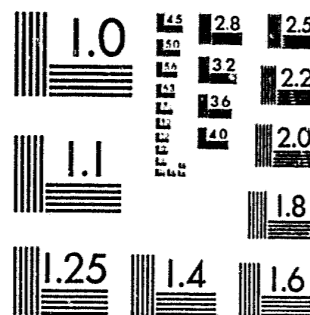


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U.S. Department of Justice  
Office of Juvenile Justice and Delinquency Prevention

# Five Case Studies of State Prevention Approaches:

**Colorado**  
**Connecticut**  
**Maine**  
**New Mexico**  
**Wisconsin**

90461

# FIVE CASE STUDIES OF STATE PREVENTION APPROACHES:

COLORADO  
CONNECTICUT  
MAINE  
NEW MEXICO  
WISCONSIN

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U.S. Department of Justice

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## PREFACE

Two previous publications by Westinghouse, State Options for Supporting Delinquency Prevention and Selective Organizational Change in the School, were developed to provide assistance to States in the development of sound prevention programming and planning. As states began to implement prevention ideas, some new ideas about successful prevention programming emerged, and the process by which some of these ideas might be implemented became clearer. This document describes the efforts of five States to implement prevention work in significant ways. The models employed and the process for implementation varies, but the theoretical base that concentrates on changing organizations that work with young people remains consistent.

It is our hope that this document will assist State planners, prevention specialists, and others working in the prevention area to look again at ways to effect good prevention programming. It also is our hope that states beginning prevention work for the first time will build on the experiences of these states and utilize some of the resources that are now available. All of us are concerned about maximizing human and fiscal resources to facilitate effective prevention programming. This document will contribute to that end.

*David D. West*  
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## 1. INTRODUCTION

### 1.1 Purposes of This Paper

#### 1.1.1 To Highlight Successful State Prevention Programs

This report takes an in-depth look at five States that have exhibited a strong commitment to the development and expansion of state-level policy, planning and programming strategies for primary delinquency prevention. The paper identifies some of the more promising prevention strategies and describes the entire process from conceptualization through implementation. The approaches that are highlighted in these studies focus on organizational change strategies that do not require extensive financial resources.

#### 1.1.2 To Serve as A Companion Piece to the State Options Working Paper

In 1978, the Delinquency Prevention Technical Assistance Program (DPTA) undertook a survey of prevention activities at the State level and found that most States had difficulty in making choices about sound prevention programming. Because primary prevention (precluding the initial occurrence of delinquency) was an elusive concept not amenable to easy program development, implementation, and evaluation, most of the efforts by OJJDP, the State Planning Agencies, and many public and private juvenile justice organizations were focused on secondary or tertiary prevention. Although contemporary theories of delinquency causation argued for specific program approaches, practitioners complained that these theories had not been translated into a framework which could be used to guide the development of statewide prevention strategies.

As a result, DPTA established the State Initiatives Program to develop the necessary programmatic framework. At the same time it designed an intensive long-term technical assistance effort to focus on developing the capacity of participating States to support systematic application of contemporary primary prevention theory to local program options. Particular emphasis was placed on establishing local community based programs designed to test the theory. To support the work of the States, DPTA developed a set of generic resources to be used by professionals and planners to guide their efforts. The first product, Delinquency Prevention: Theories and Strategies, was published as a blueprint for planning and development efforts. It contains a review of contemporary delinquency theory, research, and program literature and an analysis of past efforts in terms of their impact and effectiveness. The organizational change approach is proposed as the most promising strategy for primary prevention efforts. Organizational change is defined as changing the policies, practices and procedures in schools, workplaces and community that contribute to the reduction of delinquency and to law-abiding behavior among young people. The document suggests grounds for selecting, developing, designing and evaluating projects to reduce the incidence of delinquent acts. It is intended to support the efforts of planners, grantmakers, program operators, consultants, trainers and evaluators.

The second product, State Options for Supporting Delinquency Prevention: A Working Paper, explores in greater detail the specific ways that States can leverage sound prevention programming through their technical assistance, training, planning, funding, evaluation and monitoring functions to promote and support the program forms recommended in the first publication. In addition, three working papers: Selective Organizational Change in The School A Guide for Delinquency Prevention Programs Based in School Activities: A Working Paper, and A Guide for Delinquency Prevention Programs Based in Work and Community Service Activities: A working paper, have been developed to provide guidance to

local practitioners in conducting the sequence of activities necessary to implement the organizational change approach espoused by DPTA.

The Five Case Studies in this volume represent the fifth major publication of DPTA; this paper is intended to serve as a companion piece to the State Options for Supporting Delinquency Prevention: A Working Paper, which presented a possible sequence of work, from early conceptualization and organizational stages to development and evaluation. This paper captures the experience of five States as they proceeded through some of these stages. As such, it represents an additional effort to clarify the concept of primary prevention and to refine the framework that has been developed to guide policy makers and practitioners in devising appropriate strategies at the State and local levels.

#### 1.1.3 To Provide a Variety of Models and Identify Some of the Change Processes for Those Contemplating a Prevention Strategy

In earlier publications' discussions of selective organizational change (i.e., altering the arrangements and processes of contemporary social institutions that generate delinquent behavior) focused on general policy development and stages in the process of prevention work. As these general theories and/or policy directions were implemented, several different strategies emerged. Some States utilized the school climate approach. School climate may be defined as those qualities of the school, and the people in the school, that affect how people feel while they are there. F<sup>1</sup> Others worked from a more general organizational change model which is explicated in several of Westinghouse

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F<sup>1</sup> For a further discussion on this, see "Some Ideas on Improving School Climate," by Eugene R. Howard. Colorado Department of Education, March, 1980, p. 1.

publications on schools and delinquency prevention. Regardless of the particular strategy within the state, the theoretical basis always included modifying the way organizations work with youth.

The school climate approach utilized by Colorado, New Mexico, and Wisconsin, allows States to utilize a technique that has already been implemented in a significant way. At the same time, the processes for planning, implementing and funding this approach had wide variance. The interest of school personnel varied and the intensity of implementation was radically different in each State.

Maine and Connecticut have developed school changes and state policy in a different context and in a different manner. Their approach focused on gathering related State agencies into a joint effort to develop State policy before different models of prevention were initiated at the local level. They utilized different interventions and different organizational bases. Their strategies provide good insights on how to accomplish change in a variety of contexts and settings. This publication should provide an information base for States that are contemplating new initiatives and provide additional strategies for states who have already begun an initiative.

#### 1.1.4 To Identify Those Program Elements That Might be Applicable to Other States

Although detailed descriptions of a particular strategy and its anticipated outcomes are intended to be instructive, professionals will have to identify the elements or segments within the five case studies that appear to be most applicable to their state or locality. In developing any program, the likelihood of success is far greater if the borrowed approach is carefully tailored to conditions existing within the State. To aid in the selection of a particular strategy, an effort has been made in the case studies to identify unique features that

either facilitated or obstructed the implementation of prevention programs. It should be kept in mind that outcomes were not always the result of deliberately planned strategies, but rather improvisations to local situations. Therefore, there may not be a direct relationship between unique features and outcomes. This is true with any new model and caution in implementation is always warranted.

#### 1.2 Scope of the Paper

The purpose of case studies is to provide a variety of models and approaches to the development of primary prevention strategies. They are also intended to guide rather than dictate the design and structure of new programs. Although standard elements are contained within the concept of organizational change, application always requires an understanding and response to local conditions and resources. This publication is intended to merely document a process in the hopes that the experience will be helpful to others. No attempt is made to evaluate the experience of individual States, nor to compare one with another.

#### 1.3 Intended Audiences

This paper is intended for the widest possible audience interested in establishing delinquency prevention programs that are based on selective organizational change strategies. Because the most fruitful arenas for delinquency prevention initiatives have been identified as the generic areas of education, work, and community service, the potential audience of practitioners is extensive. In addition, planners, state agency personnel, State Advisory Group members, state and local government officials, community workers, and other professionals concerned with youth programming will gain from reading this document.



#### 1.4 State Selection and Methodology

Selection of states for inclusion in the case studies did not involve a precise formula, but was based on describing a wide range of settings and approaches. States were selected from among those participating in DPTA's State Initiatives program. They represent a mix of size, geography, approaches to primary prevention, and organizational contexts. Several have thoughtful and detailed State Prevention Plans based on an organizational change model. Funding guidelines for primary prevention strategies have been developed and proposals for program development and implementation have been solicited. Some States have established strong linkages among appropriate State level agencies to collaboratively plan and implement prevention strategies. All are in different stages of development, but have made observable, if not yet measurable, progress in implementing their chosen approach.

In some cases, the principal actor has been the State Planning Agency; in others, the State Advisory Group played the initiator's role. In several States, key individuals in one or two State agencies initiated prevention efforts by developing linkages between agencies having a mandate to work with youth, prevention or both.

Similar approaches and levels of effort can be found in more than the five states described herein.<sup>F<sup>1</sup></sup> The number of States selected for this paper was arbitrarily dictated by limits on the size of the publication. Once the States were selected, telephone interviews were conducted with persons most knowledgeable concerning the history and development of the planning and implementation process. Requests were made for

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<sup>F<sup>1</sup></sup> Other states beginning or sustaining active prevention programming include: Arizona, Georgia, Kentucky, North Carolina, South Carolina, and Vermont.

documents illustrating various planning and implementation stages. Many of these have been included in the individual case studies.

#### 1.5 Executive Summary and Findings from Five States

In reviewing some of the directions taken by the States in prevention work, it is interesting to note some of the programmatic strategies and tactics that were utilized. Some of the States have experimented with the school climate approach as one technique for bringing about organizational change. Specifically, these include New Mexico and Colorado, with Wisconsin utilizing a combined positive youth development approach and school climate approach. Maine and Connecticut have undertaken different programs which utilized an organizational change strategy in schools. In all cases, the States received technical assistance and support from some outside source that was working on the development of prevention programming. In each case, the State identified the model prevention approach that seemed most appropriate and modified it to fit the state/local situation. Although the school climate approach was implemented in three States, each implemented it in a different way. New Mexico used it as part of the SPA Education Coordination activity; Colorado used it as part of the State/Local partnership; and Wisconsin melded it with other strategies that were already in place within the State.

If organizational change activities are to be undertaken at the State level, where organizationally, and how, should they be funded? This is relevant to the states because the activity itself can acquire a different image dependent on the organizational context from which it emanates. States have handled this issue in different ways. For example, New Mexico has hired one staff person on a full-time basis within the State Department of Education. In Colorado, prevention activities are presently supported by one half-time staff person working on a demonstration pilot program and another full-time staff person working with additional schools.

In examining the impetus for change and the conditions that favored change, there appears to be a real mix. In Wisconsin, two individuals in different agency positions gave the program its initial push. In Connecticut, the SPA had a long standing commitment to prevention and consequently there was ongoing support for varied activities. In Colorado, one key person had strong ideas about what could be done, and received a great deal of support from other people within the State. New Mexico had some coincidental beginnings in the meeting of key people at a conference. After that meeting, the active leadership of the Juvenile Justice Specialist and the Juvenile Justice Advisory Council accelerated the process. New Mexico was also helped by its proximity to Colorado and was able to utilize this State's expertise in helping get its own effort underway.

Technical assistance played a major role in the design and implementation of prevention efforts within each of the States. For example, the Colorado program is based within the State Department of Education and operates as an educators' program. The Department has traditionally provided ongoing technical assistance to local school systems and the members of the school climate mini-audit teams are by and large educators. The Connecticut situation is radically different. The prevention specialist works with staff from the State Department of Education, the Department of Children and Youth Services, and the SPA. The technical assistance involvement at the community level is targeted to both schools and community agencies. In Wisconsin, technical assistance is provided by two non-profit agencies that operate on a statewide basis. In addition, each of the States received substantial technical assistance from the Westinghouse National Issues Center (WNIC) as part of its contractual obligations to OJJDP. Technical assistance was provided on an "as needed" basis and consisted of documentation support, onsite consultations, and development of State Prevention Plans, funding guidelines, and implementation strategies.

The role of the JJAGs and the Juvenile Justice Specialists in carrying out their prevention mandate varies from direct involvement in implementation to fiscal support of the prevention activity, to an involvement at both fiscal, technical assistance, policy development and implementation levels. For example, New Mexico has involved the JJAG and Juvenile Justice Specialists in the policy development and funding of the prevention program. The Department of Education in turn is the implementor of the school climate project. Maine placed policy development and the funding source within the State Planning Agency. The Agency thus serves as technical assistance coordinator, while local schools and community agencies are carrying out the implementation of the programs.

With the exception of Colorado, there has been a lack of good evaluation design in the projects. Some of the projects are building evaluation designs or are looking at evaluation designs of other programs to determine if they are applicable. Clearly this is an area that needs developmental work.

The following are brief summaries of the states' prevention efforts highlighting some of the key elements of their work.

#### 1.5.1 Connecticut

Connecticut has a long history of strong commitment to the development of state-wide policy and planning for juvenile delinquency prevention. The Connecticut Justice Commission has taken the lead in fostering the prevention effort through the establishment of the Statewide Planning Committee on Delinquency Prevention and the Interagency Prevention Planning and Programming Project. The Planning Committee developed a policy document, The Connecticut Strategy for Positive Youth Development and Delinquency Prevention, which focuses on changing the policies, practices and procedures of education and employment programs serving

youth. In addition, the State groups have supported pilot projects at the local level, specifically in Waterbury and more recently in New Haven. Substantial technical assistance support has also been provided to numerous cities and projects throughout the state.

#### 1.5.2 Maine

Maine has been actively working in the prevention area since 1979, and has made substantial progress by bringing state agencies together to develop a common definition of prevention. The Maine Criminal Justice Planning and Assistance Agency (MCJPAA, the State Planning Agency) has developed a sustained policy and program of technical assistance around juvenile delinquency prevention. The policy calls for interagency collaboration of relevant state agencies, and the provision of extensive public education and technical assistance. Three primary prevention projects located in Bangor, Lewiston-Auburn, and Washington County, have resulted from these efforts.

#### 1.5.3 New Mexico

New Mexico's success in establishing a primary prevention effort is credited to three crucial factors: ongoing indepth technical assistance, the active and committed leadership of the Juvenile Justice Advisory Council; and a close working relationship between the State Departments of Corrections and Education which has served as the linchpin for the entire program. This State's school climate approach utilizes a process called a mini-audit which are assessments of school climate factors. There have been 21 scheduled or actually completed audits in the last year. In addition, there has been extensive work with the media and with the State superintendents' groups in an attempt to "get out the word" on the school climate efforts. Additional program development work is being contemplated in the youth employment and community service areas.

#### 1.5.4 Wisconsin

The successful, on-going delinquency prevention work in Wisconsin is primarily carried out through the collaborative efforts of an Inter-agency Steering Committee. The Committee was initially inaugurated by two individuals representing the State Criminal Justice Planning Agency and the Department of Health and Human Services. A Steering Committee was formed at the State level. One of its first actions was to organize a large conference at Stevens Point for representative State leaders involved in prevention. This began the major prevention effort. As a follow up to the conference, another workshop was held to begin the selection of ten local sites for youth development work. Since this time, two major efforts geared to the local level have been attempted. The first, Wisconsin Association of Youth, a private non-profit youth serving agency, was awarded funding to conduct a youth development training program. The second, "It's OUR Schools", will be working in 6 to 8 junior and senior high schools with a major focus on school climate improvement.

#### 1.5.5 Colorado

The approach to prevention taken by the Colorado Department of Education (CDE) and the Division of Criminal Justice (DCJ) was to improve school climate. As part of this approach, six pilot school sites were selected; mini-audits were conducted; other climate activities were held within these schools; and an evaluation of climate efforts has been completed. In addition, 123 schools have received technical assistance from the Department of Education in conducting climate assessments and in defining task forces to plan and manage climate improvement projects. Preliminary evaluation data show that some positive improvements were made in all participating schools.

## COLORADO

## 2. CASE STUDY: COLORADO

### 2.1 Introduction and Executive Summary

Among the current innovative approaches promoting organizational change in schools, the Colorado program to improve school climate has shown considerable promise. The program was developed by the Colorado Department of Education (CDE) and the Division of Criminal Justice (DCJ) in a partnership effort to reduce delinquent and other troublesome behavior while at the same time enhancing cognitive learning. The program is of particular interest because it has been adapted by four other states and many more are exploring its possibilities. It is also attractive in these days of overlapping political jurisdictions and cumbersome regulations because all activities can be confined to a single school or individual school districts which are autonomous units of government. The Colorado experience is one that underscores the critical importance of incorporating technical assistance early into the planning phase and continuing it throughout the entire primary prevention programming process.

### 2.2 Overview of the State

#### 2.2.1 Demographic Characteristics

Colorado is one of the larger States, eighth in land area, although fully one third is owned by the Federal Government. Though the major concentration of population is along the front range, the State is also quite rural in character. Except for a narrow corridor running from Fort Collins to Pueblo (where the majority of Colorado's citizens live) the State does indeed consist of mountains, trees, ranches and open space. Despite the outdoorsy vision of State, eighty percent of the population, estimated in 1979 to be over 2,700,000, do live in urbanized areas. In line with other States in this publication, 30% of the total

population is under the age of 18; 15% are considered juveniles (between the ages of 10 and 17). A large portion of this juvenile population (40%) is concentrated in the densely settled areas around Denver and Boulder.

In 1978, Colorado law enforcement agencies took more than 40,000 juveniles into custody. Of these, almost three quarters (72%) were charged with one or more delinquent offenses. Over one-half of those charged as delinquents had no prior offense record.

#### 2.2.2 Economic and Political Considerations

Colorado, like many other western and sunbelt States, is experiencing both good times and bad. Rapid energy development on the western slope and relocation of industry and large corporations to its urban centers has resulted in substantial economic growth. In 1978, Colorado was ranked 15th in the nation on per capita income. At the same time, youth unemployment rates were high (as they are elsewhere) and welfare costs represented over half of the budgets of large counties.

Colorado is comprised of 63 counties which have been combined into fourteen Planning and Management regions. Individual county government in its present form is considered satisfactory by rural residents; urban dwellers are more interested in the consolidation and centralization of county government in the hopes that it will improve both accountability and delivery of services.

In comparison with other States the Office of Governor is considered quite strong in Colorado. It was further strengthened by the Administrative Reorganization Acts of 1968 and 1971 that centralized State government through the consolidation of numerous agencies into 18 departments. The Directors of all but five departments are now subject to appointment and removal by the Governor.

Juvenile issues are not considered a high priority by the present Governor, although he and the members of the legislature are concerned about problems related to the energy boom - crime and delinquency among them. The legislature has been fairly active in recent years in passing bills that have had significant impact on the penetration of youth into the justice system. As one example, SB 26 emphasizes community based treatment of youth and attempts to reduce the out-of-home placement of juveniles.

