Racine County Human Services Department by St. Aemilian-Lakeside, Inc., a Milwaukee organization established in 1850 as an orphanage and now offering a variety of services including residential treatment, independent living, caregiver support, treatment foster care, day treatment school, and a K4-7 charter school in addition to the Alternatives to Detention Program in Racine County. St. Aemilian-Lakeside was awarded the Alternatives to Detention contract as the result of a competitive bidding process conducted by Racine County Human Services Department.

The program operates as a combination of a Saturday morning reporting program and life skills education. The program, intentionally scheduled for Saturday morning to increase its impact on teenagers, runs from 9:00 a.m. to 1:00 p.m. The program operates at the Human Services Department in Racine, literally one door away from the entrance to the County's Secure Detention facility.

The program setting is a large conference room although sometimes the program operates in a smaller meeting room. Program setting is somewhat a function of the size of the group. During the evaluation team's observations, from January to March 2008, group size ranged from a low of six to twenty-five participants. The program has rolling enrollment; that is, youth come to the program as they are referred. At any one session, there may be youth who are brand new, some who are midway in the five-week series, and some who are attending their last session. Youth do not move through the program in a group or cohort. It is important to note from a service delivery standpoint, that because both the number and the experience of youth changes from week to week, it can be very difficult to a) insure that all necessary topics are covered for each youth; and b) predict group dynamics and capacity. This may increase the level of difficulty in planning and implementing activities.

Program sessions are coordinated by a Master's level social worker, assisted by one to two individuals who are certified teachers with experience in youth work. All three staff are African American.

RACINE COUNTY

Each session begins with a check-in process in which youth sit quietly and complete an “Alternatives Check-In” form. This form requests the following information:

- To: (Caseworker’s name)
- From: (Youth’s name)
- Answers to the following open ended questions:
 - When life gives us lemons, we make lemonade. What are some positive reasons that you might give for being here today?
 - My goals for being here today are:
 - I am going to demonstrate staying on task today by:
 - I am going to demonstrate respect for my peers and the facility today by:
 - I am going to maintain safety for myself and my peers today by:

Each youth then presents his/her answers to the full group; this serves as the kick-off for the session. The check-in sheets are also sent to each participant’s caseworker (note: the youth needs to know the name of his/her caseworker; this appears to reinforce sense of accountability to that specific person).

The first topic of discussion is whether the participants would like to have breakfast or lunch, i.e. order breakfast-type food and eat early or eat a later lunch. Depending on the group decision, program staff order food and then program activities continue.

The program focuses on several core topics including ‘errors in thinking’, conflict resolution, alcohol and other drug abuse education, academics and school behavior, and career exposure and skills development. Each session may include multiple topics and a variety of activities, including facilitated discussions, scenarios, role-playing, small group activities, lecture, video, and worksheets. The topic(s) and activities are selected by the coordinator on a session by session basis to correspond to the composition of the group, participants’ expressed interests, and issues surfaced in previous sessions. For example, when one session sparked a conversation about Freedom Riders, the program coordinator organized the next session to present more in-depth information about the topic and spend time journal-writing responses to the Freedom Riders’ experience. Occasionally, group members are asked what they would like to do or talk about.

The program coordinator uses a variety of prepared materials, including scenario descriptions, self-assessment tools, and worksheets to engage participants. Activities are generally focused and fairly brief, lasting no more than 45-60 minutes each.

Activity Example: An example of an activity is an exercise having to do with “Reckless Attitude.” For this activity, the program coordinator introduced the topic by reading a brief summary of reckless attitude as one of many ‘thinking barriers’.

RACINE COUNTY

Some excerpts from the “Reckless Attitude” description read to participants:

The thinking barrier called “Reckless Attitude” is a careless, unthinking outlook in which the thinker persistently avoids discomfort and refuses to consider the consequences of his or her actions. This attitude seeks to evade anything that the thinker sees as distasteful.

Irresponsible thinkers with Reckless Attitude avoid doing anything they consider boring, hard, or disagreeable. They have an “I can’t” attitude and are unwilling to keep going when things get difficult or tedious.

People with reckless attitudes, however, thrive on constant excitement. They put lots of energy in weaseling out of whatever they consider ordinary or dull because the idea of getting out of it is more exciting and challenging than doing it. Sometimes they exert much more time and energy getting out of work than it would have taken to do the work. But they don’t care because it is the conquest and power they feel from get away with it that thrills them.

The group then reviewed reckless attitude indicators: trying to prove incapability, exhibiting self-pity, making excuses, doing only what will get them by, not sticking with projects, looking for the easy way out, giving up easily, choosing to stay angry, and choosing risk and others. Then the group reviewed elements of corrective thinking for reckless attitude: completing chores on a daily basis in order to achieve short and long term goals; following through and persevering; making decisions after considering the facts; and recognizing that self-discipline is more valuable than reaching the goal or achieving temporary but costly thrills.

Throughout this process, the program coordinator would present material and then solicit comments from participants. The last part of the activity was a workshop, entitled “10 Irrational Thoughts.” Each participant was asked to change each irrational thought into a rational statement:

- *I must have approval from all the important people in my life.*
- *I must be the best in everything I do or at least have more talent.*
- *People who are rude to me don’t deserve the air they breathe.*
- *When things go wrong, it’s unbearable.*
- *I have no control over my feelings. I can’t change that.*
- *If something seems frightening, I worry myself endlessly.*
- *Because I’ve made mistakes, I’m never going to be what I should*
- *The easy way in life is to ignore responsibilities.*
- *If things don’t turn out better than they have been, it will be unbearable.*
- *I can be very happy doing nothing, being laid back, taking it easy, and just having a good time while others do the work.*

The program coordinator then selected youth to read their new rational statements to the rest of the group. In reaction to a youth’s comment, the program coordinator may solicit other comments and program staff may make additional comments, expanding on ideas using their own personal experiences.

RACINE COUNTY

Examples of other activities include job interview practice with one youth interviewing another, completing a worksheet about how youth envision themselves in the future as a parent, spouse, employer, neighbor, friend, and grandparent, discussion about health and unhealthy relationships and warning signs of abusive relationships, watching and discussing a video about rudeness in America, using scenarios to discuss decision-making in stressful situations, and working in small group to create household budgets. Guest speakers are also invited to the program and can include public officials, employers, and others who focus on opportunities and overcoming barriers to success.

ATD is not itself an evidence-based program; however, much of what is utilized in ATD is taken from evidence-based programs. An example is the Reckless Attitude exercise which was developed by Truthought LLC and is part of a package of corrective thinking materials with wide currency in youth work and delinquency intervention. Other materials have been developed specifically for ATD or to address issues that arise with the group. In other words, the program coordinator and staff draw from an array of curriculum materials, some evidence-based and some not, to create activities for each Saturday's program. In this sense, the quality of programming is very dependent on the experience and skill of the program coordinator.

ATD presents a special group management challenge because the group varies significantly from week to week in size, gender and ethnic composition, and length of time in the program. Each week's group is, essentially, a new group for the purposes of planning and implementing activities even though there are occasional connections from one week's group/topic to the next. This means that each group's program functions almost as a stand-alone experience and that the group coordinator must be able each week to establish a) leadership of the group and b) relationships with youth that will encourage their genuine participation.

The ATD coordinator and staff address youth in a respectful manner; they don't 'talk down' to youth or water down their material for younger ages. There are occasions where the small group dynamics or the presence of a particularly disruptive youth can affect the program activity; however, those instances seem rare. The group climate is one in which the program coordinator is clearly the leader, youth appear to understand that they are expected to participate in a genuine way, both youth and adults are generally 'about their business'. While interesting discussions and even some fun occurs, the sessions are not envisioned by either the program coordinator/staff or participants to be recreation; everyone knows that the participants are there as an alternative to detention.

Home visiting: A home visiting component operated by Why Gangs was added to the program in January 2008. Previously, this program only operated in the summer months; however, additional funding from Brighter Futures enabled expansion of the program to year-round status. Each youth referred to ATD is also referred to Why Gangs for home visiting. The purpose of this component is to follow-up with youth on specific problems, assist parents in developing new strategies to guide/manage their child, and monitor youth's school attendance and other activities. Why Gang outreach workers also intervene in potentially violent situations in which an ATD youth might be involved in a neighborhood disagreement or school problem. The home visiting starts after each youth's ATD first session and can involve up to five in-person contacts, although workers develop ongoing relationships with many youth that continue in a more informal way in the community. At the time of the evaluation team's program observation of ATD, however, no youth indicated involvement in home visiting. Because it was a start-up and had not yet involved a significant number of ATD youth, this component was not included in the evaluation process.

RACINE COUNTY

Theory of Change

The program was originally conceptualized as a “Breakfast Club” model by the case manager who initially proposed the idea to the Racine County DMC Advisory Committee. The idea was to create an alternative to secure detention that was less punitive but still represented a consequence of some significance. Initially, case managers could assign youth to the program, Alternatives to Detention, for one or more sessions, then the program was changed to three sessions, and now operates as a five-session series. The program was specifically developed for Saturday morning (9:00 a.m. to 1:00 p.m.) to infringe on a time that most teenagers highly value. The program was intended to encourage reflective/corrective thinking, help youth develop anger management and conflict resolution skills, address school attendance and academic performance issues, provide AODA education, and expose youth to job and career opportunities.

The theory of change as evidenced by the program designers and operators as well as the project logic model (see following section) is that the program content, e.g. training in errors in thinking, exposure to career opportunities, development of conflict resolution skills, and enhanced educational skills will reduce delinquency referrals, reduce truancy and ultimately reduce the number of minority confinements. An alternative theory of change suggested by several involved with the program is that the Saturday reporting requirement itself was the primary instrument of change and that this activity got youths’ attention and provided a second chance to improve behavior before going to the next step of placement in secure detention.

RACINE COUNTY

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
To reduce Youth delinquent behavior/referrals to Racine County Juvenile Court.	<p>Provide to all youths referred age 10-17 years with training in “errors in thinking”</p> <p>Provide to all youths referred age 10-17 years with career building opportunities.</p> <p>Provide to all youths referred age 10-17 years with conflict resolution skills.</p> <p>Educate both law enforcement and the local school district within our community of our DMC efforts.</p>	Two hundred youths referred age 10-17 years will receive both class room and in-home services focusing on model activities that will reduce delinquent referrals.	80% of 10-17 year old youth referred to the program will not commit any new delinquent acts while participating in the program.
To reduce Youth truancy among participants referred into the program.	<p>Provide all youth referred to the program with educational learning and tools necessary to increase attendance and academic performance.</p> <p>Educate both law enforcement and the local school district within our community of our DMC efforts.</p> <p>Provide all parents with youths in the program, the necessary skills needed to promote/increase better parental skills and supervision.</p>	Two hundred youths age 10-17 years will receive both class room and in-home services focusing on truancy reduction. Project manager to meet with local law enforcement, school officials and juvenile court judges on a quarterly basis to discuss DMC efforts to reduce referrals to Human Services by looking at other alternatives.	80% of 10-17 year old youths referred to the program will increase school attendance.

