

**YOUTH VIOLENCE PREVENTION AND INTERVENTION  
PROGRAMS**

**1994 INTERIM EVALUATION**

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**INTRODUCTION**

This document represents an interim report; phase one of an evaluation of the Youth Violence Prevention and Intervention Program (YVIP), administered through the Washington Department of Community, Trade and Economic Development (CTED). The program had its beginning in 1992, in response to concern over the level of violent behavior among young people. Six programs were initially funded as pilot programs, with federal funds<sup>1</sup>. Public demand for violence prevention was strong and the legislature increased funding with State funds to implement a total of 14 programs in 1993<sup>2</sup>. Table 1 presents a list of all 14 Violence Prevention and Intervention Programs included in this evaluation.

**Table 1 - YOUTH VIOLENCE PREVENTION AND INTERVENTION PROJECTS**

**Original Federally Funded Demonstration Projects**

Center For Career Alternatives - Seattle  
Echo Glen Children's Center - Statewide  
Kennewick School District - Kennewick  
Puget Sound Educational Services - South King County  
Safe Streets Campaign - Pierce County  
Yakima Gang Prevention/Intervention Coalition - Yakima

**New Federally Funded Project**

Whatcom County Commission on Children and Youth - Whatcom County

**New State Funded Projects**

Asian Counseling and Referral Service - Seattle  
Franklin Pierce School District - Tacoma  
Holy Family of Jesus Episcopal Church and Salishan Alliance - Tacoma  
Klickitat-Skamania Development Council - Klickitat and Skamania Counties  
Seattle Indian Center - Seattle  
Seattle Samoan Center - Seattle  
TOGETHER! Stop the Violence - Thurston County

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A principle guiding the implementation of this initiative is that local communities, given the resources, are best able to design and conduct programs to tackle social problems within their communities. However, the role of government is to provide not only financial assistance, but also a structure which fosters programmatic accountability and maximizes the chances for success. This structure is provided through a philosophical approach stipulated at the time of applications, monthly reporting, on-site monitoring and contract evaluation. Further direction is provided through the Stop Youth Violence Advisory Committee.

CTED encourages projects to use a community mobilization model in the design of their programs. This community-based approach allows each community to develop specific services that meet unique local needs, with each project bringing together a consortium of service providers, educators, parents, community and business leaders, law enforcement and young people. It further requires that the planning process include "conducting community needs assessments, identifying risk and protective factors for violence specific to their communities and tailoring services to address these risks."<sup>3</sup>

Prior internal evaluations<sup>4</sup> showed what site visits to the programs confirmed: The services generally are provided as specified in applications for funding. The services are well received by youths and address important individual and community needs. In most instances the programs are well integrated into, and receive support from, the local community. In addition, the administration and staff in the programs appear to be dedicated people who sincerely care about the young people they serve.

Acknowledging that the programs are embraced by the public and popular with young people, State policy-makers wisely asked whether the programs are achieving their ultimate purpose of reducing youth violence. The prior internal evaluations have clearly documented individual client successes. This evaluation seeks to build on those previous efforts and, at the request of the funding agency, attempts to build a more quantitative approach to assessing the impact of the programs.

Design considerations for complex multiple site and multi-faceted programs often present a dilemma. Compilation of meaningful numerical data with which to assess the outcomes of different program activities requires that we narrowly define the outcome measures. At the same time, we know that in any complex system, the whole is much richer than the sum of its parts. In other words, regardless of the measures used, they will never be able to fully present a complete picture of any program. To diminish the negative effects of microanalysis, we have attempted to maintain a broad scope in the evaluation effort.

The evaluation employs a two stage strategy, comprised of both qualitative and quantitative components. The first stage is primarily qualitative in nature, and is the subject of this report. Moving beyond a simple description of the projects, we focus on

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programmatic elements that have been shown to be crucial to prevention program success. The second stage will rely more on quantitative measures.

### **A Two Stage Strategy**

The first phase of the evaluation, the subject of this interim report, completes an assessment of three program aspects that research indicates is crucial to the success of prevention programs.<sup>5</sup> Yet, it also lays the foundation for the compilation of quantitative outcome data. Research suggests that successful prevention programs are typically:

- ◆ Operationally consistent,
- ◆ Multi-faceted, and
- ◆ Community based.

The information reported here serves as the foundation for the compilation of the quantitative data to be presented in the final report due in 1995. Using this information, the evaluator will work with individual sites to identify appropriate outcome measures. Prior to June, the programs will compile data on these measures for analysis. Two types of outcome measures are proposed for the evaluation of the programs. These are:

- ◆ Intermediate outcomes - measures of the impact of specific program activities; and
- ◆ Ultimate outcomes - measures of change in the level of youth violence in the community.

Intermediate outcome are especially important from a program management standpoint. These measures indicate how well the activities within each project are accomplishing their intended outcome, or in this instance, whether they have had an effect on the risk or protective factors they are attempting to impact. If projects are not successful at this level, they can not be expected to have positive results in reducing violence at the community level.

## **EVALUATION METHODS AND RATIONALE**

This evaluation is completed in two stages, as described above. The first phase (presented in this report) describes the projects and assesses the extent to which they exhibit attributes associated with success. The second phase will include the analysis of outcome measures to determine if the programs demonstrate success in areas they are attempting to impact. It is rare for programs to demonstrate success on outcome

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measures if they do not exhibit these attributes associated with successful programming.

The first phase of the evaluation assesses the implementation issues highlighted in the introduction; being operationally consistent, multi-faceted and community based. These concepts are discussed in greater detail below.

### **OPERATIONAL INTEGRITY**

Of the three elements identified with successful programs, the most important is that the program be designed and implemented in a logical and rational manner. This requires that the program strategy is clearly associated with the desired results. Without such clarity in purpose and design, positive results are usually spurious and the probability of success is minimal. Replication is impossible.

Operational integrity can be assessed using fairly objective standards. We employ two tools to evaluate the extent of program internal consistency, a logic model and a risk factor analysis. Models help evaluators understand how various program components relate to each other and to the desired program outcome. A logic model is one approach to completing this type of assessment and the one used in this evaluation. An explanation of this approach is provided below.

The second tool assesses the rationale used in determining which program activities to offer young people. This analysis allows us to determine if a particular program activity will likely have an impact on a given problem. Prior to awarding program funds, the Department of Community, Trade and Economic Development specified that services should be developed using a risk-focused prevention approach. This approach allows flexibility in program design, but structures the development process. It requires that communities identify what places youths at risk of committing violent acts and design programs to impact these risk factors or strengthens protective factors. This component of the evaluation assesses the consistency with which program activities address identified risk factors. A further explanation of this approach also is presented below.

#### **I. Logic Models**

With the assistance of project staff, Toucan Research generated a logic model for each of the 14 projects funded through the Youth Violence Prevention and Intervention Program initiative. Logic models help us to understand linkages between program implementation and program outcome. Understanding such linkages is crucial to the completion of a successful project evaluation and can be useful to project staff. It is generally beneficial to assess the various program components in terms of both their

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intended purpose, and as they are actually implemented. This helps the project determine if components are currently relevant and to identify components that may be lacking. The model used in this evaluation has four components, each of which has several subcategories as identified in Table 2.

**Table 2 - ELEMENTS OF THE LOGIC MODEL**

1. **CLIENTS** - General guidelines for the type of population being served.  
  
Population characteristics - characteristics of the people to be served, such as age, gender, ethnicity.  
  
Identification of problem - specific problems to be targeted as identified by risk factors.  
  
Severity of problem - level of severity at which program will focus its efforts, such as prevention or intervention.
2. **PROCESS** - Statement of an appropriate and effective response to the problems identified for the population above.  
  
Philosophy - beliefs regarding the best way to intervene with the identified client population including cultural issues, personal values, professional theories.  
  
Service focus - the approach to providing services, such as individual, family, school, community, neighborhood.  
  
Service type - services that will meet the needs of the client population given the philosophy and service focus.  
  
Service environment - environment factors that will influence how services will be provided, such as agency environment, community values, public concerns, social attitudes.
3. **RESOURCES** - Examination of what is needed to provide the types and intensity of services provided above.  
  
Internal - basic resources needed, such as staff and operating budget.  
  
External - assistance needed from other organizations.
4. **OUTCOME** - Determination of observable and measurable outcomes the project wants to achieve. This is often expressed by projects in terms of their stated objectives.  
  
Client outcomes - observable and measurable client outcomes, such as gains in anger management skills or reduced family violence.  
  
System outcomes - impact on larger social system such as a reductions in violent crime arrests or changed interagency policy.

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To obtain the information required for the development of the logic models, we first reviewed available program documentation. This included applications for funding, monthly activity reports, close-out and self-evaluation reports for the six original programs and program documents generated by each of the individual projects. Next, we scheduled meetings with project staff to gain an understanding of how the projects were implemented and, where possible, to observe the project in action. With the guidance of project staff, we completed the generation of a logic model for each project using the outline above. The information compiled serves as the basis for the narrative reports on the individual programs in the results section of this document.

As part of this process, we also asked the project to share any outcome data they have on their project. Where available, these data are presented and used to document project accomplishments.

### **II. Risk and Protective Factor Analysis**

The application for program funding, prepared by CTED, states that the incidents of youth gang violence have steadily risen over the past decade. The document notes that many factors contribute to increasing rates of violence, including poverty, child abuse and neglect, physiology, alcohol and other drug abuse, ready access to guns, family problems, and glamorization of violence in the media.

Prevention research over the past decade has repeatedly shown that a relatively small number of factors are consistently associated with several undesirable social behaviors. Work by social researchers, including Hawkins and Catalano at the University of Washington, has demonstrated that people engaged in drug use, unhealthy sexual behavior and illegal and antisocial behavior all share many common characteristics. These characteristics are referred to as risk factors because the presence of one or more of such characteristics place people at risk of engaging in negative behavior.<sup>6</sup>

The federal government is currently funding an educational campaign through the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Department of Justice, to promote community awareness of these risk factors and provide information on how to design programs to mitigate their effects. The model currently used by OJJDP categorizes risk factors into several domains. The risk factors, categorized by domain, and protective factors are presented in Table 3<sup>7</sup>. Mitigating factors are referred to as protective factors, because their presence promotes positive behavior. The State of Washington also is engaged in the identification of risk factors through the Community Outcome and Risk Evaluation Geographic Information System (CORE-GIS) Project, managed by the Washington Department of Health and the Department of Social and Health Services.<sup>8</sup>



**Table 3 - RISK AND PROTECTIVE FACTORS**

1. **Community**  
Availability, or perception of availability, of drugs.  
Availability, or perception of availability, of firearms.  
Community laws and norms favorable toward drug use, firearms and crime.  
Media portrayals of violence.  
Transitions and mobility.  
Low neighborhood attachment and community disorganization.  
Extreme economic deprivation.
2. **Family**  
Family history of high risk behavior.  
Family management problems.  
Family conflict.  
Favorable parental attitudes and involvement in high risk behavior.
3. **School**  
Early and persistent antisocial behavior.  
Academic failure in elementary school.  
Lack of commitment to school.
4. **Individual/Peer**  
Alienation and rebelliousness.  
Friends who engage in a problem behavior.  
Favorable attitude toward problem behavior.  
Early initiation of the problem behavior.  
Constitutional factors.

The presence of protective factors mitigates the effect of risk factors. These are crucial to program development, because in many instances it is impossible to change or alleviate risk factors (e.g., a family history of risk behavior). Thus, the development or strengthening of protective factors allows programs to develop promising strategies. Protective factors fall into three categories:

1. **Individual Characteristics**  
Gender (female)  
Resilient temperament  
Positive social orientation  
Intelligence
2. **Bonding**  
Positive relationships with others including family members, teachers or other adults
3. **Healthy Beliefs and Clear Standard**

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The Department of Community, Trade and Economic Development requires project applicants to identify the primary risk factors in their communities and to design their services to counter these risk factors or strengthen protective factors. The funding application specifies that programs be designed to reduce those factors which contribute to youth violence and which have been assessed to be those factors most impacting the community. Goals and objectives of the program should relate directly to these risk factors and be both measurable and obtainable. Thus, identifying the appropriate risk factors is crucial to the evaluation, because the selection of intermediate outcome measures are strongly influenced by the specified risk factors. For this interim evaluation, we recorded the risk factors presented in the funding applications. Because of the dynamic process of program development, projects sometimes found that in the course of implementation, their proposed services could not impact the identified risk factors as intended. Thus, during site visits, as well as throughout this evaluation effort, we provide assistance to projects in obtaining maximum consistency between identified risk factors and the areas of anticipated impact. These are presented for each project in the results section.

### **MULTI-FACETED SOLUTIONS**

The Department of Community, Trade and Economic Development has consistently documented the need for a broad-based approach to violence prevention. In their 1992-93 evaluation report, they note that "single interventions do not significantly reduce violence." Other research, such as a University of South Carolina study, calls for a "Multi-Systemic Approach" working within the context of family, peers and school simultaneously. CTED notes that successful programs can be likened to "safety nets" which provide basic physical needs (such as housing, clothing, and food) as well as psychological and intellectual needs<sup>9</sup>. Likewise at the community level, individual projects report that "an integrated, multi-faceted approach that includes strategies centering on youth, families and communities is key to success."<sup>10</sup>

It would be a mistake for any program to ignore such consistent findings. Yet program managers and evaluators must take care not to push projects into merely scheduling more activities, or initiating a referral system that doesn't enhance the scope or quality of services. Instead, the research suggests that program developers must be conscious of the multiple needs of the youths they are serving. They must address these multiple needs in a realistic manner by either developing services where needed, or by working collaboratively with other agencies to assure that needed services are developed. It is especially important that families are included in those projects that work with younger clients.

In the course of the first phase of this evaluation, we identify the services that projects offer to young people and to their communities. The narrative section on each project presents a good indicator of the scope of the services offered by each project and the extent to which their approach is multi-faceted.

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**COMMUNITY INTEGRATION**

The Department of Community, Trade and Economic Development requested projects to use a community mobilization model in developing services. The application for funding stated the department's intent that local planning efforts involve broad community participation to assure development of services most appropriate to local needs. CTED stated that planning should include ongoing assessment of community resources and service delivery gaps. Coordination with local Community Mobilization Against Substance Abuse programs, and other family and youth services should take place on a regular and ongoing basis.

A community based, collaborative approach to prevention makes sense for programmatic and financial reasons. As stated in the previous section, a single service approach to prevention is likely to fail. Any one agency has limited resources. Thus, it is only through a collaborative effort that sufficient resources may be applied to overcome given community problems. Further, any effort that is well coordinated with other community projects is less likely to be fragmented. Fragmented programs also diminish the probability of success.<sup>11</sup>

Thus, a community based, collaborative approach can be more cost effective. Collaborative approaches allow agencies to pool or leverage monies to obtain resources that would not be feasible for any one agency. Equally important, when all agencies are unified on a problem, services are less likely to be duplicated. Also, when an entire community is focused on a problem in a collaborative manner, there is likely to be more consistency to whatever approach is used.

The 1994 Washington State Legislature endorsed this approach through the enactment of Engrossed Second Substitute House Bill 2319. The Omnibus Youth Bill restructures the state's social service system through the creation of community based public health networks and proposes to decategorize certain social service funds.

The narratives of the projects in the following section describe the extent to which the projects' functions are integrated into their respective communities. Collaborative efforts are also documented. In the future, each project will be given the opportunity to assess the strength of its collaborative effort using a 40 item questionnaire designed to provide feedback to collaborative groups. Where the members of the collaborative team agree to participate, we will administer the instrument and provide feedback to the team prior to the completion of the final report.

## **PROJECT RESULTS**

This section of the report presents the results of this phase of the evaluation effort. Information on each of the 14 projects is presented individually using the logic model format presented earlier. Client and project activity data are summarized in Tables 4 - 6. These tables were generated using monthly statistical reports submitted to CTED by each project. The reports used to generate the tables span a period of time from August, 1993 through June, 1994. At the time of the site visits, more statistical information may have been available and was included in the individual reports.

Table 4 presents summary information on the unduplicated number of individual clients served by the projects. As shown, the six continuing projects served clients throughout the period. Most of the new projects became operational in the latter part of 1994. The last project began operations in October 1994. According to these reports, a total of 11,846 youths were provided services during this eleven month period. The original projects (project numbers 1 - 6) have the largest client bases, accounting for 77.5 percent of all clients served. Typically, the projects that have high client counts have education or recreation centered components. The total number of clients served by each project per month is presented in Table 5. The data indicate a progressively increasing number of clients served each month through the end of the school year in June.

Table 6 presents ethnic and age breakdowns. Note that these numbers are based on monthly client contacts and not individual clients. Monthly client contacts depict the number of times youths participated in each project's activities. Based on these data, the overall client population for all projects combined was 15.8 percent African American, 13.4 percent Asian American, 47.5 percent Caucasian, 18.6 percent Hispanic, 2.9 percent Native American and 1.8 percent of other ethnic or racial identity. Likewise, 74.0 percent of the client population was between the ages of 8 and 15, 21.6 percent between ages 16 and 18, and 4.2 between 19 and 21. Inspection of the data for individual projects shows wide variations in ethnic and age distributions. This reflects how different projects target specific client populations based on local need. Note that 1,632 of the reported contacts were with parents.

The monthly reports also contain information on client risk factors. However, although this information was analyzed, it was not reported here due to inconsistencies in reporting methods. This issue is further discussed in the conclusions and recommendations section. The remainder of this section presents individual project information.

**Table 4  
NUMBER OF NEW INDIVIDUAL CLIENTS SERVED  
BY PROJECT AND MONTH**

<b>PROJECT</b>	<b>AUG</b>	<b>SEP</b>	<b>OCT</b>	<b>NOV</b>	<b>DEC</b>	<b>JAN</b>	<b>FEB</b>	<b>MAR</b>	<b>APR</b>	<b>MAY</b>	<b>JUN</b>	<b>TOTAL NEW CLIENTS</b>
1. Center for Career Alternatives	0	15	0	0	0	0	0	0	0	0	0	15
2. Echo Glen Children's Center	26	25	52	2	58	161	2	79	263	75	555	1298
3. Kennewick School District	0	0	300	304	88	312	111	840	412	311	0	2878
4. Puget Sound Educational District	0	18	23	57	57	2	0	56	2	2	0	217
5. Safe Streets Campaign	25	381	453	20	31	0	0	0	179	1976	556	3521
6. Yakima Gang Prevention/Intervention	122	202	129	153	52	97	120	210	72	143	56	1358
7. Asian Counseling and Referral Service	0	0	0	8	1	0	2	5	12	3	3	34
8. Franklin Pierce School District	0	0	0	0	0	0	0	0	0	0	0	0
9. Holy Family ...and Salishan Alliance	0	0	0	65	59	35	42	39	263	75	555	1133
10. Klickitat-Skamania Development Council	0	0	0	155	15	34	29	20	46	23	15	337
11. Seattle Indian Center	0	0	0	15	12	13	1	5	5	3	8	62
12. Seattle Samoan Center	0	0	0	15	10	5	2	1	3	1	2	39
13. TOGETHER! Stop the Violence	0	0	0	0	0	0	0	0	608	50	55	713
14. Whatcom Co. Com. on Children and Youth	0	0	0	0	0	75	34	6	10	8	210	343
<b>ALL PROJECTS</b>	<b>173</b>	<b>641</b>	<b>857</b>	<b>794</b>	<b>383</b>	<b>734</b>	<b>343</b>	<b>1261</b>	<b>1976</b>	<b>2870</b>	<b>2016</b>	<b>11846</b>

**Table 5**  
**TOTAL NUMBER OF CLIENTS SERVICED**  
**BY PROJECT AND MONTH**

<u>PROJECT</u>	<u>AUG</u>	<u>SEP</u>	<u>NOV</u>	<u>NOV</u>	<u>DEC</u>	<u>JAN</u>	<u>FEB</u>	<u>MAR</u>	<u>APR</u>	<u>MAY</u>	<u>JUN</u>
1. Center for Career Alternatives	38	53	53	53	53	53	53	53	53	0	0
2. Echo Glen Children's Center	59	47	70	20	81	177	20	98	287	106	597
3. Kennewick School District	0	720	1228	1532	1467	1318	1496	2363	1622	1448	0
4. Puget Sound Educational District	0	18	41	98	107	122	143	54	81	81	50
5. Safe Streets Campaign	61	423	562	161	98	35	143	14	1011	2122	1594
6. Yakima Gang Prevention/Intervention	302	700	621	721	455	895	883	946	761	932	598
7. Asian Counseling and Referral Service	0	0	0	8	9	8	10	13	25	28	28
8. Franklin Pierce School District	0	0	0	0	0	0	0	0	0	0	0
9. Holy Family ...and Salishan Alliance	0	0	0	65	124	185	77	116	287	106	597
10. Klickitat-Skamania Development Council	0	0	0	155	162	201	205	226	115	115	213
11. Seattle Indian Center	0	0	0	15	12	20	13	18	19	9	13
12. Seattle Samoan Center	0	0	0	15	25	30	19	20	15	12	10
13. TOGETHER! Stop the Violence	0	0	0	0	0	0	201	465	1353	689	564
14. Whatcom Co. Com. on Children and Youth	0	0	0	0	0	75	108	108	93	95	305
<b>ALL PROJECTS</b>	<b>460</b>	<b>1961</b>	<b>2575</b>	<b>2843</b>	<b>2693</b>	<b>3119</b>	<b>3371</b>	<b>4494</b>	<b>5722</b>	<b>5743</b>	<b>4569</b>

**Table 6**  
**DEMOGRAPHICS CHARACTERISTICS OF CLIENTS SERVED BY PROJECT**  
**Based on Client Contacts (Clients x Activities)**

PROJECT	ETHNICITY												AGE						Parents	
	African American		Asian American		Caucasian		Hispanic		Native American		Other		8-15		16-18		19-21			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
1. Center for Career Alternatives	973	45.6	1080	50.6	0	0.0	40	1.9	40	1.9	0	0.0	200	9.4	1520	71.7	400	18.9		
2. Echo Glen Children's Center	725	25.8	279	9.9	1491	53.1	235	8.4	71	2.5	5	0.2	1217	77.6	310	19.8	42	2.7		
3. Kennewick School District	229	1.7	183	1.4	10563	78.8	2332	17.4	98	0.7	0	0.0	13110	100.0	0	0.0	0	0.0		
4. Puget Sound Educational District	330	34.6	145	15.2	324	33.9	79	8.3	38	4.0	39	4.1	751	95.7	34	4.3	0	0.0		
5. Safe Streets Campaign	1236	28.6	2280	52.7	661	15.3	100	2.3	40	0.9	12	0.3	1383	35.4	1847	47.3	678	17.3		
6. Yakima Gang Prevention/Intervention	1525	23.2	35	0.5	1200	18.3	3675	56.0	83	1.3	46	0.7	4389	69.0	1631	25.7	337	5.3		
7. Asian Counseling and Referral Service	0	0.0	94	92.2	0	0.0	4	3.9	0	0.0	4	3.9	54	52.9	48	47.1	0	0.0		
8. Franklin Pierce School District	0		0		0		0		0		0		0		0		0			
9. Holy Family ...and Salshan Alliance	592	20.9	895	31.6	1096	38.7	174	6.1	71	2.5	7	0.2	1977	90.0	199	9.1	21	1.0		
10. Kickitat-Skamania Development Council	13	0.9	0	0.0	877	61.8	286	20.2	239	16.9	3	0.2	1083	77.0	314	22.3	10	0.7		
11. Seattle Indian Center	59	10.7	0	0.0	123	22.3	31	5.6	321	58.3	17	3.1	205	39.2	318	60.8	0	0.0		
12. Seattle Samoan Center	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	544	100.0	327	60.2	197	36.3	19	3.5		
13. TOGETHER! Stop the Violence	557	17.5	297	9.3	2067	64.8	195	6.1	56	1.8	16	0.5	1874	59.8	1255	39.9	16	0.5		
14. Whatcom Co. Com. on Children and Youth	11	1.5	26	3.5	380	51.4	202	27.3	104	14.1	16	2.2	433	58.9	274	37.3	28	3.8		
<b>ALL PROJECTS</b>	<b>6200</b>	<b>15.8</b>	<b>6314</b>	<b>13.4</b>	<b>18782</b>	<b>47.5</b>	<b>7302</b>	<b>18.8</b>	<b>1181</b>	<b>2.9</b>	<b>709</b>	<b>1.8</b>	<b>27003</b>	<b>74.0</b>	<b>7847</b>	<b>21.8</b>	<b>1551</b>	<b>4.2</b>		<b>1832</b>

# CENTER FOR CAREER ALTERNATIVES

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 901 Rainier Avenue South      **Contract Period:** 8/31/93 - 6/30/94  
Seattle, WA 98144

**Phone:** 206/322-9080      **FAX:** 206/722-8745

**Contact:** Mr. Alan Sugiyama  
Mr. Frank Irigon

**Funding:** (Grant) \$58,000 + (Match) \$14,500 = \$72,500

**# Anticipated Served:** 50 youths

**Total Anticipated Cost/Client/Year:** \$1,450.00 per youth

### **Project Summary:**

The Center for Career Alternatives (CCA) project provides integrated services to gang involved, or potentially gang involved youths, to develop employment maturity skills and to remain in or reenter school. This project is divided into four service components: (1) recruitment and assessment of low income, multi-ethnic youths who are involved, or at high-risk for involvement in gangs and violent activity; (2) participation in pre-employment workshops; (3) job placement and monitoring; and (4) opportunities for parent involvement. In addition, project staff provide individual educational assistance to youths who wish to reenroll in school, or to improve their educational skills through tutoring or small group instruction offered through the CCA Learning Center.