#### 2.2.3 Environment for Delivery of Human Services

Colorado is characterized as "positive" in its response to human services needs and, most particularly, to educational needs. Interest in schools is extremely high. A Gallup poll taken several years ago showed that parents felt more positively about Colorado schools than the national attitudes reflected. The enthusiasm of the parents is apparently shared by the students: the general population of Colorado ranks first (along with Utah) in the years of education completed.

Although Colorado residents are currently far more concerned with the three "E's" -- the economy, energy and the environment -- there is some interest in delinquency and school disruption. Each year since 1978, the Colorado Board of Education has designated School Climate Improvement and Discipline as priority issues and committed \$84,366 for FY '81, and \$53,370 for FY '82. In the 1981 Juvenile Justice Comprehensive Plan, the need for juvenile delinquency prevention programs was identified as the second most important of twenty prioritized deficiency statements drawn from sets of problem statements developed by Criminal Justice Advisory Councils in the Planning and Management Regions. In somewhat of an understatement, the authors of the FY81 plan concede that it is "somewhat different from plans submitted in the past. The Plan does describe and identify a set of problems faced by the juvenile

justice system, but it does not apply any fiscal resources to their solution." F<sup>1</sup>

Although it is currently without funds to commit to programs, new or old, the prime responsibility for planning and funding prevention initiatives lies with the State Planning Agency (SPA), and the Division of Criminal Justice within the State Department of Local Affairs. The Division is designated as the sole agency for the preparation, administration and implementation of the Federal JJDP Act under State Statute 24-32-503, which states:

"To do all things necessary to apply for, qualify for, accept, and distribute any State, Federal, or other funds made available or allotted under said Public Law 93-83 and under any other law or program designed to improve the administration of criminal justice, courts system, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs and related fields."

The prevention mandate is implied (rather than specified in the statute) and made only slightly more specific in the Executive Order proscribing duties for the State Juvenile Justice and Delinquency Prevention Council (JJAG) which gives the Council authority to approve funding guidelines, (see Attachment 1, Executive Order Establishing the JJDP Council).

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F<sup>1</sup> It was felt that the difficulty in funding new initiatives or continuing existing programs lay not only in the OJJDP budget constraints being passed along to the States, but also in the fact that Colorado had made a commitment to dedicate as much of its 1981 JD award to deinstitutionalization as necessary to reach compliance with the JJDP Act. Colorado, like all other states participating in the JD Act, had to come into compliance with the deinstitutionalization of status offenders (DSO) mandate. In order to receive JD dollars, Colorado had to demonstrate to OJJDP an "unequivocal commitment" to achieve DSO. This commitment took the form of a decision to allocate as much of the 1981 award as necessary to achieve DSO. As it turned out, very little of the 1981 grant award was needed for DSO. The majority of money was granted to new and continuing projects, including prevention programs, diversion, shelter care, tracking systems and other juvenile justice projects.

Up until the recent budget cuts, the DCJ was funding delinquency prevention programs (see section 2.4.2) although most were targeted at secondary prevention. The major (and apparently sole) effort to focus on conditions which have a high probability of producing delinquency, has been the school climate improvement activities conducted by the Department of Education (DE) and initially supported by DCJ. F<sup>1</sup> Future DCJ activities in prevention, to the extent they occur, will consist primarily of technical assistance. The Juvenile Justice Council has decided to allocate a portion of its 1982 JD award (if money is forthcoming) to prevention programs.

### 2.3 Background and Development of Prevention Effort

#### 2.3.1 Background and Related Efforts

Prior to 1977/78, delinquency prevention in Colorado was conducted at the secondary prevention level through police diversion of the early offender. This method was considered prevention because it diverted the youth from further, more serious delinquency and prevented further his penetration into the Juvenile Justice system. By 1978, the State Planning Agency, in conjunction with the Juvenile Justice Administration Council and the State Council examined what prevention was and how it could be applied in Colorado. The SPA funded some prevention programs, with the criteria that the program have some documentation that addressed and/or identified delinquency prevention as part of the project operation. These programs included out-of-school programs, volunteer-operated programs, police department programs, and drug and alcohol abuse programs within schools. Though some of the programs are still in existence, none were primary prevention programs. It was not until 1980 when the School Climate Improvement Project began, that primary prevention programs became a reality in Colorado.

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F<sup>1</sup> The delinquency program description in the FY81 Plan states that "programs should be focused, not on individual juveniles, but on conditions which have a high probability of producing delinquency."

Because schools are so central to the lives of young people both, in terms of influence and in expenditure of time, they are institutions of primary concern to those who are interested in delinquency prevention. Present research seems to indicate that as a result of certain organizational features, many schools are inadvertently contributing to delinquent behavior. F<sup>1</sup> The response to this discovery has been the design of strategies to improve the school environment or climate, the assumption being that both behavior and learning will be enhanced by offering students opportunities to demonstrate worth and competence, to belong and to be useful, and that these conditions are a matter of organizational arrangement. F<sup>2</sup>

The concept of improving school climate has been adapted from industrial practice. F<sup>3</sup> It stresses the necessity of changing the environment rather than individual students. Experience has demonstrated that as the climate improves in a school, discipline problems, violence, vandalism, truancy, and even the dropout rate declines. A positive school climate, one in which people care, respect and trust one another, fosters an increased sense of pride and ownership in the school.

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F<sup>1</sup> For further explication of this thesis and for research documentation, see Delinquency Prevention: Theories and Strategies, WNIC, 1979.

F<sup>2</sup> For purposes of this discussion, climate is defined as "those characteristics of an organization which determine the extent to which people who are part of the organization feel positively about it."

F<sup>3</sup> In particular, Charles Kettering who established the Foundation that carries his name, (CFK Limited Foundation) was interested in translating findings about the organizational climate business into the school environment. Shortly after his death nine years ago, CFK Limited ceased functioning. The work of that foundation was carried on by CADRE, a professional organization dedicated to improving school leadership and school climate.

School climate improvement is a response to a very real and frequently articulated concern. A Colorado Department of Education Conference report states that in every year but one since 1969, respondents to a National Gallup Poll, The Public's Attitudes Toward the Public Schools, have identified "discipline" as the number one problem facing schools. In a similar poll conducted in 1978 by the University of Northern Colorado, Colorado parents agreed.

### 2.3.3 Circumstances Around the Initiation of Primary Delinquency Prevention Programming

Several factors appear to have been of particular importance in stimulating Colorado's current commitment to the school climate improvement process. One undeniable element was the existence of JJDP Act monies as a potential funding source. F<sup>1</sup> Another factor was the high level of interest and involvement of the Juvenile Justice Specialists of DCJ in working with other state and local level agencies on the development of appropriate prevention strategies. A final factor was the arrival of the current Director of the CDE's School Improvement and Leadership Unit in 1976. As former Midwestern School Superintendent with a long history of interest in organizational change and innovative school programs, he began exploring the feasibility of instituting similar efforts in the Colorado Schools.

Providentially, in mid-1979, the Division of Criminal Justice, which had been working to stimulate prevention projects consistent with the most promising delinquency theories, proposed funding experimental

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F<sup>1</sup> Previously, the State Legislature had shown little interest in funding innovative programs.

programs in the areas of education and youth work. The Center for Action Research, Inc., a non-profit organization in Boulder, Colorado, had been providing assistance to DCJ in its efforts to outline aims and programs in primary prevention. With materials developed from this assistance, DCJ staff engaged the Department of Education in joint consideration of school-based delinquency prevention by means of climate improvement. The Department of Education submitted a brief concept paper outlining a program of pilot projects in local public schools. The central strategy for delinquency prevention was to be based on selective organizational change. The major objectives were school improvement and the reduction of disciplinary problems. Project responsibility was to rest with the Department's School Improvement and Leadership Unit, a division with a record of innovative practices and good working relationships with local school districts.

Although Department of Education personnel were well versed in approaches to school climate improvement, they had less familiarity with the perspectives of the criminal justice planning agency. Because of this, they had some initial difficulty in postulating the anticipated relationship between school climate change and delinquency prevention. In an effort to clarify and strengthen the proposed program design, the Juvenile Justice Specialist in charge of the effort took the initiative and requested technical assistance from the Westinghouse National Issues Center (WNIC), the newly awarded TA contractor for OJJDP's Delinquency Prevention Program. This technical assistance was provided by the Center for Action Research, Inc., (CAR) at this time, a sub-contractor to Westinghouse. As a result of the assistance, the Department of Education was able to resubmit a proposal for an experimental program of selective organizational change in schools that was consistent with DCJ's delinquency prevention guidelines, (see Section 2.4.4 and Attachment 4, Department of Education Examples of Activities, Projects, and Programs Commonly Implemented by Schools Working on Climate Improvement).

After the proposal, CAR staff continued assistance to the Department of Education with detailed planning, selection of school sites, training, and introduction of programs and evaluation.

When changes in LEAA status affected funding for the Department of Education project, DCJ found it necessary to terminate support after 18 months of an expected three-year project. However, the Department of Education then undertook the project on its own and consequently, the program is becoming institutionalized.

#### 2.4 Functional Sequence

##### 2.4.1 Planning and Policy Development

One of the factors identified in the previous section as important to the wedding of delinquency prevention and school climate improvement efforts in Colorado was the history of effort on the part of the Division of Criminal Justice. The DCJ had been working for a number of years to stimulate innovative prevention projects that had an acceptable theoretical basis and that focused on opportunities in education and work. As part of these efforts, DCJ had solicited participation by other relevant State agencies with policy and program responsibilities in the two areas to develop an annual juvenile justice plan. Additionally, the Division made presentations and circulated materials to these agencies describing the intended approach in an effort to arouse interest and to invite proposals for experimental programs.

In anticipation of implementation problems that often accompany unfamiliar program perspectives and approaches, DCJ called on Westinghouse and CAR for technical assistance early in the school climate projects' planning process. In addition to the assistance to be given CDE in the design of its experimental projects, DCJ was seeking support in its efforts to develop partnerships with other state agencies that



would enhance prospects for jointly sponsored delinquency prevention activities. The close working relationship that eventually blossomed between CDE and DCJ is evidence of the success that was achieved in meeting the objectives of the larger agenda, and can be attributed in great part to the technical assistance efforts provided early in the planning stage.

The future of the School Climate Improvement projects appears to be assured. F<sup>1</sup> Even if there is no further Federal funding of juvenile justice efforts in the state, the projects could serve as the basis for the development of a separate prevention plan which does not now exist. From the time it was established, the State Juvenile Justice Council (JJAG) has preferred to focus on review of funding applications rather than participation in the long-term planning process. More recently, however, the JJAG's Prevention Committee F<sup>2</sup> had begun to discuss holding a workshop to review prevention strategies and to explore the development of a comprehensive state-wide prevention plan.

#### 2.4.2 Funding

Colorado's Division of Criminal Justice has been funding a number of prevention projects and programs with prevention components over the past several years. These include several diversion projects, Outward Bound, a law-related education program in Boulder (Safeguard), a school drop-out program in Boulder County (Alternatives for Youth Out of School), and a number of Youth Service Bureaus. A Youth Participation Prevention Program in Sterling that has been characterized as a model

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F<sup>1</sup> See Footnote 1, page 2-5 and attachment 3 for Delinquency Prevention excerpt from FY81 Plan.

F<sup>2</sup> Presently, the JJAG Prevention Committee is no longer in existence.

rural program by OJJDP and ICMA involved an array of education and employment services. Models at Prevention, funded by DCJ as a school-based community program in 1977 focused on peer counseling as a means of improving self concept. Elements of this program continue to be funded with other monies in a few schools.

In a somewhat controversial move in 1980, the DCJ Advisory Council approved the award of half of FY'81 monies to the Denver Police Department to develop a specialized unit of officers and detectives to engage in outreach efforts with schools, neighborhoods and other community institutions. F<sup>1</sup> None of the DCJ programs, however, other than projects directed at changes in school climate, were designed to address organizational and institutional deficiencies. Either by accident or by design, the school climate improvement projects remain Colorado's sole primary prevention program.

As a result of technical assistance and the close working relationship developed by DCJ and CDE, the Department of Education was awarded \$82,000 in October 1979, to work intensively with six schools for a three year period. (Although available DCJ funds were exhausted by the end of the second year, the project is still being continued by the Department of Education with Title V funds). As a result of the initial award, mini-grants were given to six pilot schools in May 1980. The mini-grants were to be used for teacher travel and workshop costs.

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F<sup>1</sup> These monies became available after the DCJ was successful in encouraging a number of administrative changes that resulted in increasing the rate of deinstitutionalization without an expenditure of previously committed funds.

There is a strong commitment on the part of the Department of Education to continue school climate improvement projects using whatever funds are available. Although activities underway in a large number of schools appear to be enjoying sizeable public support, there has been no indication that the State Legislature will appropriate additional state monies. However, if primary prevention programming is basically a problem of application of ideas to local environments and not the insufficiency of resources, then the reduction of Federal and State funds should not appreciably cripple the effort underway in Colorado. It must be stressed that climate improvement projects such as Colorado's do benefit greatly from ongoing funding support while in the pilot stage. Such support would strengthen training activities designed to improve the ways in which teachers work with students in the instructional setting. It would also enable necessary technical assistance to be available during the developmental period.

#### 2.4.3 Staffing

Staffing for the developmental phase of prevention programming (drafting prevention elements for State plan, recruiting other agencies to participate in projects, developing funding guidelines, etc.) was provided by the DCJ's Senior Juvenile Justice Specialist. Personnel from the Department of Education's School Leadership Unit were involved in the preparation of the concept paper and the final proposal.

Currently, there are one full-time and one half-time persons working on juvenile justice issues at DCJ. Despite expressions of support for the concept of primary prevention, little if any, of their time is spent on such programming because of severe reductions in staff and fiscal resources. The Department of Education reports that, staffing for primary prevention including Individually Guided Education Activities (IGE), F<sup>1</sup> consists of approximately 2.5 persons (most of the

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F<sup>1</sup> IGE is a program designed to improve pupils' attitudes and achievement by improving the learning environment. Instruction is individualized so that a larger proportion of students will master basic learning skills.

staffing provided by consultants). At present, the staff consists of: one consultant working full-time on IGE at the Elementary level; one consultant working half-time at both the Elementary and Secondary level; about one-third of the Unit Director's time; and about one-half of a secretary's time. The consultants and the Director are all experts in Climate Improvement with advanced training beyond a Master's Degree. The inclusion of IGE in school climate improvement activities is particularly important in that it places special emphasis upon collegial approaches to staff planning and decisionmaking. These collegial approaches are key determinants in improving school climate.

#### 2.4.4 Technical Assistance

The importance of the role of technical assistance in the process of planning the School Climate Improvement projects cannot be overstated. A number of meetings were held with the principal actors to insure that both DCJ's requirements for the proposed program and CDE's interests were satisfactorily met. Both Delinquency Prevention: Theories and Strategies and State Options for Supporting Delinquency Prevention: A Working Paper were particularly helpful in identifying useable concepts and substantiating evidence in the application of delinquency prevention perspectives to climate improvement activities CDE had been supporting in the past.

Because of its leadership in developing an ambitious program with very limited resources, the Department of Education has become a provider of technical assistance to other States anxious to follow suit. Presently, replication projects are under way in Pennsylvania, New Mexico, and Kentucky. Many other states, including Connecticut, Wisconsin, Missouri, and Georgia, have received presentations and have designed programs containing school climate improvement elements.

#### 2.4.5 Implementation

The general purpose of this section is to discuss ways in which goals and objectives of the overall prevention plan have been translated into desired outcomes. In cases such as this, it is sometimes difficult to separate out planning from implementation. So often, implementation involves further planning.

The School Climate Improvement program design submitted to DCJ called for an initial year of site selection and planning activities and a second year of implementing programs at the pilot sites. An eight step process of moving a school into school-wide climate improvement has been developed by the State of Colorado's League of Schools for Climate Improvement. This process can be accomplished in a year and involves a total evaluation of the program, organization, and resources of the school. Administrators, teachers and mature students are asked to participate in order to produce a realistic picture of the existing climate situation. A positive approach is stressed throughout by documenting what is good in the classroom and school as a whole and by contrasting this to what would be considered ideal.

In brief, the eight step process (see Attachment 2, Eight Step Summary of the School Climate Improvement Process) consists of:

1. Form the School Climate Improvement Committee (SCIC). This committee manages the process, recruits support, and reports on the project's outcomes.
2. Collect Base-line Data...to answer the questions:
  - a. to what extent does this school now have a positive or negative climate?
  - b. to what extent are the symptoms of a negative climate apparent in the school?

3. Raising the Level of Faculty, Student and Parent Awareness...through workshops and other activities.
4. Assessing the School's Climate. Conducting a mini-audit to identify climate determinants that are most/least positively affected by the school's activities, programs and projects.
5. Brainstorming and Prioritizing...using mini-audit information.
6. Task Force Formation. One to five formed to work on influencing positively one of the determinants of climate.
7. Task Force Management...provided by the principal and SCIC.
8. Summative Evaluation.

Examples of some activities that are related to the determinants of a positive climate that could be implemented by a Task Force include:

- Problem solving and decision making activities
- Opening communication channels which cross race, ethnic and other demographic barriers
- The use of behavior and/or independent study contracts as a means of increasing individual student assumption of responsibility F<sup>1</sup>

To date, six Colorado secondary schools F<sup>2</sup> are involved in DCJ funded pilot projects. They were selected from among those responding to a CDE recruitment effort in March 1980. An additional 123 schools

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F<sup>1</sup> See Attachment 4: Activities, Projects and Programs Commonly Implemented by Schools Working on Climate Improvement

F<sup>2</sup> The six schools are: Center High School, Center CO; La Juanta High, La Juanta, CO.; North High Denver, Denver, CO.; Thornton, Thornton, CO.; South Jr. High, Colorado Springs, CO.; Rifle High School, Rifle, CO.

(altogether, 10% of the schools in the state) have been provided technical assistance by the Department of Education in conducting climate assessments, defining climate improvement priorities, designing states of work, and organizing task forces to plan and manage climate improvement projects. On a state-wide level, almost 1,000 parents, pupils, and staff members are actively working on school improvement projects. Examples of specific task force action plans presently underway in the pilot schools include the following:

- Teacher advisement project
- Peer counseling project
- Staff development in Cooperative Team Learning
- Wellness concept project
- "Big Brother" -- "Big Sister" Projects

The DCJ funds have allowed a rigorous evaluation design to be built into the pilot projects. Initial evaluation results are presented in Section 2.4.6. Neither the preliminary results nor the state-of-the-art makes it yet possible to answer all of the questions that surround the implementation process (e.g., how should one recruit schools? what should be the time line for particular components of the process? how do School Climate Improvement Committees generate and sustain support from teachers, parents, students, etc.). Remember, however, that the process must be developed in the context of each individual school and community.