RACINE COUNTY

Logic Model, cont

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
To reduce the number of minority confinement taking place in the Racine County Juvenile Detention Facility	<p>Provide all youth referred age 10-17 years with delinquent free activity to assist/address their behavior.</p> <p>Work with local law enforcement and local school district in reviewing/modifying their referral policies on youths to the Racine County Juvenile Detention Facility.</p> <p>To provide services to reduce the youths re-offending behavior, such as career building, errors in thinking, and conflict resolutions.</p>	<p>Two hundred youths age 10-17 years old will receive both class room and in-home services focusing on reducing delinquent behavior.</p> <p>Project manager to meet with local law enforcement, local school district and juvenile court judges on a quarterly basis to discuss and implement ways of reducing referrals to our Detention facility.</p>	20% reduction in Racine County minority confinement rate as compared to previous year.

RACINE COUNTY

Program Coverage

The Alternatives to Detention Program is targeted to youth ages 10 to 16 who are under court supervision and who have violated their court order in some way, most typically, by being truant, having in-school behavior issues, or violating curfew. The decision to refer youth is up to each case manager although most generally refer youth under supervision at the point of their first infraction. (Subsequent infractions may engender a different response dependent on the case manager.) The Human Services Department indicates that it refers status offenders, first time offenders, and repeat offenders to the program. It is important to note that ATD is one of many program options for juvenile justice-system involved youth in Racine County and a youth referred to ATD may be participating in other program services at the same time.

Case managers regard ATD as a useful resource to use as an immediate sanction for youth with minor violations of their court orders. Therefore, a youth may have Saturdays added on or repeat the entire five-week series if his/her case manager determines that a sanction is warranted short of a 72-hour hold or longer term placement in secure detention. At this point in time, there is no limit on the number of times a youth can be referred to ATD if case managers think the program will help them.

Program data provided to OJA for the second year of operation indicated that 209 youth were served. Of these, 62% were male and 38% female. The ethnic breakdown of participants was: 31% White, 17% Hispanic, 52% African –American, less than 1% Native American and 0% Asian.

Fidelity and Dosage

Fidelity: The program is consistent insofar as it operates at the same time every week, focuses on the same general set of topics, and uses the same variety of instructional/discussion approaches. It is not consistent, however, in the way that a curriculum-based program using a cohort structure would be. In other words, if when a youth was referred to ATD, he/she joined a cohort or group of youth and they all started at Week 1 and stayed together through Week 5; and if each cohort of youth participated in the same activities at the same time, the program would have a much higher level of consistency. At the same time, it is important to note, that the ability of case managers to use ATD as an immediate sanction is regarded as a big plus in the system; thus, supporting the rolling admissions approach.

Dosage: Youth referred to the Alternatives to Detention Program are expected to attend five (5) Saturday morning sessions which run from 9:00 a.m. to 1:00 p.m. Occasionally a youth is required by his/her case manager to attend additional sessions as a result of an infraction of some type; and often youth are required to repeat the entire course of five sessions because of a new probation violation which would otherwise result in placement in secure detention. Therefore, a youth who completes the standard Alternatives to Detention Program would have 20 hours of contact time over a period of five weeks with project staff and activities.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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RACINE COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Youth referred if they commit a violation of supervision order, i.e. truancy, in-school behavior, curfew, and would otherwise be considered for placement in secure detention; youth who comply fully with court orders are generally not referred; therefore, the program targets youth with a higher probability/incidence of court order violations and possibly recidivism as well.
	More intensive treatment to higher risk offenders	Referral to program not currently based on formal risk assessment; youth who commit additional infractions of their court orders may be required to attend additional sessions; however, the program content itself does not change to address needs of youth at different risk levels
Need	Targets anti-social attitudes, values or beliefs Targets substance abuse Targets lack of empathy Targets impulsive behavior	All of these topics are addressed in various forms by the activities implemented at the Saturday sessions.
Treatment	Focuses on current factors that influence behavior	Program uses scenarios, videos, and other means to focus on current situations faced by youth including family difficulties, issues with peers, substance abuse, and others.
	Action-oriented	Although there is discussion of how to address different situations, there is not explicit outside of classroom goal-setting that would encourage youth to pursue changed behavior, i.e. what are your goals for school this week?
	Offender behavior appropriately reinforced	Weekly reports sent to case managers by program operator and youth; no set policy regarding sanctions for non-attendance or bad behavior at the sessions; case managers may report non-compliance to court or add another Saturday as sanction. Variation exists between case managers and between cases of the same case manager.

Principles of Effective Intervention, cont.

Principle	Dimensions	Comment
Program Fidelity	Program delivered as designed	Program was loosely conceptualized by its designers; original operator's proposal indicates more therapeutically-oriented services and a much more structured session schedule. Program has been designed while implemented; on the plus side, this means that as the program matures, knowledge about what works and what doesn't grows; on the down side, the program is too fluid to enable replication or rigorous outcome evaluation.
	Program based on specific, theoretical model	Program uses some evidence-based materials; however, the program is not based on a specific, theoretical model.
	Workers trained in program delivery and have trained supervision	Program operator (St. Aemilian-Lakeside) provides extensive training for staff; program coordinator has extensive youth work, care coordination and residential treatment experience and provides trained supervision to staff.
	Printed materials describe program goals and content	Only the project logic model (generated for the evaluation), DMC proposal, and original operator proposal provide written descriptions of program; however, the evaluation team did not obtain a written program description that might be shared with parents or community partners.

RACINE COUNTY

Barriers to Implementation

This is a program that has been operated in a fairly consistent fashion by the same program coordinator since its inception. Areas that have presented challenges include:

- Getting youth to bring homework to the program to receive tutoring help has not work well; youth will occasionally bring work at finals but they are not enthusiastic about doing homework at the sessions;
- Lack of consistency in referrals from case managers and in how case managers respond to youth missing sessions or acting out in a session;
- Increasing number of youth who are repeating their participation in ATD;
- Difficulties in tracking outcomes in terms of school attendance and delinquency referrals;

Potential areas for program development: Several ideas were suggested to improve ATD's impact. These included: more guest speakers, opportunities for field trips that would expand youths' horizons beyond Racine, expansion of program hours to include after-school sessions, expanding access to other resources, including AODA services (at the time of the evaluation, the addition of an RADC-level AODA specialist was planned), and additional strategies for outreach to parents.

Satisfaction with Program Quality

ATD is one of many service options offered to youth in Racine County's juvenile justice system. It was identified as a major strength in the juvenile justice system by several key stakeholders and is regarded as a very valuable resource by HSD case managers. There was a consensus that the program kept youth from secure detention. Youth reaction to the program which was gauged during a brief group interview after a session was moderately positive but the evaluation team was not able to talk with parents about their views of the program.

Evaluability Assessment

In order to determine the relative impact of this intervention compared to others (conduct an outcome evaluation), the program would have to make several changes:

- Establish greater uniformity in who is referred to the program and how often they can be referred;
- Standardize the program offerings so that there is greater certainty that each youth will have been exposed to the same material in the same fashion;
- Create a data system capable of tracking outcomes relative to youths' acquisition of new knowledge and skills as well as their follow-up behavior in school and the juvenile justice system.

RACINE COUNTY

Youth and Parent Feedback

Youth Focus Group

The Racine youth feedback session was the first such session conducted for the six-county evaluation project. Unlike the other focus groups which were specially convened for the purpose of feedback, the evaluation team conducted the Racine youth focus group at the end of a normally-scheduled Saturday morning session. This meant that the group was much larger than a normal focus group (18 youth vs. 5 to 8) and already tired of being in a group setting. While valuable information was generated from the Racine youth feedback session, the experience encouraged the evaluation team to rethink the focus group questions and strategy before embarking on conducting groups in the remaining five counties.

The dynamics of the program session carried over into the focus group; in both, there was a group of boys who talked among themselves constantly, made sarcastic remarks and generally tried to divert the discussions. This had the effect of discouraging less vocal participants from contributing to the discussion.

Central to the feedback session was youths' sense of how the program had affected them. One young man joked that he had been getting fewer blue slips (disciplinary referrals) at school, but that was because he had been suspended and not in school to get blue slips. Another commented that if he wasn't in the program, he would be home sleeping but that he would rather be in the program than in detention. Finally, youth began to comment on how the program really affected them and what they had learned:

- Feel like adults are telling us things that will help us.
- Whatever I do affects the future.
- I need to change my attitude.
- I'm worried about drugs. I can make one mistake and that's it.
- I need to stay focused.
- Adults try to help us change our ways.

When asked how they would improve the program, youth made the following comments:

- Have learning sessions and non-learning (recreation) sessions
- Less boys.
- Not exist at all – it's boring.
- Podcast service.
- We have friends in detention, they're jealous that we're in ATD.

In summary, the Racine youth generally felt that participation in ATD was a chore, something they did not want to do and something they didn't particularly enjoy. They did, however, seem to understand that the alternative to ATD (detention) was worse and, thus, felt ok about having to attend the Saturday sessions. From observation, it was evident that many youth enjoyed some of the specific activities and there were also youth who had formed good relationships with staff. However, the response of the youth generally reflected program staff's view of the program as a true alternative to detention; time that needed to be spent to meet an obligation resulting from an infraction of some sort.

RACINE COUNTY

Parent Focus Group

In order to gain input from parents and conduct an observation of the home visiting component of the ATD program, the evaluation team’s focus group coordinator accompanied Why Gangs staff on two home visits. In one instance, a family was undergoing a crisis due to their child’s behavior and the Why Gangs staff was called in to prevent escalation of a volatile situation. In the other, the family was struggling with a chronic school issue involving conflict between their disabled child and a teacher.

In both cases, the Why Gangs staff worked with the children and the parents to formulate clear plans for behavior and communication, reviewing the plan with each separately and together so that there was agreement by all. Observed was a high level of confidence by youth and parents in the Why Gangs staff and willingness to implement the agreed-upon plans. Because of the sensitivity of the situations, it was not appropriate to conduct further inquiry with parents regarding their views of either ATD or the home visiting component.

RACINE COUNTY

Data Quality Assessment

Racine County Data Overview

The Racine County DMC program is a weekend program from 9:00 am to 1:00 pm for juveniles that are in violation of a court order of a non-violent offense. They are expected to attend five consecutive Saturdays. The program was built around a “Breakfast Club” model which provides tutoring, study skills training, career goals guidance, role playing, and job/employment skills to at risk minority juveniles. This program is one of a menu of program offered by the Racine County Human Service Department (RCHSD).

Data Elements and Collection Methods

The data of for the juveniles in the program is kept in Microsoft Excel spreadsheets and the computer system used by Racine County Human Services for all other programs. No program specific data is kept on the DMC Program participants other than what is on the “Referral for Alternatives to Detention Program” form. (See Racine County Data Index)

Elements tracked by this form:

- Date of referral to alternative to detention
- The worker that referred the juvenile to the alternative program
- The workers contact phone number
- The juvenile’s name
- Date of Birth
- Race
- Gender
- Contact address
- Contact phone

Racine County’s DMC program is somewhat unique in that the juveniles that receive DMC program services are already receiving program services in other areas and DMC “kicks in” after a violation occurs so most of the children that he sees are ones that are already known to Racine County Human Services. The services are closely integrated with other programs to have a special system to track outcomes. Since DMC is a part of other existing programs, the DMC funding allows enhancement of existing programs that also have impact on disproportionate minority confinement and contact.