### **Risk Factors & Activities (From "Form 9" of Grant Application)**

**Education/Special Needs:** Development of individual education plans for targeted youths, tutoring and case management.

**Poverty:** Pre-employment/Life Skills Workshop participation of targeted youths, and job development.

**Alcohol/Drug Use:** Drug and alcohol education, and case management.

**Family Problems:** Parent involvement, home visits, parenting referrals, and case management.



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## **PROBLEMS ADDRESSED BY THE PROJECT**

The CCA Violence Prevention Project serves ethnic minority youths from four areas of Seattle with disproportionately diverse and low income populations and exceedingly high rates of youth violence. Several years ago, CCA played an important role in organizing an Asian/Pacific Islander community effort to document the problems of youth violence and gang activity. As a result of this effort, it was determined that there were 45 groups among the Asian/Pacific Islander youth gangs and that comprehensive services were urgently required to meet the needs of these youths.

On the basis of many years of experience and a careful analysis of school dropout statistics and juvenile justice data, CCA identified four problem/need areas of targeted youths. These include:

- Individualized educational assistance to help youths achieve educational goals;
- Individualized assistance in job placement and retention to help youths recognize the link between good basic skills and employment success;
- Individualized instruction in good health practices and assistance in accessing affordable health care; and
- Parent involvement in the activities of their children and parent training to help their children resist gang involvement.

This project is designed to address these needs by providing educational, employment, health care services to targeted youths and by offering support services to their parents.

### **Client Population Characteristics**

The primary youth population served by the project consists of 50 ethnic minority youths (male and female) who are actively involved, or at risk of participating, in youth gang activity. Most youths are 14 -18 years old and reside in the Rainier Valley, Beacon Hill, West Seattle/High Point, and Central District of Seattle. In addition, many of the youths targeted for the project are economically disadvantaged and have experienced problems in school.

### **Severity of Problem**

Program activities are directed at several levels of prevention:

## **YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS 1994 INTERIM EVALUATION**

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- **Tertiary Prevention.** Involvement of 50 targeted youths in Pre-Employment/Life Skills Workshops to provide employment and other needed life skills, development of individual education plans, job placement, and case management to ensure the coordination of services.
- **Secondary Prevention.** Involvement of targeted youths in drug and alcohol education sessions, health education counseling and access to health care services, and parent support and training.

### **PROCESS**

#### **Philosophy**

CCA is an established, well respected community agency with more than 14 years of experience in serving ethnically and culturally diverse youths in the Seattle area, many of whom require help to overcome poverty, low skills and low self esteem. The agency has developed collaborative relationships with an impressive array of private and public service providers, schools, law enforcement and justice officials, and has established a network of more than 400 employers.

#### **Service Focus**

The project utilizes a case management model of service delivery. The case manager coordinates the education, employment, health and parent involvement components of the project. These components are enhanced by integrating the educational and job development resources of CCA, as well as the services of other community agencies.

#### **Service Types**

The project is designed to serve low income, multi-ethnic, high risk youths who have little chance of educational or career success without intervention. Most potential clients are recruited at school sites or are referred by school personnel. Once youths are identified and screened by CCA staff, they are referred to the project.

The case manager meets with each project youth to identify education and employment goals. At the same time, the case manager and the youth identify risk factors and begin to develop a plan to address them.

The foundation of the project is the Pre-Employment Workshop. Each workshop is offered at a convenient location (such as a school) for a period of three weeks for 2 - 3

## **YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS 1994 INTERIM EVALUATION**

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hours each day. The instruction segment includes pre-employment skills necessary for successful entry into the job market, as well as work maturity skills necessary to maintain employment.

At the conclusion of the Pre-Employment Workshop, most youths are expected to be placed in part-time jobs developed by CCA. Follow-up services to employers and youths are provided at frequent intervals to ensure placement success and employer satisfaction. Similarly, the case manager also makes frequent school visits to assess progress toward achievement of educational goals.

Parent involvement in the project is considered critical. One important role is parent participation in a task force consisting of representatives from different racial and ethnic communities, local schools, law enforcement, community organizations, and service providers. The task force meets throughout the year to share knowledge and resources, and to support the efforts of the project. Parents are also visited in their homes by the case manager who keeps them informed of the progress of their children and encourages involvement in their children's activities.

### **Service Environment**

Participation in the project is voluntary and services are generally provided at a location that is convenient for youths and parents, such as school, place of employment or home. Service plans are individualized to meet the needs of each youth and to maximize educational and employment skill development and opportunities for success in school and the labor market.

## **RESOURCES**

### **Internal**

Most of the grant funds are used to support a full-time Case Manager and a .40 Project Director. Additional funds are used for goods and services, training, support services, travel and equipment.

### **External**

CCA contributed match in the form of salaries, benefits, goods and services, and travel. In addition, CCA provided a variety of other services to support the project, including recruiting and screening services, job development and placement services, and educational services in the form of tutoring and individual instruction at the agency's

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Learning Center. Other external resources and services were provided by schools, task force participants, employers, and health care providers.

### **OUTCOMES**

This project is in its third year of operation. The data reported here are from the 1994 fiscal year report and an independent evaluation of the educational component of the project.

#### **Client Participation**

A total of 53 youths were served by the project during the year. Participation in each of the project components is as follows:

1. **Pre-Employment Workshop**
  - Although available for prior years, aggregate information on the number of workshops or participants in the current year will not be available until the yearly closeout.
2. **Job Development**
  - 53 youths received assistance;
  - 37 youths were placed in jobs.
3. **Drug and Alcohol Education (Health Education)**
  - 49 youths received assistance regarding alcohol, tobacco and other drugs.
4. **Education**
  - 53 youths received educational services;
  - At least 40 youths attended Seattle Public Schools during the project year.
5. **Parent Involvement**
  - 40 parents were served through home visits and telephone contacts.

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### **Client Outcomes**

Project staff made a concerted effort to obtain information on many measures of client outcome. These data are discussed below.

CCA contracted with an independent evaluator to assess a portion of the educational component of the project. The population of students available for evaluation consisted of 40 youths who were enrolled in the project between December, 1992 and December, 1993. The evaluator found that all 40 youths were enrolled in Seattle Public Schools at some time, but not necessarily during the project period.

The independent evaluator located the names of 35 of the project clients in the school district data base. According to the demographic data on these youths, project clients differed from the general school district population on several characteristics. For example, project clients were much more likely than the general school population to be racial or ethnic minorities and to receive free or reduced priced lunches, and less likely to live with both parents.

The independent evaluator examined two outcomes: the number of expulsions and suspensions after project completion; and academic performance (as measured by grade marking data). By comparing these performance measures before and after completion of the project, the evaluator determined that there was a significant improvement in discipline (expulsions and suspensions) during the post-project period. No statistically significant change was noted in academic performance. The evaluator also noted that nine of the students had graduated from high school, 21 were still enrolled at the time of the inquiry, 2 youths could not be located, and 3 youths had been suspended or had withdrawn from school. In all, the school attendance and discipline outcomes were very favorable and suggest that the project had accomplished the objective of maintaining most of the clients in an educational setting.

A total of 37 of the 53 project youths served during the current project year were placed in jobs. The project will compile information in the year-end report regarding the length of their employment or the types of jobs in which they were placed.

Finally, the independent evaluation staff held three focus groups with project clients at the end of the contract year to gather qualitative information on youths' experiences. Questions for the groups included:

- How did you or do you experience this program?
- Has the program had any effect on your life?
- What was your life like prior to entry into the program?
- What specific things about the program are/were helpful?

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- Where do you see yourself in the future?
- Would you refer people to the program?

At the time of this review, the focus group data had not been analyzed and the findings will not be available until a later date.

In sum, the outcome data reported above suggest that the education and employment components were quite successful in achieving the project objectives. Less is known about the impact of the project on gang involvement, although a success story from the year-end report is worthy of note.

*S. was a Samoan gang leader known for his physical prowess and street fighting abilities. He was married with one child when he came to our program for help. S. successfully completed the program and a job was developed for him . . . He's still employed and is well-liked by the other employees. Our helping him influenced some of his "homeys" to approach us and also seek our assistance.*

**System Outcomes**

No system outcomes are specified in the application for funding.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Poverty
<b>Target Population:</b>
Gang involved youths, or youths at risk of involvement
<b>Activities:</b>
Pre-Employment/Life Skills Workshop
Job development
<b>Outcomes:</b>
Learn job search skills
Learn interviewing skills

<b>Risk Factor 2:</b>
Alcohol
<b>Target Population:</b>
Gang involved youths, or at risk for involvement
<b>Activities:</b>
Drug and alcohol education
Case management
<b>Outcomes:</b>
Awareness of dangers of abuse

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<b>Risk Factor 3:</b>
Education/Special Needs
<b>Target Population:</b>
Gang involved youths, or at risk for involvement
<b>Activities:</b>
Develop education plan with youth
Tutoring
Case management
<b>Outcomes:</b>
Graduations/GEDs
Discipline (suspensions and expulsions)
Drop-outs

<b>Risk Factor 4:</b>
Family Problems
<b>Target Population:</b>
Target youths and their parents
<b>Activities:</b>
Parent involvement
Home visits
Parenting referrals
Case management
<b>Outcomes:</b>
Effective communication
Effective parenting
Positive conflict resolution
Keep families intact



# ECHO GLEN CHILDREN'S CENTER

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 33010 SE 99th Street  
Snoqualmie, WA 98065

**Contract Period:** 8/31/93 - 6/30/94

**Phone:** 206/831-1305

**FAX:** 206/831-1320

**Contact:** Ms. Patti Berntsen, Associate Superintendent

**Funding:** (Grant) \$36,184 + (Match) \$15,459 = \$51,643

**# Anticipated Served:** 50 youths through the YOUTH Group; 10 youths through individual counseling; 100 youths through aftercare programs in DSHS Region 4, Region 5 and Region 2

**Total Anticipated Cost/Client/Year:** \$322 per youth client

### Project Summary:

The Echo Glen Children's Center (EGCC) project provides several overlapping programs to prevent and reduce incidents of violence. These programs consist of an institution-based 20 week YOUTH group curriculum for violent/gang involved youths, as well as public presentations by these youths and project staff to increase awareness of gangs, violence, drugs and alcohol, education, personal recovery and goals. In addition, the project offers aftercare groups in two regions of the state for youths who have either participated in the YOUTH groups, or who are on juvenile parole status in the community. Three other proposed program components, including a parenting curriculum for youths in care at EGCC, a parenting course for family members to be offered in cooperation with Region 4 Parole, and a Family Day at Echo Glen, are expected to be developed and implemented during the 1994-1995 contract period.

### Risk Factors & Activities (From "Form 9" of Grant Application):

**Access to Weapon:** YOUTH curriculum/groups, participation in community forums/presentations, aftercare programs, consultation regarding individual case plans for violent offenders.

**Family Problems:** YOUTH curriculum/groups, participation in community forums/presentations, aftercare programs, consultation regarding individual case plans for violent offenders, parenting course, on-site family day at EGCC, youth parenting skills curriculum.

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**Alcohol/Drug Use:** YOUTH curriculum/groups, participation in community forums/presentations, aftercare programs, consultation regarding individual case plans for violent offenders, parenting course, youth parenting skills curriculum, identification and support of youths to seek appropriate treatment.

**Poverty:** YOUTH curriculum/groups, participation in community forums/presentations, aftercare programs, consultation regarding individual case plans for violent offenders, parenting course, youth parenting skills curriculum.

**PROBLEMS ADDRESSED BY PROJECT**

The EGCC Violence Prevention Program serves youths who are committed to the Juvenile Rehabilitation Administration from counties throughout Washington. Thus, the entire state constitutes the community to be served, although more than one-half of the offenders in custody are from three of the largest counties (King, Pierce and Yakima).

To better understand and address the problems of client population served by the program, project staff conducted pre- and post-interviews with 52 participants in the YOUTH curriculum/groups during the prior contract period. All 52 youths had been incarcerated for violent crimes, drug related offenses and/or criminal gang activity. When queried about their families, crime, violence, and drug and alcohol involvement, the following responses were obtained:

- 96% indicated that they had personally experienced violence;
- 96% stated that they had victimized another person violently;
- 89% stated that they were fascinated with weapons;
- 85% indicated that they owned a weapon (usually a gun);
- 85% said they were on drugs when they committed acts of violence;
- 70% indicated drug/alcohol use in the family;
- 63% stated that someone in their family introduced them to a criminal gang lifestyle; and
- 33% said that they had been introduced to gangs by a friend.

On the basis of the interview information and the profiles of youths committed to EGCC, the most pressing needs identified (and classified by risk factors presented in "The Face of Violence") are:

1. Personal issues and values clarification (Access to weapons, Family problems, Alcohol and other drugs, Poverty).
2. Consistent family involvement (Poverty, Family problems).

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3. **Consistent transitional support and aftercare (Access to weapons, Family problems, Alcohol and other drugs, Poverty).**
4. **Parenting education for youths (Family problems, Alcohol and other drugs, Poverty).**

### **Client Population Characteristics**

The primary at-risk youth population to be served by the project consists of all youths entering EGCC who have been adjudicated for a violent offense or involved in criminal gang activity. In addition, most of the youths targeted for the project have experienced problems in school, are economically disadvantaged, are members of families in which drugs and alcohol are present, and have experienced mental health or severe behavioral problems.

Secondary target populations for program activities consist of the family members of youth clients, youths on parole status in the community, and the audiences at youth forums and presentations at schools.

### **Severity of Problem**

Program activities are directed toward three levels of prevention:

- **Tertiary Prevention.** Involvement of 50 targeted youths in the 20 week YOUTH curriculum, aftercare services for 100 youths on parole status in Regions 2, 4 and 5, a youth parenting curriculum, and a Family Day for parents of youths at EGCC.
- **Secondary Prevention.** Varied services offered through EGCC and regional parole offices including individual and group counseling, education, employment, and inpatient substance abuse treatment and aftercare services.
- **Primary Prevention.** Development of an Effective Parenting Course for parents of target youths in the King County area and public presentations by YOUTH curriculum participants regarding their personal experiences to increase community awareness of criminal gangs, violence, and drugs and alcohol.

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**PROCESS**

**Philosophy**

As the largest juvenile correctional program in Washington, EGCC points to its leadership role in the development and maintenance of effective partnerships with youths and family support organizations in communities throughout the state. By linking these support organizations with project services, EGCC expects targeted youths to address and stabilize issues within their control, such as access to guns, use of drugs and alcohol, and participation in school/education. The program notes the importance of cultural awareness and values education, as exemplified in the mission of the YOUTH group "...to improve our lives by being positive leaders and to spread the word of peace and unity in the community in which we live."

**Service Focus**

The EGCC project provides direct services to its youth clients. The major services are provided through institution and community based youth groups. In addition, the project facilitates access to other services available at EGCC and through regional parole offices and community agencies, such as counseling, education, employment, and substance abuse treatment.

**Service Types**

The foundation of the project is the 20 week YOUTH curriculum provided to small groups of 15 - 17 participants during their incarceration at EGCC. The curriculum units consist of Family and Personal Issues, Victim Awareness, Gang Affiliation/Behavior, and Building Blocks for the Future. In addition, YOUTH group members are provided with opportunities to participate in community forums and presentations to increase public awareness of youth violence and criminal gang involvement. Other institution based services include project staff consultation with EGCC case managers in the development of individual case plans for violent offenders, and assistance in identifying and supporting youths to seek needed substance abuse treatment.

Opportunities to participate in aftercare groups are offered to youths in King and Yakima Counties. Efforts to extend this service to Pierce County youths have not yet been successful.

Family involvement is seen as a key element in the successful transition of youths from the institution to the community. Project plans to facilitate this involvement in the form

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of a Family Day at EGCC and an Effective Parenting Course are expected to materialize during the 1994-1995 contract period. Similarly, efforts to develop and implement a youths parenting curriculum were postponed until the 1994-1995 contract year.

### **Service Environment**

Most of the services provided are institution based. The centerpiece of the project, the YOUTH curriculum, is available to all youths with violent offense histories or criminal gang involvement who are willing to attend the required group meetings and commit to improving "their lives through honesty, open mindedness and willingness to change." The need for the service is evidenced by the long waiting list of project applicants.

Aftercare groups for youths were initiated in King and Yakima counties, but they did not serve the 100 anticipated youths. Similarly, the Effective Parenting Course for family members was not implemented. Thus, the link between institutional services and community services remains weak, although a recent rotation of a key project staff to parole services promises to improve this situation.

## **RESOURCES**

### **Internal**

Most of the grant funds are used to support a full-time Violence Prevention Specialist at EGCC. Additional funds are used to develop curricula and to pay training costs for project staff.

### **External**

EGCC contributed match in the form of salaries, benefits, goods and services, travel and training. In addition, EGCC and regional parole offices provided a panoply of other services, including counseling, support groups, mental health programming, education, employment opportunities, drug education, inpatient treatment, and access to community support groups.

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**OUTCOMES**

This project is in its third year of operation. The data reported here are from the 1994 fiscal year report. Data on outcomes are limited and primarily involve participants in the YOUTH curriculum groups.

**Client Participation**

Participation in program components are as follows:

1. **Youth Curriculum Groups**
  - 59 YOUTH group participants (39 males and 20 females);
  - Participant ages from 14 - 19 years old (median age of 16.1 years);
  - Participant race/ethnicity consisted of African American (47 percent), Latino (20 percent), Asian/Pacific Islander (16 percent), Native American (3 percent), Bi-racial (11 percent) and European American (11 percent).
  
2. **Aftercare Groups**
  - 25 Aftercare group participants in Region 4; and
  - 24 Aftercare group participants in Region 2.
  
3. **Public Presentations on Youth Violence Issues**
  - YOUTH group members and the Violence Specialist participated in 23 formal presentations on issues related to youth violence;
  - Estimated total audience of 1,895 persons.
  
4. **Effective Parenting Course for Parents of Youths in Program**
  - Not offered due to increased parole caseloads and job reassignments.
  
5. **Parenting Curriculum for Youth**
  - Not developed and implemented due to increased parole caseloads.

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**6. Family Day At Echo Glen**

- Postponed by EGCC Administration;
- Replaced by a service providers forum sponsored by the YOUTH group to assist youths as they transition to the community;
- More than 100 people participated in the forum activities.

**Client Outcomes**

Quantitative information on several measures of client outcome were obtained from telephone surveys of YOUTH group participants conducted by the Violence Specialist or the assigned parole officer on June 15, 1994. At that time, 36 of the 59 YOUTH group participants had been released from custody. The average time since release to the community for these youths was 5.5 months.

Of the 32 youths with whom contact was made or outcomes were known as of June 15, a total of 5 (16 percent) had been returned to the criminal justice system, and 3 (9 percent) were AWOL. The remaining 75 percent of the youths had not been charged or convicted of new criminal offenses.

In addition to the outcome data presented above, the project also reported that pre- and post-questionnaires were administered to YOUTH group participants. Although some pre-project response information was presented, no post-project or comparison data were reported which might indicate the effect of the groups on values clarification, prosocial attitudes or behavior.

Incidents of violence involving YOUTH group participants were monitored while they were in custody at EGCC. According to project reports, only two of the 59 group members were involved in and charged with assault. Both incidents involved physical fights with other EGCC residents.

The expressed outcome of the YOUTH groups curriculum was the successful completion of this component of the project by 50 youths. A total of 59 youths were reported to have participated, but no data were provided on the actual number of group members who completed the curriculum.

Much of the other information presented in the self-evaluation report is anecdotal. Attendance in aftercare groups is consistently high (especially in Yakima) and apparently meets an important need for youths in transition to the community. Some participants have attested to the value of this service in helping them gain sufficient self-esteem to withstand peer pressure from criminal friends who want them to return to their previous lifestyle.

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According to project reports, feedback from presentation audiences has been very positive. Evidence of the value of this service is apparent in the number of subsequent requests from new groups which have learned of the presentations and forums from previous participants.