#### 2.4.6 Evaluation

The evaluation of the six pilot schools was designed by the Center for Action Research and the University of Denver. The design was built into each project plan as soon as the schools were selected in the summer of 1980. The process was not an easy one. A great many local

schools had no centralized information system to compile data on factors such as attendance, number of referrals to the principal's office, number of low or failing grades, incidence of vandalism, teacher attendance and the like. As a way of overcoming this problem, a graduate student was hired to organize data in the selected schools and to work with staff to develop an ongoing mechanism for data collection. Six variables have been established and defined for data collection:

- Student Absentee: Any student absent from school for any non-school related reason for one-half day or a full day.
- Teacher Absentee: Any teacher absent from school for any non-school related reason for one-half or a full day.
- Drop-out: A student who has withdrawn from the academic program and has not demonstrated evidence of transfer to another educational organization by request of records.
- Suspension: Any type of academic program cessation period during which the student is not allowed to attend the regular schedule of classes. This includes in-school and out-of-school suspension.
- Discipline Referrals: The total numbers of students referred to the office (not the total number of incidents or referrals handled by the office) for any negative behavior.
- Students Receiving One or More "F's": Students who receive at least one or more "F's" (not the total number of "F's" given to a student).

The following forms were designed so schools can collect data two years prior to the intervention of the climate activities and data can be collected two or three years after the intervention period.



DISCIPLINARY REFERRALS

GRADE	SCHOOL YEAR		SCHOOL YEAR		SCHOOL YEAR	
	SEMESTER 1st	SEMESTER 2nd	SEMESTER 1st	SEMESTER 2nd	SEMESTER 1st	SEMESTER 2nd
TOTAL						
PERCENTAGE*						

NOTE: Data includes total number of students referred to the office, not the total number of incidents or referrals handled by the office. A referral is defined as any administrative recorded incident in which a student is dismissed from class due to disciplinary reasons.

\*Percentage refers to the percentage of change from one semester to another

STUDENTS RECEIVING ONE OR MORE "F's"

GRADE	SCHOOL YEAR		SCHOOL YEAR		SCHOOL YEAR	
	SEMESTER 1st	SEMESTER 2nd	SEMESTER 1st	SEMESTER 2nd	SEMESTER 1st	SEMESTER 2nd
TOTAL						
PERCENTAGE						

NOTE: Data on "F's" includes only the count of students who receive one or more "F's" for the semester.

Most of the effort during the eighteen months project was spent in planning, awareness and implementation of the School Climate Improvement program. Evaluation was limited to: (1) gathering baseline data on six variables; (2) administration of a School Climate People Questionnaire (see Attachment 5) to staff; and (3) an analysis of leadership style through administration the LEAD (Leadership Effectiveness and Adaptability Description) to each of the six pilot principals.

Baseline data was gathered on symptoms of poor school climate three years prior to intervention. It's too early in the project to make any conclusions on the data gathered, but there may be some reason to be optimistic. The findings for each of the six variables are briefly outlined in the following tables.

Findings:

Symptom - Student Absenteeism

Four schools showed a slight decrease (1 to 2%) in student absenteeism.

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	21%	21%	20%	19% *
Suburban	21%	20%	20%	19% *
City Jr. H.	11%	10%	11%	9% *
Town H.S.	5%	5%	5%	6%
RG Town	8%	8%	10%	10%
Rural	14%	11%	10%	8% *

\* Improvement

Symptom - Teacher Absenteeism

Teacher absenteeism was the most constant variable with very little change in the pattern of absences.

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	5%	5%	5%	5%
Suburban	3%	3%	3%	3%
City J.H.	3%	3%	3%	3%
Town H.S.	2%	2%	2%	2%
RG Town	2%	3%	2%	2%
Rural	6%	3%	4%	3%

Symptom - Students Receiving One or More "Fs"

Of the six schools, four showed a possible decrease in the number of students receiving one or more failing grades. The larger schools, with a higher number of remedial programs, had a higher rate of students receiving failing grades.

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	78%	79%	89%	88% *
Suburban	77%	89%	89%	89%
City J.H.	42%	34%	43%	37% *
Town	39%	37%	37%	30% *
RG Town	I.D.	31%	34%	25% *
Rural	31%	42%	33%	39%

\* Improvement

I.D. - Insufficient data

The data indicates four schools reduced their office discipline referrals. The other two schools had insufficient data.

Symptom - Disciplining Referrals

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	I.D.	I.D.	I.D.	39%
Suburban	I.D.	I.D.	47%	33% *
City Jr.H.	31%	22%	30%	25% *
Town	16%	13%	19%	9% *
RG Town	No Records Available for Report			
Rural	35%	30%	30%	20% *

\* Improvement

I.D. - Insufficient data

Symptom - Suspensions

The data on suspensions for the four year period was somewhat inconsistent. Suspensions seem to go up and down without any pattern to follow. This may be due to the in-school suspensions where the school seeks to improve study skills and behavioral skills of troublesome youth.

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	4%	7%	10%	7%
Suburban	7%	8%	12%	8%
City	19%	21%	23%	20%
Town	12%	8%	9%	15%
RG Town	I.D.	I.D.	I.D.	13%
Rural	10%	13%	8%	6%

I.D. - Insufficient data

Symptom - Dropouts

Three schools showed a decline in the number of dropouts, one remained the same and a third shows an inconsistent dropout rate. The city junior high does not record dropouts since no student can dropout until they are 16 years old.

SCHOOL	1977-78	1978-79	1979-80	1980-81
Urban	18%	16%	17%	17%
Suburban	14%	9%	5%	9%
City	No Reports made on Dropouts			
Town	8%	8%	9%	6% *
RG Town	18%	13%	12%	8% *
Rural	13%	12%	15%	9% *

\* Improvement

Summary

As expected at this point in the study, the results are mixed. However, the slight changes are positive and one can be cautiously optimistic that the project has a positive effect on student behavior. An overall summary of the findings is presented in the following table.

	Student Attendance	Teacher Attendance	Student "F's"	Referrals	Suspensions	Dropouts
Urban	+	NSD	+	I.D.	NSD	NSD
Suburban	+	NSD	NSD	+	NSD	-
City	+	NSD	+	+	NSD	I.D.
Town	-	NSD	+	+	NSD	+
R.G.	NSD	NSD	+	I.D.	NSD	+
Rural	+	NSD	-	+	NSD	+

+ Positive change in symptom  
 - negative change in symptom  
 NSD no significant difference

The summary table indicates that some positive improvements were made in all participating schools. Three schools showed improvement in three of the five symptoms. Three schools showed improvement in two of the five symptoms.

A doctoral dissertation was completed in August 1981 on this school climate project. F<sup>1</sup> The study compared the degree of change in both leadership styles and school environment as a result of the School Climate Improvement project. This research was sent to the Division of Criminal Justice in a report during the fall of 1981. The major finding of this investigation was that five of the six schools demonstrated significant improvement in school climate quality:

The study used the Charles F. Kettering, Ltd., School Climate Profile, to measure the school's climate quality. The Kettering instrument was administered by the project director with each certified faculty member of the six pilot schools on two different occasions. The pre-tests were given during October, 1980 and the post-tests were given May, 1981. The C.F.K., Ltd., School Climate Profile is comprised of eight primary factors which determine the quality of the school's environment.

- |                            |  |
|----------------------------|--|
| 1. Respect                 | 5. Continuous Academic and Social Growth |
| 2. Trust                   | 6. Cohesiveness                          |
| 3. High Morale             | 7. School Renewal                        |
| 4. Opportunities for Input | 8. Caring                                |

In reviewing the summary data of the doctoral dissertation, there was a positive change in the general school climate quality in five of the six schools. The five schools increased the quality of the eight

F<sup>1</sup> Taylor, Gary L. "Leadership Style and Secondary School Climate." Published Doctor of Education Dissertation, University of Northern Colorado, 1981.

climate indicators as measured by the difference between the pre-and-post-School Climate Profile.

SCHOOL CLIMATE PROFILE  
MEAN SCORES OF CLIMATE FACTORS

<u>SCHOOL</u>	<u>PRE-TEST</u>	<u>POST-TEST</u>	<u>DIFFERENCE</u>
Urban	87.87	108.28	+ 20.40
Suburban	84.38	98.24	+ 13.86
City	96.10	118.52	+ 22.42
Town	115.41	125.55	+ 10.14
RG Town	118.00	100.90	- 17.1
Rural	84.38	98.24	+ 13.86

The initial evaluation results for this project are especially promising in that actual implementation of the project activity did not occur until September, 1980. Therefore, the positive results enjoyed within the project are actually a reflection of only one year's formal effort. Project objectives initially projected such gains following the second year of project activity. A summary of the first year's results are as follows:

- All schools reported improvement in at least one symptom of delinquency.
- Four schools improved student absenteeism.
- Four schools reduced drop-out rates.
- Four schools showed significant declines in discipline problems (ratios of number of pupils referred to the office one or more times to enrollment).
- Three schools reduced the ratio of suspensions from school to enrollment.
- Three schools reported a decline in student failures (the ratio of pupils receiving one or more F's to enrollment).



Projects leaders were provided systematic feedback on the interim findings by Unit Staff. They report a "cautious optimism" that the more consistent and more positive outcomes will be documented for each of the two years remaining. Although the current budget cuts will undoubtedly have an effect on the monies available for the remainder of the pilot projects, it is hoped that reductions in the level of effort will not cripple the evaluation process which is so critical in experimental primary prevention programs of this nature.

#### 2.4.7 Organizational Context

Although the Colorado Division of Criminal Justice has the primary responsibility for carrying out delinquency prevention planning and programming, its current fiscal capacity cannot support these activities. The Colorado Department of Education, through its School Improvement and Leadership Unit, is engaged in the school climate improvement projects. These projects represent the only primary prevention efforts in the State of Colorado.

#### RESOURCES

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COLORADO ATTACHMENTS

1. Executive Order Establishing the JJDP Council (SAG)
2. Eight Step summary of the School Climate Improvement Process
3. Excerpt from FY 81 Plan
4. Department of Education Examples of Activities, Projects, and Programs Commonly Implemented by Schools Working on Climate Improvement
5. The CFK Limited School Climate Profile Questionnaire

COLORADO

ATTACHMENT 1

Executive Order Establishing the JJDP Council (SAG)



D0020 81

RICHARD D. LAMM  
Governor

EXECUTIVE ORDER

Duties for  
State Juvenile Justice and Delinquency Prevention Council

WHEREAS, the State Council on Criminal Justice has been abolished through H.B. 1427, which was signed into law on May 18, 1981; and

WHEREAS, the State of Colorado, in accordance with provisions of the Juvenile Justice and Delinquency Prevention Act of 1974 (PL 93-415), needs a Juvenile Justice Council in order to participate in the federal program;

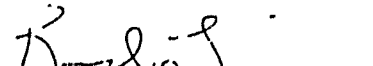
NOW, THEREFORE, I, Richard D. Lamm, Governor of the State of Colorado, pursuant to the authority vested in me under the statutes and constitution of the State of Colorado, DO HEREBY ORDER THAT:

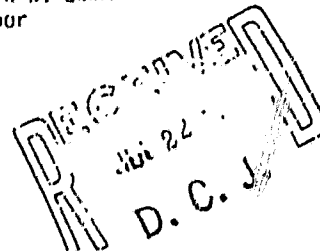
1. The Juvenile Justice and Delinquency Prevention Council shall be continued with the same membership that existed on May 17, 1981.
2. The Council shall perform the following functions:
  - a. Advise the Division of Criminal Justice and the Director thereof in the performance of their duties as related to Juvenile Justice and Delinquency Prevention matters;
  - b. Review and approve rules and regulations, procedures, and policies relating to applications for and distribution of funds made available to the state pursuant to Public Law 93-415, the Juvenile Justice and Delinquency Prevention Act of 1974 as amended and under any other related law or program;
  - c. Review and approve the state plans required, including plans for assistance to local agencies and for distribution of said funds.

This order shall terminate on December 31, 1982, unless extended by Executive Order.



GIVEN under my hand and the  
Executive Seal of the State  
of Colorado, this 20th day  
of July, A.D., 1981.

  
Richard D. Lamm  
Governor



2-30

COLORADO

ATTACHMENT 2

Eight Step Summary of the School Climate Improvement Process

2-31

## SUMMARY OF THE SCHOOL CLIMATE IMPROVEMENT PROCESS

Eight Steps  
by  
Eugene R. Howard

This school climate improvement process has been developed by the State of Colorado's League of Schools for Climate Improvement. As of June 1, 1981, seventy schools had completed their assessments and had successfully formed climate improvement task forces.

### Eight Steps

The eight steps in the process, shown in Figure 1, are:

1. Form the School Climate Improvement Committee (SCIC). This committee manages the climate improvement process, provides leadership and support to the task forces, obtains and maintains faculty, student, and parent support for the project, and assesses and reports on the project's outcomes. Parents, students, and staff interested in climate improvement serve on this committee.

2. Collect Base-Line Data. One of the first tasks of the SCIC is to collect base-line data so that the impact of the climate improvement project can be measured over time. Two general questions are answered with the base-line data:

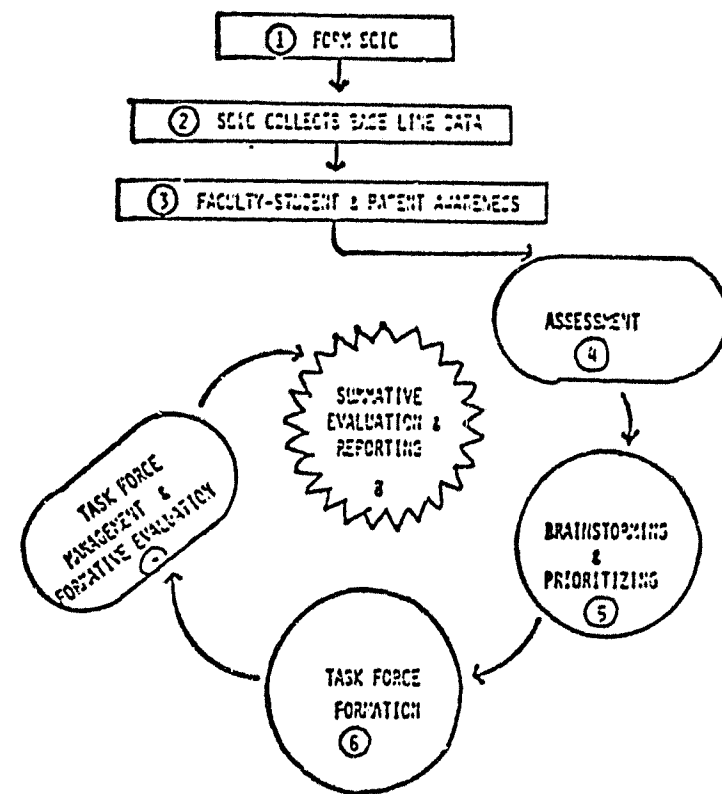
- (1) To what extent does this school now have a positive or negative climate? and
- (2) To what extent are the symptoms of a negative climate apparent in the school?

Data relating to question #1 may be obtained from assessments of pupil and staff morale, and from climate assessment instruments such as the CFK Ltd Profile.

Information related to climate symptoms is already available in most schools. The SCIC has the task of gathering this information, insuring its accuracy, and summarizing it. Information on the following topics is commonly available:

- discipline problems (referrals)
- suspensions
- staff and student absenteeism
- percentage of low and failing grades (and high and excellent grades)
- vandalism costs (while school is in session)
- drop-out rate (secondary)
- library useage
- attendance at school-sponsored activities
- faculty turn-over
- drug and alcohol abuse

FIGURE 1  
SCHOOL CLIMATE IMPROVEMENT PROCESS  
EIGHT STEPS

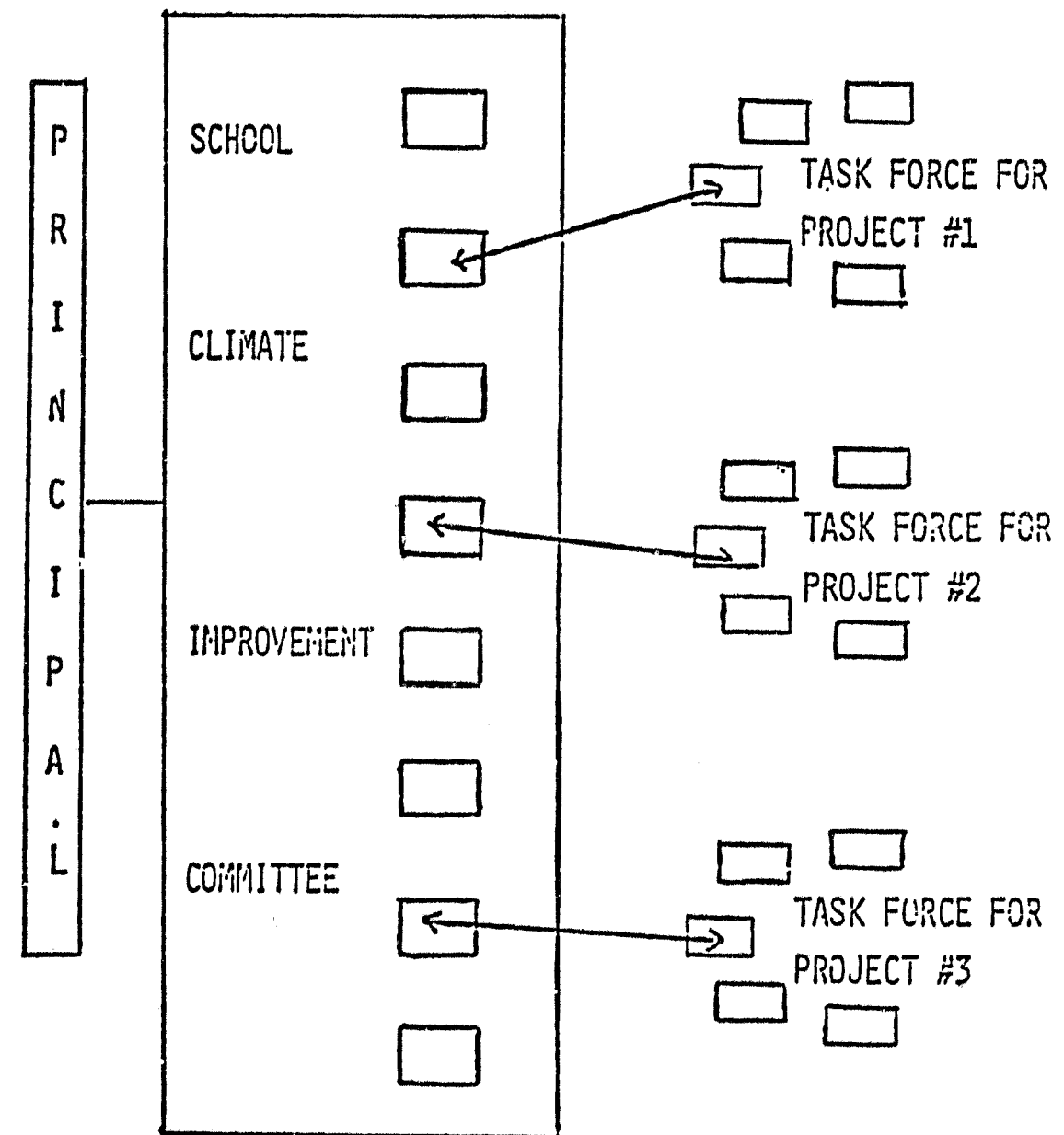


3. Raising the Level of Faculty, Student and Parent Awareness. Through a series of awareness-raising workshops and through a variety of other activities, faculty members, students, and parents learn about school climate and become convinced that climate improvement activities would benefit their school.