Pre-program Screening

The “Referral for Alternatives to Detention Program” form documents all other services including the DMC program the juvenile and their family members may be receiving from Racine County and the state to facilitate coordination between programs and avoid duplication of services.

RACINE COUNTY

Points of Data Collection

The form captures the “Family Constellation.” All Names, ages, genders, relationships and addresses of the child’s immediate family even those that may be outside the child’s current residence in an effort to establish knowledge of the juveniles support network.

There is an area on the document to record whether the child is in regular or special education and the circumstances around their educational situation.

The charge or violation that brought the juvenile into the program is listed and the workers suggestions for how many Saturdays the child should attend the program are listed. Specific suggestions for follow-up are documented and provided for the case workers files.

Data Reporting

Attendance reports and status reports from each week are provided to the case workers.

Users of the Data

Information gathered from the attendance and the DMC program are shared with the DMC partners in Racine which include a DMC Board, Judicial and court staff, local law enforcement.

RACINE COUNTY

Project Summary and Recommendations

Racine County's Alternative to Detention program serves a straightforward function. Quite simply, it is an immediate alternative to detention to be used to respond to violations committed by youth under supervision. Case managers like the program; they feel it gives them a way to immediately address a youth's violations, such as truancy or curfew violations; they like the weekly reporting from participants and generally endorse the activities that occur. In essence, they like the Saturday reporting dimension and are glad that useful things happen during the session. They do not appear to expect other results from the program, e.g. improved anger management, better academic performance.

The home visiting component, implemented after the bulk of the evaluation's observations had already occurred, adds another important dimension to the program both in terms of community monitoring and bringing intervention services to parents during points of crisis. At the time of the evaluation observation, there was limited interaction between the Saturday program and the home visiting component; however, that may have been strengthened since that time.

Areas for further study and discussion include:

- Rolling admissions means that a case manager can refer a youth on Wednesday and on Saturday he is sitting in the Alternatives to Detention session. It also means that on any given Saturday, there could be great variations in the size and composition of the group. It also means that not all participants are exposed to the same information or educational processes. This is adequate if program managers want the program to only be a Saturday reporting program. If there are other goals for the program, the rolling admissions policy ought to be reexamined.
- ATD is coordinated by an experienced MSW and two assistants. There are a variety of topics addressed, and many activities use evidence-based materials. However, there is not a curriculum per se, evidence-based or otherwise. An alternative approach would be to take advantage of having youth in 20 hours of reporting/programming by implementing an evidence-based curriculum targeting one or more of participants' most common issues, e.g. alcohol and other drug abuse, violence, or academic issues. The current assortment of activities may work to keep participants occupied during the Saturday sessions; however, this time could possibly yield greater benefit with a more focused approach.

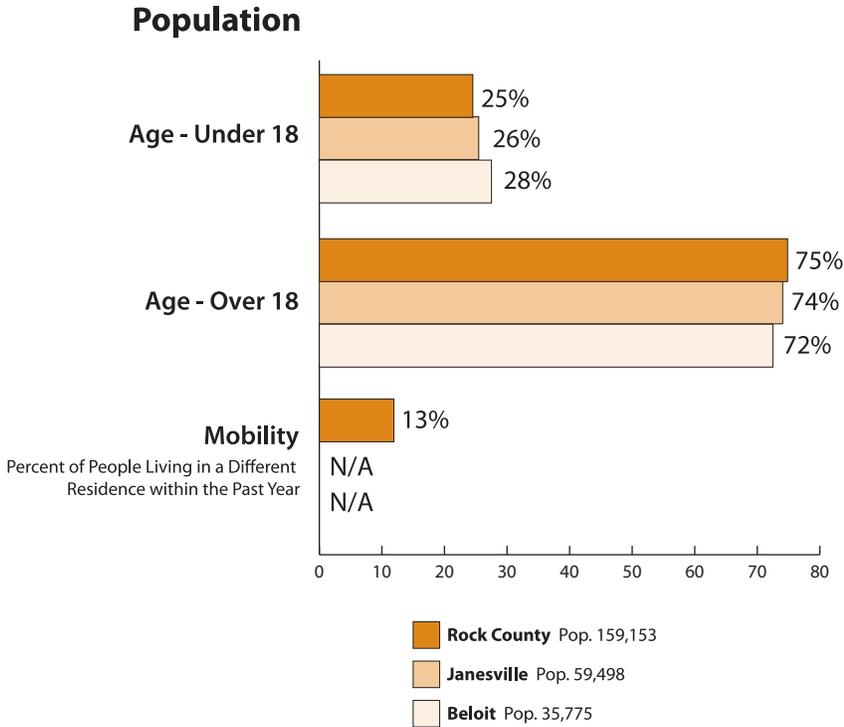
ROCK COUNTY

Demographic and Social Indicators

Overview

Rock County has a total population of approximately 159,000. Eleven percent of the population is minority, lower than the state proportion and lowest among participating counties. Ten percent of all families and 39% of families with a female head of household had incomes below the poverty level. These rates are the highest and the second highest respectively among target communities. The median household income is lower than the statewide average and second lowest among comparison counties.

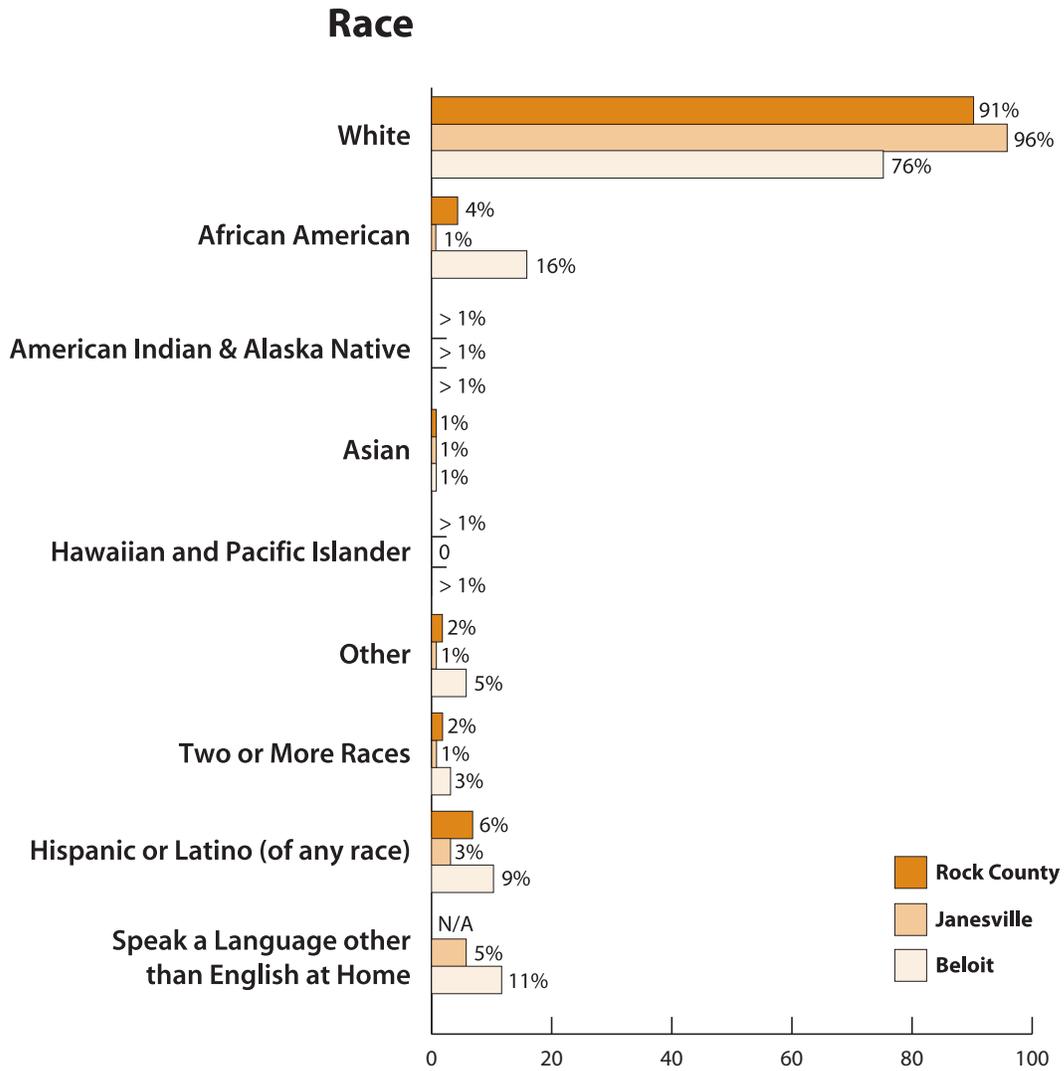
All demographic and social indicator data was obtained from the U.S. Census Bureau, 2006 American Community Survey. Data for the cities of Beloit and Janesville was obtained from the 2000 U.S. Census. All school data was obtained from the Wisconsin Department of Public Instruction.



Specific Indicators

In 2006, Rock County had a total population of 159,153. Twenty five percent of the population was under 18 years of age, consistent with the statewide and comparison county proportions. Mobility - percent of person’s living in a different residence within the last year including relocation from other counties or states – was 13%, lower than the statewide rate of 15% and second lowest among the six participating counties.

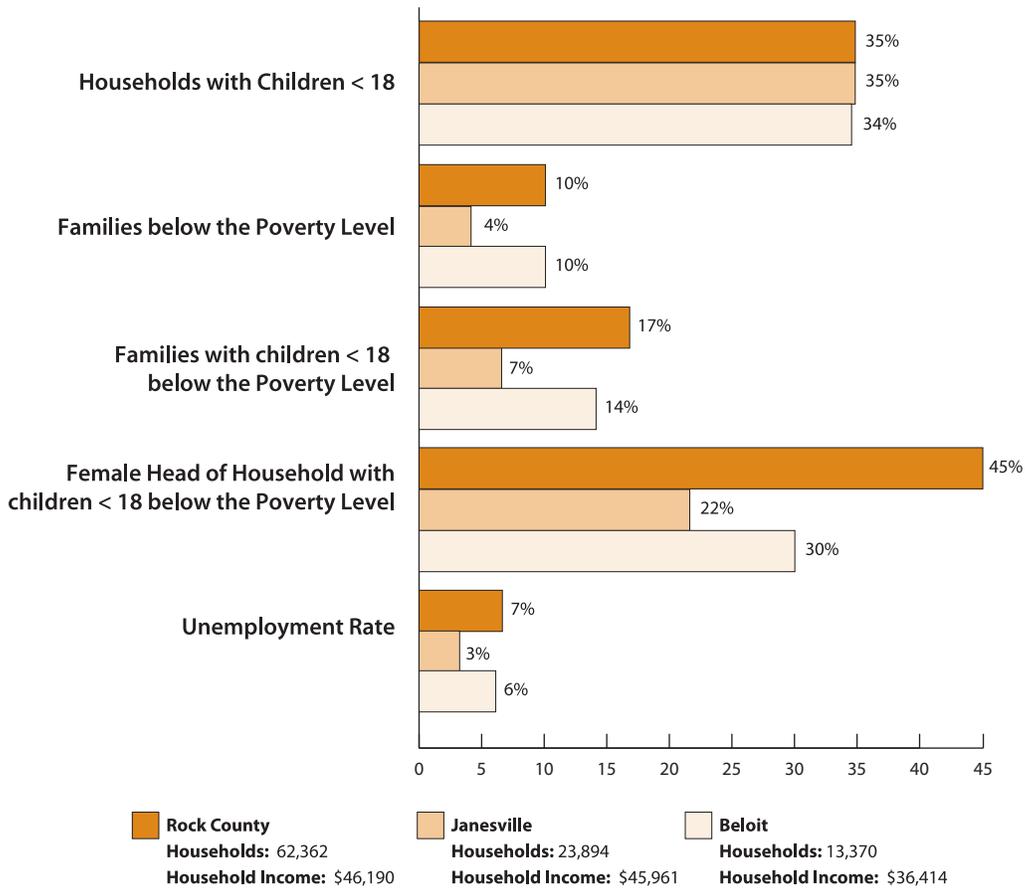
ROCK COUNTY



For people reporting one race alone, 11% of the population was minority, lower than the state proportion and lowest among participating county. African Americans made of 4% of the population with Hispanic or Latino ethnicity of any race making up 6%, lower than the statewide percentage of 15% and second lowest among comparison counties. Two percent reported 2 or more races. The percentage of the population that reported speaking a language other than English at home was too small to calculate.