As an example of the power of the project to inform policy decisions, the program reports on the following interaction:

*Governor Lowry met with members of the YOUTH group at Echo Glen to request input on his Youth Agenda. He was interested in hearing about issues that influenced young people to commit crimes of violence and some solutions to the problems of crime and violence in the younger population. It was interesting to see and hear young people who have been labeled at-risk and/or under-achiever meet this challenge. They organized a list of why they chose crime and violence and what would be helpful in the community when they return. They showed interest in what the Governor asked and said, and at the same time gave honest answers.*

### **System Outcomes**

The application for funding specifies one system-wide goal for the project as an outcome of one of the project activities. This goal is to increase public awareness of youth violence and promote community involvement in the development of solutions as a result of project presentation activities. This goal is to be measured by recording all community activities.



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**RISK-FOCUSED PREVENTION STRATEGY**

<b>RISK FACTOR 1:</b>
Access to guns/weapons
<b>Target Population:</b>
Youthful offenders and youths at-risk for violence
<b>Activities:</b>
Youth Groups
Community presentations
Case plans for violent offenders
<b>Outcomes:</b>
Completion of YOUTH group curriculum
Participation in aftercare groups
Increased public awareness/solutions
<b>RISK FACTOR 2:</b>
Family Problems
<b>Target Population:</b>
Youthful offenders and their parents
<b>Activities:</b>
YOUTH groups
Community presentations
Case plans for violent offenders
Parenting course (not provided)
Family Day (postponed)
Youth parenting curriculum (not provided)
<b>Outcomes:</b>
Completion of YOUTH group curriculum
Participation in aftercare groups
Increased awareness of youth violence/solutions
15 parents complete course
Increase parent knowledge and support
Increase knowledge of parent role/responsibility

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<b>RISK FACTOR 3:</b>
Alcohol/Drug Use
<b>Target Population:</b>
Youthful offenders and youths at-risk for violence
<b>Activities:</b>
YOUTH groups
Community presentations
Case plans for violent offenders
Parenting course (not provided)
Youth parenting curriculum (not provided)
Help youths seek appropriate treatment
<b>Outcomes:</b>
Completion of YOUTH group curriculum
Increased awareness of youth violence/solutions
Participation in aftercare groups
15 parents complete course
Increase knowledge of parent role/responsibility
Youth participation in appropriate treatment
<b>RISK FACTOR 4:</b>
Poverty
<b>Target Population:</b>
Youthful offenders and youths at-risk for violence
<b>Activities:</b>
YOUTH groups
Community presentations
Case plans for violent offenders
Parenting course (not provided)
Youth parenting curriculum (not provided)
<b>Outcomes:</b>
Completion of YOUTH group curriculum
Participation in aftercare groups
Increased awareness of youth violence/solutions
15 parents complete course
Increase knowledge of parent role/responsibility

# K E N N E W I C K            S C H O O L            D I S T R I C T

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 425 S. Auburn  
Kennewick, WA 99336

**Contract Period:** 9/1/93 - 6/30/94

**Phone:** 509/736-2675

**FAX:** 509/736-2656

**Contact:** Mr. Harry Clemmons, Director of Middle Schools

**Funding:** (Grant) \$58,000 + (Match) \$14,875 = \$72,875

**# Anticipated Served:** 2,500 students in grades 4 - 8

**Total Anticipated Cost/Client/Year:** \$ 29.15

### Project Summary:

The school district provides an array of programs to prevent and reduce incidents of violence. These programs include an alternative school program for aggressive youths at risk of suspension or dropping out. A mentoring program that pairs students with teachers and other adults in the community provides support and direction on an individual basis. Middle school students and staff receive training in conflict mediation and anger management, while elementary school students receive training in a violence prevention curriculum. In addition, the district supports a late-night recreation program and a media violence awareness program.

### Risk Factors & Activities (From "Form 9" of Grant Application):

*Ed./Special Needs:* Alternative schools, mentoring, Second Step, conflict resolution and anger management training, GREAT and health program.

*Family:* Parent training.

*Community Dysfunction /Disintegration:* Police program.

**YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS  
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**PROBLEMS ADDRESSED BY PROJECT**

A needs assessment was conducted for this program by a broad based Violence Prevention Committee. The assessment consisted of a review of violence problems and school related programs. The school district noted that eight of ten suspensions in the previous year were for violence related behavior. A Middle School Task Force also reviewed the issues and endorsed the program recommendations.

Client Population characteristics

The target area for this program is grades 4 - 8 within the Kennewick School District. A total of 2,500 youths, aged 9 - 15 are targeted for service. Fourteen percent are people of color. Home Base serves older youths aged 12 through 20.

Conflict mediation and anger management classes for all youths in grades 6 - 8, Second Step program for grades 4 - 5, GREAT program for all 1,000 7th grade students.

Severity of problem

The majority of program activities are within the scope of primary prevention. Those students who are being suspended for violence-related behavior receive secondary prevention services through the alternative schools and mentoring program.

**PROCESS**

Philosophy

The school district notes that many of the disciplinary problems in the schools are violence based. Thus, they feel that there is no better place than the schools to address these problems. They maintain that they can impact the problem through education. However, they note that violence is a community problem, and without community support and involvement the problem cannot be resolved. Involvement of the juvenile justice system and the police are given as examples of program support. They also acknowledge the importance of families in this effort.

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### Service focus

The majority of services funded through this grant are offered to students in a classroom setting. There are other prevention services offered within and outside the school district. There appear to be good linkages between these programs (e.g., the GREAT and Los Ninos Programs).

### Service type

The school district funds an array of programs with grant funds. These include:

1. **Alternative school program for aggressive youths** - This program, located at two middle school sites, is for youths facing suspension for aggressive and violence-related behavior. For two hours each weekday in the late afternoon, youths are taught anger management skills and conflict mediation, as well as academic skills. Students spend 15 to 30 days in the program and earn their way back to the regular school program.
2. **Mentoring program** - School staff members, police and fire fighters are recruited to work individually or in small groups with high risk students. The goal of the program is to provide one-to-one intervention with students who are at risk of dropping out. Especially targeted are angry students who may become violent.
3. **Conflict mediation and Second Step training** - The conflict mediation component trains student mediators and adult advisors to conduct conflict mediation in the school. Second Step is a curriculum designed to reduce impulsive and aggressive behavior in students aged 9-14 (grades 4-8) and increase their level of social competence, through teaching empathy, impulse control and anger management.
4. **Anger management training** - Juvenile Justice Center staff planned to provide training to parents, staff and some students. Workload at the Youth Center prohibit this component from being implemented this year.
5. **Student retreat** - A specialist works with minority students prone to violence-related behavior using a ropes course, conflict mediation, anger management and a variety of other strategies.

The Gang Resistance Education and Training curriculum is taught to 7th grade students by a uniformed police officer and the classroom teacher. It includes lessons on citizen rights and responsibilities, crime, conflict resolution, drugs and goal setting. The GREAT program is not funded through this grant, but it purchases workbooks and T shirts. The 8th Grade Health Program is designed to deal with issues of bullying.

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sexual harassment and media violence. This component is funded through the school district with the grant contributing substitution time for teachers.

The Media Violence program is a volunteer parent effort devoted to making the community aware of violence on television. Participants mailed surveys on TV violence to 6,000 homes. Completed surveys were returned by 130 middle school students and 416 parents. The results were shared with the media and "Pixie Awards" were presented at a City Council meeting.

The Home Base program is a late night (10 p.m. to 2 a.m.) recreation program operated by the Kennewick Police Department. It is designed to provide youths with positive alternative weekend activities. Hot meals and snacks are provided. The grant provided some of the start-up funding for the program that began mid-year. The Police Officers Association, United Way and Costco also provided funding to this program.

### **Service environment**

Most of the services provided are school based. Different components are tailored to serve students at the 14 elementary schools and the four middle schools in the district. The programs are overseen by a Violence Prevention Committee chaired by the director of middle schools. Other members include representation from the juvenile justice system, the police department, individual schools in the district and the community at large.

Several community organizations are integral to this initiative. The Juvenile Justice Center provides training and works in partnership with the schools to transition juveniles back into school. The police department provides the DARE and GREAT instructors for the schools.

The District appears to have taken a dynamic and flexible approach to prevention services. A wide variety of prevention services are offered in the district and several sources are used to fund them. Flexibility is evident in that new programs are piloted as the need becomes evident and funding is leveraged with donated time and goods to make these programs feasible. Programs initiated with only limited funding from this grant include the TV Violence Task Force and Home Base, the late night recreation program.

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**RESOURCES**

**Internal**

The largest proportion of the grant funds are used to operate the alternative schools. Two teachers and two educational assistants are hired (subcontracted) to provide educational instruction in the alternative schools. Small stipends are given to teacher for their time as mentors.

**External**

A number of other resources are used to provide violence prevention activities in the school and community. The GREAT program is funded through the city. The Los Ninos Program is funded by the school district. The Home Base program receives the majority of its funding from United Way, the Police Officers Association and business donations.

**OUTCOMES**

This project is in its third year of operation. Thus, outcome data reported here are from the 1994 fiscal year report. Data on outcome measures specified in the proposal have not been compiled to date, although a number of program-based evaluation efforts are in progress. The school district has requested and is receiving assistance from operations research staff at the Kaiser Corporation to develop an evaluation plan. In addition, they have requested the Committee for Children to assist in evaluating their Second Step program.

**Client participation**

Program participation for program components are as follows:

Second Step (Grades 4-5)	1832
GREAT (Grade 7)	1013
Conflict Mediation (Grades 6-8)	312
Anger Management (Grades 6-8)	212
Health Program (Grade 8)	982
Mentoring (Grades 6-8)	48

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Alternative Schools (Grades 6-8)	
Highland/Desert Hills	24
Horse Haven/Park	22
Jose's Outreach Program (Grades 6-8)	58
Home Base Late Night Program	3619
Television Violence Awareness Survey	164

**Client outcomes**

Much of the information reported in the self-evaluation report is anecdotal. Regarding the Second Step Program, teachers reported "notable" changes in students and want to extend the program into lower grades. Staff indicated that the program provides the skills necessary for student to handle their anger. The program trained 90 percent of the staff in 14 elementary schools.

Three of the four middle schools have developed conflict mediation programs. Individual cases are used to demonstrate how students can mediate conflicts among their classmates.

All 8th grade students were exposed to the Health Program curriculum. The program noted that more research is needed on sexual harassment and media violence and that the cultural awareness component needs expansion.

The mentor program was perceived as successful, based on activity logs which indicated increased school attendance, better grades and fewer behavior problems for those students involved in the mentoring program. However, the program suffered due an insufficient number of adults (19 adult mentors) to match with at-risk students. The program plans to recruit additional mentors from the ranks of the police and fire departments.

One of the four middle schools tracked students enrolled in the alternative school. Based on a combination of behavior data, academic information and teacher assessments, they noted that 50 percent of the students were successful after completing the alternative school program. All schools plan to use this assessment approach next year.

An Hispanic Outreach Program involved 58 Hispanic youths. Weekend activities were tied to goals based on attendance, grades and behavior. Individual successes were observed, including a group of students setting a goal to stop having the school "tagged" weekly. They succeeded in their effort.

As an example of success at a more personal level, the program reports on the following incident:



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*In the Spring of 1994, we had a high school age student point a gun at middle school students from a car. Within fifteen minutes, the police were called with a description of the car, the student and the license number of the vehicle. All five students said this was the result of the instruction they received in the GREAT program. (Fiscal Year 1994 Close-Out and Self-Evaluation Report, page 2)*

**System outcomes**

The application for funding does not explicitly present a system-wide goal and does not specify a measure for a goal. The application specifies a goal of reducing violence in the school.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Education/Special Needs
<b>Target Population:</b>
School students at risk
<b>Activities:</b>
Mentoring
Alternative schools
Second Step
Conflict mediation
Anger management
<b>Outcomes:</b>
Changes in discipline referrals, suspensions
Fewer suspensions, violent acts in school
1,000 + students trained
Students demonstrate they can solve problems
Students demonstrate positive skills fewer suspensions because of anger related behavior

<b>Risk Factor 2:</b>
Community Dysfunction/Disintegration
<b>Target Population:</b>
School students at risk
<b>Activities:</b>
Police program
GREAT program
<b>Outcomes:</b>
Students demonstrate what they can do to avoid being victim
Complete curriculum successfully

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<b>Risk Factor 3:</b>
Family Problems
<b>Target Population:</b>
School students at risk
<b>Activities:</b>
Parenting classes
<b>Outcomes:</b>
Parents willing to sign up for class

<b>Risk Factor 4:</b>
Education/Special Needs
<b>Target Population:</b>
School students at risk
<b>Activities:</b>
GREAT
8th grade teacher designed program
<b>Outcomes:</b>
7th graders complete GREAT curriculum
8th graders complete health program
Skits and plays in 4 schools
Media and violence addressed

**PROJECT IDENTIFICATION AND SUMMARY**

**Address:** 400 SW 152nd Street  
Burien, WA 98166-2209

**Contract Period:** 8/93 - 6/94

**Phone:** 206/439-6944

**FAX:** 206/439-3961

**Contact:** Ms. Corine Olson  
Mr. Lewis Andrews

**Funding:** (Grant) \$63,200 + (Match) \$17,305 = \$80,505

**# Anticipated Served:** 2,500 - 3,000 students - violence prevention assemblies;  
100 students - Violence prevention workshops;  
125 youths - case management services  
(Estimated 3,200 unduplicated students)

**Total Anticipated Cost/Client/Year:** \$25.15 per youth (including students who attended assemblies)

**Project Summary:**

According to the current YVIP funding application, the Puget Sound Educational Service District (PESD) project provides violence prevention education assemblies to high school and middle school students, school-based life skills support groups, comprehensive case management services, and multi-disciplinary team staffings to youths. In addition, the project provides ongoing training on cultural- and ethnic-relevant treatment to school staff, service providers and students, and, through a coordinated effort with other providers, offers parenting skills to multiethnic/cultural populations.

**Risk Factors & Activities (From "Form 9" of Grant Application)**

**Alcohol/Other Drugs:** Prevention/education awareness, and conference attendance.

**Education/Special Needs:** Life skills groups, peer tutoring group, and international students group.

**Family Problems:** Home visits and parenting skills group.

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**PROBLEMS ADDRESSED BY THE PROJECT**

According to the application, the target area for services (Highline and South Central School Districts) has experienced increased unemployment, poverty, school drop-outs, suspensions and withdrawals, incidents of domestic violence, incidents of school violence, and reports of students carrying weapons to school. Accordingly, the fear of random violence is adversely affecting 65% to 70% of the students in the target area.

**Client Population Characteristics**

The project expects to serve a minimum of 3,200 students, aged 6 - 20 years, during the school year. The ethnic and racial composition of the students is expected to reflect their distribution in the two districts as follows: Asian/Pacific Islander (11 percent); African American (8 percent); Native American (4 percent); Latino/Chicano (5 percent), and European American (71 percent). No information was provided on the number or race/ethnicity of the parents to be served through home visits and parenting skills groups.

**Severity of Problem**

Program activities are directed at several levels of prevention:

- **Tertiary Prevention.** Referral of youths to needed treatment and community resources.
- **Secondary Prevention.** Support groups for youths and parents to enhance skills; intensive case management services to address youths needs in the areas of safety, health, substance abuse, employment, school performance, legal and counseling.
- **Primary Prevention.** School assemblies on violence prevention education.

**PROCESS**

**Philosophy**

The project is an part of an integrated effort of the Risk Prevention Advisory Council and Puget Sound ESD to address issues of youth violence. The Advisory Council,

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which is made up of representatives from 35 school districts, local government, law enforcement and community agencies, provides planning assistance and support to the project and other efforts to reduce youth violence. The services offered through the project complement other community and school trainings sponsored by the Puget Sound ESD's SHARP (School Health and Risk Prevention) Center.

### **Service Focus**

The project incorporates a public health model in the design and delivery of its services. Primary prevention efforts in the form of school presentations are intended to provide general inoculation to students, school staff, counselors and law enforcement on youth violence and policies and strategies to reduce it. These efforts are reinforced with secondary interventions. School personnel constitute an important role in the identification of target youths for these interventions by using standard risk factors described as early first use of alcohol and/or other drugs, poor academic performance, poor school attendance, and family problems. Youths with these risk factors are referred to the project for services such as case management and skills group involvement.

### **Service Types**

The project uses several different types of service in its efforts to reduce youth violence in the target area. The first of these consists of violence prevention presentations to school staff, students, and parents to disseminate prevention/intervention measures and skills, including the establishment of school policies and procedures to deal with violence. The second service involves the creation and maintenance of youth Skills Groups at schools to deal with student issues and develop and practice conflict resolution skills. A third service consists of participation in a multi-ethnic parenting group made up of family members of youths at high-risk for violence. Last, the project provides case management services to a small number of youths who require ongoing contact and referrals to needed services in the community.

### **Service Environment**

Services to students, staff and counselors are provided at schools in the Puget Sound ESD catchment area. Presentations are often targeted at schools which have experienced significant ethnic and racial tension and/or intimidation and threats. In addition, project staff are sometimes asked to help diffuse potentially volatile situations and resolve conflict between students, and between students and staff.

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**RESOURCES**

Internal

Most of the grant funds are used to support two part-time Program Specialists whose combined time equals one full-time equivalent position. Additional funds are used to pay for indirect costs, rent, telephone, printing, vehicle maintenance, training, travel, youth incentives, and support services in the form of administration and secretarial support.

External

Puget Sound ESD provides match in the form of salaries, benefits, goods and services, contracted services and travel. Project services were integrated with other services provided by the agency through its SHARP Center. In addition, project services were enhanced through collaborative relationships with other community providers, such as the King County Work Training Program, the Domestic Violence Women's Network, Ruth Dykeman Center, Boys and Girls Club, Horizon Resources and New Directions for substance abuse and anger management treatment services.

**OUTCOMES**

This project is in its third year of operation. The data and information reported here are from the monthly activity reports, the 1994 fiscal year report and interviews with project staff and the Director of the SHARP Center.

Client Participation

The project provided services at five school sites: Evergreen High School, Cascade Middle School and Sylvester Middle School in the Highline School District; and Foster High School and Showalter Middle School in the South Central School District.

The total number of individual youths served varied considerably on the basis of the sources used. According to the monthly activity reports, over 170 students and 18 parents received services – no counts were provided with regard to school assemblies or presentations. According to the end of year evaluation report, 500 students were reportedly served, as well as 18 parents. According to the same source, an additional 1,300 school staff, 7,000 students and 400 parents attended violence prevention presentations.

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No data were provided on the number, purpose, location, or attendance at the student skills groups or on the composition or purpose of the parent skills group. Furthermore, data on client participation obtained from the monthly activity reports were often incomplete or inaccurate.

### **Client Outcomes**

The application noted four types of objectives that would be measured during the course of the project year. These are:

- **Qualitative assessments based on key informant interviews;**
- **Pre- and post-service questionnaires administered to a randomly selected sample of youths;**
- **Pre- and post-service comparisons of case managed students' disciplinary, attendance and academic progress; and**
- **Pre- and post-year comparisons of the diversity of representation on the project Advisory Council.**

Findings on each of these measures were explored during the course of this assessment. On the basis of information gained from interviews with project personnel, the following was determined:

- **No structured interviews were conducted with key informants, although project staff received feedback on services and clients from school personnel and referral sources. This information was used to "fine tune" services.**
- **No pre- and post-service questionnaires were administered to randomly selected youths to determine the effectiveness of the interventions.**
- **No pre- and post-service comparisons of case managed students were compiled or reported on student outcomes such as discipline, attendance or academic progress. However, data on these outcomes were maintained in individual case files.**
- **More representatives were added to the Advisory Council resulting in some improvement in diversity.**



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Despite the lack of data related to many of the outcomes discussed above, the year end report indicated a wide variety of successes. For example, the report noted that the staff and community education services resulted in reduced fear and increased awareness and sensitivity; that the student skills groups reduced disciplinary referrals and incidents of violence, while increasing school attendance; that case management reduced disciplinary referrals, increased attendance, and enhanced interagency referrals; and that the parenting group reduced interfamily violence.

### **System Outcomes**

No system outcomes are identified in the project application. However, it is presumed that measurable incidents of school violence should be reduced as a result of the services provided.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>RISK FACTOR 1:</b>
Alcohol and other drugs
<b>Target Population:</b>
Middle and high school students
<b>Activities:</b>
Prevention/awareness education
Participation in conferences/coalitions
<b>Outcomes:</b>
Reduction in early first use
Increase in self referral for services
Increase in treatment service access and use

<b>RISK FACTOR 2:</b>
Education and special needs
<b>Target Population:</b>
Middle and high school youths at risk for violence
<b>Activities:</b>
Life skills group
Peer tutoring group
International students group
<b>Outcomes:</b>
Increased academic progress
Improved peer relations
Reduced violence potential
Improved school attendance

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<b>RISK FACTOR 3:</b>
Family problems
<b>Target Population:</b>
Parents of students at risk for violence
<b>Activities:</b>
Home visits
Parenting skills group
<b>Outcomes:</b>
Increased parent involvement in school
Improved family relationships



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### *Community Dysfunction*

*/Disintegration:* Through contracts and partnerships, offer youths positive recreational activities, community outreach activities, and community beautification projects.

### PROBLEMS ADDRESSED BY THE PROJECT

According to FBI statistics on reported crime, Tacoma is the most violent city in Washington. Two communities within the city, the Hilltop and the Eastside, have the highest rates of poverty, crime and unemployment, and the lowest rates of employment and education. It is the youths in these two communities in particular that project services are targeted.

In 1992, 200 at-risk youths were surveyed to determine what they believed the causes and possible solutions to youth violence might be in high crime areas of Tacoma and Lakewood. According to the application, these youths identified a number of contributing factors to the high incidence of youth violence:

- Lack of youth employment and training opportunities;
- Lack of self-esteem and opportunities to build self-esteem;
- Lack of positive mentors and role models;
- Lack of appropriate education;
- Lack of support for their positive efforts and voice in the community.

These youths identified contributors to violence conform to the risk factors discussed above and form the basis for the services provided through the project.

### Client Population Characteristics

The youth population to be served by the project consists of more than 4,000 primarily ethnic youths from the Hilltop and Eastside neighborhoods of Tacoma and selected areas of Pierce County. Project services are particularly targeted for youths who are actively involved, or at risk for participating, in gang activity and/or violence. Youths are expected to be 8 - 20 years old with the largest concentration in the 13 - 18 year old age group.

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### Severity of Problem

Project activities are directed at two levels of prevention:

- **Secondary Prevention.** Employment training and placement, tutoring, mentoring, and conflict resolution training for target youths; parent training for family members.
- **Primary Prevention.** Organized recreational activities, art, music, dance, cultural awareness and school presentations for at-risk youths.