4. Assessing the School's Climate. SCIC sponsors a mini-audit of the school's climate. The mini-audit may be done with a written instrument or with a visiting team. The mini-audit will identify those climate determinants which are being most positively and least positively affected by the school's activities, programs and projects. Parents, students, and the total school staff are actively involved in this process. Mini-audit results are analyzed, interpreted, and communicated to faculty, students, and parents.

5. Brainstorming and Prioritizing. At a workshop organized for this purpose, staff members and parent and student leaders use mini-audit information on which to base judgments regarding promising practices for improving the school's climate.

FIGURE 2  
ORGANIZATIONAL PLAN FOR  
SCHOOL CLIMATE IMPROVEMENT



EACH TASK FORCE PLANS, ADMINISTERS, AND EVALUATES ONE CLIMATE IMPROVEMENT PROJECT.

From one to five determinants are chosen for future emphasis.

6. Task Force Formation. SCIC then forms from one to five task forces. Each task force is given a charge from SCIC to initiate activities, projects, and programs to influence positively one of the determinants of climate. Task forces may be sponsored by the faculty, by a parent organization, or by the student council.

7. Task Force Management. SCIC and the principal facilitate and support the work of the task forces. Task force leaders report progress periodically to the principal, to SCIC, to the total faculty, and to parent and student groups as appropriate.

8. Summative Evaluation. SCIC collects, interprets, and reports data regarding the extent to which the school's climate has been improved and the extent to which there have been changes in the climate symptoms. The instruments and procedures used are the same as those used to collect base-line data (Step 2).

#### An Organizational Structure

Figure 2 shows an organizational structure for managing school climate improvement.

A unique feature of this organizational plan is the dual membership of each task force leader. Each leader is a member of his or her task force and also a member of SCIC.

#### MORE INFORMATION

For more information regarding how this process works, contact:

Eugene R. Howard, Director  
School Improvement & Leadership Services Unit  
Colorado Department of Education  
201 E. Colfax  
Denver, CO 80203  
(303) 866-5356

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#### ATTACHMENT 3

Excerpt from FY 81 Plan

PROGRAM AREA II-A: DELINQUENCY PREVENTION

Problem Statement: There is a need to provide prevention services to youth which use existing resources and which will increase our knowledge about program outcomes. Prevention is a high priority for the Juvenile Advisory Council who ranked this deficiency third, and the State Council who ranked it second.

Description: This area will focus on providing programs which seek to prevent youth from entering the system or to prevent them from any further penetration once initial contact has been made.

Programs dealing with youth outside the system must establish the requisite connection between the proposed program and a direct impact upon the reduction and prevention of crime and delinquency.

Programs must be coordinated with already existing agencies dealing with juveniles, such as schools, social services, manpower, etc. Although delinquency prevention may not be the primary obligation of such agencies, they do have responsibilities and resources for delinquency prevention.

Programs should be focused, not on individual juveniles, but on conditions which have a high probability of producing delinquency. A program could address, for example, the lack of access to desirable social roles or alienation of youth as conditions which have been correlated with delinquency. One way of providing access to desirable social roles may be to support a portion of an employment program aimed at "high risk" youth. Such youth need not be individually identified, but the employment program could provide a certain number of slots to youth who meet situational criteria, such as living in areas with very high delinquency rates and few resources, or who act out or drop out of school. Other programs may deal with already defined groups of juveniles, such as children who have been abused, children with learning disabilities, children with home problems, providing that some documented link between that behavior and potential delinquency can be shown.

Objectives

1. To develop and implement programs directed at increasing youths' knowledge and understanding of the criminal justice system and related process.
2. To encourage and support experimental programs of delinquency prevention for a target group which show a documented risk of delinquency behavior.
3. To develop prevention programs that make maximum use of existing resources and programs, e.g., CETA, social services, mental health, school programs.

Summary of Activities Planned: Due to the emphasis on deinstitutionalization activities in FY81, JD funds will not be expended in this program area. Activity in this area will consist primarily of technical assistance from the Division of Criminal Justice and the Juvenile Advisory Council. Staff of the Division of Criminal Justice will provide technical assistance to ongoing projects and assist in the development of new projects to be funded by other sources. This Fall, the Prevention Subcommittee of the Juvenile Advisory Council will sponsor a conference on prevention. The purposes of this conference are to educate participants in various prevention strategies and to establish a mechanism for coordination of prevention activities in the state.

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ATTACHMENT 4

Department of Education Examples of Activities, Projects, and Programs  
Commonly Implemented by Schools Working on Climate Improvement

Examples of Activities, Projects, and Programs  
Commonly Implemented by Schools Working on  
Climate Improvement

Colorado Department of Education  
1981

This list has been prepared to acquaint prospective visiting team members with the kinds of activities often identified as related to climate improvement.

The activities listed under Section I, Evidences of a Positive Climate, are related to climate factors or descriptors. They are described to the staff as evidence that a positive climate exists in the school.

Activities listed under Sections II, III, and IV are those which are seen as related to the Causes (determinants) of a positive climate. Presumably, if the determinants are strengthened, the over-all climate of the school will become even more positive than it already is.

I. Evidences of a Positive Climate (outcomes)

(Evidences of caring, trusting, cohesiveness, respect, high morale, school renewal, or continuous academic and social growth)

1. Small or decreasing number of discipline problems as evidenced by the number of referrals to the office.
2. Absence of evidence of vandalism (no graffiti, lack of litter)
3. High or increasing percentage of attendance. Low incidence of class cutting. Low absentee rate for staff. Good attendance at school-sponsored events.
4. High achievement scores on the school's testing program
5. Low failure rate
6. Low drop-out rate
7. Expressions of pride in the school by staff and students. Lack of griping.
8. Courteous treatment of guests and of each other by staff and students (e.g. such statements as "May I help you?" or "Please" and "Thank you".
9. Absence or low incidence of physically or verbally aggressive behavior - fighting, name-calling, threatening - (observe playgrounds, commons, cafeteria, hallways)
10. People smiling a lot. People showing affection for one another e.g. teachers hugging pupils
11. Absence of observable use of punishment - i.e. pupils in the hall, detention list, punitive attendance policies)
12. People who appear to be happy - smiling and laughing
13. People talking to one another with courtesy - they say such things as "May I Help you?" and "please" (note especially how children and staff treat visitors)
14. Fund raising drives for worthy causes - e.g. collecting food and clothing for a family whose home has burned (evidence of caring)

II PROGRAM DETERMINANTS

A. Action Learning

1. More than usual use of manipulative materials in the classroom (e.g. isenaire rods, pulleys, experimental equip-



ment, kits, machines)

2. Use of community as a classroom (e.g. independent study activities such as interviewing, photographing or taking surveys. Internships in governmental or social agencies. Work-study programs designed to strengthen self-reliance (not dumping ground programs), studies of various cultures in the community)

3. Outdoor education activities tied to back-in-school work (Outward bound type activities, "Walkabout", nature study, archeological or geological studies in the field).

4. Unusually intensive project work ( a project-centered science course, science fairs).

5. Use of games or simulations in the classroom (e.g. mock trials for teaching history)

B. Individualized Performance Expectations/Varied Reward Systems

1. Continuous progress curricula (pupils proceeding at different rates)

2. Replacing or supplementing grades with lists of competencies demonstrated

3. Differentiated assignments (pupils in the same class receiving different assignments)

4. Units of instruction which provide student-staff choice of objectives, learning activities, or evaluation procedures

5. Elimination of failing grades and other modifications of the grading system

6. Expanding rewards system (recognition bulletin boards, "student of the week", homeroom of the week, expanded honor rolls, "thank-your grams", positive calls home)

7. Provision for variable credit in some courses (pupils receive credit on basis of competencies mastered on work accomplished)

C. Varied Learning Environments/Flexible Curriculum and Extra-curricular Activities

1. Community as classroom activities, project work, outdoor education activities, independent study programs (see action learning, above)

2. Learning laboratories (e.g. English skills laboratories, reading laboratories, math labs, teaching academic skills in homemaking or industrial arts labs)

3. Seminar or small group instruction rooms. Use of discussion groups or learning teams

4. Independent study programs

5. Student exchange programs, video-tape and art work exchange with schools in other countries, pen-pal programs

6. Opportunities to earn college credit in high school (advanced placement, dual credit plans, correspondence courses)

7. Special efforts to involve the uninvolved in activities (e.g. "involve the uninvolved" committee of student council, expansion of extracurricular activities to accommodate special interest of ethnic groups or out groups, expanded intramurals program, activity days)

8. Extensive career education programs, integrating career information into the regular curriculum

9. Artist or poet in the school programs or extensive use of community members as volunteers. Community-school "interest days" or "activities days". Art fairs or multi-cultural festivals.

10. An alternative school within a school which emphasizes the assumption of a larger share of the responsibility for learning by the pupil. (not a dumping-ground school or just a place for mis-fits)

D. Appropriate Support and Structure

1. Peer counseling, peer tutoring, and teacher advisor-advisee programs

2. Leadership training courses or units

3. Group counseling in such areas as alcohol and drug abuse, pregnancy prevention, self-concept enhancement.

4. "How to Survive in School" or "How to Survive at Home" courses

5. In-house suspension programs with supporting activities which emphasize support rather than punishment.

6. How-to-study units.

7. Special education programs of all types

8. Honor passes and other privileges for highly responsible pupils.

9. Big brother/big sister programs and new student orientation programs

#### E. Rules Cooperatively Determined

1. Student and staff involvement in writing and publishing the student handbook. Involvement of student and staff in periodic revision of rules

2. Staff involvement in defining rules pertaining to staff (staff handbook)

### III Process Determinants

#### A. Problem Solving/Decision Making/Identifying and Working With Conflicts

1. Problem-identification meetings or surveys

2. Teaching student leaders problem solving processes. Units on problem solving, decision-making or conflict resolution in regular courses or as a part of group counseling

3. Task forces (parents, faculty, or students) working on school problems

4. Faculty or student advisory groups to the principal to help with problem solving, decision making or conflict resolution

5. Use of a formal decision making model in decision making groups such as departments, faculty meetings, student council, or principal's office

6. School governance councils (groups with extensive decision making-problem solving responsibility)

7. Conflict resolution committees

#### B. Improvement of School Goals and Planning for the Future

1. Student goals and objectives defined as part of the curriculum. Provision for frequent revision

2. Systematic procedures for defining school improvement priorities

3. Existence of a plan for school improvement which identifies activities to improve the school, assigns responsibility for each priority, and sets target dates

4. Program groups (sub-groups of staff such as primary teachers, grade level groups, departmental groups, or curriculum planning groups) develop and implement school improvement plans

5. Humanistic staff evaluation plan combining planning for self-improvement and school improvement with evaluation of effectiveness (e.g. MBO or SPAR (Self Performance Achievement Record))

6. Use of systematic planning by school improvement task forces

#### C. Effective Communications

1. Unusually well-done newsletters and letters home

2. Use of homerooms or teacher-advisor programs to increase faculty-pupil communications

3. Unusually well-planned and extensive parent orientation programs, school performances, sports, drama and music activities, art fairs, talent shows, book fairs, etc.

4. Parent volunteer programs

5. Parent advisory committee

6. Positive calls home program

7. Parent-child conferencing program (instead of or in addition to usual grading procedures)

8. Parenting classes or parent effectiveness training program

9. Community-school program (extensive community use of school facilities)

10. Principal's "coffee klatch" day (small numbers of parents visit the school)

11. Unusually active PTA facilitating communications among parents and staff

12. Retreats for faculty or students (or both) for planning and for opening communications

13. Unusually effective use of faculty meetings for communication-opening

14. Studies of the clique structure of the school

#### D. Autonomy with Accountability

1. Task forces working on school improvement with specific charges - e.g. school beautification projects, improving the climate of the cafeteria, clean-up days, landscaping projects, expanding participation in extra-curricular programs

2. Faculty planning committees

3. Students assuming responsibility for the improvement of their own behavior through behavior contracts

4. Independent study contracts used as a means of encouraging pupils to assume responsibility for their own learning.

5. School service clubs assuming responsibility for school or community improvement projects

6. Student volunteer programs in which students assume responsibility for helping others and the school

7. Extensive and coordinated student-run activities (e.g. school store, publications, concessions, social or cultural activities)

#### E. Effective Teaching-Learning Strategies

1. Extensive use of open communications processes in sub-groups. Such groups as interest groups, tutorial groups, and discussion groups facilitate positive pupil inter-action. Pupils learn from one another as well as from the teacher

2. Pupils plan their own work and participate in their own evaluation through a variety of independent study programs

3. Pupils utilize a variety of learning styles to reach learning objectives - creative activities, action learning and extensive use of audio-visual programs, as well as reading and writing are encouraged throughout the school

4. Pupils utilize action learning processes by participating in extensive community-school activities and programs such as internships, surveys of public opinion, investigative reporting projects, career education activities

5. Information retrieval, information classification, and effective information communication processes are systematically and extensively taught. The coordinator of the library media center plays a leadership role in teaching such processes

6. Pupils learn from one another and learn how to help one another and care about one another through peer tutoring, peer counseling, leadership training, and group counseling activities

7. Pupils are motivated to learn by the perceived intrinsic rewards system. Such processes for motivating students as tokens, point systems tied to privileges, the grading system, and rewards charts are used carefully so that they do not contribute to over-dependency of pupils on teachers.

8. Teachers throughout the school use differentiated assignments as a means of providing for individual differences in interest, maturity, beliefs and values, and learning styles

9. Teachers teach the interrelatedness of knowledge and the relationship of knowledge to real situations through interdisciplinary units of instruction, interdisciplinary courses, or team teaching

10. Through participation in an individualized professional growth program teachers and administrators upgrade their capabilities so that services to pupils can be improved.

11. The process for defining and implementing the curriculum is well-defined and operating effectively. Systematic and continuing efforts are made to bring into congruence the contents of the formal curriculum (goals and objectives), what is actually taught, and what is tested. (Sometimes called "curriculum mapping"<sup>(1)</sup>)

12. The results of the testing program, and other systematically-gathered evaluative information, are used to diagnose the strengths and weaknesses of the school's curricula.

### III Material Determinants

#### A. Adequate Resources

1. Existence of extensive learning materials or equipment especially in individual classrooms as well as in areas where a diversity of resources might be expected.

2. Extensive learning materials or equipment in such areas as gymnasiums, laboratories, shops, the media center, dramatics and music areas

3. Existence of a wide variety of manipulative and audio-visual materials to accommodate active learning

4. Extensive, organized use of community resources - students go to the resources and the resources are brought to the school

5. Existence of a materials and supply budget which encourages teacher creativity in providing diverse learning experiences - e.g. a higher-than-usual instructional materials budget, budgets for such items as paper-back books, film, video-tape, and transportation for instructional purposes.

#### B. Supportive and Efficient Logistical System

1. A well-organized district warehouse which supplies materials and equipment on demand

2. Procedures for quickly authorizing purchases for materials and supplies and for promptly delivering orders once received in the district

<sup>(1)</sup> See Fenwick English's Quality Control in Curriculum Development, pamphlet, 1978, published by the American Association of School Administrators, 1801 N. Moore St., Arlington, VA 22209 (\$5.00)

3. Provisions for re-imbursing teachers for materials bought by them for use in the classroom (e.g. inexpensive books, learning games, classroom supplies). Some such items are purchased on impulse at local retail stores or at conferences or conventions.

4. A local or regional film library which fills orders efficiently, promptly, and with a minimum of prior notice.

5. Provision for prompt and efficient repair of equipment needed for instruction

#### C. Suitability of School Plant

1. School plant flexibility is encouraged through provision of folding or de-mountable partitions.

2. The school plant provides learning areas of a variety of sizes to accommodate different kinds of learning - teaching groups - e.g. large spaces for learning laboratories and large group presentations; small spaces for learning teams and discussion groups.

3. A variety of types of furniture is provided in the school plant. e.g. - tables and chairs for small groups and learning teams; study carrels; comfortable furniture for reading; chair-desks for listening to presentations and note-taking.

4. The school plant is attractive and aesthetically pleasing. Some things to look for:

- student-painted murals
- growing plants
- carpeting
- extensive use of color to establish an appropriate mood for an area
- extensive displays of student work
- 

5. Well-designed temperature and light control. In most parts of the country this means the provision of air conditioning.

6. Provision for keeping the building and grounds clean and free of litter at all times.

7. Attractive landscaping and carefully planned outdoor areas to accomodate a variety of learning activities.

8. Provision for unusual uses of the school site for learning - e.g. plantings of a wide variety of trees and other plants, nature trails and gardens. Extension of the school site to include a school farm, an outdoor education camp, or, through cooperation with other agencies, city or county parks and other recreational facilities.

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ATTACHMENT 5

The CFK Limited School Climate Profile Questionnaire

**The CFK Ltd. School Climate Profile**

Copyright 1973

(This instrument is part of an extensive description and analysis of the school's climate and should be used in association with *School Climate Improvement: A Challenge for the School Administrator.*)

- I am a:
- Student
  - Teacher
  - Parent
  - Secretary, custodian, or other staff member
  - Administrator in this school
  - Superintendent or central administrator

**Part A  
General Climate Factors**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
<b>Respect</b>								
1. In this school even low achieving students are respected.								
2. Teachers treat students as persons.								
3. Parents are considered by this school as important collaborators.								
4. Teachers from one subject area or grade level respect those from other subject areas.								
5. Teachers in this school are proud to be teachers.								
		<input type="checkbox"/>					<input type="checkbox"/>	
<b>Trust:</b>								
1. Students feel that teachers are "on their side."								
2. While we don't always agree, we can share our concerns with each other openly.								