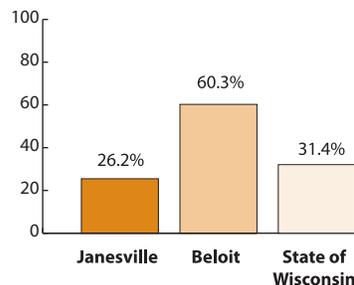
ROCK COUNTY

Household & Income



In 2006, there were 62,362 households in Rock County. Thirty five percent of the households in Rock County have children less than 18 years of age. This is consistent with both statewide and participating county rates. Ten percent of all families and thirty nine percent of families with a female head of household had incomes below the poverty level making it the highest and second highest respectively when compared with participating counties. The median household income of \$46,190 is lower than the statewide median and the second lowest among comparison counties. The unemployment rate was 7%, higher than the statewide rate of 5.5%.

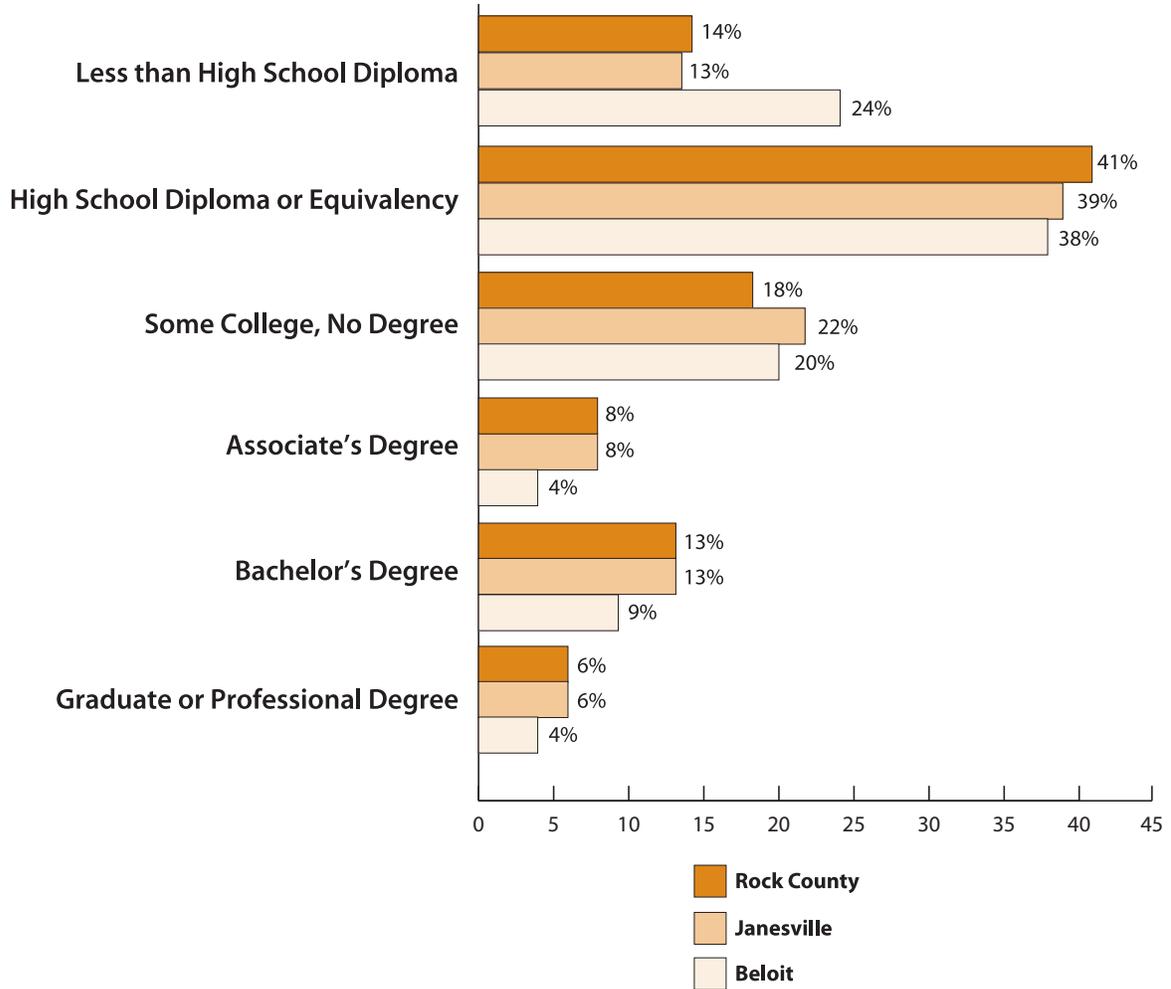
Percentage Eligible for Free or Subsidized Lunch 2006-2007



Disproportionate Minority Contact County Project Evaluation

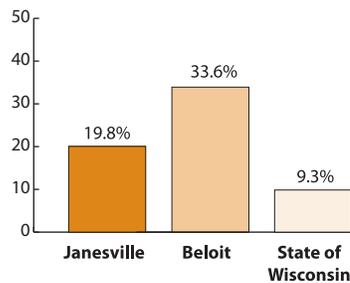
ROCK COUNTY

Educational Attainment



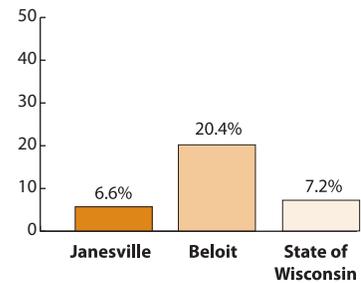
In 2006, 86% of the people over 25 years of age had graduated from high school with ten percent having dropped out of high school which is lower than the statewide rate of 12%.

Truancy Rate 2006-2007



	Janesville	Beloit	State of Wisconsin
Total Enrolled PreK-12	10,375	6,862	841,722
Number of Students Habitually Truant	2,052	2,303	78,123

Suspension 2005-2006



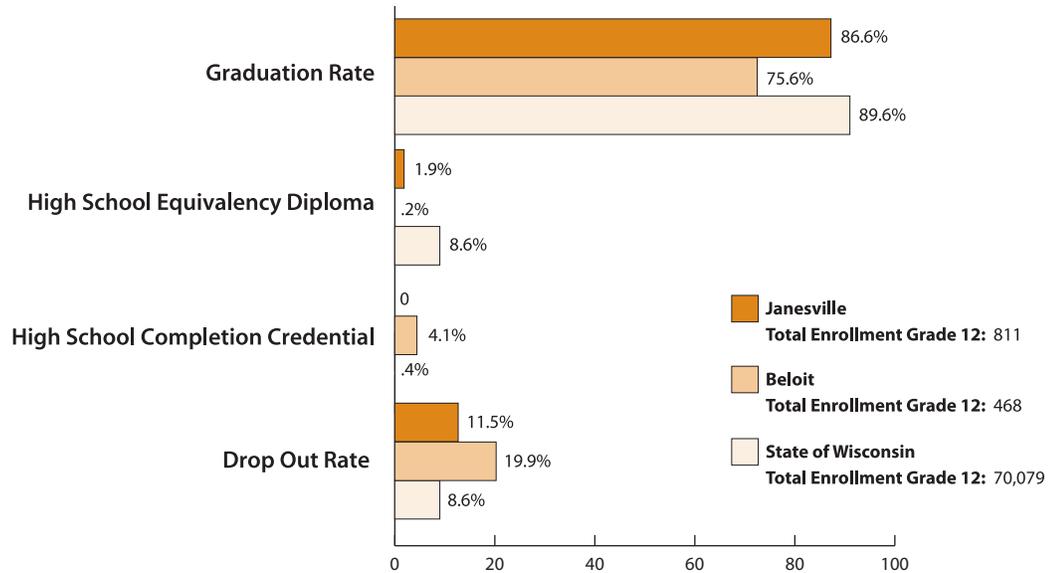
	Janesville	Beloit	State of Wisconsin
Total Enrolled PreK-12	10,589	7,169	874,098
Number of Students Suspended	699	1,460	63,089

Disproportionate Minority Contact County Project Evaluation

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ROCK COUNTY

High School Completion Rates 2006-2007



Rock County presents a very different picture relative to educational measures due to the presence of two urban centers: Janesville and Beloit. For example, the percentage of students eligible for free or subsidized lunch (a commonly used indicator of the prevalence of low-income families) is 26.2% in Janesville, 60.3% in Beloit and 31.4% in the State as a whole. Similar patterns are evident in other areas. The truancy rate in Beloit indicates that 33.6% of students were classified as habitually truant (5 or more unexcused absences in a semester) compared to 19.8% of Janesville students and 9.3% of students statewide. Suspensions were much lower in Janesville at 6.6% compared to 20.4% in Beloit. The statewide suspension rate is 7.2%. There were 58 expulsions in Janesville in the 2005-2006 school year and 71 expulsions in Beloit. The Beloit drop-out rate was 19.9% in the 2006-2007 compared to 11.5% for Janesville and 8.6% for the State as a whole.

ROCK COUNTY

Stakeholder Views

To prepare for the Stakeholder Interview portion of the Community Profile, a member of the Evaluation Team attended an internal Rock County Health and Human Services DMC Work Group meeting on December 20, 2008. The purpose of participation was to attain a basic understanding of DMC programs and delinquency issues specific to the county.

DMC Advisory Committee

The recently reestablished Rock County DMC Advisory Committee is comprised of the following individuals and organizations.