## PROCESS

### Philosophy

The Safe Streets Campaign is a unique community mobilization effort created in 1989. According to the applicant, the mission of the agency is to:

*Be a resource for individuals, families, communities, and other organizations in Pierce County to develop, mobilize, and maintain strategies to reduce and eliminate illegal drug activity and gang violence. These efforts are coordinated with schools, churches, community organizations, and youth serving agencies to make a difference and provide positive outlets for youths in our community.*

Working with the Safe Streets Youth Consortium, a 23 member steering committee of youth service providers, the project provides services to youths and families through cooperative and collaborative relationships with other agencies, organizations, businesses and individuals in the community.

### Service Focus

The Campaign builds upon the assets and resiliency of the communities served, to promote system wide change toward wellness in communities, schools and individuals. The organization uses a community mobilization and collaboration model of service delivery. Thus, the project resources are used to mobilize new services and enhance existing services for the youth population.

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Service Types

The original design of the project provided direction for the project based upon the needs cited by a steering committee survey to youths. The design was modified during the year to conform to the traditional function of Safe Streets – community mobilization and collaboration, rather than direct and/or case management service provision.

Services currently provided through collaborations with other providers consist of the following:

- **Summer youth employment and training (17 work sites). A professional review of the training program provided data for the Corrections Clearinghouse (Washington State Employment Security) for the purpose of facilitating funding of wrap around services provided by this training demonstration project.**
- **STRIVE! video about AIDS produced by youths as an outcome for the summer training project. The video will be shown during "Power Tour" assemblies.**
- **Outreach services by project staff to youths in outlying Pierce County areas where services are lacking and gang activity thriving. A Safe Streets sponsored youth group, the "Reality Crew," provides peer to peer and cross age mentoring through their youth designated outreach projects to communities and school populations. In addition, the group has received "Ropes" course training and other education and employment opportunities.**
- **Leadership training, conflict management, arts, and music through the Metropolitan Park District and YMCA late night Program.**
- **In March, 1994, Safe Streets became a part of the Interagency Gang Task Force effort to help organize and provide services to the families of gang involved youths. Members of the team include Remann Hall, Pierce County Health Department, Pierce County Sheriff's Department, Tacoma Police Department, Tacoma Public Schools, The Commission on Children, Youth and Families, Prosecuting Attorney's Office, and Safe Streets. The project's intent is to provide resources to the youths, parents, and siblings of the youths identified for the task force projects. Safe Streets has organized the parent support group component of the task force efforts. The parent support group is now also a member of the Tacoma Public Schools Family Involvement Center. As a member of the center, parents have access to an array of parent and family support**

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resources including video libraries, system advocates, and workshop and training opportunities.

- **Initiating the "Power Tour" in the Tacoma School District. The "Power Tour" is a series of school assemblies designed to help young people recognize and examine the power within the choices that they make daily. Three additional school districts have requested that the program be replicated in their areas.**
- **Expansion of the Safe Streets newspaper to include "Speak Out" sections for youth opinions on issues.**
- **The youth music project resulted in music written and performed to youths about the dangers of gang involvement and violence.**
- **Support of the Pilipino American Youth Organization (PAYO) activities including a basketball tournament attended by more than 400 youths and family members. PAYO's Teen Radio Hour reaches youths on the weekends offering teen line, interviews and call-in discussions about youth concerns.**
- **Support of "Youth Yellow Pages," a phone directory written especially for young people in Tacoma, Pierce County.**
- **Sponsored the Urban League Academy of Arts Program for academy students. This resulted in a public art exhibit, media attention, video and showing of the extraordinary talents existing in the hard to serve youth populations.**

### **Service Environment**

**The services provided to youths and families involve the mobilization of resources to fill the gaps in services that have been identified by the Campaign, its partners and community organizations. Direct services are provided at or through partner agencies. Additionally, Youth Outreach Workers maintain close "mentoring" relationships with at-risk youths in selected Pierce County areas.**



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**RESOURCES**

**Internal**

Slightly more than one-half of the funds are used to support a Youth Coordinator (.25 FTE), a Youth Outreach Worker (.75 FTE) and an Administrative Assistant/Youth Worker (.70 FTE). Additional funds are used to purchase contracted services and supplies.

**External**

The project application identifies more than \$44,000 in match in the form of salaries/benefits, contracted services, goods/services and travel. Additional external resources are provided in the form of a \$40,000 grant from the Department of Employment Security to subsidize youth employment and training and donations from businesses, such as Boeing Company.

**OUTCOMES**

The information presented below was obtained from Monthly Activity Reports, an interview with project staff, and a review of employment assessment questionnaires. A close-out report was not available at the end of the project year.

**Client Participation**

According to project counts, a total of 3,827 unduplicated youths received 8,187 services as a result of the project. In addition, 45 parents received 851 services.

Information from Monthly Activity Reports indicates that the following types of services were provided to youths or parents.

- Recreation in the form of late night basketball, soccer, youth/family picnic, martial arts, PAYO basketball team, camping and outdoor activities;
- Dance (Khmer "Monorom" Dancers), art, drama, music, choir, ballet workshop, and woodworking;
- Cultural programs, including Khmer Youth Day and language sharing;

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- Tutoring, HIV/STD training, health and nutrition, money management, and Leadership training in areas such as anger management, problem resolution, communication, resume writing, job search and job interviewing;
- Outreach "mentoring";
- School presentations (POWER TOUR); and
- Summer employment training.

### **Client Outcomes**

The application identified five anticipated outcomes. These are:

- Youth develop skills to obtain resources and make positive changes in their lives and environment;
- Youths are provided with necessary life training to avoid and/or handle conflict, peer pressure, stay in school, obtain employment, develop self esteem, and develop cultural awareness/sensitivity;
- Media reports more positively and frequently on youth community projects and efforts;
- Parents are provided with appropriate training to bridge communication gaps, obtain employment, and have mechanisms in place to gain access to community services; and
- Graffiti is removed from areas and murals replace this gang graffiti.

Of the youths who entered the youth employment program, 40 percent of whom were or had been gang involved. Forty youths entered the eight week program: 36 youths received certificates of completion – eight received awards for perfect attendance. This represented a remarkable 90 percent success rate.

At the conclusion of the employment program, work-site supervisors and the participating youths completed questionnaires regarding their respective experiences. This evaluator examined the responses on each questionnaire and determined that employers and employees alike reported very positive experiences. One particular account involved an impressive report from an employer of an Eastside neighborhood gang member. In a report prepared by the Youth Coordinator:

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*This young man was the top employee for the agency that he worked for. According to his supervisor, "He came in on time and left only after his job was completed even if it meant staying beyond hours. His friends, who are gang members, admired and envied him for his job and he was glad to have something better to do than hang out."*

The changes in the focus and methods of the service delivery that were implemented during the year appear appropriate to a community mobilization model. At this point, it is necessary to reexamine and clarify the risk factors addressed by the services (project activities) as well as the relationship between risk factors and client outcomes.

# YAKIMA GANG PREVENTION COALITION

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 1211 South 7th Street  
Yakima, WA 98907

**Contract Period:** 8/1/93 - 6/30/94

**Phone:** 509/575-6114

**FAX:** 509/575-4649

**Contact:** Ms. Ester Huey, Executive Director  
Mr. Tim Sullivan, Program Manager

**Funding:** (Grant) \$73,000 + (Match) \$18,250 = \$91,250

**# Anticipated Served:** 2,000 at-risk youths

**Total Anticipated Cost/Client/Year:** \$ 36.50

### Project Summary:

The program is a collaborative effort by 13 nine youth service agencies in the city of Yakima. Services are targeted for six sites which include the most economically disadvantaged neighborhoods in Yakima, and some of the poorest in the state. The program attempts to reduce youth violence by providing safe environments and positive activities during non-school hours. Activities offered each weekday after school include recreation, tutoring, social skill building and personal intervention. A summer sports league is also offered.

### Risk Factors & Activities (From "Form 9" of Grant Application):

*Child Abuse and Neglect:* Parenting Classes.

*Alcohol and Other Drug Abuse:* Refusal Skills Classes, Drug and Alcohol Awareness Classes, Drug and Alcohol Awareness Week.

*Access to Guns:* Community Awareness and Education Program.

*Education/Special Needs:* Tutorial Services and Educational Counseling.

*Family Problems:* Individual and Group Counseling.

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**PROBLEMS ADDRESSED BY PROJECT**

The Youth Violence Prevention and Intervention grant is administered through the Yakima County Substance Abuse Coalition, a nonprofit agency. The Yakima Gang Prevention-Intervention Coalition is the advisory board which provides general direction for program activities.

The Yakima Gang Prevention-Intervention Coalition mobilized community organizations to respond to the problem of gang violence. This collaborative body included representatives from schools, housing authority, police, courts, parks and recreation, mental health, and other private organizations. This multi-agency group pooled its resources and began a small pilot program with the original grant funds which had good results. Thus, the group wanted to expand the concept to work on other protective factors. The Coalition expanded its membership and sought input from young people on the Yakima Youth Commission.

The Yakima Gang Prevention/Intervention Coalition Youth Programs were developed to serve all youths who live in the Northeast and Southeast neighborhoods of Yakima. The programs were developed to decrease the problems of gang related violence and crime, which has steadily increased over the last five years in these neighborhoods. The Coalition focused its approach toward prevention and intervention strategies to decrease gang and related youth violence and crime.

**Client population characteristics**

The program was designed to be established in the most economically disadvantaged neighborhoods in Yakima. The program sites are catchment areas for three elementary and two middle schools and one community center. These areas had a high percentage of students who were eligible for free or reduced priced meals, a high proportion of racial/ethnic minority students and a high proportion of migrant students. Of the 1,356 youths attending program activities last year, 57 percent were Hispanic, 23 percent African American, 18 percent Caucasian and two percent Native Americans, Asians and other ethnic groups combined.

**Severity of problem**

The majority of services are provided to all clients on a drop-in basis. These services are of a primary prevention nature. Intervention services are provided through a staff intervention specialist. Youths come to the attention of this specialist through a self referral process. These services include the identification of individual needs and referral to an appropriate community agency.

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**PROCESS**

**Philosophy**

The mission of the Gang Prevention/Intervention Coalition is to *offer positive alternatives that will build self-esteem and community pride among youths, ages 6 through 19, within the identified target area.* The goal of the Coalition is to *develop community partnerships to provide youth at-risk with recreational activities, educational opportunities, counseling services, and social and life-skills development.*

The intent of the program is to attract high-risk youths to nearby sites during non-school time where they will have positive interactions substance-free with adults and other youths.

**Service focus**

The focus of the coalition has been to provide a multifaceted approach to respond to the youth violence issue. The coalition is aware that there are many risk factors that exist in the community of Yakima that attribute to youth violence and crime. It is the philosophy of the Coalition that if you create a protective environment for youths beginning at a young age, that they will turn away from violence and crime.

The Coalition's multifaceted approach tries to touch on each area of risk. The goal is to provide the youths with protective factors they are not receiving through their families, schools, or community. This is accomplished by: 1) opening up public facilities in high risk neighborhoods where youths can safely meet during after-school hours, 2) offering recreational and enrichment activities that build self-esteem and teach life skill development, 3) providing opportunities for positive role modeling with staff, volunteers and other participants, 4) providing one-on-one and group outreach, 5) set up a system for youths with special needs to access social services, and 6) promoting the concept of family unity through family oriented special events.

Currently, the targeted risk factors for this project are an amalgamation of two projects originally funded in the Spring of 1991. (The School District and OIC transferred separate grant funds to the Yakima County Substance Abuse Coalition.) These targeted risk factors are in the process of being reviewed and refined.

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Service type

Currently the Gang Prevention/Intervention Coalition youth programs are designed to work in each of these areas:

- 1) The Coalition sponsors the Kids Place and Night Action youth programs, which currently serve youths 5-19 years of age at six different sites in the Northeast and Southeast neighborhoods of Yakima. The Kids Place program serves youths age 5-12 at four sites. It operates from 3:00 to 6:00 pm Monday through Friday. On Tuesdays it begins an hour earlier, operating from 2:00 to 6:00 pm. The Night Action program serves youths age 13-19. It operates Mondays through Friday from 6:00 to 9:00 pm at three sites.
- 2) The Kids Place/Night Action programs offer organized recreational activities, tutoring, field trips, special events and volunteer enrichment classes that teach: cooking, arts and crafts, sewing, Karate, sports skills, first aid, home alone, and self improvement.

The Eastside Youth Sports Program offers seasonal sports opportunities to youths who live in the Northeast and Southeast neighborhoods of the city. This program gives youths age 8-12 the opportunity to participate in organized sports leagues without having to pay a fee or worry about transportation to the West-side where current leagues are held. The sports league offers soccer in the Fall, basketball in the Winter, track and volleyball in the Spring and baseball in the Summer.

Beginning in the Fall of 1994, the Coalition will offer a new recreational component. Titled "Prime Time Basketball," this activity will be held at the Southeast Community Center on Friday nights from 9:00 pm to 2:00 am, Saturday from 4:00 to 10 pm, and Sunday from 2:00 to 8:00 pm. The program will offer tournament play, weight lifting and organized recreation.

- 3) The Coalition has a volunteer program that puts youths and adults into mentoring and community service roles. Each Kids Place/Night Action site has a corps of youth participant volunteers that assist staff in programming and perform special community service projects such as graffiti paint-over and mural painting. The adult volunteers are placed as enrichment instructors, staff assistants, mentors, tutors and to help with special event activities.
- 4) Intervention is provided by a full-time specialist who does one-on-one and group evaluation and outreach. He also offers classes in conflict resolution, anger

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management, gang awareness, peer resistance, job readiness, sportsmanship and life skill development.

- 5) The Intervention Program provides a referral service to youths. After the intervention specialist evaluates the participant, and identifies special needs, the youth is referred to a network of social service agencies which have been identified by the intervention program. All referrals are confidential and are made on agreement between the participant and parents, unless the referral is to CPS.
- 6) Parents are encouraged to attend any of the programs offered by the Coalition. Friday evenings at the Night Action sites are designated as Friday Family Night. Special family oriented activities are set up for parents and their children to participate.

### **Service environment**

The Yakima Gang Prevention/Intervention Coalition is seen as an example of the collaborative climate that exists in Yakima. Coalition members note that the environment in Yakima is conducive to the type of collaboration that is necessary to establish a youth violence prevention/intervention program. The Coalition is well structured, as evidenced by the written mission statement, goal and objectives. Currently the Coalition is made up of the following public, private and non-profit agencies: Yakima Public Schools, Yakima County Substance Abuse Coalition, Yakima Police Department, Yakima Parks and Recreation, Association of Yakima Barrios, Central Washington Comprehensive Mental Health, Yakima County Juvenile Courts, Consolidated Juvenile Services, Yakima County Development Association, Yakima YMCA, Yakima YWCA, Yakima Valley OIC, and the Yakima Housing Authority.

## **RESOURCES**

### **Internal**

The YVPIP grant funds \$73,000 of this project, with about two-thirds of this amount earmarked for service staff salaries and benefits. However, this accounts for less than one half of the total cost of supporting all project activities.



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### External

In the past 12 months, the City of Yakima contributed \$90,060 toward project activities. These funds were allocated for staff salary, site enrichment and recreational activity supplies. In addition, the YMCA contributed \$25,000 to cover similar costs. United Way contributed \$11,500, the majority of these funds expended on the Eastside Athletic Association for staff costs and baseball and soccer supplies. Other services were provided through community agencies on an as-needed basis when referrals were made by the intervention specialist.

## **OUTCOMES**

### Client participation

Through Kids Place and Night Action, the program served 1,356 individual youths 5 to 19 years of age during fiscal year August 1993 - June 1994. These youths resulted in 42,238 program contacts. The youths were served by 121 volunteers who contributed 5,644 hours of their time to the program.

The tutoring program averaged 10 youths per day. The Intervention program served 846 youths. Of these, 628 received outreach services, 39 participated in anger management classes, 56 participated in sportsmanship classes, and 68 participated in life skill learning classes (including job skills development, gang awareness, home alone skills, first aid, nutrition and peer resistance skills). The Eastside sports program had 136 participants in its summer baseball activities.

### Client outcomes

Data on outcome measures for the different program components have not been systematically compiled to date. However, the program reports that, based on staff appraisals, participants in the Kids Place and Night Action programs have demonstrated a decrease in risk taking, increase in the ability to form and maintain relationships, decrease in negative peer pressure and decreases in conflict on the site. Tutoring staff estimated that 85 percent of the students they worked with increased their learning ability. Of the youths attending the life skills development class, all have demonstrated obtained knowledge. Coaches for the Eastside sports program reported decreases in verbal and physical conflict among participants during the three month program.

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Among the individual youths who have been successful participants in the program:

*F. is a 13 year old Hispanic male who comes from a single parent household. With two siblings, he lives in government financed housing across the street from the Southeast Community Center. The area is plagued by poverty and gang violence. When F. first began attending project activities at age ten, he was very quiet and kept to himself. In time he became a regular participant in all activities and staff encouraged him to become a program volunteer. He has since recorded over 1,200 hours of service. In the process, F. became an honor roll student last year for the first time at his school, he was appointed to the Statewide Voices of Youth United Youth Advisory Group, and won the community service award at this year's Yakima Youth Awards. F. wants to work with young people when he grows up.*

*K. is an 18 year old African American female. She is the oldest child in a single parent family and is responsible for caring for her younger siblings. Her family is on public assistance and lives in Southeast Yakima. Her mother is a former drug abuser. K. dropped out of school for lack of motivation during the 1991-92 school year. Since participating in the program, K. has re-enrolled in school and has made the honor roll. She graduated in the Spring of 1994 and now attends Yakima Valley Community College. K. was also elected Ms. Juneteenth after winning a speech contest, participated in the leadership skills training program Leadership Investment for Tomorrow (LIFT), was elected a co-speaker at her graduation ceremony and was nominated for the Yakima Youth Award.*

### System outcomes

The stated objective of this program is to reduce youth violence by developing protective environments during leisure hours. The program reports that according to police statistics, there was an 81 percent reduction in gang related crime during the three years that the program has been in operation. Data are for a three block radius around each program site and denote all incidents that police classify as confirmed gang related activity. These incidents are limited to:

1. vandalism which is property damage or gang related graffiti,
2. trespassing on school grounds by gang members, and
3. gang related fights, drive-by shootings and weapons reports.

There were 184 incidents in the year prior to the program and 28 incidents in the same period in 1994. Police report that gangs at these school sites have dissipated. It is not known if all violent juvenile crime in these areas has decreased.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Child Abuse and Neglect
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Parenting Classes
<b>Outcomes:</b>
Development of satisfactory parenting skills

<b>Risk Factor 2:</b>
Alcohol and Other Drug Abuse
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Refusal skills classes
Drug and alcohol awareness classes
Drug and alcohol awareness week
<b>Outcomes:</b>
Youths' ability to say "no"
Reduction in the number of drug and alcohol crime and traffic incidents

<b>Risk Factor 3:</b>
Access to Guns
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Community awareness/education
<b>Outcomes:</b>
Reduction in the number of guns in the hands of youths
Reduction in violence with the use of guns

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<b>Risk Factor 4:</b>
Education/Special Needs
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Tutorial services and educational counseling at each site
<b>Outcomes:</b>
Raised grade point averages
Increase in academic self confidence
Decrease in drop-out rates

<b>Risk Factor 5:</b>
Family Problems
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Individual and group counseling sessions
<b>Outcomes:</b>
Reduction in conflict between parent and child
Reduction in child abuse and family violence

# ASIAN COUNSELING AND REFERRAL SERVICE

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 1032 South Jackson      **Contract Period:** 11/1/93-10/31/94  
Suite 200  
Seattle, WA 98104

**Phone:** 206/720-5383      **FAX:** 206/461-8363

**Contact:** Ms. Elaine Shoji Ishihara, Project Director,  
and Director, Elderly & Family Services, AC&RS

**Funding:** (Grant) \$45,000 + (Match) \$25,764 = \$70,764

**# Anticipated Served:** 32 (15 Interlake H.S., 15 Denny M.S., 2 Chief Sealth)

**Total Anticipated Cost/Client/Year:** \$ 2,211.38

### Project Summary:

*Workshops on violence prevention are provided to youths who participate in discussions, seminars, and activities on: peer pressure issues, resisting gang involvement and violence, family communication issues, mental health techniques and coping skills, alcohol/substance abuse education, and AIDS education.*

### Risk Factors & Activities (From "Form 9" of Grant Application):

**Family Problems:** Individual and family counseling, parent education.

**Education Needs:** School and community-based secondary prevention activities.

**Community Dysfunction:** Consultation and education for school staff and the community.

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**PROBLEM ADDRESSED BY PROJECT**

In June, 1992, the "Asian/Pacific Islander Task Force on Youth" came together to address the rise in Asian/Pacific Islander youth violence. Including representatives from a wide array of public and private organizations, the Task Force adopted a mission to coordinate community and individual efforts to eliminate Asian/Pacific Islander gangs in the greater Puget Sound area. Asian Counseling and Referral Service (AC&RS) participated as a key Task Force member.

The Task Force contracted with Peter Moy and Associates for a carefully drawn needs assessment, action plan and resource development plan, which they received in the form of a report known as, *A Framework for Meeting the Needs of At-Risk Asian/Pacific Islander Youth*. In September 1993, the Task Force used this information to adopt the following two service priorities:

- Develop more culturally appropriate youth services that enable youths to prevent gang involvement, succeed in school, maintain family and peer relationships and escape from gang involvement; and
- Establish an outreach program for involving Asian/Pacific Islander parents in school activities.

**Client Population characteristics**

The Crossroads area of Bellevue (where Interlake High School is located) and West Seattle/White Center (where Denny Middle School is located) were two of the priority areas for services identified by the Task Force.

Interlake High School in the Bellevue School District is in a transient community and serves a diverse, and often, at-risk student population of about 970. According to the high school's principal, Michael Bacigalupi, about 26% are students of color and 34 different languages are spoken among its families. 17% of its students qualify for free and reduced lunches. Over 25% of its students have special needs either academically or because English is their second language. 21% live with a single parent and 6% live with someone other than a parent or step-parent. 37% of students who enroll in the district after grade 8 end up dropping out of school. Crossroads has the highest number of children in the juvenile justice system of any part of the city.<sup>1</sup>

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<sup>1</sup> Letter from Interlake High School Principal Michael Bacigalupi to Elaine Ishihara, dated October 7, 1993.

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Denny Middle School, serving families in Southeast Seattle and West Seattle, is 25% Asian/Pacific Islanders. Denny Middle School Principal, Pat Batiste-Brown, has noted that the school's "ability to provide a quality education to all youths includes assisting students and their families in accessing the services of community-based agencies."<sup>2</sup>

### Severity of problem

The focus of most services is secondary intervention. However, the project plans that the program encompass the continuum of care from primary to tertiary prevention.