**Part A  
General Climate Factors  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
3. Our principal is a good spokesman before the superintendent and the board for our interests and needs.								
4. Students can count on teachers to listen to their side of the story and to be fair.								
5. Teachers trust students to use good judgment.			<input type="checkbox"/>				<input type="checkbox"/>	
<b>High Morale</b>								
1. This school makes students enthusiastic about learning.								
2. Teachers feel pride in this school and in its students.								
3. Attendance is good; students stay away only for urgent and good reasons.								
4. Parents, teachers, and students would rise to the defense of this school's program if it were challenged.								
5. I like working in this school.			<input type="checkbox"/>				<input type="checkbox"/>	
<b>Opportunity for Input:</b>								
1. I feel that my ideas are listened to and used in this school.								
2. When important decisions are made about the programs in this school, I, personally, have heard about the plan beforehand and have been involved in some of the discussions.								
3. Important decisions are made in this school by a governing council with representation from students, faculty, and administration.								

**Part A  
General Climate Factors  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
4. While I obviously can't have a vote on every decision that is made in this school that affects me, I do feel that I can have some important input into that decision.								
5. When all is said and done, I feel that I <i>count</i> in this school.			<input type="checkbox"/>				<input type="checkbox"/>	
<b>Continuous Academic and Social Growth:</b>								
1. The teachers are "alive;" they are interested in life around them; they are doing interesting things outside of school.								
2. Teachers in this school are "out in front," seeking better ways of teaching and learning.								
3. Students feel that the school program is meaningful and relevant to their present and future needs.								
4. The principal is growing and learning, too. He or she is seeking new ideas.								
5. The school supports parent growth. Regular opportunities are provided for parents to be involved in learning activities and in examining new ideas.			<input type="checkbox"/>				<input type="checkbox"/>	
<b>Cohesiveness:</b>								
1. Students would rather attend this school than transfer to another.								
2. There is a "we" spirit in this school.								

**Part A  
General Climate Factors  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
3. Administration and teachers collaborate toward making the school run effectively, there is little administrator-teacher tension.								
4. Differences between individuals and groups (both among faculty and students) are considered to contribute to the richness of the school; not as divisive influences.								
5. New students and faculty members are made to feel welcome and part of the group.								
<b>School Renewal:</b>								
1. When a problem comes up, this school has procedures for working on it; problems are seen as normal challenges; not as "rocking the boat."								
2. Teachers are encouraged to innovate in their classroom rather than to conform.								
3. When a student comes along who has special problems, this school works out a plan that helps that student.								
4. Students are encouraged to be creative rather than to conform.								
5. Careful effort is made, when new programs are introduced, to adapt them to the particular needs of this community and this school.								
<b>Caring:</b>								
1. There is someone in this school that I can always count on.								

**Part A  
General Climate Factors  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
2. The principal really cares about students.								
3. I think people in this school care about me as a person; are concerned about more than just how well I perform my role at school (as student, teacher, parent, etc.).								
4. School is a nice place to be because I feel wanted and needed there.								
5. Most people at this school are kind.								



**The CFK Ltd. School Climate Profile**

Copyright 1973

(This instrument is part of an extensive description and analysis of the school's climate and should be used in association with *School Climate Improvement: A Challenge for the School Administrator.*)

I am a:

- Student
- Teacher
- Parent
- Secretary, custodian, or other staff member
- Administrator in this school
- Superintendent or central administrator

**Part B  
Program Determinants**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
<b>Active Learning:</b>								
1. Required textbooks and curriculum guides support rather than limit creative teaching and learning in our school.								
2. Students help to decide learning objectives.								
3. Opportunities are provided under school guidance to <i>do something</i> with what is learned.								
4. Teachers are actively learning, too.								
5. This school's program stimulates creative thought and expression.								
<b>Individualized Performance Expectations:</b>								
1. Each student's special abilities (intellectual, artistic, social, or manual) are challenged.								

**Part B  
Program Determinants  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
2. Teachers use a wide range of teaching materials and media.								
3. The same homework assignment is not given to all students in the class.								
4. All students are not held to the same standards.								
5. Teachers know students as individuals.								
<b>Varied Learning Environments:</b>								
1. Many opportunities are provided for learning in individual and small-group settings, as well as in classroom-sized groups.								
2. Students have opportunity to choose associations with teachers whose teaching styles are supportive of the student's learning style.								
3. Teachers use a wide range of teaching materials and media.								
4. The school program extends to settings beyond the school building for most students.								
5. Teachers and administrators have planned individualized inservice education programs to support their own growth.								
<b>Flexible Curriculum and Extracurricular Activities:</b>								
1. The school's program is appropriate for ethnic and minority groups.								

**Part B  
Program Determinants  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
2. Teachers experiment with innovative programs.								
3. Students are given alternative ways of meeting curriculum requirements.								
4. Teachers are known to modify their lesson plans on the basis of student suggestions.								
5. Extracurricular activities appeal to each of the various subgroups of students.								
<b>Support and Structure Appropriate to Learners' Maturity:</b>								
1. The school's program encourages students to develop self-discipline and initiative.			<input type="checkbox"/>				<input type="checkbox"/>	
2. The needs of a few students for close supervision and high structure are met without making those students feel "put down."								
3. The administration is supportive of students.								
4. The administration is supportive of teachers.								
5. Faculty and staff want to help every student learn.								
<b>Rules Cooperatively Determined:</b>								
1. The school operates under a set of rules which were worked out with students, teachers, parents, and administration all participating.			<input type="checkbox"/>				<input type="checkbox"/>	
2. Rules are few and simple.								
3. Teachers and their students together work out rules governing behavior in the classroom.								

**Part B  
Program Determinants  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
4. Discipline (punishment) when given is fair and related to violations of agreed-upon rules.								
5. Most students and staff members obey the school's rules.								
<b>Varied Reward Systems:</b>								
1. The grading system rewards each student for his effort in relationship to his own ability.								
2. Students know the criteria used to evaluate their progress.								
3. Teachers are rewarded for exceptionally good teaching.								
4. The principal is aware of and lets staff members and students know when they have done something particularly well.								
5. Most students get positive feedback from faculty and staff.								
							<input type="checkbox"/>	<input type="checkbox"/>

**The CFK Ltd. School Climate Profile**  
Copyright 1973

(This instrument is part of an extensive description and analysis of the school's climate and should be used in association with *School Climate Improvement: A Challenge for the School Administrator.*)

- I am a:
- Student
  - Teacher
  - Parent
  - Secretary, custodian, or other staff member
  - Administrator in this school
  - Superintendent or central administrator

Part C Process Determinants	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
<b>Problem Solving Ability:</b>								
1. Problems in this school are recognized and worked upon openly; not allowed to slide.								
2. If I have a school-related problem, I feel there are channels open to me to get the problem worked on.								
3. People in this school do a good job of examining a lot of alternative solutions first, before deciding to try one.								
4. Ideas from various ethnic and minority groups are sought in problem-solving efforts.								
5. People in this school solve problems; they don't just talk about them.								
<b>Improvement of School Goals:</b>								
1. This school has set some goals as a school for this year and I know about them.								

**Part C  
Process Determinants  
(Continued)**

Part C Process Determinants (Continued)	What Is:				What Should Be:			
	Almost Never	Occasionally	Frequently	Almost Always	Almost Never	Occasionally	Frequently	Almost Always
	1	2	3	4	1	2	3	4
2. I have set some personal goals for this year related to school, and I have shared these goals with someone else.								
3. Community involvement is sought in developing the school's goals.								
4. The goals of this school are used to provide direction for programs.								
5. The goals of this school are reviewed and updated.								
<b>Identifying and Working with Conflicts:</b>								
1. In this school people with ideas or values different from the commonly accepted ones get a chance to be heard.								
2. There are procedures open to me for going to a higher authority if a decision has been made that seems unfair.								
3. This school believes there may be several alternative solutions to most problems.								
4. In this school the principal tries to deal with conflict constructively; not just "keep the lid on."								
5. When we have conflicts in this school, the result is constructive, not destructive.								
<b>Effective Communications:</b>								
1. Teachers feel free to communicate with the principal.								
2. I feel the teachers are friendly and easy to talk to.								

**Part C  
Process Determinants  
(Continued)**

	What Is:				What Should Be:							
	Almost Never Occasionally Frequently Almost Always	1	2	3	4	Almost Never Occasionally Frequently Almost Always	1	2	3	4		
3. The principal talks with us frankly and openly.												
4. Teachers are available to students who want help.												
5. There is communication in our school between different groups—older teachers and younger ones; well-to-do students and poorer ones; black parents and white parents; etc.												
<b>Involvement in Decision Making:</b>												
1. Teachers help in selection of new staff members.												
2. Parents help to decide about new school programs.												
3. Decisions that affect this school are made by the superintendent and the central staff only after opportunity has been provided for discussion and input from the school's principal, staff, and students.												
4. I have influence on the decisions within the school which directly affect me.												
5. The student government makes important decisions.												
<b>Autonomy with Accountability:</b>												
1. Teachers, students, and parents help to evaluate this school's program.												
2. Teacher evaluation is used in improving teacher performance.												

**Part C  
Process Determinants  
(Continued)**

	What Is:				What Should Be:							
	Almost Never Occasionally Frequently Almost Always	1	2	3	4	Almost Never Occasionally Frequently Almost Always	1	2	3	4		
3. Teachers or students can arrange to deviate from the prescribed program of the school.												
4. The principal encourages experimentation in teaching.												
5. Teachers are held accountable in this school for providing learning opportunities for each of their students.												
<b>Effective Teaching-Learning Strategies:</b>												
1. The teachers in this school know <i>how</i> to teach as well as what to teach.												
2. When one teaching strategy does not seem to be working for a particular student, the teacher tries another; does not blame the student for the initial failure.												
3. This community supports new and innovative teaching techniques.												
4. Inservice education programs available to teachers in this building help them keep up-to-date on the best teaching strategies.												
5. The school systematically encourages students to help other students with their learning activities.												
<b>Ability to Plan for the Future:</b>												
1. In this school we keep "looking ahead;" we don't spend all our time "putting out fires."												
2. Our principal is an "idea" man.												

**Part C  
Process Determinants  
(Continued)**

	What Is:				What Should Be:					
	Almost Never Occasionally Frequently Almost Always	1	2	3	4	Almost Never Occasionally Frequently Almost Always	1	2	3	4
3. Parents and community leaders have opportunities to work with school officials at least once a year on "things we'd like to see happening in our school."										
4. Some of the programs in our school are termed "experimental."										
5. Our school is ahead of the times.										

**The CFK Ltd. School Climate Profile  
Copyright 1973**

(This instrument is part of an extensive description and analysis of the school's climate and should be used in association with *School Climate Improvement: A Challenge for the School Administrator.*)

I am a:  
 \_\_\_ Student  
 \_\_\_ Teacher  
 \_\_\_ Parent  
 \_\_\_ Secretary, custodian, or other staff member  
 \_\_\_ Administrator in this school  
 \_\_\_ Superintendent or central administrator

**Part D  
Material Determinants**

	What Is:				What Should Be:					
	Almost Never Occasionally Frequently Almost Always	1	2	3	4	Almost Never Occasionally Frequently Almost Always	1	2	3	4
<b>Adequate Resources:</b>										
1. There is sufficient staff in this school to meet the needs of its students.										
2. The instructional materials are adequate for our school program.										
3. Curriculum materials used in this school give appropriate emphasis and accurate facts regarding ethnic and minority groups, and sex roles.										
4. Resources are provided so that students may take advantage of learning opportunities in the community through field trips, work-study arrangements, and the like.										
5. Current teacher salaries in this community give fair recognition of the level of professional service rendered by teachers to the community.										

**Part D  
Material Determinants  
(Continued)**

	What Is:				What Should Be:			
	Almost Never	Occasionally Frequently	Almost Always		Almost Never	Occasionally Frequently	Almost Always	
	1	2	3	4	1	2	3	4
<b>Supportive and Efficient Logistical System:</b>								
1. Teachers and students are able to get the instructional materials they need at the time they are needed.								
2. Budget making for this school provides opportunities for teachers to recommend and make judgments about priorities for resources needed in their program.								
3. The support system of this school fosters creative and effective teaching/learning opportunities rather than hinders them.								
4. Necessary materials, supplies, etc., for learning experiences are readily available as needed.								
5. Simple non-time-consuming procedures exist for the acquisition and use of resources.								
<b>Suitability of School Plant:</b>								
1. It is pleasant to be in this building; it is kept clean and in good repair.								
2. This school building has the space and physical arrangements needed to conduct the kinds of programs we have.								
3. Students and staff are proud of their school plant and help to keep it attractive.								
4. The grounds are attractive and provide adequate space for physical and recreational activities.								
5. Current teacher salaries in this community give fair recognition of the level of professional service by teachers to the community.								

**Directions for Summarizing Data on the  
CFK Ltd. School Climate Profile**

1. Separate questionnaires by role group.
2. Compute sum of ratings given by each individual respondent for each category. Since there are five items per category the maximum score could be twenty; the minimum score would be five, if the respondent had checked "1" "almost never," for each of the five items.
3. Write this score in the box provided after item five in each category, both for "What Is" and for "What Should Be."
4. Since there is more than one respondent for each role group, compute the mean score for each category by adding all the scores for each category and dividing by the number of respondents.

For example, suppose there are nine teacher questionnaires. Their scores on the General Climate Factor of "Respect" are as follows:\*

Teacher	"What Is" Score	"What Should Be" Score
1	15	19
2	13	20
3	18	20
4	18	20
5	11	18
6	17	20
7	14	20
8	12	19
9	15	19
	<u>9/133</u>	<u>9/175</u>
	14.8	19.4

5. Plot these mean scores (14.8 and 19.4) on the summary form.
6. After computing in a similar manner the mean score for other climate factors, connect the "What Is" scores with a black line; connect "What Should Be" scores with a red line, or a broken line (---).

\*See page 72 for example of plotting these scores on the summary form.

7. Use a different summary form for each role group.
8. Later you may want to compare responses of particular role groups by plotting them on the same summary form, or by converting the summary into a transparency and superimposing the data for the two role groups one on the other.
9. Summary Form of the CFK Ltd School Climate Profile

It may be helpful to summarize the data from all the questionnaires into one summary form. This can give a total picture of the school's climate. So that the total picture is not distorted by including the results of 1,000 student questionnaires combined with five administrators and fifty teachers, it is recommended that the summary form be created from an averaging of the mean scores of each of the role groups, as follows:

Given the data shown on the summary forms for each of the six role groups, simply find the mean score on each climate item. For example, regarding the General Climate Factor of "Respect," let's assume the summary forms show scores on "What Is" as follows:

Summary Form	Mean "What Is" Scores
A. Students	12.2
B. Teachers	15.4
C. Parents	12.3
D. Other staff	15.0
E. Administrators	18.0
F. Central administrators	17.2
	$\frac{6/90.1}{15.0}$

This mean score of 15.0 for "What Is" with regard to "Respect" would then be plotted on the summary form.