- Dennis Baskin Citizen, Janesville
- Eric Beck Citizen, Janesville
- Jennifer Bishop County Supervisor
- Regina Dunkin Merrill Community Center
- Shelton Evans Citizen Representative, Janesville
- Victor Gonzales Citizen Representative, Edgerton
- Marge Hallenbeck Janesville Public Schools
- Sam Lathrop Beloit Police Department
- Neil Mahan Janesville Police Department
- Minnie Murry Beloit Human Services Board Member
- Erik Nelson Public Defender's Office
- David O'Leary District Attorney's Office
- Misael Rivas Youth Representative
- Angela Snow Citizen, Beloit
- Chris Wesling Beloit Public Schools
- Richard Werner Juvenile Court Judge
- Enix Young Parent, Community Representative

Stakeholders Interviewed

Stakeholder interviews were conducted on February 11, 2008. Interviewees included:

- Charmian Klyve Human Services Department Director
- Sam Lathrop Beloit Police Chief
- Erik Nelson Public Defender's Office
- Dan Niedfelt District Attorney's Office
- Richard Werner Juvenile Court Judge
- Chris Wesling Beloit Public Schools

ROCK COUNTY

Themes

At the time of the stakeholder interviews, the need for the DMC Advisory Committee to become more effective was identified. Since then, the DMC Advisory Board has been reestablished as an official, ad hoc, county committee. Relationships among stakeholders received mixed reviews. While collaboration appears to have improved in recent years, turf issues and defensiveness on behalf of major institutions may be serving as an obstacle to policy change.

Specific DMC oriented programs and related interagency workgroups were highlighted as important resources by participants. The Merrill Community Center was particularly recognized for its comprehensive neighborhood based programs.

The need to continue to provide training and oversight to probation officers was identified as needed to increase DMC sensitivity and to assure full utilization of diversion programs. The importance of leadership within the schools and ongoing teacher training was also recommended. The Beloit Police Department was characterized as open and willing to participate but also as reactive and in need of more alternatives and discretion at the point of arrest.

ROCK COUNTY

Interview Results

Root Causes of Delinquency

"The justice system is forced to make up for parental deficits." The lack of family and community structure resulting from ineffective parenting, AODA issues, single parent families, lack of male role models, teen pregnancy and its subsequent disruption in educational achievement and parental incarceration were identified as the root causes of juvenile delinquency in Rock County. A significant number of justice involved youth were identified as being involved in the child welfare system. *"Children are not provided for or put first."*

Also cited as contributing to the justice involvement of youth were views that poverty and parental deficits are generational and that service systems lack an understanding of adolescent brain development. Related to these root causes are a lack of value for education and the development of future life goals, peer pressure and youth violence. The prevalence of gang activity was noted in Beloit and is thought to be emerging in Janesville. In some cases it was noted that kids are joining gangs when they are as young as 11 years old.

Adequacy of DMC Programming

While a few participants thought that *"stakeholders are willing to work together,"* that *"there is open dialogue,"* and that *"people are trying to break down barriers to prioritize youth and look at outcomes holistically,"* other stakeholders did not share this perspective.

"The DMC Advisory Committee lacks a cohesive juvenile justice philosophy and programming is not consistent with DMC principles." The existence of *"turf issues,"* the lack of communication and understanding among stakeholders and the need for more data monitoring were also identified. One stakeholder summarized these differing views by stating *"some positive change can be seen."*

Major System Strengths

"Specific DMC programming has been a great asset." It was noted that almost every case reviewed by intake gives Human Services staff the authority to recommend alternatives. Stakeholders expressed great value for DMC oriented programs operated out of the Merrill Community Center. In particular, the First Time Offender program, Detention Diversion programming and the Mentoring program were highlighted.

The new Daytime Curfew Ordinance was recognized as a positive policy and program change. This ordinance gives police officers the right to stop youth if they are not in school during the day. If truant, youth are dropped off at reporting center, parents are contacted, and an option to defer the truancy ticket is provided if the youth fulfills the provisions of the contract.

The leadership provided for DMC from the Human Services Department, and the willingness of the Beloit Police Department and the Beloit School District were identified as additional strengths within Rock County. In particular the Safe Schools Committee was identified as *"vibrant"* and the interagency Truancy Committee was recognized for its impact. Overall, participants acknowledged a strong communication network above and beyond the DMC across major institutions.

ROCK COUNTY

Major Challenges

Many interviewees stated that probation workers have too much influence on case disposition. *“Probation workers are gatekeepers and drive all the motions brought forward.”* Front line workers may not be *“tuned in”* to the goals of their supervisors and require more training. The need for more resources so that workers can give each case more attention based on decreased case loads was recommended. At the same time, it was noted that staff turnover is low among probation officers and that staff are experienced. Still, Detention Diversion Specialist review all DMC related referrals to ensure that diversion options are fully considered.

The need for more accessible community based services and resources for mental health and AODA treatment was acknowledged. It was identified that a new treatment capacity is in the process of being established in Rock County which did not require additional resources but resulted from system level networking.

“Schools need to address behavior problems within the school environment – especially within middle schools.” Some schools readily refer to the Police Department who were described as feeling the need to respond with an arrest. It was proposed that the Beloit Police Department needs more options at this point of interaction.

Significant Changes Affecting System

To assure a higher level of awareness of DMC issues, systems change and accountability, the DMC Advisory Committee was reformed in 2008 as an official County Committee with several new members. Stakeholders hope that the process of formalizing and increasing the visibility of the DMC Advisory Committee will result in better outcomes and quicker action.

“The School Board is solely focused on academics rather than the total needs of the student.” It was shared that the Beloit School Board may approach discipline in a penalizing manner and may have become more traditional and punitive in recent years based on the election of new Board members.

The loss of family sustaining jobs due in part to the demise of Beloit Corporation which folded in the 1990's resulted in a loss of good paying blue collar jobs. As a result, it is perceived by some that there is a very small middle class in Rock County.

ROCK COUNTY

Major Changes

"Treating 17 year olds as adults within the court system is a problem." The need to reinstate 17 years olds to juvenile court was identified as a priority to effectively address DMC rates.

The Drug Court established in recent years via the Criminal Justice Coordinating Council was identified as a progressive effort whose philosophy could be applied to Juvenile Court.

Alternative community and school based programs such as an alternative middle school, after school programs, the Eclipse Center, and the Merrill Community Center was identified as examples of innovative program changes.

"Detention is often used inappropriately." The change requiring that supervisors (Detention Diversion Specialist) review all sanctions was identified as positive step.

Quality of Engagement and Collaboration

"Collaboration has been better over the last 3 years." While collaboration was identified as "good" it was also described as "somewhat guarded." Stakeholders felt that overall institutions are more aware of the DMC problem and that there is greater commitment to diversion programs. At the same time, some participants' questioned if change is "filtering throughout the institutions represented." One stakeholder stated that "DMC programs may not be addressing the root cause of the issue." Turf issues between the Judiciary and Rock County Human Services Department were identified as an obstacle. This disagreement was described as based on differing viewpoints related to confidentiality and alternative versus duplicative community programs.

"Schools lack resources to fully address the DMC issue." Discipline was described as emerging as a major issue within the schools. Schools are committed to decreasing DMC rates, and there is a high awareness among principals, but resources and high level leadership are lacking. Significant differences between school systems were identified. Janesville schools were characterized as much quicker to call police while Beloit schools appear more skilled at resolving problems internally. A public-private sector, multi-institutional Interagency Truancy Task Force exists to address the truancy problem in Beloit as was identified as a major asset.

"The Police Department is open to working collaboratively on DMC issues." The strong relationship between the Beloit Police Department (BPD) and the Beloit schools was noted. The need to give officers more discretion and options to prevent arrests was identified. The need for more School Resource Officers was also identified. Several stakeholders felt that the BPD disproportionately and aggressively polices the Merrill neighborhood resulting in more arrests. While the BPD is willing to conduct and share data, it wants to do so in a way that is seamless and does not result in more time dedicated to documentation at the expense of assuring community safety.

ROCK COUNTY

Needs

“More resources are need for Probation, the Courts and the DA.” The need to decrease case loads for Probation officers to assure more contact with youth and access to diversion programs accompanied by additional training was proposed.

“We need more AODA and mental health resources for youth.” Overwhelmingly, this need was identified across stakeholders interviewed.

“More community-based programs and supportive services within schools are needed.” Additional early interventions and programs in high risk neighborhoods aimed at community organizing and greater community involvement in DMC decisions and programs were recommended along with more tutoring and mentoring in the schools.

“We need to evaluate outcomes on an ongoing basis.” The need to assure data driven decisions based on a comprehensive assessment and programmatic outcomes, across all stakeholders, was proposed to inform the redesign the juvenile justice system.

“Full collaboration and open channels of communication are needed to address turf issues.” The need to develop better information sharing protocols was identified as needed to better integrate services and to enhance partnerships across institutions.

ROCK COUNTY

Other DMC Policy Initiatives

Each county DMC coordinator was asked to describe other programs, policies, and practices that were developed over the past several years to address DMC.

Rock County Goals/Strategies to Address DMC

- Lower RRI value for cases involving admission to secure detention;
- Develop and use data to understand and directly address factors impacting the RRI at the point of admission to secure detention;
- Utilizing information from data analysis project, add diversion options for those youth at risk of admission to secure detention.

Rock County Activities Related to DMC since 2002

- Initially, developed a DMC advisory committee; reconstituted recently with broader membership through county ordinance;
- Designed data systems to monitor juvenile justice activities, including detention placements;
- After analysis of sanction and detention data and concurrence from Judge and ADA, developed an alternative to sanction usage in detention for probation youth with compliance and minor offense issues;
- Instituted supervisory review of sanction requests
- Through community center activities in Beloit strengthened coordination with both Beloit schools and Beloit Police Department;
- Directed probation staff to utilize diversion project for youth being considered for detention sanction;
- Broadened internal data capabilities to monitor individual probation staff and supervisory staff to determine (1) if youth were being diverted to the program; and, (2) if detention admission/placements of minority youth were decreasing.
- Instituted a managerial, weekly review of detention admissions;
- Cooperated with local media to highlight the success of some Beloit area youth;
- Mandated and delivered diversity training to probation staff; and,
- Sought and obtained national foundation funding to support major changes in juvenile justice system.

ROCK COUNTY

Future Strategies/Activities

- Establish and maintain a solid, working relationship with new Juvenile court Judge;
- Train diversion and probation staff in evidence-based skills training;
- Through new contract, formalize access to AODA treatment for youth;
- To highlight importance of new programs and efforts, create a new division for diversion programming reporting directly to Division Manager;
- Work with NCCD to develop a RAI for detention admission screening;
- Pilot an intensive monitoring project operated by Milwaukee-based Running Rebels Community organization in both Beloit and Janesville as a diversion from correctional placement;
- Working with Janesville Public Schools, place a certified teacher within the Janesville Community Center for those youth expelled from regular classes;
- Assess all arrests, with data and assistance from local law enforcement to determine impact on detention admissions;
- Seek and develop resources to assist in the capability to monitor and measure youth, staff, and overall activities and provide viable, evidence-based program options for youth and their families.

ROCK COUNTY: DMC DETENTION DIVERSION PROGRAM

Project Assessment

DMC Context

The Rock County Relative Rate Index (RRI) data for 2006 are shown below.