## PROJECT PROCESS

### Project Philosophy

ACRS provides a school-based prevention/early intervention program for at-risk Asian/Pacific Islander youths. The violence prevention and intervention strategy is delivered through a school-based prevention and early intervention model to address the following prioritized risk factors: **family problems, education/special needs, and community dysfunction.**

### Service focus

The Asian Counseling and Referral Service's youth violence program is coordinated by a Project Coordinator, hired by ACRS through the grant. The Project Coordinator organizes workshops with the assistance of the school personnel and other ACRS staff. Agency services can be provided in twenty-two languages and dialects.

### Service type

Workshops began at Interlake High School and Denny Middle School following a training period for peer counselors from Chief Sealth High School. Workshops are offered once a week, during school hours and in school buildings, with fifteen youths served at each school.

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<sup>2</sup> Letter from Denny Middle School Principal Pat Batiste-Brown to Elaine Ishihara, dated October 6, 1993.

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Objectives for the workshop topics addressing "family problems" and "education/special needs" are:

- To help youths resist gang involvement and violence;
- To assist youths in improving communication and behavior in families; and
- To educate about societal and health-related issues which put youths at risk.

Specific topics for the workshops were said to include, but not be limited to, the following:

- Peer pressure issues, resisting gang involvement and violence;
- Family communication issues, generational conflict, in a cultural context;
- Mental health techniques and coping skills; and
- Alcohol/substance abuse education, and AIDS education, to include resisting peer pressure and seeking assistance and treatment.

While the "Prevention/Early Intervention Workshops" were identified as an important program activity, they are not the only ones. Other program activities identified in the grant application include: summer activities, parent education seminars and home visits, peer counselors, individual and family counseling services, and consultation and education.

Goals of this program include empowering youths to make positive choices, building self-esteem and becoming resources for other youths. The "YVPIP Curriculum Development Project" has eight lessons which includes the following:

- |                |   |
|----------------|---|
| Session One:   | Introduce participants, facilitator, program and purpose. |
| Session Two:   | Building trust and teamwork.                              |
| Session Three: | Understanding conflict from a cultural perspective.       |
| Session Four:  | Using "biculturality" as an advantage.                    |
| Session Five:  | Substance abuse awareness and prevention.                 |
| Session Six:   | Making positive choices in life.                          |
| Session Seven: | Gang prevention and alternatives to gangs.                |
| Session Eight: | Review and reaffirm what has been learned.                |



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**RESOURCES**

**Internal Resources**

The internal resources reflected in the budget from the Asian Counseling and Referral Service's youth violence project includes one full-time Project Coordinator, and partial funding for the positions of Case Manager, Program Director, and Clinical Supervisor. Contracted services include youths and teacher stipends. The total project operations budget is \$45,000.

**External Resources**

The summary of external resources identified in the ACRS grant application included both cash and in-kind resources. Cash resources included \$8,000 from the City of Bellevue, \$8,000 from United Way of King County, and \$8,000 from ACRS fundraising efforts. In-kind donations were said to include \$500 from Interlake High School and \$500 from Denny Middle School. Total community resources were identified at the level of \$25,000. The contract with the state was later slightly revised to identify a total match of \$25,764.

**OUTCOMES**

Most of the information contained in this section was derived from a compilation and analysis of the "Monthly Activity Reports," prepared and submitted by project staff. Additional information was provided through interviews conducted with project staff and key stakeholders in this project. Supplemental written information from the staff was also considered.

**Client participation**

The number of clients served per month between November 1993 through August 1994, ranged from a low of eight to a high of 28. During the 1993-1994 school year, the project focused on three groups of youths in two schools, Denny Middle School (West Seattle) and Interlake High School (Bellevue). The program at Interlake High School was expanded to two groups due to increased interest by youths and a need to provide special attention to females. Each group was facilitated by the project coordinator and a student intern from the University of Washington.

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### **Client outcomes**

Outcomes that were anticipated in this project include the following:

- Increased parent involvement in youth activities and schooling;
- Increased parent/youth/school communication;
- Increased positive experiences between youths and community members;
- Improvement in school performance/attendance;
- Improvement in peer interactions and positive leadership opportunities; and
- Decreased youth violence and gang involvement by youths served.

These outcomes have not yet been fully developed as measurable outcomes. However, while data on outcome measures have not been compiled to date, the project has compiled qualitative data presented in this section.

At the end of the school year, the facilitators and youths evaluated their progress in the project. Among the points raised during that discussion were the following:

- Prior to the sessions, many youths felt discriminated against by non-Asians and were building up considerable anger.
- Because the group was facilitated by an Asian-American, they were comfortable enough to open up and share.
- The sessions provided a forum for the youths to vent their feelings, and release their anger in positive ways. One youth said, "If I don't come here, I'd be out stealing."
- Some of the high-schoolers realized they would like to go to the middle schools and serve as peer counselors. One youth from Interlake High School spoke to students at Denny Middle School with reports that the younger students seemed more attentive.

The summer provided a time for facilitators to visit clients outside the group structure. It was felt that these visits allowed the participants to get to know each other better on a personal level. The summer also provided a time for youths to be engaged in such special activities as a ropes course, hiking trips, and field trips to such places as the International District, Woodland Park Zoo, Boeing, etc.

Perhaps one of the best summaries of the benefits of this program was written by a participant in the Interlake High School program:

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*The ACRS meetings held once a week at the Interlake High School help minorities that attend this school get through the school year. The coordinators of this group give added support to the students so they know they are not alone. They give students advice, they listen if there is a problem, help get through conflicts without resorting to violence, and help students with their homework. The coordinators are also active out of school. They help students with family problems, help students get into college, and help with many other things. The members of this group don't think the coordinators are just coordinators, we also consider them friends.*

The project has also attempted to revise their program based on feedback provided by youths. Among the issues which have emerged during the year are the following:

- The need for a female co-facilitator became apparent at the high school level. Male facilitators were less effective in addressing certain gender-related issues.
- At the middle school level, the gender of the co-facilitator was less of an issue as the age of the co-facilitator. It was felt that the co-facilitator needed to be of at least high school age.
- The need for transportation to and from activities became an issue. Additional cars were frequently needed. Facilitators believed that the groups were getting too large. A target number for the following year will be eight youths.

As an example of success at a more personal level, the program reports on the following program client:

*E, a sophomore at Interlake H.S. at the time he joined the program a year ago, is of Chinese American descent. He demonstrated a belligerent attitude and was frequently in fights. E. especially verbalized his violent attitude toward non-Asians. While in the program his attitude toward violence began to change. Staff noticed that he got along with two non-Asians in the program. Most recently, a friend of E. confided to him that he wanted to join a gang. In the past, E. would have supported that decision thinking it was the only available means for protection. This time E. requested help from the school nurse and project. These people were able to meet with the other student and persuade him to not join a gang. E. is now a member of Voices of Youth United. He expresses interest in working with young people in middle schools.*

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**System outcomes**

The ACRS project appears to have had a positive impact on the campuses in which it operates. For example, in an interview, Interlake High School Principal, Michael Bacigalupi, reported that the project has been "real helpful," especially in defusing racial and ethnic tensions at the school. He recalled one particular incident in which a youth of one race was assaulted by youth of another race as part of what the victim believed was a gang initiation ceremony. Racial tensions increased dramatically at the school, but the project participants were able to intervene and de-escalate the situation, potentially preventing many youths from being hurt.<sup>3</sup>

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**3** Based on interview of Michael Bacigalupi by the project evaluator on September 12, 1994.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Family Problems
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Individual and family counseling
Parent education
<b>Outcomes:</b>
Increased parental involvement in youth activities
Increased communications

<b>Risk Factor 2:</b>
Education Needs
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
School or community-based secondary prevention activities
<b>Outcomes:</b>
Decreased youth violence
Improvement in school performance and attendance

<b>Risk Factor 3:</b>
Community Dysfunction
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Consultation and education to school staff and the larger community
<b>Outcomes:</b>
Better understanding of Asian/Pacific Islander culture and issues

# FRANKLIN PIERCE SCHOOL DISTRICT

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 315 S. 129th Street  
Tacoma, WA 98444

**Contract Period:** 7/1/93 - 6/30/94

**Phone:** 206/536-5400

**FAX:** 206/536-0797

**Contact:** Ms. Jurley Paddock, Director, Student Assistance Programs

**Funding:** (Grant) \$45,000 + (Match) \$46,035 = \$91,035

**# Anticipated Served:** 350 at-risk youths and families

**Total Anticipated Cost/Client/Year:** \$ 260.10

### Project Summary:

Through community partnerships, high risk youths are provided with services including anger management, peer resistance skills, negotiation and decision making. An interdisciplinary team uses outreach and case management to develop social and health services plans that improve family functioning related to child development.

### Risk Factors & Activities (From "Form 9" of Grant Application):

*Community Disorganization:* DARE curriculum for 5th grade students and YES Violence Prevention Education for K-4.

*Educational Risk and Special Student Needs:* Intensive prevention groups using the Second Step curriculum.

*Family Problems:* Case management and referral to Family Empowerment Community Prevention Program.

### PROBLEMS ADDRESSED BY PROJECT

The Franklin Pierce School District operates this project through the Student Assistance Program (SAP). The SAP office has teams in all the elementary and secondary schools and is charged with violence and substance abuse prevention. SAP has developed a multi-disciplinary program that has provided violence and substance abuse services since 1984. This grant is being used to expand services. Expansion

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consists of bringing a more limited DARE violence and drug prevention program to students in grades K-4, expanding the use of the Second Step Violence Prevention Curriculum and expanding case management capabilities. The project works closely with the University of Washington's Center for Study and Teaching of At-Risk Students (C-STARS), which provides technical and evaluation assistance.

The Franklin Pierce School District serves 6,274 students. The district is divided into two feeder systems referred to as the Westside and Eastside systems. Grant funds are being used to enhance services in the Westside system to make them comparable to the Eastside system where services are provided through other funds. At the time of the evaluation site visit, the project was completing the hiring and training of new project staff. Implementation of the project will coincide with the district's school year.

### **Client population characteristics**

A 1992 SAFE Streets community forum showed that Parkland, located in the Westside, has exceptionally high rates of violent crime, poverty, family problems, and child abuse and neglect. The communities around the four Westside schools were reported to be unstable, unsafe and infused with criminal behavior. Over ten retail gun outlets are located around the Parkland neighborhood. A C-STARS supervised needs assessment, covering twelve indicators of school failure, showed that 30 percent of incoming 5th grade students were at-risk of school failure.

### **Severity of problem**

This project proposes to provide primary prevention services to all K-5 students. Secondary prevention services are proposed for youths meeting one or more of the following risk indicators: association with gang activity, school failure risk assessment or family substance abuse. In addition, secondary prevention services are to be provided to families experiencing poverty and associated lack of coping strategies.

## **PROCESS**

### **Philosophy**

The Franklin Pierce School District's strategy for this project is to develop a continuum of services that span primary and secondary prevention efforts in the four elementary schools on the Westside in Parkland. It uses a progressive intervention system in which the intensity of additional services correspond to the students' level of risk.

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### **Service focus**

The goals of the project are to link all students to the school Student Assistance Team and Pierce County Sheriff through in-class violence prevention education. The project plans to refer 300 high-risk youths experiencing initial school failure into intensive small group training using the Second Step violence prevention curriculum. They also plan to assist 100 high-risk families to receive social and health services while linked to the county Family Empowerment Prevention Program.

### **Service type**

The project proposal identifies three service components for this project.

1. Portions of the K-4 Here's Looking at You, 2000, Second Step and DARE curricula, taught to all students in the four project schools, emphasize law enforcement roles in the learning activity, and identify community safety resources. The DARE officer instructs the 5th grade.
2. Through ongoing screening at each elementary school, the Student Assistance Team refers high risk students to ten small group prevention education sessions. Screenings and self-referrals are coordinated through the Student Assistant Case Manager using a validated process known as Interprofessional Case-Management. The curriculum uses age-specific materials from the Second Step program and is designed for intensive prevention learning in small groups.
3. The Student Assistant Case Manager directly approaches parents when the student asserts difficulty at home or when the intensive small groups do not remedy the youth's problems. The case manager consults with the YES counselor and mental health counselor about how to best address the family's prevention-education needs.

### **Service environment**

The project seeks student input in three ways. Students are members of Safe Streets community mobilization efforts in the Franklin Pierce School District; they are "expert informants" in the C-STARS evaluation effort; and they serve as resources to building the Student Assistance Teams.



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**RESOURCES**

**Internal**

The project is administered by the Student Assistance Program in the Franklin Pierce School District. The district provides all administrative functions, supplies and support costs for this project.

**External**

Every biennium Pierce County Social Services competitively selects adolescent chemical dependency and mental health providers. These providers for the Parkland area currently are Olympic Counseling and Greater Lakes Mental Health. To maintain consistency of services, Franklin Pierce uses these same service providers.

Matching financial contributions to this program include administration and support services provided by the school district. Other contributions include community mobilization provided by Safe Streets, evaluation by the University of Washington, DARE officer by the Sheriff's Department, juvenile justice outreach and the Pierce County Family Empowerment program.

**OUTCOMES**

**Client participation**

The project is designed to serve approximately 1,765 children in the four Westside elementary schools, with about 320 youths exhibiting academic failure placed in small groups. In addition, 100 families receive outreach services. The project is started at the beginning of the 1994-1995 school year.

**Client outcomes**

Project evaluation will be conducted by C-STARS. The evaluation will use a number of validated measurement instruments and school records to track trends in discipline-related referrals. The instruments will include surveys of knowledge of violence prevention skills, the Chandler Stress Response Scale, a modified version of the classroom teacher Ten Minute Wonder, the Student Assistance Survey and a clinical behavioral checklist. These instrument will be used to measure change in students'

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violent behaviors in a school climate, healthy peer social communications, behavioral patterns in handling stress, school related behaviors and family support.

**System outcomes**

The goal of this project is to prevent violence. However, due to the young age of the target population, systems changes will not be evident for a number of years. Thus, measures of community violence rates are not anticipated at this time.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Community Disorganization
<b>Target Population:</b>
Grades K-5
<b>Activities:</b>
DARE Curriculum for 5th grade students
YES Violence Prevention Education for grades K-4
Link students to district SAP and law enforcement resources
<b>Outcomes:</b>
Knowledge gains in DARE curriculum
Increased violence avoidance resiliency skills

<b>Risk Factor 2:</b>
Educational Risk and Special Student Needs
<b>Target Population:</b>
20 percent of students who are at high risk for school failure
<b>Activities:</b>
Intensive prevention groups
Use Second Step curriculum
<b>Outcomes:</b>
Increased resiliency

<b>Risk Factor 3:</b>
Family Problems (including poverty and lack of advocacy)
<b>Target Population:</b>
100 at-risk families
<b>Activities:</b>
Case management
Referral to Family Empowerment Community Prevention Program
<b>Outcomes:</b>
Connect 50 % of the families to medical, dental, food, counseling and housing services

# HOLY FAMILY OF JESUS EPISCOPAL CHURCH & SALISHAN ALLIANCE

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** P.O. Box 112376  
Tacoma, WA 98411-2376

**Contract Period:** 11/93 - 10/94

**Phone:** 206/473-2331

**FAX:** 206/473-8957

**Contact:** Ms. Pat Harrington

**Funding:** (Grant) \$45,000 + (Match) \$11,250 = \$56,250

**# Anticipated Served:** 145 youths participants in Home Work Help

**Total Anticipated Cost/Client/Year:** \$387.93 per youth

### Project Summary:

HFJ Community Services and the Salishan Alliance for Community Services (SACS) offers after-school homework assistance and life skills training to children from 8 - 18 years of age. Parents and community volunteers are trained to provide tutoring services to youths at risk of violence due to poverty, family problems and education/special needs. In addition, a variety of community agencies are contracted to provide specialized educational or support services, such as individual assessments of students with learning disabilities or negative attitudes toward learning (Another Door to Learning), youth attitudinal evaluations (STRIVE), life skills training (Upper Pathways), and competency, coping and team building skills (WSU/Pierce County Cooperative Extension - 4-H Urban Youth).

The project operates from two sites in a high crime area of Tacoma's east side. One site, the Eastside Neighborhood Center, is located in the Salishan Public Housing Development. The other site, the Holy Family of Jesus Episcopal Church, is located adjacent to Salishan. Both sites are easily accessed by residents of Salishan and nearby neighborhoods.

### Risk Factors & Activities (From "Form 9" of Grant Application)

**Poverty:** Assessments of learning ability, development of individual education plans, rewards for completed work, life skills training and self-esteem building for target youths.

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**Family Problems:** Parent/student anger management classes, work plan development, and tutoring, and project staff home visits.

**Educ/Spec. Needs:** Student learning assessments, workshops for parents and tutors, linkages/communications with school district personnel, in-home tutor sites established, summer youth employment program for juvenile offenders, and cultural awareness training for volunteers/tutors.

### **PROBLEMS ADDRESSED BY THE PROJECT**

More than 70 percent of the 855 households in Salishan are families of color, most of whom are refugees and immigrants from Southeast Asia. According to the applicant, residents in the surrounding area are also ethnically diverse.

Salishan and the surrounding community have been subjected to quite a number of needs assessments because of the high level of crime and gang activity in the area. These assessments found the following:

- Economic and social deprivation, and low neighborhood attachment are primary risk factors in the Salishan/Eastside community;
- Illegal drug activity and gangs recruiting kids are major concerns of Salishan residents; and
- Gang-involved and "Wannabee" youths report that they want respect from people around them, relationships with adults who care about them, and legitimate income/decent paying jobs if they expect to be "alive at 25."

Primary concerns of target area residents, many of whom are not native English speakers, focus on poverty, family and gaining an education to improve their lives, otherwise referred to as "moving up, out and away from violence". The project is designed to address these concerns by providing tutoring, life skills and recreational services to at-risk youths and by educating and supporting their parents.

### **Client Population Characteristics**

The primary youth population served by the project consists of approximately 145 primarily ethnic minority youths who are actively involved, or at risk of participating, in gang activity and/or violence. Youths are expected to be 8 - 18 years old and to reside in Tacoma's Eastside (Census Tracts 620, 621, 622, 623, and 633). Many of the youths targeted for the project are of Southeast Asian descent (primarily Cambodian).

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Targeted youths must meet at least two of five eligibility requirements. These are:

- Economically disadvantaged;
- Experiencing problems in school;
- Associated with a criminal youth gang;
- Family in which alcohol/drug abuse is present; and
- Family in which abuse or neglect has occurred.

### **Severity of Problem**

Program activities are directed at several levels of prevention:

- **Tertiary Prevention.** Continuing literacy training/tutoring for juvenile offenders released from Remann Hall Detention Center and summer enrollment in school.
- **Secondary Prevention.** Educational assistance and recreational opportunities for targeted youths, as well as a multicultural life passages workshop and cultural awareness training for volunteer/parent tutors.
- **Primary Prevention.** Anger management and conflict resolution training, parent education and volunteerism for youths and parents.

## **PROCESS**

### **Philosophy**

This project is a grass roots effort to address the needs of a diverse community. The applicant agencies, Salishan Alliance for Community Services (SACS) and the HFJ Community Services, are located in the target neighborhood and are familiar with the youths and their families. SACS is a Resident Management Corporation with a 15 member board composed entirely of Salishan residents. HFJ Community Services is a program of the Holy Family of Jesus Cambodian Episcopal Church and is designed to provide community outreach services to ethnic populations of Tacoma's Eastside residents.

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According to the applicant, "people who are emotionally, spiritually and psychologically whole – and who have the skills and access to resources and opportunities – don't choose to do drugs, gangs or illegal activity." Thus, the primary prevention strategy is to strengthen individuals and families based on the premise that it..."Takes a whole village to raise a child."

The service philosophy of the project is based upon a concept of total community involvement and family empowerment. As a consequence, parents, community volunteers, school personnel, and community service providers are integrated into the delivery of all of the services to targeted youths.

### **Service Focus**

The project utilizes a mentoring or teaching model of service delivery. Parents, volunteer tutors and life skills instructors provide individualized attention to target youths to help develop educational and social skills and to foster personal, caring relationships.

### **Service Types**

The project is designed to service low income, multi-ethnic, high risk youths who need educational and/or life skills assistance to succeed. Most potential clients are referred by school personnel or seek project services on their own. To receive services, youths must meet at least two of the five entrance criteria described above.

Project services are provided at two sites – the Eastside Neighborhood Center in Salishan, and the HFJ Church Center adjacent to Salishan. During the school year, the sites are open from 4 - 6 PM, Monday through Thursday. A total of 30 or more youths are expected to be served every afternoon at each site with a ratio of two students to each tutor. The two hour time period begins with a snack, and is followed by about an hour each of structured educational tutoring and life skills training or recreation.

Parents and volunteer tutors receive educational training and, when appropriate, cultural awareness training. In addition, tutors receive guidance from educational experts who are available for consultations and individual student assessments.

### **Service Environment**

Because the services are located in a high crime area, the project has had some difficulty recruiting volunteer tutors – particularly at the Eastside Neighborhood Center.

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In addition, logistics at the Center have been problematic, although some of the scheduling issues have been resolved.

The HFJ Church Center has proven to be an attractive location for students and tutors alike. It is not unusual for 30 or more students to line up at the door in advance of the 4 PM opening of the facility.

### **RESOURCES**

#### **Internal**

Most of the grant funds are used to purchase contracted services and support a part-time Project Coordinator. Additional funds are used to purchase classroom supplies.

#### **External**

Payroll services are provided by the diocese as an in-kind contribution. Most of the administrative costs of the project (office and facility space at the sites, utilities, telephone, maintenance and repair, printing, insurance, postage, etc.) are provided as in-kind match by HFJ and Metro Parks. Additional support is provided by the Tacoma Housing Authority, providing technical assistance for the grant project through their Special Projects Coordinator. In addition, school personnel, parent and volunteer tutors provide extensive in-kind services.

### **OUTCOMES**

The project has not yet completed its first year of operation and no year-end report is available. The data reported here are from the Monthly Activity Forms and from interviews with project personnel.

#### **Start-up Activities**

The first several months of the project were spent making parent linkages, recruiting volunteer tutors, orienting project sub-contractors, and making contacts with the Salishan Resident Board public and private schools, and conducting outreach and recruitment of youths. The first site opened at HFJ Church Center in January; the



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second site opened at the Eastside Neighborhood Center in February. Recruitment and training of parents and volunteer tutors continued throughout the year.

### **Client Participation**

From January through April, the number of youth participants grew from 35 a month to 116 a month. During this same period, the number of volunteer tutors grew as well, but not as quickly as the client population. As a consequence, the project added a paid volunteer coordinator. Currently, the project has a working base of 25 regular tutors averaging seven a day at HFJ and four a day at the Eastside Neighborhood Center.