### Summary Form of the CFK Ltd. School Climate Profile

For \_\_\_\_\_ School

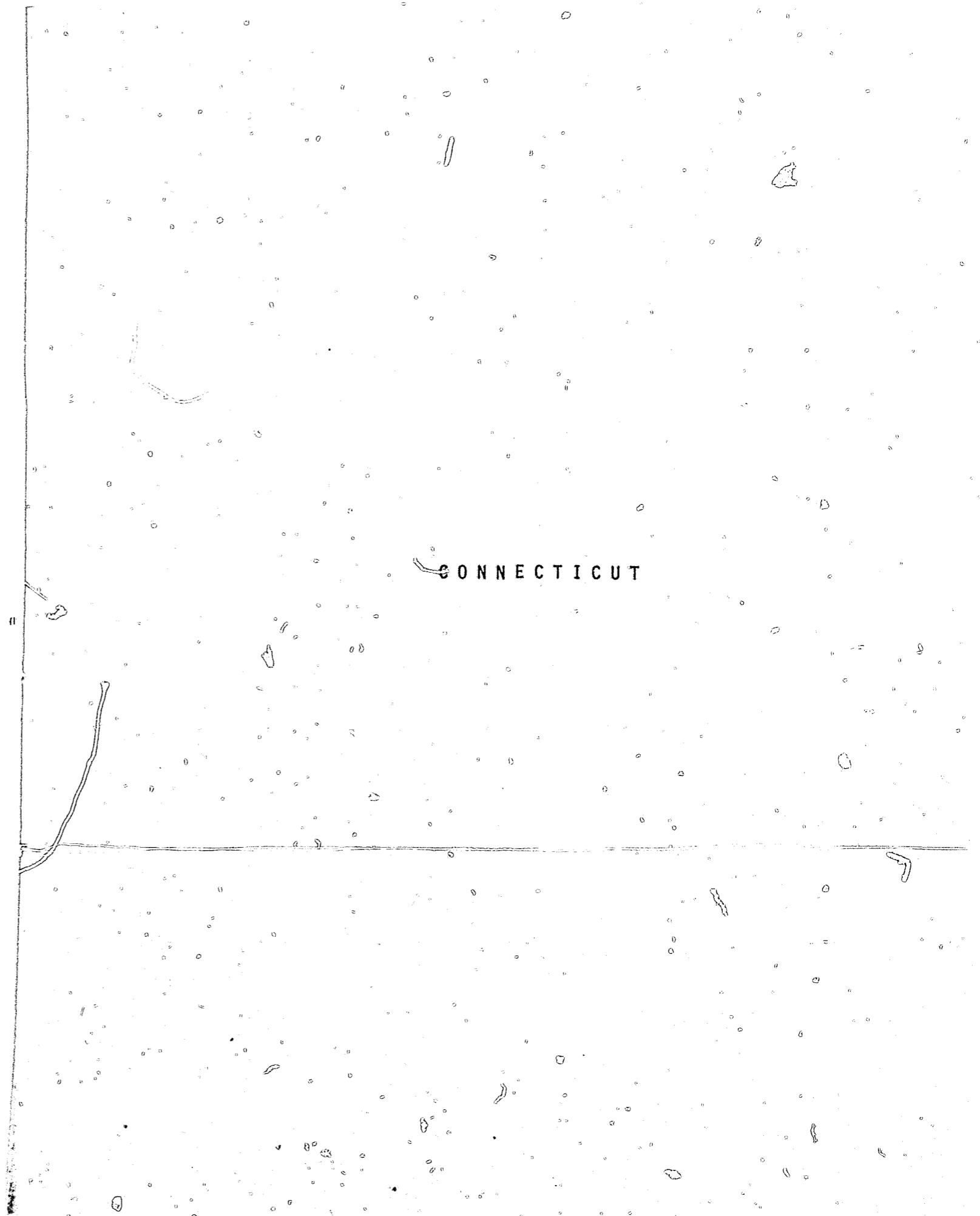
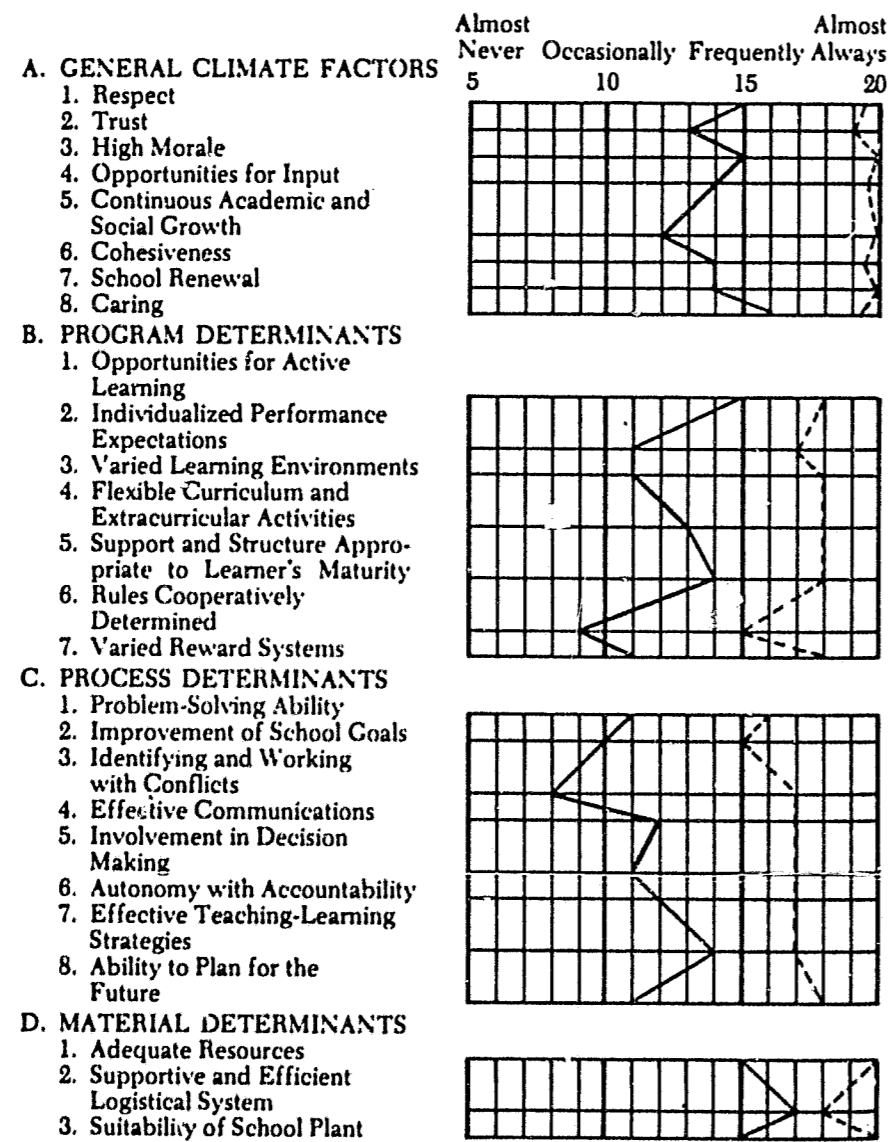
Based on data summarized from \_\_\_\_\_ respondents.  
(State Role Group)

	Almost Never	Occasionally	Frequently	Almost Always
	5	10	15	20
<b>A. GENERAL CLIMATE FACTORS</b>				
1. Respect				
2. Trust				
3. High Morale				
4. Opportunities for Input				
5. Continuous Academic and Social Growth				
6. Cohesiveness				
7. School Renewal				
8. Caring				
<b>B. PROGRAM DETERMINANTS</b>				
1. Opportunities for Active Learning				
2. Individualized Performance Expectations				
3. Varied Learning Environments				
4. Flexible Curriculum and Extracurricular Activities				
5. Support and Structure Appropriate to Learner's Maturity				
6. Rules Cooperatively Determined				
7. Varied Reward Systems				
<b>C. PROCESS DETERMINANTS</b>				
1. Problem-Solving Ability				
2. Improvement of School Goals				
3. Identifying and Working with Conflicts				
4. Effective Communications				
5. Involvement in Decision Making				
6. Autonomy with Accountability				
7. Effective Teaching-Learning Strategies				
8. Ability to Plan for the Future				
<b>D. MATERIAL DETERMINANTS</b>				
1. Adequate Resources				
2. Supportive and Efficient Logistical System				
3. Suitability of School Plant				

**Summary Form of the CFK Ltd.  
School Climate Profile**

For \_\_\_\_\_ School

Based on data summarized from \_\_\_\_\_ respondents.  
(State Role Group)





**CONTINUED**

**1 OF 5**

### 3. CASE STUDY: CONNECTICUT

#### 3.1 Introduction and Executive Summary

Connecticut has a solid history of strong commitment to the development and expansion of State-level policy, planning, and implementation strategies for encouraging delinquency prevention at the local level. Since 1977, the Connecticut Justice Commission (CJC) has been spearheading interagency communication and planning through the work of the Statewide Planning Committee on Delinquency Prevention, (Planning Committee) involving ten major State departments and local public or private youth serving agencies.

The Planning Committee has been responsible for the development of an important policy document, the Connecticut Strategy for Positive Youth Development and Delinquency Prevention. This strategy focuses on changing the policies, practices, and procedures of educational and employment programs serving youth that may contribute to delinquency. One of the key aspects of the state strategy is the articulated belief that positive youth development is a local responsibility, but that State agencies can provide support to communities in the form of public education, training, technical assistance, funding, program development and evaluation. The State/Local Partnership for Positive Youth Development Project in Waterbury (see Section 3.4.5) provides an excellent example of the possibilities inherent in such interagency cooperative efforts. It also demonstrates the benefits of using the State structure to leverage effective local programs.

Further evidence of impact of the State Strategy for Delinquency Prevention can be found in a new publication, Education and Employment: A Better Chance for Connecticut Youth, recently completed by the Interagency Prevention Consultant in conjunction with the Planning Committee (see Attachment 9). The booklet is intended to serve as a catalyst for

expansion of collaborative community programs offering education and employment training opportunities for young people. In the words of the Executive Director of CJC, its purpose is "to share information which promotes community-wide participation in the positive development of all Connecticut's young people through increased opportunities...thereby reducing the potential for delinquency and related social problems." The Committee is currently obtaining assistance from Connecticut business and industry in the printing of the booklet (Pratt and Whitney Aircraft Manufacturing, Division of United Technologies), and for later implementation of the recommendations in local target communities.

### 3.2 Overview of the State

#### 3.2.1 Demographic Characteristics

Connecticut, one of the smallest States in land area, is described in the State's Juvenile Justice Plan as "characterized by both urban compression and rural isolation." Young people comprise one third of the total population of Connecticut and are concentrated in the central and southern parts of the State. Less than 2% of the young persons under the age of 16 are referred to the Superior Court for Juvenile Matters for the commission of a delinquent act each year. Only 500 youths are committed to the jurisdiction of the Department of Children and Youth Services, most often for the commission of serious offenses or a large number of offenses. Although these numbers represent only a very small proportion of Connecticut's population, it is estimated that for every court referral, the police have ten contacts which are handled informally as a "station adjustment." Given over 13,000 referrals in 1975, it appears that an estimated 137,800 police/juvenile contacts may have taken place that year. Even though many of the contacts involve repeat offenders, these numbers suggest a problem of no little consequence.

#### 3.2.2 Economic and Political Considerations

Connecticut has a diverse population, culturally, and especially economically. It provides New York City with some of its most affluent suburbs, but also contains a number of economically distressed communities, typical of rural New England today. Political power in the state rests in the strong local government structure of the towns and in the state government; old county boundaries exist, but there is no county government. Two of the major institutions of particular interest, the Superior Court for Juvenile Matters and the Department of Children and Youth Services (DCYS) are centralized at the State level.

#### 3.2.3 Environment for Delivery of Human Services

The general attitude toward the delivery of human services in the State appears to be both progressive and responsible. A review of the background events leading to the current level of activity in the area of primary prevention (see Section 3.3) shows a refreshing openness to new ideas to solve old problems and a willingness among agencies at both the State and local level to work collaboratively to devise solutions. At the same time, economy minded government officials look to training and technical assistance to facilitate cost effective and community-developed prevention strategies.

The two major actors at the state level with mandated responsibilities in the area of prevention are the State Planning Agency, the Connecticut Justice Commission (CJC), and the Department of Children and Youth Services (DCYS). The Department (DCYS), as created by the General Assembly in 1969, was originally a juvenile correctional agency. In 1972, it began a process of gradual change to today's single State department providing a comprehensive range of services for children and youth through State and regional offices and local grants-in-aid programs. DCYS has been assigned responsibility for delinquent children,

status offenders, dependent and neglected children, and mentally ill children. In 1975, DCYS was granted statutory authority to deal with delinquency prevention and was given the goal of preventing dependency, neglect, delinquency, mental illness and emotional disorder in children." (See Attachment 1, Connecticut General Statutes, Rev. Chapter 310).

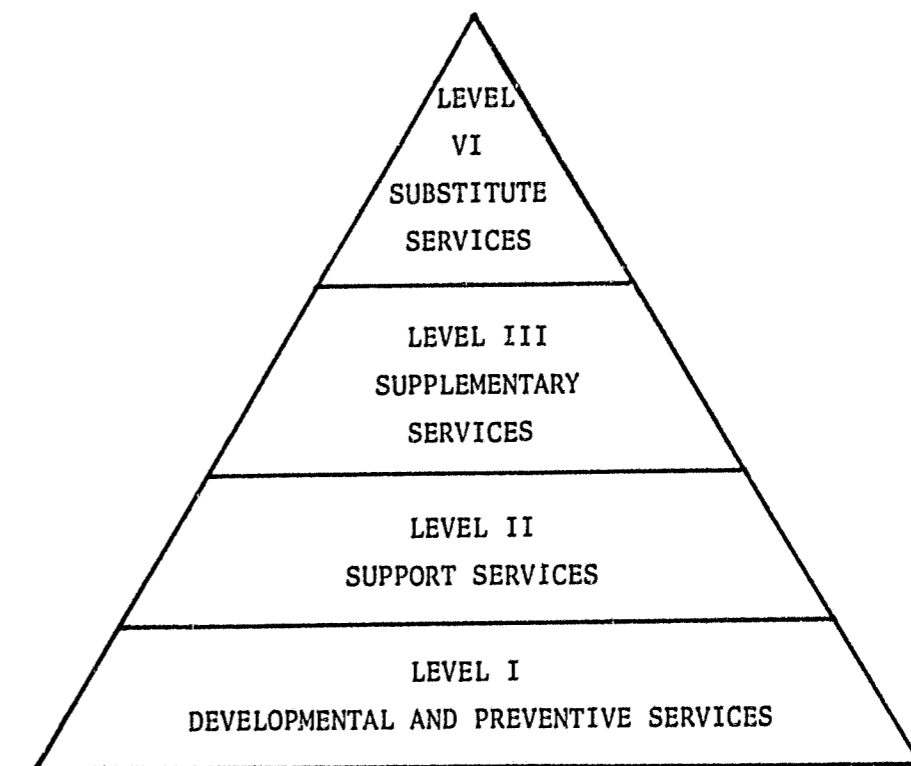
DCYS has been able to address its prevention mandate at the policy level through: its first five-year plan (1981-1986); various interagency projects; and at an operational level, through a grants-in aid program of partial funding for 60 Youth Service Bureaus across the State.

The Department's prevention mandate, which now specifically mandates a prevention plan for child abuse and neglect, has been most recently expressed in the five-year plan which proposes four levels of service in pyramid form, with developmental and preventive services being represented at the lowest level. A gradual re-allocation of resources is proposed in the five-year plan in order to shift more dollars from expensive institutional care to more family-support services in the community. As stated in the most recent update of the Five-Year Master Rolling Plan (1982-1987):

"A Model for Children's Services - Continuum of Care Recognizing the need for a conceptual framework upon which to plan for and deliver services to children, the department has adopted the Continuum of Care Model developed by the Task Force on Children's Mental Health Planning in 1980-1981. This model is based upon the assumption that a range of services should be available to Connecticut children and families, namely, services designed to:

- promote healthy development and prevent dysfunction or injury.
- strengthen children and families and support family intactness when crises and dysfunction occur.
- restore children to permanent homes following out-of-home placement.

The model is organized according to four service levels as shown below, beginning with developmental and preventive services and moving through support services such as individual and family counseling, crisis intervention and psychiatric services, to supplementary services such as respite day care and extended day treatment and, finally, to substitute care services such as emergency shelter, foster family care and residential psychiatric treatment."



The Connecticut Justice Commission is the State's comprehensive law enforcement planning agency with responsibility for the implementation of the mandates of LEAA and the Juvenile Justice and Delinquency Prevention Act of 1974 (as amended). CJC participates in policy discussions and performs planning, funding, and monitoring functions with respect to juvenile justice and delinquency prevention, (see Attachment 2, Connecticut General Statutes, rev. Chapter 537).

Services to children and youth are translated into action at the community level through Youth Services Bureaus, Child Guidance Clinics, various private, non-profit agencies such as YMCA's Urban League and United Way and local public and private schools.

### 3.3 Background and Development of Prevention Effort

#### 3.3.1 Background and Related Efforts

The CJC 1981 Program Plan states that juvenile delinquency is, and has been, a major social problem in Connecticut. For years, Connecticut has been an advocate of organizational change in the interests of system improvement.

The chronological sequence, which is presented as Figure 3-2 at the end of this Chapter, describes the major events in prevention planning and programming in Connecticut since 1972.

Even before the enactment of the JJDP Act, the State had begun to work toward the deinstitutionalization of all youth. The recently retired Commissioner of DCYS who headed the agency in 1972, had extensive experience in Massachusetts with that State's earlier attempts at deinstitutionalization and he brought a commitment to community-based programs that were the precursors of the prevention efforts across the State. The CJC in 1972 established the State's first Youth Service Bureaus (YSB's) which were to become the major local planners and providers of youth services.

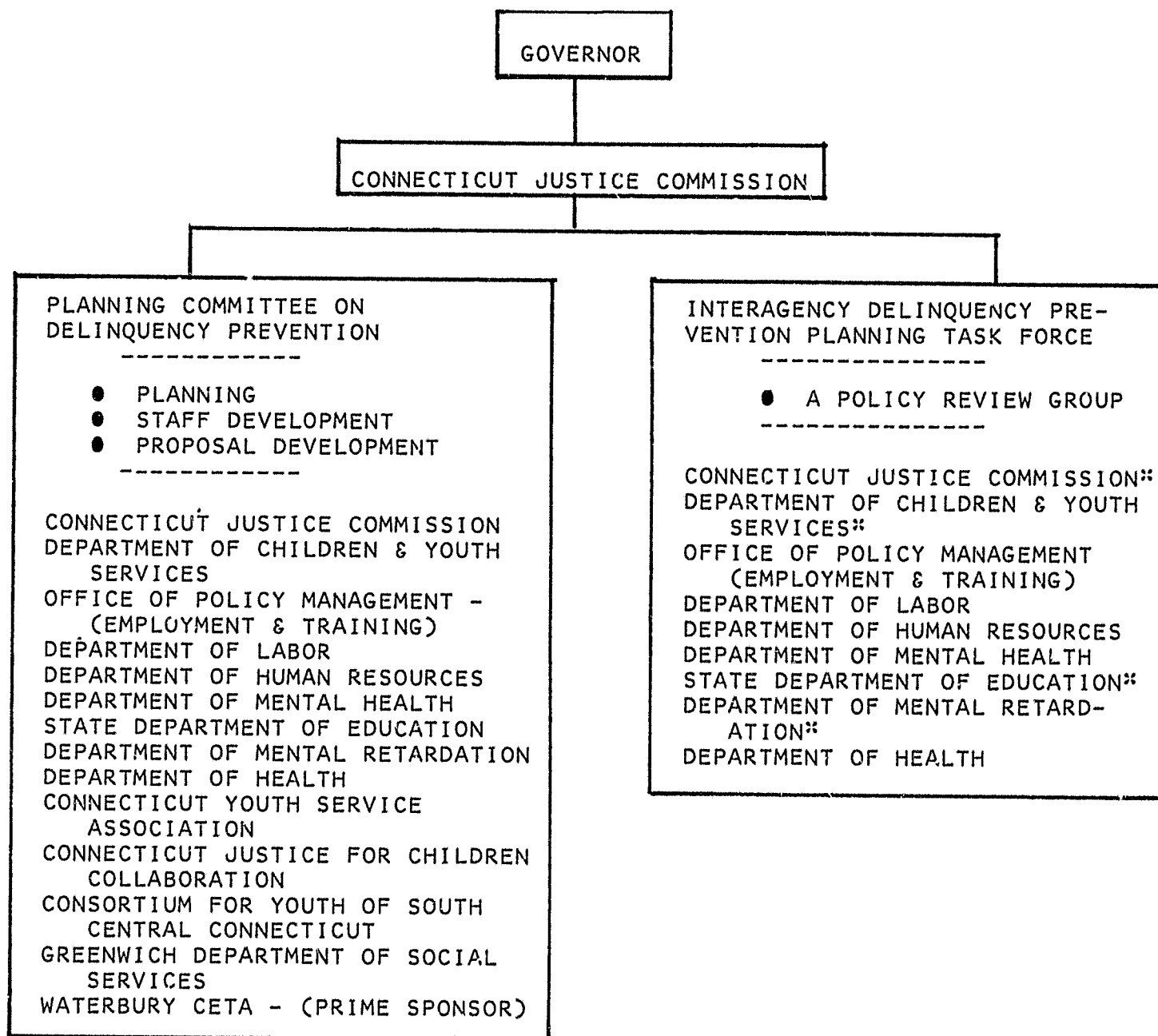
In August 1975, Connecticut began its participation under the JJDP Act. By the following year, a new SPA Director for CJC was in place. This person was highly supportive of delinquency prevention and community-based programming efforts.

In 1975-76, a "Community Development Team" approach to community-based prevention programming was introduced into the State. The DCYS Youth Services Bureau Unit received a small capacity building grant from CJC to train 90 Youth Service Bureau (YSB) personnel in delinquency prevention and positive youth development theories and strategies. The initiation of the YSBs in 1972 by CJC, together with the above training project were very important events in the development of primary prevention planning and programming in Connecticut, (see Attachment 10, Community Based Prevention Project).