Decision Point	Black or African American	Hispanic or Latino	Asian	American Indian or Alaska Native	All Minorities
Juvenile Arrest	4.31	ND	0.50	ND	2.02
Juvenile Court Referral	1.34	ND	ID	ND	1.71
Diverted before Adjudication	0.72	0.62	ND	ND	0.70
Secure Detention	0.80	0.37	ND	ND	0.70
Cases Petitioned	0.98	0.99	ND	ND	0.99
Delinquency Findings	0.97	1.04	ND	ND	0.98
Probation Placement	1.04	0.98	ND	ND	1.03
Secure Correctional Placement	ID	ID	ID	ID	ID
Transfers to Adult Court	1.85	ND	ND	ND	1.65

The highlighted data is identified as statistically significant.

Like the other DMC counties, Rock County's greatest racial disparity exists at the front door of the juvenile justice system, where the African American juvenile arrest rate per 1,000 is more than four times the rate for White juveniles. Other areas of concern include pre-adjudication diversion, and transfers to adult court. In 2006, African American, Hispanic, and "All Minorities" were less likely than Whites to be placed in secure detention. Diversion from secure detention is the focus of Rock County's DMC project: DMC Detention Diversion Program.

Disproportionate Minority Contact County Project Evaluation

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ROCK COUNTY

Program Description

The Rock County DMC Detention Diversion Program functions as an alternative to detention for juveniles on probation who have violations that would result in sanctions. The program was a 12-week, 3 sessions per week, series that operated after school, roughly from 3:30 to 5:30 Monday, Wednesday, and Thursday. Community service activities and recreation/special events were scheduled on Fridays. The program had a policy of rolling enrollment; in other words, youth would go to the program as soon as referred (more or less) and any given group could have newcomers as well as youth about to finish the series.

In addition, youth who were suspended or expelled would spend the entire school day at the program. Part of their day would be spent in one-on-one counseling and case management activities geared to the student's re-entry to school, if possible. Staff would also obtain their school assignments and assist them with homework at the Center. As the program evolved and in an effort to forestall suspensions and expulsions, the program encouraged schools to call them if a program participant was having trouble in school. To avoid further negative consequences, program staff would pick up the student and bring him/her to the program to finish out the day. At the time of program observation, there was an average of four students at the program on an all-day basis.

The program is housed at the Merrill Community Center, a non-profit organization located in Beloit's Merrill Neighborhood, a lower income, predominantly African American community. The Merrill Community Center is housed in a small multi-purpose building; programs include an after school education and recreation program for children ages 7 to 12 years, senior programs for people age 50 and over, and the teen program (DMC Detention Diversion and First Time Offender programs). The Merrill Community Center's reputation in the neighborhood and the broader community is an important asset for the county's diversion programming.

The after school program activities were organized into two age groups, roughly ages 10 to 13 and ages 14-17 although staff would occasionally reassign an older youth to the younger age group because of maturity or cognitive issues. The Monday session focused on AODA education; Wednesday addressed anger management; and Thursday focused on academics.

AODA education activities were taken from the Prime for Life curriculum with the focus on helping participants understand the risks and consequences of AODA use. The anger management activities were described as using a cognitive thinking/how to rethink approach; however, the evaluation team was unable to obtain a copy of the program manual.

Observation of the group sessions was, however, very informative. The groups were generally very small – from two to five youth. Each session included a lesson and several activities. Group facilitators (juvenile diversion specialists) used several different strategies to engage participants in reflection and interaction. An example is a session on anger management. The facilitator posed the question: "What can make you angry?" The participants then brainstormed a list of things that bother them: pushing, shoving, people talking behind my back, disrespect. Then the facilitator discussed an overarching approach to situations that might make them angry: REMOVE YOURSELF FROM THE SITUATION. Setting this as the first step in anger management, the facilitator then solicited ideas from youth about ways to handle their anger: work on something else, exercise, write in a journal, use a stress ball, punch a pillow, or call someone. Interaction was very good with each youth making a contribution at one or more points in the discussion.

ROCK COUNTY

In addition to the provision of curricular material, many sessions included mentoring sessions in which students from Beloit College would come as a group to provide tutoring help or engage in an activity on a one-on-one basis. An example is an activity in which each team of youth/mentor was asked to complete a Lego construction based on specific directions. The idea was to promote following directions, working as a team, and problem-solving.

School tracking was an area of major emphasis for the program. Staff collected information about participants' attendance on a daily basis, often visiting schools to check on students or address specific issues.

Parents are contacted by phone on a weekly basis. Weekly parent sessions were initially planned but parents were reluctant to participate. (A note: a parent focus group was not conducted in Rock County for the same reason.) Over time, the reputation of the program as a helpful entity – with school and probation issues – has encouraged parents to be more communicative.

In addition to the school monitoring and after school activities, program staff members do a fair amount of 'customizing.' In other words, they will look for opportunities for participants to become engaged in other positive activities such as the Boys and Girls Club, school sports, or jobs, and then help youth make and sustain those connections. Moreover, staff members provide transportation – often picking up students at school for program activities and returning them home afterward.

Both program staff members (juvenile diversion specialists) appear to be well-prepared for their jobs; both are certified in Prime for Life and ART. They seem very able to connect with the participants, maintain orderly groups, include diverse opinions, and move the process along to a productive result. Both juvenile diversion specialists are White women; however, additional staff (aides) and volunteers offer the potential for greater diversity.

Program Change: Program length will be reduced from 12 weeks to 6 weeks. Rolling enrollment will be replaced by establishing fixed cohorts of youth, i.e. a group of youth starts and finishes the 6-week program together. Youth will be worked with in two age groups: 10-14 and 15-17. The program will more fully utilize evidence-based curricula; namely, Prime for Life and Aggression Replacement Training (ART). Both are evidence-based practices. Prime for Life is an alcohol and other drug abuse education program designed for high school and college age students (ages 13-20); it was designed specifically for target populations with a history of making poor/high risk choices with regard to alcohol and drug use. ART is a comprehensive skill building program aimed directly at the reduction of aggressive behavior in youth. The program includes three primary components: anger control, moral reasoning and social skill competence (skill streaming). Both program staff members have received training to become certified in the delivery of these curricula.

In addition, the program now operates in two locations: Merrill Community Center in Beloit and First Congregational United Church of Christ in Janesville. In both settings, the juvenile diversion specialists will have two program aides to assist in group activities.

ROCK COUNTY

Program change: Two sessions of the program using the new ART were observed as well. One session focused on the impact of violence. After a video presentation and review, youth participated in a mind-mapping exercise, identifying the impact that violence can have on victims. Youth participated in mapping negative consequences of violent acts and, by answering a series of discussion questions, mapped out the impact of violence on family, friends, school and the community in general. The quality of the discussion indicated that youth had increased their knowledge about the impact of violence and had a greater understanding of the physical, emotional and relationship damaged caused by violence. While the presentation itself was somewhat lengthy, the participants maintained interest as evidenced by their enthusiastic participation in the question and answer session at the session's end.

Another session utilized a structured group discussion method and role playing to address two areas: how to ask for help to solve a problem and how to gain self control. In both opening and closing, the facilitator used a standard group discussion check-in method that identified immediate feelings to determine the level of receptivity to group dialogue. In delivering the curriculum, the facilitator used a round robin technique, persistently and consistently urging youth to participate and share their thoughts and ideas with the group. While there was some resistance, typical of teens this age, the youth sometimes jokingly challenged the facilitator but were generally cooperative and engaged.

The role-playing for this exercise engaged the facilitator directly with youth in a respectful and fun manner. After each exercise, the facilitator reinforced the technique taught by asking review questions of the group so that all youth were engaged in every role play. Discussion about how to apply the lessons learned in real life also occurred, e.g. with teachers, counselors, school staff, probation officers, friends, and family members. These examples of the new ART curriculum in action suggest that the lessons are packaged in such a way as to be well-received and meaningful to youth and that program staff have the capability to use the curriculum within a framework of healthy group dynamics and open communication.

Theory of Change

The DMC Detention Diversion Project was designed to address the disproportionate number of African American juveniles placed in secure detention as a sanction for probation violations. When initially developed in 2006, the Diversion Project involved weekly meetings for four to five weeks organized by probation staff. When early outcome analysis determined that the impact of that program approach was negligible, the program was redesigned based on a DMC program operating in Orange County, CA to be a 12-week program with three 2-hour sessions per week.

The theory of change as conveyed via logic model, interview, and observation is that the disproportionate use of secure detention to sanction minority youth on probation would be reduced by replacing secure detention with a multi-week series of anger management, alcohol and other drug abuse (AODA) education, tutoring, school monitoring, and community service sessions. The program sought to improve school attendance and academic performance, reduce school behavior problems, increase knowledge of AODA issues, and increase school and community engagement. The program set as its primary long term outcome a 75% decrease in sanction to secure detention for minor offenses and a 55% decrease in such admissions for minority juveniles. *It is important to note that while the program continues to operate as an alternative to secure detention, the program content itself has undergone significant redesign since the time of program observation.*

ROCK COUNTY

This logic model represented the operation of the program at the time of evaluation activities; a redesign process occurring over summer 2008 changed several program elements. These redesigned elements are noted throughout the Project Assessment in paragraphs labeled "Program Change."

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
Referrals of minority youth	<p>Youth on probation who have violated probation for minor offenses</p> <p>Youth who have had short-term detention stays</p>	- Supervisor screening of sanctions	<p>Short-Term: 90% of target population referred to DMC program</p> <p>Medium-Term: 80% of youth referred will complete 12 weeks of programming</p> <p>Long-Term: 75% decrease in sanctions to secure detention for minor offenses</p> <p>55% decrease in the number of minority admissions to secure detention</p> <p>55% decrease in proportion/ratio of minority admission to secure detention</p>
Monitoring of school activities	All program youth	<ul style="list-style-type: none"> - weekly school check/" attendance verification - monitor behavior reports - collect report cards - enrollment assistance for out-of-school youth - teacher contacts - collect missing assignments 	<p>Short-Term: All program participants in school will remain enrolled</p> <p>Medium-Term: 75% of program youth will exhibit and improvement in school attendance</p> <p>Long-Term: 75% of program youth will exhibit an improvement in GPA</p> <p>75% will have reduced behavior referrals from school</p>

ROCK COUNTY

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
Weekly tutoring	All program youth with need	<ul style="list-style-type: none"> - help with homework and completing missing assignments - teach study skills and help prepare for exams - teach organizational skills / with use of weekly planner 	<p>Short-Term: Youth will complete all missing assignments and complete homework on-time</p> <p>Medium-Term: 75% will demonstrate an improvement in organizational skills by getting homework done on-time and staying caught up with assignments</p> <p>Long-Term: will pass to the next grade</p>
Weekly anger management groups	All program youth with need	<ul style="list-style-type: none"> - participants attend 12 weeks (1x each week) anger management group 	<p>Short-Term: 90% complete 12 week course</p> <p>Medium-Term: 80% will have fewer behavior referrals from school</p> <p>Long-Term: 70% of youth will not get into any further trouble due to anger issues (measured by probation and school records)</p>
Weekly AODA education groups	All program youth with need	<ul style="list-style-type: none"> - participants attend 12 weeks (1x each week) AODA education group 	<p>Short-Term: 90% complete 12 week course</p> <p>Medium-Term: 85% demonstrate increased knowledge of AODA issues</p> <p>Long-Term: 80% decrease in substance use as reported by probation contacts and family</p>
AODA Treatment	All program youth with need	<ul style="list-style-type: none"> - youth will participate in group or receive individual treatment as needed – 8 weeks - 3 x a week 	<p>Short-Term: 90% complete 8 weeks</p> <p>Medium-Term: 75% will have no positive U.A.</p> <p>Long-Term: 70% decrease in substance use as reported by probation contacts and family</p>