During the year, through the summer, students participated in the following activities:

- Individual tutoring – an average of approximately 60 students per month at 5 sessions each;
- 4 - H teen nutrition – an average of approximately 35 students per month at 4 sessions each;
- Anger management, conflict resolution and goal setting – an average of approximately 60 students per month at 6 sessions each;
- Reading Is Rewarding Club and Crafts Club – an average of approximately 19 and 13 students per month, respectively;
- 200 Cambodian youths participated in the Summer Khmer Language School.

### **Client Outcomes**

The applicant described measurable outcomes for each of the three risk factors addressed through project services. These are:

- Improvements in academic performance;
- Completing and submitting satisfactory homework assignments;
- Pre- and post-service attitude changes by youths demonstrated through qualitative analysis of videos;
- Pre- and post-service written assessments of youths' attitudes toward self, family, gangs and violence using an instrument developed by the Project Coordinator and SACS resident advisory team.

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At this time, the Project Coordinator is in the process of getting written permission from parents to query teachers about their children's academic performance and compliance with homework requirements. When this process is complete, performance information will be obtained and recorded on an intermittent basis.

Efforts were made during the course of the year to obtain pre-service videos of selected students involved in focus group discussions on their attitudes and views on specific topics. These same students were then to be filmed in focus group discussions at a later time. Qualitative improvements in attitudes toward education, family, etc. were then expected as a result of project interventions. This effort was abandoned, because according to the project staff, students were reluctant to be filmed or "froze" before the camera. Thus, little pre-service information was obtained from this source. With the assistance of agency STRIVE, the project is working on an alternative strategy to provide quantitative evaluation information.

Finally, no pre- and post-service written assessment instrument has yet been constructed or implemented. The Project Coordinator has asked for assistance to accomplish this task.

Although the project has not yet applied quantitative measures to assess client outcomes, it has noted many success stories. In a recent report, the Project Coordinator commented on a fourth grade Cambodian boy who is receiving tutoring services because he is doing poorly in school:

*Bringing in a Cambodian translator, we were able to uncover a structural language disorder in (the boy) which was equally present when he was speaking Khmer. Using specific language development techniques, his reading has advanced one grade level (in a month). The Learning Specialist and I will continue to work with him on a regular basis – also sharing this information with his teacher and offering to work with her to help him.*

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>RISK FACTOR 1:</b>
Poverty
<b>Target Population:</b>
Youths at risk in Eastside Tacoma
<b>Activities:</b>
Anger management classes
4-H self-esteem building
Learning ability assessments
Motivational reward for completed work
<b>Outcomes:</b>
Improved self control skills
Improved attitudes toward school/family
Use of diagnostic info. by student and teacher
Increased confidence
<b>RISK FACTOR 2:</b>
Family
<b>Target Population:</b>
Youths at-risk and their parents
<b>Activities:</b>
Anger management classes for youths and parents through referral
Literacy/parent one-on-one tutoring through referral
Student/parent work plan developed
Home visits conducted
<b>Outcomes:</b>
Parent/trainers develop family communications
Improved parent confidence/able to help youth
Increased positive family involvement
Relationship/support network created
Community/family compare contrasts/similarities

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<b>RISK FACTOR 3:</b>
Education/Special Needs
<b>Target Population:</b>
At-risk youths in east Tacoma and their parents
<b>Activities:</b>
Learning ability assessments
Workshops for tutors and parents
Open House at homework sites
Summer Youth Employment - Spec. ed. assistance
Educational enhancement with Cambodian Language School
Cultural awareness training for tutors
<b>Outcomes:</b>
Tutors/parents identify ways to assist learning
Linkage with school personnel strengthened
Youths stay in school
Youths improve academic skills
Youths increase English/math skills
Tutors and students have trust

**KLICKTAT-SKAMANIA DEVELOPMENT COUNCIL**

**PROJECT IDENTIFICATION AND SUMMARY**

**Address:** P.O. Box 1580  
White Salmon, WA 98672

**Contract Period:** 11/1/93 - 10/30/94

**Phone:** 509/493-3954

**FAX:** 509/493-4430

**Contact:** Ms. Linda Lamoreaux  
KSDC Associate Director

**Funding:** (Grant) \$23,000 + (Match) \$6,550 = \$29,550

**# Anticipated Served:** 300 at-risk youths

**Total Anticipated Cost/Client/Year:** \$76.67

**Project Summary:**

*A youth board develops community service activities which provide opportunities for leadership, anger management and conflict resolution skills development, and community attachment through services such as painting, repairing and maintaining a youth facility and painting murals in the community. Other project services include creative dramatics, dance, recreational activities, anti-violence, gun and gang workshops and assistance with resume writing and job finding.*

**Risk Factors & Activities (From "Form 9" of Grant Application):**

***Child Abuse/Neglect/***

***Poor Parenting:*** Domestic violence/sexual assault workshop, mentoring, anti-violence workshops, community resource education.

***Poverty:*** Community resource education, CMASA youth employment project, goal-setting, positive decision and self esteem workshops, community service projects, referrals to JTPA youth programs.

***Violence and Guns:*** Recruitment, enrollment and mentoring, anti-violence and guns workshops, anger management and conflict resolution workshops, plays and dances.

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*Community Disfunction/  
Disintegration:*

Destruction and defacement of property workshops, community service projects, play, newsletter, community resource education.

*Alcohol and Drugs:* Workshop recruitment and enrollment, violence and substance free dances, Family night at the Playpen, anger management and conflict resolution.

*Family Problems:* Recruitment and enrollment, conflict resolution workshop, positive self-image workshop, family night at the Playpen, mentoring.

**PROBLEMS ADDRESSED BY PROJECT**

The Klickitat Skamania Development Council (KSDC) is the fiscal and implementing agency for this grant. It is a bi-county action agency established in 1966 to alleviate and prevent poverty. The agency is governed by the KSDC Board of Directors which determines fiscal and program policy.

The counties served by the Council have been severely impacted by the reductions in employment in the timber industry. Remaining jobs are low paying. As a result unemployment and poverty levels have increased dramatically. The project reports the 1990 Census to show an 87.6 percent increase in the number of children living below the level of poverty. The high poverty rate enables any child in the area to receive a free lunch. KSDC operated the summer food service program and provided 135 free lunches daily. Beside material needs, young people also are deprived of positive activities due to their poverty.

In recent years, the area has begun to experience noticeable increases in youth violence and in the use of weapons by young people. Professionals working with poor young people report a high number of youths with low self-esteem. Cases of family violence and sexual abuse have increased. Thus, with deteriorating conditions for youths, KSDC sought to obtain funding for a Youth Center. A citizen board was established and risk factors were prioritized based on available information.

Client Population characteristics

Most of the young people served by this project live in poverty. The majority of residents in the county are White (88.3%), and 16.9 percent are Hispanic. High risk characteristics are tracked on the youth application form.

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**Severity of problem**

The project focuses its activities at both prevention and intervention levels. Prevention efforts center on the recruitment of youths to participate in youth center functions, participate in community service and maintain a resource library. Intervention activities will feature workshops and skill-building exercises.

**PROCESS**

**Philosophy**

*Recognizing the high incidence of violence, substance abuse, poverty and physical and sexual abuse among local youths, the goal is to provide a Center for kids under 20 years old which will:*

- a) *provide youths with a safe facility, free of violence and substances;*
- b) *offer opportunities to develop skills in leadership, goal setting, positive decision making and teamwork;*
- c) *learn the value of volunteerism and community service work;*
- d) *facilitate adult and peer support and mentoring;*
- e) *reach out to youths suffering from violence, substance abuse, poverty and physical and sexual abuse, making special efforts to reach ethnic/culturally diverse youths; and*
- g) *create a sense of youth ownership.*

**Service focus**

The majority of the activities are located in the youth center. The facility is open week days from 2:00 to 9:00 pm. and Saturdays from 4:00 to 9:00 pm. It is staffed by one project employee and a core of adult volunteers. Between June and September volunteers contributed 873 hours of their time to the project.

**Service type**

The application for funding identifies eight strategies to be employed by the project:

1. **Establish a weapon, violence and substance free facility accessible to youths at the hours they are most at risk;**
2. **Perform community services;**
3. **Provide information, workshops, and activities related to risk factors;**

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4. Impact violence by offering positive alternatives such as anger management and conflict resolution workshops, and establish mentoring opportunities;
5. Educate youths on the negative impact of property defacement and destruction through workshops and a facility maintenance program;
6. Mitigate the negative impression of youths in the community through public service projects, contact with the local media, publication of a newsletter and sponsoring an anti-violence, gun and gang workshop;
7. Improve the quality of life of youths by educating them on community resources and actively referring youths and families to community resources; and
8. Improve the ability of youths to become employed through participation in the CMASA Youth Employment Project and employment skill building.

The project tracks its contacts with youths in monthly reports on six project activities. These activities roughly correspond to the strategies identified above and include an accessible facility, youth board, community services, education/workshops, mentoring and employment.

**Service environment**

The project has an active Youth Board. The Board has responsibility for the development of rules and decisions on new acquisitions, fundraising activities, speakers and workshops. The facility is operated and maintained by the youths. Project staff report that with active participation of youths in the decision making process, attendance at planned activities is greatly enhanced.

**RESOURCES**

**Internal**

Prior to receiving the YVPIP grant, the Development Council operated a youth center in Bingen in a donated facility. Unfortunately, the building was not alcohol free, also housing an establishment that served alcoholic drinks. For this reason the center needed to be moved. The city of White Salmon had an under-used community center available, but needed to charge rent. Thus, the majority of the grant funds are expended on salary, rents and utilities. Expenses for training workshops for young people also are covered by the grant.



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External

Transportation is necessary in this rural area. The project serves youths primarily from two small towns. Transportation between the towns are provided by Community Services. Licensed bus drivers volunteer to drive the shuttle. Cash, training and in-kind contributions are accepted from citizens and local agencies.

**OUTCOMES**

Client participation

Through June 1994, a total of 213 youths have taken advantage of the services offered by the teen center. Based on self-reports at time of first visit to the center, most of these youths present serious at-risk characteristics.

Client outcomes

The anticipated outcomes identified by the project have will be developed as measurable outcomes in the next phase of the evaluation. Thus, data on outcome measures have not yet been compiled.

As an example of success at a more personal level, the program reports on the following program clients:

*L. is a Native American youth prone to carrying guns and brass knuckles. On his knuckles are tattooed the letters CRIP. Prior to becoming involved in the program, L. had problems with school and was suspended. At the beginning, he simply wanted someplace to go to stay out of trouble. He made an effort to be at functions. Then, L. wanted to participate on the Youth Board. He wanted to lead meetings and was elected president of the Board. He now feels he has something to be proud of other than being tough. He is back in school and now brings his homework to the center to receive help.*

*R. is a 12 year old, who had nothing better to do than roam the streets late at night. When he first began to participate in the program he was quiet, but surly. He has since started attending all meetings and functions. He sits on the Youth Employment Committee which sets up the requirements for working at the center, including such activities as working in the snack bar.*

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**System outcomes**

The application for funding presents a system-wide goal: To reduce youth gang violence. Measures for this goal will be developed during the 1994-1995 contract year.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Child Abuse/Neglect-Poor Parenting
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Domestic violence/sexual assault workshop
Mentoring
Anti-violence workshops
Community resource education
<b>Outcomes:</b>
Education
Alternatives
Information
Adult support and caring
Philosophy of non-violence

<b>Risk Factor 2:</b>
Poverty
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Community resource education
CMASA youth employment project
Goal-setting, positive decision and self esteem workshops
Community service projects
Referrals to JTPA youth programs
<b>Outcomes:</b>
Education
Options
Improved quality of life
Improved self-image
Motivation
Awareness of other's needs
Job readiness skills

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<b>Risk Factor 3:</b>
Violence and Guns
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Recruitment, enrollment and mentoring
Anti-violence and guns workshops
Anger management and conflict resolution workshops
Play and dances
<b>Outcomes:</b>
Safe, enjoyable alternatives to joining gangs
Interaction with adults
Education
Positive role models
Improved self-image
Conflict resolution, self-policing

<b>Risk Factor 4:</b>
Community Disfunction/Disintegration
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Destruction and defacement of property workshops
Community service projects
Play
Newsletter
Community resource education
<b>Outcomes:</b>
Education
Community support
Positive self-image
Community involvement and support

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<b>Risk Factor 5:</b>
Alcohol and Drugs
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Recruitment and enrollment
CMASA workshops
Violence and substance free dances
Family night at the Playpen
Anger management and conflict resolution
<b>Outcomes:</b>
Access to substance free fun
Education and awareness
Substance free interaction with family
Alternative solutions to abusing drugs

<b>Risk Factor 6:</b>
Family Problems
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Recruitment and enrollment
Conflict resolution workshop
Positive self-image workshop
Family night at the Playpen
Mentoring
<b>Outcomes:</b>
Sense of family
Ability to deal with conflict successfully
Positive self-image
Positive interaction with family
Positive role models

# S E A T T L E I N D I A N C E N T E R

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 611 12th Avenue S., #300      **Contract Period:** 11/1/93 - 10/31/34  
Seattle, WA 98144

**Phone:** 206/329-8700      **FAX:** 206/328-5983

**Contact:** Ms. Camille Monzon, Director  
Mr. Eric Steiner, Resource Developer

**Funding:** (Grant) \$45,000 + (Match) \$17,910 = \$62,910

**# Anticipated Served:** 50 at-risk youths

**Total Anticipated Cost/Client/Year:** \$1,258

### Project Summary:

The program features high school re-entry classes that use public school curricula. The high school re-entry program requires participants to make up credits in the language arts, mathematics, science and health, and history and social studies. In each area the instructor emphasizes reading, writing, computation and thinking skills. The academic areas are reinforced by a curriculum that includes self-esteem/gang prevention, career awareness, teen parent program, goal setting/seeking a vision, life skills counseling and AIDS/HIV components. A wrap around case management system ensures that youths and families receive essential support, including counseling and support groups, teen parent support, peer mentoring, career awareness and basic needs.

### Risk Factors & Activities (From "Form 9" of Grant Application):

*Ed./Special Needs:* High school re-entry, Life Quest, substance abuse counseling.

*Poverty:* Community service access, family.

*Alcohol and Drugs:* Counseling, age-appropriate treatment.

*Community Dysfunction/Disintegration:* Mentorship and entrepreneurship.

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**PROBLEMS ADDRESSED BY PROJECT**

The Seattle Indian Center conducted a Community Needs Assessment Survey in 1990 to identify the most pressing needs in the agency's service area. Over 665 responses were obtained. From the survey and focus groups of clients, parents, business people and board members, the most pressing needs identified (and classified by risk factors identified in "Face of Violence") are:

1. Need for educational services and counseling (Education/Special needs)
2. Need for affordable/available housing (Poverty)
3. Need for alcohol/drug treatment (Alcohol and other drugs)
4. Need for homeless prevention services (Community Dysfunction/Disintegration)

SIC "takes pulse" of its service area through the SIC Community Forum proposal development process. Key members of the community are enlisted to develop new programs. The process is described as proactive, community-based and multi-faceted in response. Community forums were also used to solicit input from at-risk youths. These indicated a need for flexible hours of operation, necessity of anger management classes, culturally appropriate follow-up and the need for ethnic role models through mentorship. (These have been added to the program.) An Advisory Board which meets monthly to provide input consists of program graduates, school-age peer tutors, SIC Board members and Seattle Public School staff.

Prior to receiving YVPIP funding, the SIC operated an Educational Clinic for 60 youths, but annually turned away 200 youths due to lack of space. YVPIP funding expanded the program to serve an additional 50 high risk youths, or a total of 110 youths annually.

Client Population characteristics

The at-risk youths population identified by the program to be served are gang members, dropouts or youths involved in the juvenile justice system. Clients are recruited from juvenile detention, the Seattle Police Department, the courts, Seattle Public Schools, youth centers, youth shelters, community center programs, and the Crisis Clinic. The project serves at-risk youths of all ethnic backgrounds.

## **YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS 1994 INTERIM EVALUATION**

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### **Severity of problem**

The program focuses its services on three levels of prevention:

**Primary Prevention - access anger management and conflict resolution training through SIC Educational Department programs (Life Quest Program). Graduates are used as peer mentors.**

**Secondary - Counseling services are provided on an individual basis as needed.**

**Tertiary - Target 50 students with juvenile justice involvement for more intensive services, but incorporate primary and secondary services, with individual help for high risk youths re-entering high school.**

## **PROCESS**

### **Philosophy**

In justifying the need for its program, the Seattle Indian Center points to the strong link between educational failure and crime. In the SIC service area, Seattle Public Schools have identified 1895 dropouts in 1991. The dropout rate for youths of color is 39.3 percent. Previously, SIC reached only 60 of these students due to space limits.

The SIC offers academic, behavioral and personal responsibility components, grounded in the SIC wraparound case management system. The program notes the importance of offering culturally-relevant and culturally-appropriate services. SIC programs feature traditional values of America's aboriginal people. These include:

- **Respect for self and others**
- **Respect for elders and teachers**
- **Emphasis on collaboration**
- **Reverence for nature**
- **Respect for family**
- **Focus on community**

*The SIC strives to bring together the best of Indian Country and the best of the dominant culture. In the SIC Educational Department classes, the value of diversity is emphasized through small group instruction featuring members of all ethnic groups, as the root of prejudice is ignorance. As many of the agency's at-risk youth are from volatile and vulnerable home environments, SIC staff stress that this agency is a safe place where all gang-related paraphernalia (such as red handkerchiefs identifying youth with a particular gang) is "checked at the door." (Application form 7, page 5)*



**YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS  
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**Service focus**

The SIC provides direct services to its clients. The major program services are educational. The Seattle Indian Center has other programs addressing the needs of at-risk youths, such as the adult education GED program. This program works with at-risk youths, who after assessment, elect not to return to high-school. This is an adjunct program for older students, not funded by the grant, but available to all clients. Other SIC services, including childcare, employment services, family services, emergency services, food bank, hot meals, alcohol treatment services and special outreach are provided as needed.

**Service type**

The program provides a 3 to 4 month period of educational brush-up and basic skills training. Once completed, students re-enter high school. Other on-site support services are provided through a case management system, which includes individual counseling sessions addressing anger management. The program reports on six services which are provided to youths and integrated into the educational component. These are presented in the Activity Model on monthly reports submitted to CTED. These include:

1. AIDS/HIV Prevention - three day course includes birth control component initially taught by the Seattle Indian Health Board. This component is currently being revised.
2. Self-Esteem /Gang Prevention - To fulfill the need to belong, the program reinforces only legal, drug/alcohol free associations such as teen sobriety clubs, dances and use of Seattle Parks Department facilities (including late-night programs at local Community Centers). The program reinforces self-esteem by helping to identify and capitalize on strengths. The program is assisted by Police Department Gang Prevention Officers.
3. Career Awareness - Students attend Seattle Indian Services Commission Job Fair, bringing together 30+ public and private sector employers. Employers (EEO/AA officers and personnel recruiters) present education and salary requirements.
4. Teen Parent Program - This service is provided for 13 to 21 year old parents who need childcare to finish school. SIC on-site childcare center allows teen parents to visit their children during day. Funding is provided by the City of Seattle.

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5. **Goal Setting/Seeking a Vision** - This component involves a process to affirm or alter present lifestyle factors that affect future success. Students complete three workbook units on Setting Goals, Making Decisions, and Communicating Effectively. It includes simulated problem solving, visualizations, daily affirmations and reflective thinking skills.

6. **Life Skills Counseling** - This component includes topics in Goal Setting above, but includes counseling on personal problems.

The applications specifies that the program will consist of the five phases listed below:

1. Recruitment, screening and enrollment.
2. On-site and off-site programs.
3. Life Quest, high school re-entry and anger management. (Life Quest is a nationally recognized program developed by SIC. A formal anger management program component will be implemented in the future.)
4. Placement and mentorship on an individual basis.
5. Evaluation and follow-up for 90 days to a year.

**Service environment**

SIC appears well integrated into the Seattle community. They have provided services to those in need for over two decades and are a United Way recipient. They document an inclusive process in developing programs through the use of community forums. The forums include key members of the community including gang members, court staff, substance abuse professionals, city and state agencies, educators, parents, grandparents, police officers and ethnic community members. In addition, SIC reports strong caseworker to caseworker linkages with a wide range of other community service providers.

The agency serves clients of all ethnic groups, with about one third of the client population being American Indian/Alaska Native. About 90 percent of the staff is of minority ethnic background. Cultural topics are regularly integrated into the curriculum.

SIC is a multi-faceted agency well structured to addressing multiple problems generally associated with at-risk youths. The range of services they provide is broad, ranging from education to emergency shelter. This is a good example of how an agency can leverage funds from a variety of sources to provide needed community resources.

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**RESOURCES**

Internal

Two staff have direct responsibility for youths in this program. These include an educational instructor and a counselor. Only .5 FTE of each position is funded by the grant. In addition, the SIC Executive Director conducts screening and disciplinary activities.

In addition to the salaries and benefits for the two .5 FTE positions, the grant provides funds for rent on one classroom, instructional and educational supplies, telephone, reproduction and printing costs, travel expenses and administrative costs.

External

The program's application for funding identified both cash and in-kind matching resources. While grant funds pay for one classroom, United Way funding is used to rent a counseling and testing room. Other matching contributions benefit the clients directly. These include the SIC food bank and hot meals program, the SIC classroom computers and volunteer tutors from Seattle University.

**OUTCOMES**

Client participation

The program has provided services for 62 youths between November 1993 and June 1994.

Client outcomes

The program reports that over 85 percent of SIC graduates go on to complete further education, employment or training. These data are compiled periodically from case records and contacts with schools, employers and training programs. Data on outcome measures specified in the proposal have not been compiled to date.