In 1977, CJC took the initiative in spearheading the state/local primary prevention effort in Connecticut through the funding of a planning grant for development of state level policy, programmatic and capacity-building recommendations to stimulate delinquency prevention efforts across the State. The Wharton School's Management and Behavioral Science Center at the University of Pennsylvania provided an on-site consultant who worked fulltime for 8 months conducting training sessions, organizational assessment, research, planning, and resource development activity. Three state agencies participated in this project with CJC: the Department of Children and Youth Services (DCYS), the State Department of Education (SDE) and the Department of Mental Retardation, (See Figure 3-1). The agency's commissioners served as the policy review group and designated staff representatives served as the planning team in organizing training workshops, preparing agency materials, and formulating specific recommendations for subsequent review by the commissioners. The result of this 8 month intensive process was high-level commitment by primary state agencies to interagency planning for delinquency prevention in (see Attachment 5, Summary Report).

On the recommendation of the Wharton School Report, the Commissioner-level policy review group was later expanded and became known as the Commissioner's Interagency Task Force for Delinquency Prevention. The State agency representatives group also expanded and became the Statewide Planning Committee for Delinquency Prevention with representatives from all the major state agencies and local public and private

FIGURE 3-1



\*MEMBERS OF THE ORIGINAL WHARTON STUDY GROUP

youth service agencies. CJC continued to provide staff support for the ongoing planning and implementation of the Wharton recommendations. This effort became CJC's first step in developing a State level delinquency prevention planning and programming capacity for implementation by state and local, public and private youth agencies.

At the beginning of the project, the Wharton team observed that delinquency prevention was viewed as "everyone's responsibility, therefore no one was accountable for errors of inaction." In addition, there appeared to be widespread pessimism concerning state agencies' potential for assuming leadership. This was based on the belief that delinquency prevention efforts should be carried out at the local level. At the conclusion of the planning period, the final report recommended a focus on capacity building at the regional/local level with the strong support and active leadership of the State.

In the 1978 Multi-Year Comprehensive Plan, prevention received more than half of the juvenile justice resources. Funded projects included regional child abuse teams/parent aides: services for youth-at-risk; safe school environment projects; services to target family units and law-related education programs. A major event in the State that year was the award of a two-year, \$1.5 million discretionary grant from OJJDP for the deinstitutionalization of status offenders (DSO). The grant was for a demonstration project intended to remove status offenders from detention and secure treatment facilities and to explore three different community-based alternatives for status offenders.

3.3.2 Circumstances Around the Initiation of Primary Delinquency Prevention Programming

No one particular event can actually be designated as the pivotal point in the history of primary prevention programming in the State, but by 1978, a number of crucial elements had come into play:

- Youth Service Bureaus had been established in local communities throughout the State and key staff had been

trained in Positive youth development and delinquency prevention "Community development teams" had also been initiated in six local communities.

- The State was participating in the JJDP Act.
- The Commissioners of two key State agencies were more committed to the notion of positive youth development as a key ingredient in primary prevention efforts.
- Based upon the delinquency prevention planning grant, and the recommendations of the Wharton School Report, the Interagency Task Force on Delinquency Prevention and the Statewide Planning Committee were committed to prevention. Both had been expanded to include the Department of Labor, Health and Human Resources, the Office of Policy and Management (Division of Employment and Training), and Department of Mental Health.
- In addition, to the Interagency Task Force, a Statewide Planning Committee on Delinquency Prevention was functioning with representatives from eight State agencies and other State and local youth serving groups. The Committee was staffed by CJC and developed the State Strategy for Delinquency Prevention which focused on primary prevention and organizational change strategies in educational and employment systems. This provided the theoretical framework for later project development.
- The State had been the recipient of two major national grants, including one that was predicated on the concept of positive youth development.

Although none of the preceding events took place overnight, it is probable that the State was able to proceed along a fairly smooth course because of its relatively small size, the centralized nature of a number of major agencies at the State level, and the sincere commitment of local youth service providers to earlier intervention and primary prevention strategies. Strategic State and national technical assistance also played a key role.

### 3.4 Functional Sequence

#### 3.4.1 Planning and Policy Development

Planning for Connecticut's State level primary prevention effort began with the Wharton project which created the opportunity for commissioner-level recognition of prevention planning and strategies. The recommendations of the project gave impetus to further planning efforts on the part of CJC in 1979, and resulted in the Multi-Year Comprehensive Plan for Juvenile Justice (1978-1980).

In 1979, the first Prevention Consultant worked with the Planning Committee (see Section 3.3.1 for a full description of the Committee), to develop the Connecticut Strategy for Positive Youth Development and Delinquency Prevention which articulated a strategy of education and employment opportunities through organizational change strategies and interagency community development activity. The strategy, produced in the form of a working paper, has since served as the basis for some key proposals and policy statements. As an example of this influence, the Report of the Citizens Advisory Council on Safe Schools, stated that the educational system bears an immediate responsibility to insure the safety of students and school staff and a larger responsibility to address the root causes of delinquent behavior in the schools and in society. Three of the recommendations in the report stemmed from the conceptual framework upon which the State Strategy was based:

- Recommendation 3: School Climate Improvement: The State Board of Education should assist local education agencies in assessing and improving the organizational climate in schools requesting such assistance.
- Recommendation 4: Interagency Delinquency Prevention Effort: The Connecticut Justice Commission should coordinate the development of an interagency juvenile delinquency prevention program that will provide technical and financial assistance to local communities in promoting

the positive development of young people. The program should devote particular attention to the public schools and their relationship to other youth-servicing community institutions.

- Recommendation 5: Bureau for School Improvement: There was a recommendation to form a Bureau of School and Program Development.

Subsequently, both the State Department of Education and a number of local school systems took an interest in school climate improvement and in school-based prevention strategies.

In the Fall of 1979, Westinghouse staff made the first site visit to Waterbury to attend a meeting convened by the CJC with state representatives and their local counterparts. These included the school superintendent, CTA planners, the YSB, NOW Inc., (the community action agency), and the Mayor's Office. Soon after, Westinghouse staff members met with State Department of Education representatives and a prominent school climate consultant to discuss another separate project -- the implementation of school climate improvement programs in Connecticut, (see Section 3.4.4).

At this juncture, the State agencies initially represented on the Commissioner's Interagency Task Force took the lead in encouraging the positive youth development approach of delinquency prevention programming. Other organizations were also highly supportive and actively involved in the planning effort. The State's Juvenile Justice Advisory Group (JJAG) selected two members to the Statewide Planning Committee on Delinquency Prevention to represent their interests because the JJAG focused primarily on plan development and grant review. The Connecticut Justice for Children Collaboration, a private Statewide organization engaged in advocacy, networking, and training activities, was also represented on the Statewide Planning Committee and the JJAG.

By 1980, primary prevention planning was receiving a great deal of attention. The CJC report, Critical Issues in Criminal Justice (Attachment 3), included a section on primary prevention which stated that "A primary cause of delinquent behavior is the inability of some youth serving institutions to meet the needs of many young people," and concluded with a series of recommendations to "provide funding to local communities for educational and employment programs which focus on organizational change."

All of the major plans and policy statements that were produced since the initiation of the primary prevention effort mirrored the language and the policy direction set forth in the State strategy. An initial effort at implementation of the State strategy in the city of Waterbury was underway (see Section 3.4.5). In addition, school climate improvement activities were underway in a number of Connecticut schools through a new Bureau of School and Program Development which had been recommended in the Safe Schools Report. DCYS had developed the first set of comprehensive standards for the statewide Youth Service Bureaus which emphasized community development, prevention, and positive youth development planning and programming capability.

#### 3.4.2 Funding

Commitment of substantive funds for operational activities other than assessment and planning, began with the CJC announcement of a new program category in the 1978 plan: Positive Youth Development and Delinquency Prevention. This was the first CJC-funded program to address youth development/primary prevention, and not targeted "individual youth" in trouble. In the language of the announcement, the program was "based on a theory of delinquency that equates delinquency prevention with positive youth development." Funding was to support "innovative projects addressing the strengthening of the social bond and positive youth development through affective and experiential learning



in a variety of contexts." Activities were to be school-based and carried out in local community settings. Thirteen projects, designed to promote organizational change were funded under this initiative. The majority were school-based, and represented large and small localities in urban and rural settings.

Although the projects were monitored by CJC, formal evaluations were never undertaken because of limited resources. Nine were provided continuation funding in 1980, as were four "Prevention Education" projects. Another 1978 Plan category, "School Environments to Support Effective Learning," funded eight projects designed to reduce school disruption in medium and large size communities.

In 1979, CJC provided funding to the Department of Children and Youth Services to continue support of a Positive Youth Development Coordinator to assist the (now) nine community-based primary prevention projects. The projects were to develop positive youth development strategies in local communities throughout the State via interagency "Community Development Teams" (see Attachment 4 for description of the teams). Youth Service Bureaus were to serve as the initial community contacts and as coordinators of the project effort on the local level. Each project received technical assistance in planning and program development from the DCYS Positive Youth Development Coordinator. As of Fall 1981, the teams were still in existence, although functioning with different levels of community involvement. Again, no formal evaluation was undertaken by CJC or DCYS because of other priorities and funding constraints. <sup>F1</sup> According to CJC's Prevention Consultant, all of these projects reaffirmed the value of sustained technical assistance: "When local communities have received direct, on-site technical assistance, and when local communities exert their leadership commitment, they have

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<sup>F1</sup> DPTA did provide technical assistance to DCYS primarily in the form of documentation in selecting an evaluation approach to assess the effectiveness of the Community Development Teams.

made great strides in positive youth development and the efforts have been sustained over time."

Also in 1979, CJC submitted the State Strategy for Positive Youth Development and Delinquency Prevention to OJJDP for funding under the "Capacity-Building Initiative." Although it failed to receive federal funding, CJC proceeded to assist State and local agencies in developing an interagency pilot project based on the strategy for the City of Waterbury, (see Sections 3.4.4 and 3.4.5, Technical Assistance and Implementation). The supportive role of State government and the carefully planned efforts at the local level paid off when Waterbury was later selected as a demonstration project under OJJDP's Research and Development Program (R&D) for School Enhancement and Delinquency Prevention. Waterbury was one of the six sites selected throughout the country. Of special interest is the fact that these primary prevention efforts in the city evolved from technical assistance rather than funding from CJC.

In 1980, the CJC continued to adhere to the recommendations of the Wharton School's Final Report, and again provided funding for a part-time Interagency Prevention Consultant. This person provided assistance to the Commissioner's Interagency Task Force, the Statewide Planning Committee, and to individual state agencies and designated local communities interested in primary prevention strategies. The sustained momentum which had been generated at the State level to date, would have undoubtedly diminished without the ongoing efforts of the CJC Prevention Consultants (see Attachment 5, IPC Summary Report).

As of this writing, CJC is still providing continuation funds for one primary delinquency prevention program (Salisbury Work/Study Program). Only a little over \$25,000 is currently being expended for primary prevention: \$7500 for Salisbury and the remainder for the part time Prevention Consultant who receives administrative and secretarial

support from DCYS, Division of Planning and Community Development. By necessity, a small amount of staff time on the part of the CJC Senior Juvenile Justice Planner and two remaining Juvenile Justice Planners is allotted to prevention efforts (e.g., communication among the Northeast coalition of juvenile planners and advisory committee members). The JJAG, while continuing to express support for delinquency prevention, has taken note of Federal priorities and has intensified support for status offenders and also directed attention to the issue of the serious juvenile offender.

#### 3.4.3 Staffing

Despite the high level of commitment to the implementation of primary prevention programs and the large number of agencies and organizations at both the State and local level that have been involved, the State's staffing level has been extremely modest. In great part, this is due to the belief that technical assistance for capacity building represents the best use of resources in promoting organizational change. Connecticut also tends to believe that prevention is an integral part of all human services, and therefore all staff assumes some responsibility for prevention planning and programming. With this in mind, the CJC has chosen the role of facilitator to help bring about these changes rather than carry them out with a large staff or large grants. During the period of greatest effort, core staff at CJC consisted of the Senior Planner; three Juvenile Justice Planners; a half-time prevention consultant to (1) assist the JJAG and (2) develop a prevention strategy; the DCYS Positive Youth Coordinator; and since 1980, a part-time Interagency Prevention Consultant. At times, a substantial amount of technical assistance was made available through Westinghouse. State and local public/private agencies also contributed resources through their representation on the Planning Committee.

The current level of CJC Juvenile Justice staffing remains modest: one Senior Juvenile Justice Planner, two Juvenile Justice Planners, one evaluator, and one part-time Interagency Prevention Consultant. The commitments of the State Department of Education and DCYS are therefore crucial to future State planning and local implementation of prevention and positive youth development strategies.

#### 3.4.4 Technical Assistance

A great deal of technical assistance has been provided to the State. The State level effort began with a contract to the Wharton School for technical assistance in developing policy and program planning capacity in delinquency prevention. The majority of assistance, provided initially by Wharton and later by CJC and Westinghouse, has focused on capacity building and on teaching communities how to leverage scarce resources. This is best reflected in the city of Waterbury which is now a national R&D demonstration site and in communities such as Stratford, where the YSB and the Community Development Team have successfully cultivated the involvement of school officials, business community and private citizens in prevention efforts, (see Attachment 10, Young People and Adults Working Together for a Better Stratford).

By the fall of 1979, Westinghouse staff and the prevention specialist made the first site visit to Waterbury (discussed in Section 3.4.1) to review alternatives with representatives from the Statewide Planning Committee, the CETA prime sponsor, the local school superintendent, the Director of the Youth Service Bureau and the Mayor's Office. Consensus began to build for a community-wide workshop that would provide the stage for continuing work rather than be an end in itself. Westinghouse offered to provide continuing assistance to Waterbury with the understanding that the community was to assume the major responsibility for the scope and direction of the project. Local representatives were familiar with their environment, knew how to mobilize

it, organize it, and to some degree, change it. State and Westinghouse staff were competent in explaining prevention theory and concepts, in analyzing larger systems, and in facilitating and planning local meetings. This sharing of resources and staff competence was crucial in developing the state/local, public/private partnership that became the cornerstone of the Waterbury project.

The Interagency Prevention Consultant played a key role in translating theory into action, not only by providing substantive assistance in the development of plans and procedures, but by also providing a constant sense of state presence on-site in Waterbury. The continuous follow-up of every meeting with written reports and suggestions for future activities were important in assisting the local community to articulate its needs and develop a strategy for meeting its needs. A Westinghouse consultant observed that "...hard work, being there, and constant personal follow-up are still crucial elements for introducing change in a community." Waterbury's later participation as an R&D site was the direct result of the State's early and sustained technical assistance.

Overall, the assistance to the city of Waterbury was being provided as a State level effort to implement the State Strategy for Delinquency Prevention which concentrated on educational and employment strategies. The first operational thrust was directed at bringing local needs and objectives for Waterbury into focus -- this effort culminated with the May 1980, workshop, "A State-Local Partnership for Positive Youth Development." Limited technical assistance was then provided on the basis of individual workshop recommendations to maintain the overall effort in Waterbury.

Technical assistance from Westinghouse and the CJC was not confined to the Waterbury project. The Interagency Prevention Consultant's Summary Annual Report contains the wide array of projects and activities that received attention and were targeted for future assistance,

(see Attachment 5). Westinghouse also provided assistance to additional sites that included, but were not confined to:

- City of Hartford Office of Youth Services: Provided assistance in establishing a coalition in support of delinquency prevention activities. Activities included: (1) helping prospective coalition members clarify expectations and purposes for the network, specifically through an assessment of potential strengths and weaknesses of the group, (2) development of action plans and creation of subcommittees based on identification of major goals, general advocacy, information sharing, youth participation and legitimization of the coalition.
- Connecticut State Department of Education: Presentation on school climate improvement strategies by Westinghouse staff and consultants to state agency staff (January 1980).
- Connecticut State Department of Education and Wilbur Cross High School: Assisted local school systems in implementing a set of recommendations for school climate improvement through training and technical assistance.  
  
A number of presentations were made by Westinghouse staff and consultants to different school staffs and local agency representatives. In December 1980, Westinghouse conducted a mini-audit at Wilbur Cross High School that resulted in the establishment of priority areas for school climate improvement. The school faculty was encouraged to implement the recommendations through the creation of task forces.
- DCYS Regional Advisory Council (Eastern Region): Assisted the Region III Advisory Council -- Southeastern Sub-region and relevant school and youth serving agencies in the development and implementation of an area-wide conference on networking (Spring 1981).

Most recently, Westinghouse provided limited technical assistance to the Statewide Planning Committee and to the Interagency Prevention Consultant in the preparation of a publication on education and employment which encourages community-wide support and involvement in improving education and employment opportunities for youth (see Section 3.4.1).

Other sources of technical assistance to the State were the National Commission on Resources for Youth to expand youth involvement in CETA youth employment programs in the City of Waterbury. The State Department of Education also utilized the National School Resource Network to assist urban school districts with planning to reduce school disruption and enhance school climate.

#### 3.4.5 Implementation

Connecticut has carried out a great many statewide and local activities to implement the delinquency prevention theories and strategies included in the State Strategy document and in the Westinghouse document, Delinquency Prevention: Theories and Strategies. CJC's 1978-1980 Comprehensive Plan included funding guidelines for a variety of positive youth development and delinquency prevention program activities, (see Attachment 6).

As noted in Section 3.4.2, CJC has funded a number of community based programs over the past four years, including:

- Thirteen Positive Youth Development projects (majority, school-based) focusing on delinquency prevention planning and programming for positive youth development and directed toward change in the institutional response to youth and their needs in a particular community
- Four Prevention Education Projects (Law-Related Education)
- Eight School Environment Projects to Support Effective Learning
- DCYS Positive Youth Development Coordinator to establish local Community Development Teams using Youth Service Bureaus as catalysts to initiate and coordinate project efforts.

In 1980, CJC funded a part-time Interagency Prevention Consultant to provide primary prevention assistance to State level planning and local community entities. Because of severe funding constraints, new projects are not anticipated. Instead, CJC will continue to provide training and technical assistance to further expand the capacity at the state and local level.

The Department of Children and Youth Services has continued to be actively involved in implementation efforts. The Department continues to receive funds from CJC for a Positive Youth Development Coordinator to provide technical assistance to the local Community Development Teams (see Section 3.4.2). Currently, the Department, through its Division of Planning and Community Development is also providing office space and administrative support to the CJC-funded Interagency Prevention Consultant. It continues to support the coordination and service delivery activities of Youth Service Bureaus through grants-in-aid funding. Support is also provided to local Child Guidance Clinics that have some program components characterized as primary prevention.