Disproportionate Minority Contact County Project Evaluation

ROCK COUNTY

Logic Model

GOAL	OBJECTIVE	OUTPUTS	OUTCOMES
Weekly community service activities	Court-ordered program youth	<ul style="list-style-type: none"> - 12 weeks of community services –2 hours per week - at the Merrill Community Center 	<p>Short-Term: 100% complete 12 weeks</p> <p>Medium-Term: 90% demonstrate increased knowledge of the importance of helping the community</p> <p>Long-Term: 60% continue to volunteer at the MCC or seek out other community volunteer activities</p>
Weekly Parent Contacts	All program youth's parents	<ul style="list-style-type: none"> - staff contact parents weekly to discuss: attendance, behavior reports, parent concerns, progress 	<p>Short-Term: 100% weekly contacts</p> <p>Medium-Term: 60% of parents will remain in contact with staff to discuss ongoing concerns and identify further needed resources</p> <p>Long-Term: 70% of parents feel more engaged in youth's activities</p>
Opportunities to earn incentives (field trips, movies, flying, baseball games etc.)	All program youth	<ul style="list-style-type: none"> - program youth earn points after every 9 groups attended with good behavior – points to be used towards incentive activities 	<p>Short-Term: 70% will earn incentives</p> <p>Medium-Term: 65% will become engaged in more positive after school activities</p> <p>Long-Term: 50% will remain engaged in more positive after school activities</p>

Disproportionate Minority Contact County Project Evaluation

ROCK COUNTY

Program Coverage

Program participants are juveniles, ages 10 to 17, who are already on 12-month probation orders and who have violations that would result in sanctions. Typical violations include disorderly conduct, battery, and minor drug offenses. The program does not take youth who have been involved in violent crimes involving weapons or whose behavior is such that the program location does not provide a sufficiently secure setting. Sex offenders are not eligible for the program. A youth is referred to the program by his/her probation officer after consultation with the program coordinator. Admission to the program takes into account factors such as the current mix of participants, presence of relatives in the program, and potential issues relating to gang affiliations of current and prospective participants.

Program data for the period April 1 to December 31, 2007 indicates a total of 38 youth served. Of this total, African American youth comprised 74.0% (28), White youth comprised 21.1% (8), Hispanic youth 5.3% (2), and there were no Native American/Alaskan Native or Asian/Pacific Islander youth. The population served was predominantly male (73.7%).

Program Change: Rock County will be implementing a new Youth Assessment and Screening Instrument as part of a juvenile justice system reform to enhance probation, diversion, and detention decision-making so that it is both more consistent across probation officers and linked to a system of graduated sanctions. Administration of the Youth Assessment and Screening Instrument will occur every 90 days while a youth is under supervision.

ROCK COUNTY

Fidelity and Dosage

Fidelity: The DMC Detention Diversion Program operated in a manner consistent with its logic model in terms of accepting referrals of youth who had violated probation, monitoring school attendance and behavior, providing weekly tutoring, conducting weekly AODA education and anger management groups, supervising community service, and engaging youth in AODA treatment as appropriate. A manual outlining the 12-week program was referred to by the program coordinator but not supplied to the evaluation team.

There appeared to be two important deviations from the logic model. First, in an effort to stem the flow of school suspensions, the program offered the Beloit School District (BSD) the option of sending students to the Merrill Center. In other words, a student who was about to be suspended or, worse, referred to the Beloit Police Department, would be allowed to go to the Merrill Center for the day where DMC Detention Diversion staff would supervise him/her, assist with school work, and help the student quickly return to school. This appeared to be a sensible way to deter suspensions and new probation violations; however, over time, the program was called upon to do more and more daytime monitoring of students, essentially becoming an 'alternative to suspension' program for the BSD. This placed new demands on staff and sometimes disrupted program activities.

Second, the logic model refers to AODA treatment capability; namely, group or individual treatment as needed up to three times per week for eight weeks. However, it does not appear that as of mid-summer 2008, this component was in place.

Program change: The availability of the program as an alternative to suspension for BSD has been discontinued; this option has not been made available at the new Janesville site. AODA treatment capacity is planned for implementation shortly.

Dosage: The program involves youth in group program activities for three 2-hour sessions per week for 12 weeks. Many youth also do two or more hours of community service each week as well. Therefore, program dosage for a youth without community service is 72 hours; with community service, the dosage is approximately 96 hours.

Program Change: The new program is considerably shorter in duration (6 weeks) but still involves three 2-hour meetings per week. Community service will be handled as a separate activity. Therefore, the new program dosage is 36 hours.

ROCK COUNTY

Principles of Effective Intervention

Principle	Dimensions	Comment
Risk	Targets youth with higher probability of recidivism	Targeted youth on probation with violations that would result in sanctions; revised program will utilize an assessment and screening instrument to improve referral consistency and follow-up.
	More intensive treatment to higher risk offenders	Additional one-on-one services/attention was a function of participant need; otherwise, participants received the same 12-week program. Revised program will be part of a graduated sanctions approach.
Need	Targets anti-social attitudes, values or beliefs	Anger management sessions addressed these areas. Program Change: ART (Aggression Replacement Training) uses skill-streaming, anger-control training, and training in moral reasoning to reduce aggressive behavior (including impulsivity), increase empathy, and develop more advanced social skills and moral reasoning capacity.
	Targets lack of empathy	See above.
	Targets impulsive behavior	See above.
Treatment	Focuses on current factors that influence behavior	Primary program focus was (and is) on anger management and AODA; youths' day to day experiences are used in discussing these topics.
	Action-oriented	Coaching to assist youth in school re-entry was action-oriented; too early to tell for revised program.
	Offender behavior appropriately reinforced	Youth who commit new probation violations could have extended time in the program (can be sanctioned to program 2 times) or be placed on electronic monitoring. P.O.'s checks on clients at the Merrill Center or were contacted by staff if problems. Program change: weekly communication sheet will be sent to P.O.'s detailing attendance and behavior; staff visits P.O. offices in Beloit and Janesville daily; P.O. is called if client misses a session or is disruptive. Revised program includes an in-depth group orientation explaining program activities and expectations.

Principles of Effective Intervention, cont.

Principle	Dimensions	Comment
Program Fidelity	Program delivered as designed	Program has been revamped since program evaluation activities; too soon to determine program fidelity.
	Program based on specific, theoretical model	Program components include two evidence-based curricula: Prime for Life and ART.
	Workers trained in program delivery and have trained supervision	Workers are certified in both curricula; supervision is well-trained and experienced. Revised program will make greater use of experienced probation officers as program 'subs' and will eventually move two detention staff into new roles as Community Juvenile Officers who will work specifically with diversion sites to transport, assist, and facilitate curriculum.
	Printed materials describe program goals and content	Several reports and logic model detailed previous program approach; evaluation team not aware of materials describing revised program.

ROCK COUNTY

Barriers to Implementation

When observed, the DMC Detention Diversion Program appeared to be a well-thought out, organized approach. Program activities were either in process or about to begin when the evaluation team arrived and there was a sense that the program had a reliable routine with a schedule that was adhered to by adults and familiar to participants. Youth seemed to have a sense of what they were currently doing and what was going to happen next. The group work was topic-specific, the presenters (staff) were well-prepared, and activities seemed purposeful and productive.

The placement of the Beloit program at the Merrill Community Center made it more accessible - physically and psychologically. Other benefits of the location also accrued including providing access for participants to other Merrill Community Center activities, having additional adults in the building to support an orderly and peaceful environment, and connecting county staff to the community at the street level.

Within this context, a few barriers to implementation were evident: 1) the use of the program as an alternative to suspension by the Beloit School District added a level of unpredictability to the day to day operation of the program that may have been counterproductive; 2) program staff and volunteers, with the exception of Merrill Community Center staff, seemed to lack the level of racial/ethnic diversity that would reflect the composition of the participant population; and 3) the location of the program in a high risk neighborhood (a plus on many counts) also had a down side in terms of its accessibility to neighborhood youth who may have been in conflict with program youth for various reasons.

The expansion of the program to Janesville meant that in order to obtain an appropriate program site, the program would need to essentially tighten up on building access – not only in terms of availability to the schools as an alternative to suspension but in terms of the program’s accessibility for other non-program youth. This appeared to be an important component in both planning the Janesville expansion and subsequently rethinking the operation of the Beloit program as well.

ROCK COUNTY

Satisfaction with Program Quality

The DMC Detention Diversion Program was mentioned by several stakeholders as being a major strength of Rock County's juvenile justice system. Available RRI data predates the full implementation of the program which began in late 2006; further analysis of 2007-2008 data is needed to assess the long term impact of the program. As of 2006, however, Rock County's RRI data indicated that African American, Hispanic, and, in fact, all minorities were less likely to be placed in secure detention than White youth. (0.80 RRI for African Americans, 0.37 for Hispanic or Latino, and 0.70 for All Minorities)

The Rock County programs (DMC Detention Diversion, First Time Offender, and other initiatives aimed at reduced DMC in the juvenile justice system) also received national attention in the form of a MacArthur Foundation award which provided a \$300,000 grant (over 3 years) to support continued efforts to reduce racial disparities through improved data collection and analysis and other system improvements such as the implementation of a screening and assessment (risk assessment) instrument to drive program placement and sanction decision-making. Additional funding from MacArthur Foundation has been promised to the County to support additional program enhancements and support dissemination of the data system and program innovations to other localities.

With that said, the program has undergone a fairly comprehensive process of redesign over the past several months. This has included an assessment of the program at the Merrill Center in Beloit as part of the expansion of the program to Janesville. The program as currently designed is of shorter duration, more firmly connected to evidence-based approaches, clearer on mission in terms of focusing specifically on highest risk behaviors, i.e. anger management and substance abuse, linked into a developing set of graduated sanctions to be driven by an assessment and screening instrument, and more outcome driven in the sense of using pre and post tests from evidence-based programs to assess change over and above recidivism. These changes have been supported in part by the MacArthur Foundation award and appear to be part of a larger set of system reforms around the organization of probation services and alternative programming.

Evaluability Assessment

Rock County's commitment to data analysis to support program planning and policy decisions makes its DMC Detention Diversion Program completely evaluable particularly with the addition of evidence-based pre and post tests connected to Prime for Life and ART. The MacArthur Foundation award has bolstered what was already a fairly serious commitment to client tracking and outcomes measurement. The increased emphasis is seen in the commitment of a new full time data specialist position to the county's juvenile justice system to support these improvements. Moreover, the county's plan to install an assessment and screening instrument means that more consistent descriptive information will be available about clients as they enter the system and as they progress through various programs and stages. This also adds to the program's evaluability as it will make it possible to compare outcomes for juveniles in different program options and to connect outcomes to investment in a more concrete way.