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As an example of success at a more personal level, the program reports on the following program client:

*A 16 year old American Indian female entered the re-entry program. In the past she had associated with gangs, which interfered with her education. She also suffered sexual abuse as a child. The SIC Educational Department staff was able to help her focus on her education and develop new short-term goals. She entered the City of Seattle Summer Youth Employment Project works for the Seattle Police Department on a part-time basis while attending classes in the morning.*

**System outcomes**

The application for funding presents a system-wide goal: To reduce youth gang violence. Measures for this goal will be defined in the 1994-1995 contract year.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Education/Special needs
<b>Target Population:</b>
13 - 19 years old gang members, dropouts or youths involved in justice or detention systems
<b>Activities:</b>
High School Re-entry
Life Quest
Substance abuse counseling
<b>Outcomes:</b>
Increased grade level
High school re-entry
Decrease in HIV/STD transmission
Increased knowledge of substance abuse, HIV/STD risk prevention and other health topics

<b>Risk Factor 2:</b>
Poverty
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Community service access
Family
<b>Outcomes:</b>
Increased knowledge and use of community resources as mentored/navigated by project staff

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<b>Risk Factor 3:</b>
Alcohol and other drugs
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Counseling
Age-appropriate treatment
<b>Outcomes:</b>
Reduction in substance related offenses by at-risk youths
Increased numbers of consecutive days substance free through educational or detox programs
Reduction in the number of arrests and juvenile detention time

<b>Risk Factor 4:</b>
Community dysfunction/disintegration
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Mentorship and entrepreneurship
<b>Outcomes:</b>
Increased number of days in school
Lawful employment
Number of consecutive days enrolled in YVIP programs

**PROJECT IDENTIFICATION AND SUMMARY**

**Address:** 4714 Rainier Ave., South    **Contract Period:** 11/1/93-10/31/94  
Suite 95  
Seattle, WA 98118

**Phone:** 206/722-0968                      **FAX:** 206/722-0968

**Contact:** Ms. Mereane Ropeti Tausili  
Executive Director and Prevention Specialist

**Funding:** (Grant) \$44,640 + (Match) \$13,500 = (Total) \$58,140

**# Anticipated Served:** 100 (25 per quarter)

**Total Anticipated Cost/Client/Year:** \$581.40

**Project Summary:**

*Samoan youths experiencing problems in school are provided with opportunities to develop cultural pride, self-esteem, and a sense of belonging through activities that promote community connection, including recreational and educational field trips, and opportunities for public recognition among peers. The Community Outreach Specialist works with parents and church leaders to develop strategies to reduce violence.*

**Risk Factors & Activities (From "Form 9" of Grant Application):**

**Gangs:** Work with parents, youths; recreation and education activities.

**Poverty and Race:** Education on poverty, race, etc.; ESL classes.

**Community:** Community meetings, parenting classes, youth classes.

**Drugs:** Drug education, workshop/seminars/videos.

**Education:** Tutoring, mentor program, working with schools and others.

**YOUTH VIOLENCE PREVENTION AND INTERVENTION PROGRAMS  
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**PROBLEM ADDRESSED BY PROJECT**

According to the 1990 U.S. Census, the number of Samoans in the State of Washington is 4,130. Leaders of the Samoan community, however, believe that the census undercounts the number of Samoans in the state. Whatever the actual number, Samoan community members believe they are "a forgotten or ignored population." The Seattle Samoan Center's project grant application identified the number of youths needing or eligible for proposed services at about 600; 400 in the Seattle Public Schools District and 200 in the Highline School District.

The Seattle Samoan community is very concerned about the levels of violence committed by and against youths. In 1991, the Seattle Samoan Center surveyed 1,100 community members, representing the most comprehensive survey of the Samoan community ever conducted in Washington State. More than 86 percent of the respondents identified "youth problems" as the most critical "risk factor" facing their community. The following year, the Seattle Public Schools issued a report which indicated that concerning Samoan students: 29.1 percent have been suspended long term, 28.2 percent have received short term suspensions, 14.6 percent have been expelled from school, and the average number of days absent from school was 14.2.

Following these studies, the Board of Directors of the Seattle Samoan Center directed the agency to place priority on services that address the needs of Samoan-American youths. In addition, various community meetings were held which agreed that the problem of teen violence involving Samoan youths needed to be addressed.

Although there are other social and educational services directed at Samoan youths, violence prevention and intervention services have not been systematically applied to this population. This is all the more surprising since local law enforcement authorities have identified Samoan and other Asian/Pacific Islander gangs as "the most violent and fastest growing in King County."

Additional compounding factors are language and cultural differences. It is estimated that 73 percent of Samoan adults speak limited English, which complicates involvement with their children's schools, community organizations, etc. Samoan culture emphasizes community involvement in dealing with problems of youths, not just families or individuals. Moreover, the average Samoan family has no experience in dealing with drugs and violence.

Client Population characteristics

The Samoan Youth Violence Prevention and Intervention Program targets its services to low-income Samoan youths having academic, disciplinary and drop-out problems in



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public schools. Problems associated with alcohol and other drugs were identified for special focus. Priority was to be placed on youth violence. The program intends, "on a monthly basis, to contact fifty at-risk, low income Samoan youths...(and) work with twenty-five Samoan students having disciplinary, suspension, expulsion or drop out problems on a quarterly basis."

### **Severity of problem**

According to their grant application, "The intent of the program is to work directly with Samoan youths already in gangs and conduct preventive strategies to keep other Samoan youths from joining."

## **PROCESS**

### **Project Philosophy**

*By working with Samoan youths at such a critical point in their lives, providing the guidance and assistance they need, developing their cultural pride and self-esteem, there is hope that they will become part of our society, becoming contributing members. The alternative of becoming criminals and/or placed in prison is more costly and a waste of lives.*

### **Service focus**

The grant anticipated that a "Community Outreach/Prevention Specialist" would organize the Samoan community, work with youths and establish a working relationship with local law enforcement agencies. The specialist would also work with the Seattle Samoan Center and the Samoan Youth After-School Tutoring Program to review youths' academic progress.

### **Service type**

Since 1993, the Seattle Samoan Center has offered after school tutoring to at-risk, low income Samoan students. The tutoring program is funded by King County. The strategy of the YVIP project is similar to the tutoring program in developing cultural pride, self-esteem and a sense of belonging to a team through participation in recreational and educational field trips, public recognition among peers, and demonstrated community support.

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This project reports on six different program activities: street-outreach for gang-involved youths, life skills training, tutoring, recreation (basketball), leadership skills training, and mentoring.

Of special note is a violence prevention training program developed by the project staff, entitled *Empowering Samoan American Families*. This curriculum is designed to "look at what the Samoan community was like in Samoa, understand our situation here in the United States and then make plans on how it should be in the future."<sup>4</sup> A separate evaluation of this training program is being conducted by the City of Seattle's Department of Housing and Human Services and should be available by the end of the year.

## **RESOURCES**

### Internal Resources

The internal resources reflected in the budget for the Seattle Samoan Center's youth violence project includes a Community Outreach/Violence Prevention Specialist and related operating expenses.

### External Resources

The summary of external resources identified in the grant application includes in-kind contributions from the following: Seattle Public Schools, Highline Schools, Seattle Indian Center, Cross Cultural, SAFECO, Sisters of Samoa, Samoan Chiefs Council, Samoan Athletic, People Translation, Polynesian Senior Center, and SSA Ft. Lewis.

## **OUTCOMES**

### Client participation

Data on the monthly totals of clients served indicate that during the initial ten months of this project, 53 different youths were served. The average number of youths served monthly is 16. The project anticipated serving 100 youths during the first year. Given

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4 Mereane Ropeti Tausili, *Empowering Samoan American Families: A Samoan Parent and Youth Violence Prevention Training Program Manual*, Seattle Samoan Center, 1993.

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the number of youths served to date, the goal of 100 may not be met. Monthly activity reports record the participation in various activities by month. The largest average number of youths each month participated in recreation (basketball) at 12.2. The fewest average number of youths took part in mentoring efforts (7.2/month), with a sharp decline during the months of May-August.

### Client outcome

The application identified specific client outcomes: reduction in (gang) membership and violent crimes, and decrease in drug use and selling. Data on these outcome measures have not been compiled to date.

As an example of success at a more personal level, the program reports on the following program client:

*C. is a street-wise young man. Coming into the program at age 18, he has already spent a great deal of time locked up for a variety of offenses. He was involved with the program sporadically. Whenever he came close to any achievement he left and was back out on the street. He recently had a child, but has no means of support. Staff had worked with him for a year, but he was resistant to learning employment skill. Finally, the persistent work of staff paid off. C. called to tell staff that as he looks around, he realizes that he has nothing. He wants to do the right thing for his child, and wanted help finding employment. He was finally ready to accept the help that the project had offered all year long.*

### System outcome

After only ten months of project operation, it is too early to expect major system outcomes. The primary process outcome anticipated in this project is for the Community Outreach/Violence Prevention Specialist "to develop a coordinated, working relationship with the Samoan community, community based organizations and officials of governmental agencies and start developing strategies aimed at stopping violence by Samoan youths."

Specific collaboration outcomes anticipated in this project include: (1) a quarterly community meeting to discuss the problems of Samoan youths, (2) establishment of a committee of at least five church leaders to help address Samoan youth violence, (3) the specialist meets at least twice a week with parents of Samoan youths and others, and (4) monthly meetings with the executive directors of other community-based organizations on youth violence issues.

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The Seattle Samoan Center project, appears to have had an important system impact in at least three ways: (1) close collaboration with a variety of community organizations, (2) organization of the first Samoan Community Day held in Seattle, and, most interestingly, (3) a revitalization of the Samoan Chiefs' Council (Nu'u O Ali'i).

Collaboration with various public and private community organizations has been evidenced by this project. Specific examples of agencies which have worked closely with the project include: Samoan Athletic Association, Samoan Chiefs' Council, Samoan church community, Seattle Public Schools, Seattle Parks and Recreation Department, Seattle Police Department, King County Commission on Children and Youth, King County Alcohol and Substance Abuse, University of Washington School of Nursing, among others.

A special event, *O Le Aso Mo Samoa*, or "Samoan Community Day," was held on September 3, 1994. Activities were scheduled from 8:00 AM to 4:00 PM. Seattle Police Chief Norman Stamper was one of the speakers who addressed those present. Proclamations were signed and delivered by Governor Mike Lowry, King County Executive Gary Locke, and City of Seattle Mayor Norm Rice. Many of the participants of this project participated during this day's activities which honored and celebrated Samoan culture, sports, dance, music, food and traditions. The event is especially notable since it was said to be the first ever held in the Seattle area.

The final system impact noted in this assessment is the one which may have the greatest long-term difference in helping to shape the future of the Samoan American community in Seattle. This project is said to have served as a catalyst for the formation and revitalization of a local Samoan Chiefs' Council (Nu'u O Ali'i). In Samoan culture, village chiefs provide leadership, help to resolve conflict, and provide support to families. For families moving to the United States, the "chief structure" is greatly weakened, if not abandoned altogether. In the Spring of 1994, five local Samoan chiefs were encouraged to reinvigorate a chief structure locally, after having talked with Judge Ron Mamiya, Attorney Brian Tsuchida, Attorney Jennifer Mantz, Nancy McManigal, Detective John Hayes and Ms. Motusaga Samoa. These five chiefs combined their efforts with five other chiefs from the Samoan community and revitalized the Samoan Chiefs' Council. The Council's leadership on this project is acknowledged as being critical to its success.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Gangs - Samoan Youths
<b>Target Population:</b>
At-risk Samoan Youths
<b>Activities:</b>
Work with Samoan parents and youths
Conduct recreational activities
Conduct educational activities
<b>Outcomes:</b>
Reduction in (gang) membership
Reduction in violent crimes

<b>Risk Factor 2:</b>
Poverty and Race
<b>Target Population:</b>
At-risk Samoan Youths
<b>Activities:</b>
Employment
Education options, ESL classes
<b>Outcomes:</b>
Community involvement
Increase cultural pride and self esteem

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<b>Risk Factor 3:</b>
Community - Samoan
<b>Target Population:</b>
At-risk Samoan Youths
<b>Activities:</b>
Community meetings
Parenting classes
Parent and youth classes
<b>Outcomes:</b>
Community mobilization
Coordinated efforts by the community

<b>Risk Factor 4:</b>
Drugs
<b>Target Population:</b>
At-risk Samoan Youths
<b>Activities:</b>
Drug education workshop/seminars
<b>Outcomes:</b>
Decrease in drug use and selling
Community awareness

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<b>Risk Factor 5:</b>
Education
<b>Target Population:</b>
At-risk Samoan Youths
<b>Activities:</b>
Tutoring
Mentor program
Working with youths and public school, health and law enforcement officials
<b>Outcomes:</b>
Decrease in suspension, expulsion, drop-out rates of Samoan students
Improved school grades and attendance





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*efforts to promote violence-free communities.* Needs were determined through a county-wide needs assessment and town meetings conducted by TOGETHER. This information was supplemented by a youth survey conducted by Stop the Violence.

Initially, one Evening Teen Program operating in the downtown Olympia area was planned. However, after the tragic, gang related death of a 13 year old middle school student in a neighboring community, it became apparent that one program could not adequately meet the needs of all youths in the county. At a community meeting in November of 1993, with over 1,000 citizens attending, residents stated that they needed more activities in their home communities. In addition, Olympia city officials strongly recommended that all three communities take responsibility for their young people rather than assuming that all teens want to congregate in Olympia.

As a result, three programs operating under one umbrella was proposed. The communities of Lacey, Olympia and Tumwater each operate Evening Teen Programs a minimum of four evenings per month.

### **Client Population characteristics**

The county has an active Thurston Regional Youth Advisory Board created by TOGETHER. Through participation of board member, the project anticipates reaching a broad spectrum of youths.

### **Severity of problem**

Services are offered to all youths attending the Evening Teen activities providing they follow the stated rules. These services involve primary prevention.

## **PROCESS**

### **Philosophy**

*By developing a single program with three components based within the communities of Lacey, Olympia and Tumwater, more people will have access to programs and services they need to make alternatives to alcohol and other drug use, violence, gangs and other factors that place youth at-risk. In addition to youth having increased access to these opportunities, the communities and people that know them best have the greatest stake in their current and future well-being. We are finding that individual communities are becoming actively involved in working collaboratively with each other and their youths to create programs which have the highest likelihood of success.*

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### **Service focus**

The goal of the project is *to serve at-risk/high risk youth by providing a safe and appealing alternative to the streets or homes where family conflict, substance abuse, and other conditions can contribute to potential violence and victimization.* This is accomplished by establishing Evening Teen Programs in the three communities of Lacey, Olympia and Tumwater. Each site operates independently, but all remain coordinated through TOGETHER.

Each community functions very differently. The City of Lacey originally provided week-end, evening activities through its Parks Department. They have just hired a new coordinator in October, 1994, who is now designing program services. The City of Olympia operates its program through the city Parks and Recreation Department in its main city-center facility. The program is similar to its day time recreation program, but has tighter admissions controls, increased security and more staff. The program in Tumwater is operated completely by volunteers, including the community activist who coordinates this project site. Volunteers working with youths are required to complete an extensive and well documented training course. The Tumwater site works closely with a youth advisory board and has had the highest reported attendance.

### **Service type**

Services provided by the project also vary by site. Olympia has a modern, well equipped recreation facility offering a wide choice of activities ranging from basketball to pool to video games to instruction in potting. The facility is open on Friday and Saturday nights from 9:00 pm to midnight. Hot meals are provided to participants.

The Tumwater site has provided a variety of activities since February of 1994. It offers about four activities per month, providing separate activities for middle school and high school aged youths. Middle school age activities are generally on two Friday nights per month from 8:00 pm to midnight. High school age activities are on two Saturday nights from 9:00 pm to 1:00 am. Activities range from dances to volleyball to board games to movies. Food and drinks are provided through contributions. Lacey recently began operating an evening, week-end recreation program.

### **Service environment**

Each of the sites in this project receive support and direction from coordinating bodies or coalitions in each community. These groups generally include representatives from the schools, law enforcement, parks and recreation department and citizen volunteers. The coalitions were initiated to provide program direction and coordination. They

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addressed issues such as boundaries, age restrictions, volunteer recruitment, and scheduling. Membership and participation of these groups has varied over time. Teen advisory boards were equally useful in planning activities at each site.

### **RESOURCES**

#### **Internal**

The \$32,000 in grant funds is equally shared by the three project sites. The administrative agency, TOGETHER, uses none of the funds for administrative overhead. Two of the sites, Lacey and Olympia, use some of the funds for staff, but these funds are augmented by the respective cities.

#### **External**

The cities of Lacey and Olympia contribute substantial funds to cover the cost of these programs. Olympia offered a similar program in the past, but had to discontinue it because the limited staff could not adequately supervise the participants. Grant funding has allowed the city to again open the facility at night. The city provides most of the funding for this project site.

In Tumwater, all program funds are expended on activities for youths. All staff functions are performed on a volunteer basis. In addition, an extensive campaign requesting contributions from local businesses has successfully enhanced the evening teen program.

### **OUTCOMES**

#### **Client participation**

Youth participation in Evening Teen activities is strong. A recent event in Tumwater drew over 500 participants, the largest number to date. This site has no residency requirements for participation. Volunteer staff in Tumwater report a wide cross-section of participants, including youths already involved in the juvenile justice system. The other two sites restrict participation to respective school district boundaries. Olympia typically has about 50 participants per night. The Olympia participants are likely the most at risk population. The center is located in the center of the city. It draws young people who are poor, troubled and homeless.

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**Client outcomes**

The program has recently started to address the issue of outcome measures. Data on outcome measures specified in the proposal may not be appropriate due to changes in the program. As a result, data have not been compiled to date.

Although the program operates at a primary prevention level, staff present the following observation as an example of client success at an individual level:

*A. is a freshman in high school who generally comes to all scheduled project activities. When he first participated, he appeared intent on creating as much trouble as possible. When not watched constantly, he stole whatever equipment he could. He broke every project rule, and frequently came to activities high on drugs or alcohol. Over time, staff worked at developing a level of mutual respect. Little by little, staff noticed a change in A.'s behavior. At first it was simply to say hi. Then they noticed that he would arrive at activities without being on drugs or drunk. Now A. communicates with others in a respectful and friendly manner and no longer has a need to break rules.*

**System outcomes**

The initial application for funding presents three system-wide goals: To reduce youth gang activity, to reduce the number of teens who hang out on the streets, and to reduce juvenile crime. The application did not specify measures for these goals, but staff have scheduled to develop outcome measures.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Community Disfunction/Disintegration
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Establish youth advisory boards
Operate evening teen programs in Lacey, Olympia and Tumwater
Create and implement volunteer management program
<b>Outcomes:</b>
Youths are active partners in program development and operations

<b>Risk Factor 2:</b>
Family Management Problems
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Provide social, educational, employment and health information and referral services to youths
<b>Outcomes:</b>
Increased numbers of youths become aware of and access community resources

# WHATCOM COUNTY COMMISSION ON CHILDREN AND YOUTH

## PROJECT IDENTIFICATION AND SUMMARY

**Address:** 904 N. State St. **Contract Period:** 11/1/93-10/31/94  
Bellingham, WA 98225

**Phone:** 206/738-1196

**Contact:** Mr. Geof Morgan, Director  
Whatcom County Commission on Children and Youth

**Funding:** (Grant) \$43,482 + (Match) \$15,000 = (Total) \$58,482

**# Anticipated Served:** 1200 (800 Secondary Prevention + 400 Primary Prevention)

**Total Anticipated Cost/Client/Year:** \$48.74

### Project Summary:

*Services focus on education, community service, and recreational programs for youths, through leadership and community service projects. Secondary school students are given high school credit for participation in this program to provide an incentive as well as acknowledging the significance of their participation as a learning experience. Students participate in a Youth Leadership Institute four-day training to help them identify what they are interested in or concerned about in the community, and where they would like to take leadership.*

### Risk Factors & Activities (From "Form 9" of Grant Application):

#### *Alcohol/Drugs/*

*Community Dysfunction:* Teen Night, Youth Center, Youth Conference, Leadership/Service.

*Physiological Challenges:* Teen Night, Youth Center, Youth Conference, Leadership/Service.

*Family Problems:* Best S.E.L.F., Youth Leadership/Service Learning Projects.

#### *Education/Special*

*Needs/Equity Issues:* Best S.E.L.F., Youth Leadership/Community Service Learning.

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**PROBLEM ADDRESSED BY PROJECT**

According to information provided by the project, Whatcom County has lacked a coordinated strategy to prevent and build community resistance to youth violence. The "youth-community gap" is said to be growing, as graffiti spreads and downtown "curfew" policies are tried.

Based on a needs assessment conducted in 1993, it was argued that a county-wide collaborative effort is needed to address such gaps in services as opportunities for youth leadership, social skills building, youth service learning, and educational support for at-risk youths.

Previously existing youth violence prevention efforts, such as D.A.R.E. and G.R.E.A.T., were few in number and tended to focus services on youths who were at lower risk for violent behavior. The project argued that additional violent prevention programs were needed to:

1. identify and bring underserved youths into mentoring, leadership, and community involvement programs,
2. provide a summer recreational and educational program for "at-risk" K-8th graders,
3. increase youth involvement in community decision-making, and
4. provide welcoming and healthy places for at-risk youths to spend their free time.

Client population characteristics

According to the project, more than 3,000 children and youths in the county need and are eligible for proposed services, with 55-65 percent being white and 35-45 percent being minority (predominantly Hispanic, Native American, and Asian). Arrest and detention rates for youths in Whatcom County exceed the state average. One in four juvenile arrests is drug related (22.6 youths per 1,000 youths countywide), which is more than twice the state average. The Whatcom County Juvenile Court reported that the number of juvenile criminal cases filed has doubled since 1988.

The county's school population is expected to increase by 12.3 percent between 1994 and 1997. Since 1987, the school drop-out rate has increased by an average of over 24 percent, with the largest increases in Bellingham (27%), Blaine (36%), and Ferndale (280%).

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According to the Department of Health, thirty-five percent of high school students in Whatcom County use alcohol more than once a month. The Whatcom County Sheriff's Office reports a 300 percent increase in drug and alcohol related offenses since 1988.

One-third of Whatcom County youths live in homes with incomes below 200 percent of the federal poverty level. Homelessness has increased by over 100 percent in the past five years, and the number of youths "hanging out" downtown with nothing to do is increasing.

### **Severity of problem**

Three secondary prevention activities and one primary prevention activity were planned for this project, serving a total of 1,200 youths. Components include:

#### **Secondary Prevention Services, Annually Serving 800 Youths:**

- The Youth Action Center and the Ferndale Boys and Girls Club to serve 480 youths annually, 12-20 years old.
- The Whatcom County Youth Task Force and Youth Leadership Institute to serve 100 youths, 12-17 years of age.
- The Youth Information Fair and Conference to serve 600 children and youths at the one-day event, including approximately 45 youths in the planning and set-up.

#### **Primary Prevention Activities, Annually Serving 400 Youths:**

- The Best S.E.L.F. program to serve between 400 and 600 children and youths, ages 6-14.

## **PROJECT PROCESS**

### **Project Philosophy**

*The overall strategy of this project will be to combine primary and secondary violence prevention services that focus on educational, community service and recreational programs for youths...The goal is to assist children and youths to feel responsible for, committed to, and a part of the well-being of our community. As a community, we understand that many youths ages 11-19 do not have the social, educational and*



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*family support they need...our overall strategy is to assist existing and pilot programs that will address these issues and that serve as diverse a community as possible.*

**Service focus**

The Whatcom County Commission on Children and Youth's "Youth Violence Prevention and Intervention Program" is a multi-faceted, county-wide effort, combining both primary and secondary prevention activities.

**Service type**

A brief summary of the anticipated programs identified in the grant application follow. The Whatcom County Youth Task Force Coordinator recruits and trains human service interns from Western Washington University. High school and middle school students from across the county are identified and linked to community service learning opportunities. Once identified, students attend a Youth Leadership Institute for four days of training. Among the skills taught are social skills, action plan creation, equity training, leadership skills and group building skills, ropes course, and individually developed projects.