A caveat in terms of outcome evaluation: The maturity of Rock County's system, e.g. the reliance of the system on several different diversion options, means that virtually every juvenile eligible for diversion is placed somewhere in the diversion system. This means that, like other counties, it would be extremely difficult if not impossible to construct a randomized control group or even a comparison group that did not also receive some kind of diversion service. However, as the system further develops, it may be possible to compare the relative efficacy of two or more types of programs if multiple options evolve the youth at the same level in the system.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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ROCK COUNTY

Youth Participant Focus Group

Overview

There were two (2) youth in the focus group.

The focus group took place after a program session examining the impact of violence using an impact mapping approach. This definitely enhanced the young people's responsible state of mind, thoughtful comments, and insightful answers on consequences regarding negative conduct. Their program involvement was between two and three months. They demonstrated a high level of clarity about lessons they had learned about their previous behavior. In the discussion, they were lucid about the distinction between their unfocused life before the program, and their potential and sense of positive changes in their lives now. These benefits, the youth say, can be attributed to the program.

Life for Youth in Beloit

- Nothing bad happens. Only once in a while there is a shooting.
- We have fun here.
- We've got parks, football and basketball.
- We go on bike rides.

Reasons for Getting in Trouble

- Got into trouble because we were not thinking.
- Got into trouble because we weren't thinking about consequences and what the trouble would do.
- Got in trouble because of fighting.
- Got in trouble because I got angry.
- Got in trouble because I was out of control.

Opinions about Program

- I like the program.
- We do fun stuff in this program.
- We learn about all kinds of stuff good things and don't do things that are bad for you.
- We learn about how to make good decisions.
- We learned how to walk away from situation so we don't get mad for get into a fight.
- I like the idea that we go on trips.
- Some of the courses that we take are fun.
- It helps us understand about how to make choices.

Personal Change

- I haven't gotten into any trouble.
- I have not been fighting.
- I avoid fighting.
- I occupy my time with positive things.
- People used to get in my face and I would go, I now walk away.
- I don't hang with people like I used to.

Disproportionate Minority Contact County Project Evaluation

Change with Family, Friends, and School

- I don't fight at school.
- I do my work I've got more friends now.
- I act better at home, my mom's happy that she doesn't have the pay so many tickets.
- My coach gives me more playing time, I used to get mad in the game and he used to take me out.
- I got the most valuable player award.
- I passed the seventh grade.
- I'm going to keep trying to work on attitude.

Future Plans

- I'm going to go to college in the future.
- I'm going to be about doing the right thing by future plans are to play pro football.
- I'm going to be a professional outdoors sportsmen.

Advice to Other Youth

- Don't do anything bad.
- Don't do what I did.
- I would warn younger people on what could happen of getting in trouble.
- Don't be like me.
- Don't follow my footsteps.
- I tell them this keep in school.
- Don't be a follower be a leader.

Advice to Program Operators and Funders

- I would tell them that this program has been helping a lot of people.
- Take a look on how the people have changed in this program. Their grades are better, school is better, family situation is better and they are changing.
- Kids are staying in school and not getting kicked out.
- Make the program bigger put it in a bigger building.
- I like the program just like it is.

Parents Focus Group

Overview

There were numerous efforts to convene a parent focus group in Rock County. A scheduled session was cancelled by program staff at the last minute. Efforts to reconvene the parent focus group were unsuccessful. A request from the evaluation team to be allowed to call parents on the phone also did not yield any progress. It must be noted that the parent focus group effort was taking place during a period when the program was undergoing a major revamping and its expansion to Janesville.

ROCK COUNTY

Data Quality Assessment

Rock County Data Overview

Rock County data for the DMC program is comprised of data from the county wide Rock County Human Service data system referred to as Medsys and paper program form data. The data is merged and is tabulated into a very comprehensive series of Microsoft Excel spreadsheets used to produce graphs and snapshots of program experience. This detailed reporting process is referred to as ROCKSTAT. The summary data is extracted from the MS SQL Server Medsys system using queries created using Business Objects SA Crystal Reports. As a part of the department's quality control initiatives, the accuracy of the Crystal Report process is periodically validated using SPSS statistical software.

Data Elements Captured

- Juvenile contact information
- Parent/ guardian contact information
- Age
- Gender
- Ethnicity
- Source of Referral to the program (Police, Parent, School, Probation etc)
- Probation Status
- offense Type
- Enrollment in program modules
- Program Attendance
- Data Related to Outcome Monitoring including:
 - School attendance Records, contact notes, behavioral referrals, weekly grades, information gained from contacts with parents, teachers, staff and mentors, school records and surveys.
 - Sanctions given and who they were given by
 - Detention Minority Ratios

These elements are captured by the Rock County's Microsoft SQL Server based Medsys Database that is used throughout the Rock County Human Service Department (RCHSD). The "Juvenile Probation/Court Detention Diversion Referral" form (see Rock County Data Form Index) captures the source of the referral, juvenile and guardian contact information, race, referring agency information and the agency that has referred the juvenile to RCHSD.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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ROCK COUNTY

The data elements that are captured on the “Detention Diversion Program Record” form (see page 4 and 5 in Rock County Data Form Index) include the type of program the youth is being referred to, such as the DMC program, and whether this is the first diversion from detention for this juvenile. It records the offense type as “Personal Violence,” “Drug Offense,” “Prevention/High Risk” or “other.” This is the form that records the module(s) the juvenile will be programmed into, the start date and the end date, and most importantly, the reason the program ended. The program end date allows for a series of codes to be used. Reasons recorded can be:

- Successful completion/returned to school
- Successfully completed program
- Moved from the area
- New offense committed
- Did not attend sessions
- Did not comply with program requirements
- Other / Explain
- Refused

DMC program progress is measured and reported in the “Detention Diversion Outcome Summary Report” (see page 21 in Rock County Data Form Index). This monthly report provides information on positive or negative changes in the following areas:

- Substance Abuse
- Family Relationships
- Anti-social Behavior
- Social Competencies
- School Attendance/Performance

Within each of these areas, information is obtained from Assessments, files case notes, school records, surveys and the experiences of the staff to record a “1” if there was positive change, a “-1” if there were negative experiences with the juvenile in a given area and a “0” if there was no change at all.

This data is tabulated and assists in demonstrating areas where positive change is occurring and identifies where there may be areas of concern. This data is somewhat subjective and is synthesized by reviewing the input from multiple sources. The program staff reports that the information helps the juveniles to see their own progress and helps them to identify areas where they need to work harder. Some of the data is based on surveys and observations and some from reports and contacts, but for the most part it is derived from anecdotal information.

The attendance forms are used to closely monitor program and school attendance (see Rock County Data Form Index). At this time it is only used in the file and not entered into any data system.

ROCK COUNTY

Points of Data Collection

- At the beginning of probation
- When a juvenile is referred to the DMC Program (Referral Form – Page 3 of the Rock County Data Form Index)
- Start the DMC Program (Program Record Form, and Assessments)
- During the program (Information from Parents, teachers, attendance and program activity attendance)
- Program Completion – Surveys
- Six months after program completion. The juvenile continues to be monitored via school reports, parental and probation contacts and surveys.

Through the use of HSD ROCKSTAT, Rock County is able to stay vigilant on Detention Utilization, Sanctions and activities in the Diversion Programs. They use data very effectively and are not struggling with fragmented data in the way that many programs struggle. They have effectively merged information from multiple sources into one format to help them stay abreast of trends in their data that efficiently signal program staff that attention is needed at some point in their program flow.

New staff has been assigned to create Microsoft Access databases to supplement ROCKSTAT. The database is expected to supplant some of the manual forms that are being used. Data will be entered directly into databases by program staff at the program sites. For accuracy and to eliminate redundancy, the demographic data will be pulled from Medsys Databases and used in the new forms.

Medsys and the new MS Access data will be used to improve the communication and analyze trends for the ROCKSTAT meetings. This will provide even better information to the unit managers.

The goal is that probation will enroll and refer participants to DMC, and the database will be populated at that entry point into DMC.

Currently the Merrill Center and the Janesville diversion program sites have the ability to use the MS Access databases in a stand-alone format. The databases are not yet updating in real time, but the central data files in Rock County are being updated through Microsoft's data replication services in MS Access. When the new MS Access database is fully implemented, outcome tracking will improve.

A newly purchased program called Aggression Replacement Training (ART) will be utilized, and information from this program will be implemented into the new MS Access database within the next quarter. The ART uses pre and post testing scores to measure success of DMC placement.

Disproportionate Minority Contact County Project Evaluation

Brown	Dane	Kenosha	Milwaukee	Racine	Rock
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ROCK COUNTY

Other recent changes in the Rock County DMC Program:

Rock County has purchased the Youth Assessment and Screening Instrument or YASI.

The Youth Assessment and Screening Instrument (YASI) will be used as an assessment at time of referral before testing and again at 6 months after services are provided. These test scores will also be added into the new MS Access database that is being developed to improve program outcome tracking.

To better track improvements and changes the program has on outcomes, Rock County has recently changed the program to have pre-established program entry dates. This provides the program staff with sufficient time to screen and test youths so they have more data on what interventions are needed from the start of the juvenile's involvement in the DMC program.

Users of the Data

- Program Staff
- Probation Staff
- Diversion Site Specialists
- Program Managers
- Deputy Director of Human Services

The Diversion Site Specialists will directly interact with the new database which eliminates the use of attendance sheets. The system will also improve their assessment of a juvenile's advancement. Currently the weekly reports on the juveniles in the program are done via email or phone calls and are not yet in the database but will be a part of the data system in the future.

Once fully implemented the new MS Access databases will allow information entered by the Diversion Site Specialists to be viewed by the probation and program staff at anytime without having to send paper files.

Data Retention Policy:

The DMC program is relatively new in Rock County. The policy is being established.

ROCK COUNTY

Project Summary and Recommendations

The Rock County DMC Detention Diversion Project provides a sanction for youth on supervision who would otherwise be placed in secure detention for various violations. Although the original funding proposal indicates that the program is also used as an alternative to detention for adjudicated youth (who have not violated supervision), it was not clear from program observations or interviews that this population was being served. Near the end of the process evaluation, Rock County closed its program for several weeks to embark on a process of redesign and expansion. When it reopened the program length had been cut from 12 to 6 weeks; rolling admissions had been replaced by cohort formation; and the moderate use of one evidence-based program was totally replaced by Aggression Replacement Training (ART) and Prime for Life. The program, originating in Beloit, expanded to Janesville.

Areas for further study and discussion include:

- Of all the counties, Rock has made the greatest use of data to drive program planning and outcome monitoring. Additional MacArthur Foundation funding for this purpose boosts this capacity even further. Particularly with the installation of two evidence-based curricula, this gives Rock a chance to see what a tightly defined, relatively brief intervention can accomplish with youth who can present some significant family, school, and gang-related issues.
- Rock County's plan to train probation officers in the DMC program curricula so they can function as subs when needed and eventually move into more community-based activity is an important program innovation that could have implications for other counties. Coupled with the move to install an assessment and screening instrument to drive decision-making, this innovation has the potential of influencing system change that could have a major impact on DMC in the future.



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