The Boys and Girls Club of Ferndale will expand its "Teen Night," doubling the number of youths served from 20-50 youths each week to 40-100. Over 65 percent of the youths that have come to Teen Night are either Native American or Hispanic. The program includes a choice of activities such as pool, basketball, music, videos and meeting new friends.

The grant also helps pay for youth worker stipends for the Community Youth Action Center in Bellingham. Funds provide equipment, such as pool tables, television and VCR, a stereo with compact disc, as well as emergency food and youth stipends for street youths who need jobs.

The goal of the Community Youth Information Fair and Conference is to integrate youths into the community building process, bringing youths, parents and other community members together to discuss and learn from each other how to better support successful community prevention programs.

A major component of this project, as noted in the application, is an educational and service learning program for K-8 grade youths, known as the Best S.E.L.F. (Best Summer Education Learning Fun Program), during an eight week program in the summer. This activity was based on the Best S.E.L.F. program that operates in neighboring Skagit County. The more formal educational curriculum are offered from 9:00 AM to 3:00 PM with recreational activities scheduled before (7:30 AM-9:00 AM)

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and after (3:00 PM - 5:30 PM). Breakfast, lunch and snacks are provided through the federal "Free and Reduced Meals" programs in schools. Two central components of the program are the service learning component (linking students to community service projects in the parks, etc.) and the social skills curriculum (teaching conflict resolution skills and building self-esteem). Parents were to be involved through field trips, community service projects, and open classroom activities.

**Service environment**

The Whatcom County Commission on Children and Youth collaborates with many other community agencies in bringing services to youths. Youth programs, such as the Youth Task Force, Races United, First American Spirit Team, and Lummi Youth Outreach, are believed to be linking together more than ever before.

The collaboration experienced by just one of the program's activities can illustrate how the system that serves youths can be expanded. Best S.E.L.F is a collaborative program in which the following organizations participated:

Bellingham Parks and Recreation  
Northwest Youth Services  
Western Washington University  
Bellingham Technical College  
Private Industry Council  
Department of Social and Health Services  
Department of Health  
Self Empowerment Services  
Global Community Institute  
Whatcom Dispute Resolution Center  
Group Health Cooperative  
Whatcom Community College  
Northwest Indian College  
Washington State University Cooperative Extension  
Big Brothers/Big Sisters  
Lummi Youth Recreation  
Retired Senior Volunteer Program  
Lummi, Bellingham, Nooksack and Lynden School Districts

Another example of the community based nature of the Whatcom County Commission on Children and Youth is their work with the steering committee that is setting up the Community Public Health and Safety Network, as required in the recently passed "youth violence" legislation, Engrossed Second Substitute House Bill 2319.

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**RESOURCES**

Internal resources

The internal resources reflected in the contract with the Whatcom County Commission on Children and Youth includes a wide variety of budgetary items. The \$ 28,012 allocated for salary and benefits pays for parts of the salaries of at least seven people. This includes project coordinators and stipends for interns and youths. Contracted services are for Youth Leadership and BEST training. Goods, services and equipment include food, program costs and office supplies and equipment.

External resources

The summary of external resources identified in the Whatcom County Commission on Children and Youth's grant application included both cash and in-kind community resources. The current listing of community resources was revised by project staff to include a more accurate projection of support.<sup>5</sup> In-kind contributions total \$35,000 from the Bellingham School District and NW Youth Services. Cash contributions from sources such as the Higher Ed. Coord. Board, Private Industry Council, program fees, foundation and corporations, Big Brothers/Big Sisters and Whatcom County total \$115,500. The total external resources specifically identified by the project equals \$150,000.

**OUTCOMES**

The specific objectives identified by the overall project included:

- To serve 1200 children and youth through this project;
- To increase the educational success of 350 youth through youth leadership, community service learning, and Best SELF;
- To increase family functioning of 100 participants;
- To increase connection to the community of at least 100 youth through continued volunteerism and community service;
- To reduce juvenile arrests as noted by Juvenile Court records;
- To reduce interracial violence; and
- To reduce alcohol and drug-related arrests.

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<sup>5</sup> Based on information provided to the evaluator during a site visit on Sept. 2, 1994.

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Client participation

This section of the report reviews information on the clients actually served in the project to date (through August 1994). Most of the information contained in this section was derived from a compilation and analysis of the "Monthly Activity Reports," prepared and submitted by project staff. Additional information was provided by site visits to the various program activities, interviews with project staff and key stakeholders, and supplemental written information provided by the project.

The number of youth served by all program activities from January 1994 through August 1994 was 437 unduplicated youths. The average number served during the month was 173.

Client outcomes

**Best S.E.L.F.** A significant amount of additional information has recently become available on a major component of the Whatcom County project, the Best S.E.L.F. program, a summer enrichment opportunity for school-age children. This section reflects additional program information provided through an assessment conducted by the Washington State Campus Compact, located at Western Washington University. The program uses "theme weeks" to focus activities and incorporate service, educational, and recreational components. Examples of themes include: nutrition/wellness, environment, generations, community relationships, art, science, and cultures.

Many of the staff salaries are provided through college work study and Private Industry Council funding. The cost to participating children is \$70 per week with a sliding fee scale for families with lower incomes.

During the past summer, 145 children, ages 6-13, took part in two four-week sessions, held at Parkview Elementary School in Bellingham. (The Lynden Migrant Bi-lingual program served 120 children.) The children were grouped in four age groups and were served by a five-member team in each class (one experienced teacher, two college students with education or recreation majors, and two high school program aides). A total of 27 paid staff and 17 volunteers were involved in working with youth, either in the classroom, on field trips, during cooperative games, and special events. 60 percent of the class time was spent outside of the classroom involved in such activities as community service learning projects and field trips.

According to the assessment of the Bellingham program, 95 percent of the students enrolled in session 1, and 90 percent of those enrolled in session 2, remained

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throughout each session. Common reasons for children leaving the program were vacation schedules and family illness.

A total of 62 percent of the children attending were lower income and met the "Free or Reduced" registration guidelines. Twenty eight of the 145 students had an identified special need, including various developmental disabilities. In addition, 30 percent of the students were being raised in a single parent household. Eight of the children were African American, one Asian American, 133 Caucasians, two Hispanics, and one Native American. Two of the staff were Hispanic and one was Native American.

Community service projects identified and completed by youth included stream restoration, clearing a hiking trail at a local park, recycling activities, Humane Society work, an oral history project at a retirement center, and raising funds (car wash and garage sale) for games to be given to and used by patients and visitors at St. Joseph's Hospital.

Perhaps the best testimony to the first year Best S.E.L.F. program are comments made by the students and parents as part of their program evaluation. Among the comments recorded were the following:

*Great Program!*

*This place is the BEST.*

*My daughter loves it here.*

*Wonderful program – my son loves it.*

*Fantastic! Keep up the great work!*

*I think you're fabulous! My daughter has matured in 1 1/2 weeks more than all of Kindergarten.*

*Thanks for giving Ricardo a fun way to learn English.*

*Very positive program for kids for the summer.*

*Great program. I have seen a change in both boys!*

The Best S.E.L.F. collaborators are committed to expanding the program, and already have three school districts interested in the program for next year.

As an example of success with one young person, the program reports on the following program clients:

*B. is a young Native American girl with a history of abuse. At age 13, she has been shuffled back and forth between her mother and father for much of her life. Last winter she came to the project's Teen Night. She had obviously been drinking and told staff that her father hit her with a broom handle. Staff took B. into the office, where she confided that her father drinks, but becomes abusive mostly on weekends. Staff recommended that she might want to spend weekend evenings at the center. B. took this advise, but initially was quite disruptive. Recently she has become more social and respectful, and also has*

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*started to attend activities at the center after school. B. feels physically safe at the center and does not have to choose between her father's abuse or hanging out on the streets. Her father also is happy to have her somewhere where she is not drinking and under negative influences.*

**System outcomes**

The project has been in operation only a few months. Thus, it is too early compile data on system outcomes. However, the anticipated outcomes identified by the project are measurable outcomes.

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**RISK-FOCUSED PREVENTION STRATEGY**

<b>Risk Factor 1:</b>
Alcohol/Drugs/Community Dysfunction
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Teen Night/Youth Center
Youth Conference
Leadership/Service
<b>Outcomes:</b>
Reduction of substance related arrests
Increased connection to the community

<b>Risk Factor 2:</b>
Physiological Challenges
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Teen Night/Youth Center
Youth Conference
Leadership/Service
<b>Outcomes:</b>
Increased connection to community well-being

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<b>Risk Factor 3:</b>
Family Problems
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Best S.E.L.F.
Youth Leadership/Service Learning Projects
<b>Outcomes:</b>
Increased health in family functioning

<b>Risk Factor 4:</b>
Education/Special Needs/
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Best S.E.L.F.
<b>Outcomes:</b>
Increased educational success

<b>Risk Factor 5:</b>
Equity Issues
<b>Target Population:</b>
At-risk youths
<b>Activities:</b>
Best S.E.L.F.
Youth Leadership/Community Service Learning
<b>Outcomes:</b>
Reduction in interracial violence



## **CONCLUSIONS AND RECOMMENDATIONS**

Before presenting concluding remarks concerning the findings of this study, it may be appropriate to present a number of caveats. First, it must be pointed out that this is an interim report. As such, this is as much a status report on the evaluation as it is an assessment of the projects. The report on each project site is the result of careful review of available written material and interviews and discussions with project management, staff, clients and other people involved in the program. This work was completed in a short period of time and the nature of the information compiled is primarily qualitative. Thus, we seek to give the reader a thorough understanding of how the program operates, but we are not yet in a position to conclude which projects are successful in reaching their intended goals.

A total of 14 projects are included in this evaluation. However, eight of these projects are new, most having been in operation for less than ten months. Considering the difficulty in starting a new program, it is noteworthy to find these programs functioning so well. Most of the recognition for this must go to the agencies which received funding for this initiative. They generally have extensive experience in providing services to high risk youths. Most of these programs are just now in a position to begin seriously planning to compile outcome data. Thus, while all projects have diligently provided client process data, little is presently available in terms of program outcome measures in most cases.

The six original projects are in their third year of service. As a result, there is more information available on these projects. Most of these projects have given serious thought to establishing outcome measures and compiling data. Many have data on some aspects of their program, although the information is not always complete. Few, however, have attempted systematic evaluations on their own. The lack of expertise in evaluation methodology at the project level is undoubtedly a contributing factor. What these projects lack in outcome data, they usually compensate for with supportive statements from professionals, reports from the media and testimony from members of their community.

With the formative evaluations completed previously, the process information maintained by these projects, expert opinion from within the local communities and the anecdotal evidence presented in this report, we do not question that these projects have a positive effect on the young people in this state. What we attempt to do in this section is to identify issues that could enhance program success and work toward building a method of quantitatively measuring program outcome. We discuss these issues below according to the outline presented in the methods and rationale section.

## **OPERATIONAL INTEGRITY**

### **I. Services and Risk Factors**

It is clear from the individual project summaries that all of the 14 projects in this study provide services that can have an impact on the prevalence of violence in their communities. Most of the projects teach life-skills to young people so that they can develop alternatives to violent behavior. Many of the projects provide recreational activities during times when the likelihood of violence is greatest, primarily evenings and weekends. Some of the projects also provide educational or vocational services for the development of skills needed to prepare youths for productive lifestyles.

The relationship between risk factors, activities and outcome will be further addressed in the next phase of the evaluation. While most projects used an adequate assessment process to determine the major risk factors for violence in their communities, and applications for funding always presented risk factors, the rationale for their prioritization was not always clear. For the second evaluation phase, projects will need to further clarify the rationale for developing strategies, and strengthen their link with identified risk factors. This will help projects more clearly identify outcome measures. Additional training for project managers, as proposed by CTED, will assist the projects in this effort.

#### **Recommendations:**

- **Provide training to potential grant applicants in the model or provide local technical assistance resources.**
- **Provide ongoing follow-up training and technical assistance to projects.**

### **II. Targeting Risk Factors**

From the data compiled by projects on their client populations, it is fair to say that services are being received by a target population that exhibits a number of risk factors. However, we were not able to determine with certainty whether these projects were impacting those youths most likely to engage in violent behavior. There is always a risk that the most high-risk individuals are not those participating in the program activities. The evaluation found that while projects provided needed services, they did not always identify exactly what population they were attempting to serve, or they did not define who they considered to be high risk. Likewise, it was difficult to determine how well the projects target youths who are most at risk; those youths that

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present an at-risk profile. This is an important consideration, because if services are not targeted specifically at the at-risk population, then we cannot expect to maximize the impact of services designed to diminish violent behavior.

CTED was well aware of this issue when staff developed the monthly activity reporting system. The system, designed as a monitoring tool for the agency, requires projects to report on the number of clients participating in violence prevention activities. It further requires projects to profile the client population for each type of activity. In the monthly reports, the client population is characterized by ethnicity, age and an array of risk factors. The risk factors include substance abuse, school problems, poverty, justice status, gang involvement, violence, suicide attempts, access to weapons and physiological challenges. While this list of factors is fairly comprehensive, and the system may be well suited for monitoring purposes, it will be modified during the next phase of the evaluation to enhance its capability of providing client profiles.

### **Recommendations:**

- **Convert to a client based data system.**
- **Vary information requirements for projects that provide primary prevention services and those that provide secondary and tertiary prevention services.**

### **MULTIFACETED SOLUTIONS**

Addressing multiple problems of high-risk youths is a difficult undertaking. For pilot programs it would seem more realistic to view this as a perpetual goal rather than an operational issue. However, individual project narratives demonstrate abundant creativity in addressing this issue. The narratives demonstrate that there is no project that is completely singular in its choice of services. However, the breadth of youth problems that some projects are capable of addressing are clearly greater than others.

Just as there is variation in the type of services offered, there is variation in the manner in which agencies are able to develop or access services for young people. The manner in which multiple youth issues are addressed varies by geographical location and the type of agency administering the project. Clearly, the flexibility permitted local communities by the funding agency has resulted in this rich variation of unique approaches to addressing problems of violence. Without implying that any one approach is more effective than another, the following provides examples of how different communities or agencies have chosen to address multiple needs:

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- Some organizations have many internal resources which they can make available to youths;
- Some organizations leverage grant funds with other agencies to develop needed services;
- Some organizations contract for needed services;
- Some organizations coordinate existing services within the community;
- Some organizations integrate services within a defined ethnic community; and
- Some organizations refer clients to existing community agencies.

Which approach works best is not yet known. The outcome data compiled in the next phase of the evaluation should provide a better understanding of this. However, some approaches appear to present more potential difficulties to the host project. Referring clients to other agencies or contracting for services can result in the loss of accountability for services rendered. Yet again, some projects have devised approaches to offset these dangers. Because referring youths to other agencies is a weak approach if other agency staff are not participants in the host project's activities, efforts were made to integrate other agency staff. One project has a social services outreach worker participate in teen night activities. Another project that contracts for services has chosen to monitor services by locating the contract staff within their own facility.

The question of what services are most needed or most effective remains unanswered. The second phase of this evaluation will bring this initiative closer toward an answer. However, it is generally instructive to find which types of activities have proven to be successful in other locations. A literature search on evaluations of other violence prevention programs may be beneficial to this program.

One area specifically cited in the prevention literature as an essential program component, is the inclusion of the family in program services. CTED encourages projects to include parents in prevention activities. Most projects have attempted to comply, but all have found that working with parents is difficult. Even if parents can be encouraged to attend some activities, it is difficult to maintain their interest and motivation. Despite this difficulty, some projects have initiated new outreach initiatives. Unfortunately, other projects appear to have de-emphasized the need to work with parents.

**Recommendations:**

- Do literature search on evaluations of violence prevention services.
- Re-focus program efforts on working with parents.

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## **COMMUNITY INTEGRATION**

As demonstrated in the project narratives, the YVPIP projects are typically well integrated into the community, demonstrating variation in the breadth of community linkages. The type of integration varies from well established referral systems to community advisory boards to the joint operation of services.

While more integration is not always better, a few projects reported a deepening sense of community isolation. The reasons for this may vary. Typically, however, community members are interested in participating on advisory boards when projects are being planned and specific youth issues receive a great deal of community attention. Interest wanes when the projects get established and attention shifts to operational issues. Some of the more established organizations have found ways to motivate their advisory board members through the establishment of clearly defined roles and expectations. In other instances, the daily operation of the project leaves less time to maintain linkages with either community members or other organizations. Although this is understandable, allowing community linkages to weaken is detrimental to the on-going success of this type of project.

Working not only in the community, but with the community, is important. When the community as a whole addresses concerns, the impact is generally greater than what can be accomplished by any one organization. Thus, to assess the full impact of each project it would be useful to record what positive changes have occurred in the community based on the collaborative efforts of the project. There is currently no structured means to compile information on system change, except anecdotally in the monthly activity reports. It may be helpful to fully document system impacts by developing a separate section in the monthly report.

For the reasons specified in the introduction, there are two other initiatives with which the 14 projects should consider close working relations. These are the Community Mobilization Against Substance Abuse Program, also funded by CTED, and the Community Networks mandated by the Omnibus Youth Bill (Engrossed Second Substitute House Bill 2319). Some programs already coordinate with these initiatives. For others coordination is not practical because of differing catchment areas or boundaries. However, where practical, coordination could benefit the YVPIP projects.

CTED is already considering closer ties between the YVPIP and Community Mobilization Against Substance Abuse. Coordination could prove especially beneficial in conducting needs assessments, soliciting community input and tracking changing trends in the community. As Community Networks are established, coordination will be important in determining services. However, close ties to the Youth Violence Project at the Department of Health may also be beneficial for evaluation and community assessment purposes as DOH begins tracking community violence indicators.

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**Recommendations:**

- **Reprioritize seeking community input from advisory boards and other sources.**
- **Design a process for the reporting of system changes.**
- **Encourage formal linkages between Community Mobilization Against Substance Abuse efforts funded by CTED.**
- **Monitor coordination with community networks.**

**EVALUATION - PHASE TWO**

The upcoming second phase of this evaluation was designed to compile outcome information on the projects. The projects appear eager to cooperate and contribute, despite the knowledge that the evaluation will have an impact on staff resources. Following completion of Phase One, each project will reassess its logic-risk factor model found at the end of each project narrative. Projects will confirm the information or modify it as needed. Working with the evaluator, projects will identify outcome measures based on the risk or protective factors they are attempting to impact. Some projects have already identified outcome measures and need only determine the method of measuring them. Other projects have identified only process measures and will need to place greater emphasis on outcome measures.

Proposed outcome measures for each project will fall into two categories:

- ◆ **Intermediate outcomes - measures of the impact of specific program activities; and**
- ◆ **Ultimate outcomes - measures of change in the level of youth violence in the community.**

Collection of data will occur over the next 6 months. Simultaneously, projects will transition to a new data collection process. The details of the new system will need to be negotiated, but CTED has expressed a need to have more outcome data available on an ongoing basis. Such a system will probably need to be client specific. The evaluators envision a client based system which includes client intake, activity and outcome-termination components.

Finally, we wish to note that a statewide program evaluation will never provide all the outcome information required by each project to determine the effectiveness of their

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individual service components. Thus, we wish to support and encourage projects to do more evaluation on their own. Currently, at least two projects are engaged in rigorous evaluation activity. This evaluation effort will coordinate with, and support such local efforts.

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### ENDNOTES:

1. In 1990, the Washington State Legislature appropriated \$370,000 to the Department of Community Development from a U.S. Department of Justice, Bureau of Justice Assistance, Drug Control and System Improvement Formula Grant to provide gang prevention programs in seven communities. An additional \$165,000 in federal funds were allocated to fund a public housing and drug intervention program in four communities. In 1992, DCD received \$353,000 in federal funds to provide youth violence prevention and intervention services in six communities. *Youth Violence Prevention and Intervention Program Evaluation, 1992-93*. Washington Department of Community Development. Olympia, WA (nd).
2. Through Engrossed Substitute House Bill 1333, the Washington State Legislature appropriated \$275,000 in State funds to the Youth Violence Prevention and Intervention Program for the 1993-95 biennium. This bill, an "act related to youth gang violence reduction," funds projects in seven additional communities. Another project in one additional community was added with federal funds to bring the total number of projects to 14. Application For Funding State Fiscal Year 1994 Youth Violence Prevention and Intervention Program.
3. Quoted from page 29 of *The Turning Point: Choosing Alternatives to Violence*. Washington Department of Community, Trade and Economic Development. Olympia, WA July, 1994. CTED's approach draws heavily from the work of Drs. David Hawkins and Richard Catalano of the University of Washington and their research on risk and protective factors related to adolescent problem behaviors. page 1, *Youth Violence Prevention and Intervention Program Evaluation, 1992-93*. Washington Department of Community Development. Olympia, WA (nd).
4. *Youth Violence Prevention and Intervention Program Evaluation, 1992-93*. Washington Department of Community Development. Olympia, WA (nd).
5. The components are elements of the community mobilization model, which CTED chose as the model by which projects were to design program services. These components are discussed in various CTED documents, but also are supported by other research literature.
6. See for example, *Communities That Care: Risk Focused Prevention*. Developmental Research and Programs, Inc. Seattle, WA, (1992); Dryfoos, (1990).
7. The federal educational program funded by OJJDP is presented by Developmental Research and Program, Inc., Seattle, WA. The program is titled, *Prevention Juvenile Violence and Delinquency: Risk-Focused Prevention Using Communities That Care*.
8. The CORE-GIS project, a cooperative venture between DOH and DSHS, has two components. The first is in response to ESHB 2319 mandating that DOH support community networks by collecting data on youth violence, other problem behaviors and related risk factors. The second is in response to a federal contract requiring DSHS to develop youth substance abuse indicators and risk factors at the regional and county level.
9. See prevention research studies by the National Committee for Injury Prevention and Control and by the Education Department Center, Inc. cited by CTED on page 17, *Youth Violence Prevention and Intervention Program Evaluation, 1992-93*. Washington Department of Community Development. Olympia, WA (nd). Also, see studies by the University of South Carolina and Forum on Youth Violence in Minority Communities cited on page 14, *The Turning Point: Choosing Alternatives to Violence*. Washington Department of Community, Trade and Economic Development. Olympia, WA (July, 1994).



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10. page 1-form 7, TOGETHER, 93-94 Funding Application.
11. CTED cites reports from the National Commission on Children showing that a piecemeal approach to providing services causes service gaps. They note that prevention specialists such as Drs. David Hawkins and Richard Catalano advocate "all-out community efforts" to prevent problem behaviors of drug abuse, violence, school failure and teen parenthood. Pages 13, 20-21, *The Turning Point: Choosing Alternatives to Violence*. Washington Department of Community, Trade and Economic Development. Olympia, WA (July, 1994).