Recently, the newly formed Bureau of School and Program Development in the State Department of Education has been providing leadership, training and technical assistance to local communities in implementing "effective school strategies" at the elementary and middle school levels.

Connecticut's foremost primary prevention programming effort was the Waterbury Project (see p. 3-20 thru 3-21). The decision to select Waterbury was based on criteria established in the State Strategy for Delinquency Prevention by a nucleus of State Planning Committee representatives. Two major criteria were used in site selection: (1) need in urban areas and (2) established relationships among relevant agencies to be involved in the project.

Waterbury easily met both criteria. The city had relatively high rates of poverty, unemployment and juvenile crime. Although it is one of Connecticut's five largest cities, it had not previously been selected for innovative efforts. Given that the State Strategy was geared toward urban centers, Waterbury represented a unique opportunity to mount a pilot project. Once Waterbury had been chosen, the State agency representatives met with their local counterparts. Following preliminary discussions, a State/local Committee for Positive Youth Development was formed to explore the possibility of holding a workshop to share information on positive youth development theory and strategies. Resources at the national and state level for possible implementation of these organizational change strategies, including technical assistance and funding information, were presented as well.

Although the initiative for this project originated at the state level, the ownership of the project was transferred to the Waterbury representatives after a local working group was established. Over time, committee members assumed leadership roles and provided direction for the project implementation and subsequent follow-up.

As noted earlier, the planning process was enhanced by the development of a partnership among Westinghouse, State agencies, and local interagency representatives. Against this backdrop, the workshop that took place in May 1980, was highly successful in providing useful information and in fostering an on-going dialogue as a prelude to local action. The workshop represented both the successful completion of a short term objective for the local community and a milestone in the process of developing program strategies for later implementation.

Following the workshop, a new local group with youth representatives was established (a "Positive Youth Action Team") to follow up on the recommendations from the workshop participants. Priority areas for action were identified (see Attachment 7, A Workshop Report) and priority activity commenced.

Immediately thereafter (June 1980), representatives from the Waterbury school system were encouraged to work with the State Prevention Consultant to develop the application for an OJJDP Research and Development grant (for School Enhancement and Delinquency Prevention) that was subsequently approved. The activities and projects currently being carried out by the Youth Action Team (operation of a job bank, networking, youth participation in planning, and survey of youth servicing agency boards) complement the activities under the R&D grant at the North End Middle School. As an example, current leadership on the Youth Action Team is being provided by the Director of the Youth Service Bureau who continues to work closely with Now, Inc., and the Mayor's Office. He also sits on the R&D grant Project Advisory Committee, and became the chairman of the DCYS Regional Advisory Council (Region V).

A second CJC pilot project effort is now underway at the Roberto Clemente Middle School, an urban inner city school in New Haven. This project seeks to provide technical assistance to yet another city middle school and utilizes some of the strategies learned through the Waterbury R&D Project. Although the project is scaled down from its original action plan (see Attachment 8) the Prevention Consultant has been able to share successful techniques through teacher training, and on-site visitation to Waterbury. Current focus is on community-wide resource development activity to expand school/community involvement such as (1) use of Yale students from Morse Residential College in an Adopt-A-School project for tutoring in basic skills and for after-school activities and (2) expanding teacher training and student involvement through courses in decisionmaking and leadership skill development by utilizing outside community agencies (the Consultation Center and Citizen's Policy Center - Open Road Program).

#### 3.4.6 Evaluation

As has been noted, no formal evaluation of CJC primary or secondary prevention projects has taken place. CJC engaged in quarterly monitoring of all grants and conducted only limited evaluation of juvenile justice projects (Serious Offender Project). Only the OJJDP funded projects, the DSO grant, the Consortium for Youth grant and the R&D grant in Waterbury were assured of formal evaluation.

#### 3.4.7 Organizational Context

Currently the major responsibility for expanding the strategies formulated in the State Strategy for Delinquency Prevention rests with the State-wide Planning Committee for Delinquency Prevention (and the individual State and local agencies comprising the Committee) and with the CJC-funded Interagency Prevention Consultant who staffs the Committee and provides technical assistance to the pilot project underway in New Haven, Connecticut.

The CJC Executive Director and juvenile justice staff continue to support state level planning and capacity-building efforts in delinquency prevention. But the significant resources of the past are no longer available to stimulate major project implementation. The DCYS, State Department of Education, the Department of Labor, the OPM (Division of Employment and Training), and Connecticut Alcohol and Drug Abuse Council, CADAC, remain the key State agencies with an opportunity to emphasize early intervention, prevention, and positive youth development planning and programming in Connecticut. Local YSBs continue to stimulate community change and enhance relationships among service agencies, local schools, employers and local civic groups.

CJC, will continue to advocate for change, facilitate interagency communication, and assist State and local agencies to plan and develop

effective strategies for Positive Youth Development and delinquency prevention. However, significant change will continue to occur only with increased understanding and commitment at the local level by youth service agencies, families, neighborhoods, and the community-wide coalitions of key leaders and concerned individuals.

Figure 3-2

CHRONOLOGY OF PRIMARY DELINQUENCY PREVENTION IN CONNECTICUT

1972 -

SUPPORT

CJC - Began support for Youth Bureaus System for local coordination of services, program development, and service delivery to youth

1975-76 -

LEGISLATION

CONNECTICUT - Joined JJDP Act, through efforts of CJC, Court, and DCYS leadership

DCYS - Granted statutory authority to address delinquency prevention, prevention of mental illness, child abuse and neglect; Division of Community and Prevention Services established

FUNDING

CJC - Granted funds to DCYS (Youth Services Bureau Unit) for training in positive youth development and delinquency prevention. YSB (Youth Service Bureau) Directors participated in training of trainers workshops, seminars and community consultation. Later, "Community Development Teams" (6) were established

Continued major support for YSB's across the State for (1) coordination of local youth services and (2) program development and service delivery to youth (some primary and secondary prevention projects).

FEDERAL FUNDING

CONNECTICUT - Awarded OJJDP Grant for Deinstitutionalization of Status Offenders (1.5 million for 2 years implemented by DCYS)

1977 -

FEDERAL FUNDING

CONNECTICUT - Awarded OJJDP Discretionary Grant for Delinquency Prevention. Awarded to United Way for "Consortium for Youth of South Central Connecticut, Inc." (\$800,000 for 2 years for regional project of public/private agency collaboration and direct services through 40 agencies)

PLANNING

CJC -

Awarded contract to Wharton School of Management and Behavioral Science for a Delinquency Prevention Planning Grant (8 months):

- 1) Creation of Commissioner's Interagency Task Force on Delinquency Prevention (Commissioners of three agencies, and CJC) and designated agency staff representatives of the three agencies plus CJC
- 2) Focus on policy development, programmatic planning, and capacity-building (training) regarding state level responsibility

STAFFING

CJC -

Hired a Prevention Consultant (half-time) to develop plans for prevention policy and program implementation

1978 -

PLANNING

CJC -

Established Statewide Planning Committee on Delinquency Prevention (expanded from initial 3 State agencies to 8 agencies and local public and private agency representatives)

CJC -

Developed first multi-year Comprehensive Plan for Juvenile Justice (1978-1980):

- 1) Prevention was first priority - 50% of total funds for prevention focused on early intervention and (new) positive youth development projects -- \$300,000 of \$700,000 total went to local schools

1979 -

PLANNING

CJC -

Prevention Consultant developed State Strategy for Delinquency Prevention and submitted strategy as a proposal to OJJDP under "Capacity-building Initiative." Not funded

STAFFING

CJC - Funded State Board of Education (SDE) Coordinator and provided CJC staff support for the Governor's Safe School Study. Support was provided to the Governor's Task Force and a Citizens Advisory Group

Both groups made recommendations to the Governor, State Board of Education and to local School Districts

CJC - Became a part of Office of Policy and Management (OPM) for "administrative purposes only" based on a total reorganization of State government

DCYS - Was not affected by State reorganization. Left intact as separate department

1979-80

LEGISLATION

CONNECTICUT - New legislation: "Family With Service Needs" removing Status Offenders from secure detention and treatment facilities

FUNDING

CJC - Funded a Positive Youth Development Coordinator for DCYS to assist in establishing "community development teams," to implement prevention and positive youth development strategies"

STAFFING

CJC - Contracted with Interagency Prevention Consultant (part-time)

SDE - Created new Bureau of School and Program Development to promote effective school strategies -- school climate studies, parent involvement modes, etc.

IMPLEMENTATION

CJC - With assistance from Westinghouse, initiated a state/local pilot project to implement State Strategy in City of Waterbury

SDE - Initiated school climate assessments in 3 regional and vocational technical schools in State

1980 -

FUNDING

CJC - Assisted City of Waterbury Public School System to receive OJJDP R&D Grant for School Enhancement and Delinquency Prevention (June 1980)

PLANNING

CJC - Published Critical Issues document. This included 3 juvenile issues:

1. Primary Prevention of Delinquency
2. Secondary Prevention of Delinquency
3. Deinstitutionalization of Status Offenders

SUPPORT

SDE - Westinghouse provides TA to SDE in school climate assessment strategies for later follow-up by willing school districts

CJC - Sponsored Waterbury Workshop as part of pilot project "State/ Local Partnership for Positive Youth Development (May 1980)

DPTA - Technical Assistance to Wilbur Cross High School to follow-up on School Climate Assessment (Mini-Audit) strategies in Connecticut

IMPLEMENTATION (Public Education)

CONNECTICUT - First National Journal of Prevention (Fall 1980, Vol. I., No.1.) published

1980-81 -

LEGISLATION

DCYS - New legislative mandate for a 5-year Plan submitted to State Legislature in June, 1981. (Specified a required plan for prevention of child abuse and neglect):

1. Created 4 levels of service. First level was developmental and preventive services
2. Established a framework for increased emphasis on preventive and family support services and less on institutional services for children and youth



1981 -

IMPLEMENTATION

- DCYS - Westinghouse provided Technical Assistance to DCYS Regional Advisory Council (Region III) for planning and implementation of networking conference among educators, juvenile justice staff, youth service agencies and mental health providers (Spring 81)
- DCYS - Regional Advisory Council (Region II) sponsored "Primary Prevention Youth Services Study" conducted by Yale University, Department of Epidemiology and Public Health students

1980-81

SUPPORT

- CJC - Continued to support:
1. Statewide Planning Committee for Delinquency Prevention (The Commissioner's Interagency Task Force was kept informed 1-2 times a year by CJC)
  2. DCYS grant for the Positive Youth Development Coordinator (part-time consultant) assisted 9 continuing and some newly established community development teams
  3. Interagency Prevention Consultant (part-time)
  4. Pilot Project in New Haven Inner City Middle School through limited capacity-building funds
  5. Assistance to local target communities for review and implementation of recommendations from newest publication, Education and Employment: A Better Chance for Connecticut Youth
  6. Prevention as a part of CJC's Juvenile Justice Plan (without expectation of federal resources)
  7. Continued implementation of "Families With Service Needs" legislation:
    - a. DCYS - with 5 networkers to work in each of 5 regions of State on community based services and networking
    - b. Crisis Intervention services in State
    - c. New shelter for runaways
    - d. Training for the Juvenile Justice System (police, courts, community)

PLANNING

- DCYS - New Division of Planning and Community Development assumed Division of Community and Preventive Services functions as well as department-wide planning responsibilities

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CONNECTICUT ATTACHMENTS

1. Connecticut General Statutes, Revised to January 1, 1981, Chapter 310
2. Connecticut General Statutes, Revised to January 1, 1981, Chapter 537
3. Critical Issues in Criminal Justice Connecticut, 1980
4. Planning for Prevention
5. Summary Report of Interagency Prevention Consultant
6. Excerpt 1981 CJC Plan
7. Workshop Report (Waterbury)
8. Options For Urban Youth-Interagency Delinquency Prevention Pilot Projects
9. Opportunities for Education and Employment
10. Young People and Adults Working Together for a Better Stratford.

CONNECTICUT

ATTACHMENT 1

Connecticut General Statutes, Revised to January 1, 1981, Chapter 310

## DEPARTMENT OF CHILDREN AND YOUTH SERVICES

Sec. 17-410. Definitions. As used in this chapter:

- (a) "Commissioner" means the commissioner of children and youth services;
- (b) "Council" means the state advisory council on children and youth services;
- (c) "Department" means the department of children and youth services;
- (d) "Child" means any person under sixteen years of age;
- (e) "Youth" means any person sixteen to eighteen years of age;
- (f) "Delinquent child" shall have the meaning ascribed thereto in section 46b-120.

(1969, P.A. 664, S. 3, 1971, P.A. 818, S. 1, 1972, P.A. 127, S. 32, P.A. 75-524, S. 1, 30)  
Cited 158 C 439

Sec. 17-411. Composition of department. There shall continue to be a department of children and youth services which shall be a single budgeted agency consisting of the institutions, facilities programs now existing within the department, any programs and facilities transferred to the department, and such other institutions, facilities and programs as may hereafter be established by or transferred to the department by the general assembly.

(1969, P.A. 664, S. 1, P.A. 75-524, S. 2, 30)

Sec. 17-412. Powers and duties of department. Master plan. The department shall plan, create, develop, operate or arrange for, administer and evaluate a comprehensive and integrated statewide program of services, including preventive services, for children and youth whose behavior does not conform to the law or to acceptable community standards, or who are mentally ill, emotionally disturbed, delinquent, abused, neglected or uncared for, including all children and youth who are or may be committed to it by any court, and all children and youth voluntarily admitted to the department for services of any kind. Services shall not be denied to any such child or youth solely because of other complicating or multiple disabilities. The department shall work in cooperation with other child serving agencies and organizations to provide or arrange for preventive programs for children and youth and their families. In furtherance of this purpose, the department shall: (a) Maintain Long Lane School and other appropriate facilities exclusively for delinquents; (b) develop a comprehensive program for prevention of problems of children and youth and provide a flexible, innovative and effective program for the placement, care and treatment of children and youth committed by any court to the department, transferred to the department by other departments, or voluntarily admitted to the department; (c) provide appropriate services to families of children and youth as needed to achieve the purposes of this chapter; (d) establish incentive paid work programs for children and youth under the care of the department, the rates to be paid such children and youth for work done in such programs and may provide allowances to children and youth in his custody; (e) be responsible to collect, interpret and publish statistics relating to children and youth within the department; (f) conduct studies of any program, service or facility developed, operated, contracted for or supported by the department in order to evaluate its effectiveness; (g) establish staff development and other training and educational programs designed to improve the quality of departmental services and programs and may establish educational or training programs for children, youth, parents or

other interested persons on any matter related to the promotion of the well being of children, or the prevention of mental illness, emotional disturbance, delinquency and other disabilities in children and youth; (h) develop and implement aftercare and follow-up services appropriate to the needs of any child or youth under his care; (i) prepare and submit to the general assembly by January 1, 1981, and annually thereafter, a five-year master plan. The master plan shall include, but not be limited to: (1) The long range goals and the current level of attainment of such goals of the department; (2) a detailed description of the types and amounts of services presently provided to the department's clients; (3) a detailed forecast of the service needs of current and projected target populations; (4) detailed cost projections for alternate means of meeting projected needs; (5) funding priorities for each of the five years included in the plan and specific plans indicating how the funds are to be used; (6) a written plan for the prevention of child abuse and neglect; (7) a comprehensive mental health plan for children and adolescents, and (8) an overall assessment of the adequacy of children's services in Connecticut. The plan shall be prepared within existing funds appropriated to the department.

(1969, P.A. 664, S. 2, P.A. 75-524, S. 3, 30, P.A. 79-165.)

Subsec. (b)  
Cited 171 C 644, 651, 653.

ATTACHMENT 2

Connecticut General Statutes, Revised to January 1, 1981, Chapter 537

CONNECTICUT JUSTICE COMMISSION

Sec. 29-180. Definitions. Whenever used in this chapter, the following terms shall have the following meaning unless the context clearly denotes otherwise:

(a) "Criminal justice system" shall be inclusive of all activities pertaining to crime prevention and enforcement of the criminal law including, but not limited to, the police, the courts and the correction system as well as general programs for crime prevention and citizen action; the prevention, detection and investigation of crime; the apprehension of offenders; the prosecution and defense of criminal cases; the trial, conviction and sentencing of offenders; correction and rehabilitation, which includes probation, imprisonment, treatment and parole;

(b) "Juvenile justice system" includes all activities pertaining to juvenile delinquency prevention or reduction and enforcement of the criminal law, prevention, detection, investigation and control of acts of juvenile delinquency; the apprehension of offenders; the adjudication and disposition of juvenile delinquency cases and offenders; correction and rehabilitation which includes probation, treatment and incarceration;

(c) "Commission" means the state of Connecticut justice commission created by this chapter;

(d) "Comprehensive statewide action plan" shall mean a plan that conforms with the purposes and requirements of this chapter, addresses itself to all facets of law enforcement and criminal justice problems in areas characterized by both high crime incidence and high law enforcement and criminal justice activity and includes a total and complete program for the improvement of criminal and juvenile justice.

(P.A. 76-432, S. 1, 11.)

Sec. 29-181. Connecticut justice commission established. Powers and duties. There is established in the executive branch of government an independent state of Connecticut justice commission which shall be within the office of policy and management for administrative purposes only. Said commission shall have the following powers, duties and functions:

(a) To develop a comprehensive statewide action plan for the prevention of crime and the improvement of the criminal and juvenile justice systems in Connecticut;

(b) To create, develop and correlate programs and projects for juvenile justice agencies, for the state, units of local government and other political subdivisions thereof, combination of units and interstate programs and projects for the improvement of law enforcement and the administration of criminal and juvenile justice systems;

- (c) To collect data and relevant statistics pertaining to law enforcement and administration of criminal and juvenile justice systems;
- (d) To define problem areas and establish goals, priorities and standards for the improvement of law enforcement and the administration of the criminal and juvenile justice systems;
- (e) To oversee, evaluate and coordinate implementation of the comprehensive statewide action plan and other federal, state or local programs relating to or having an impact on law enforcement and the criminal and juvenile justice systems;
- (f) To apply for, receive, allocate, disburse and account for grants of funds made available by the United States by the state, foundations, corporations and other businesses, agencies or individuals;
- (g) To enter into agreements with the United States through its executive director which may be required to obtain federal funds, and do all things necessary to apply or qualify for, accept and distribute any state and federal funds allotted under any federal or state law for improvements and programs in the administration of the criminal or juvenile justice system;
- (h) To enter into contracts through its executive director and cooperate with local governmental units and combinations of such units to carry out the duties imposed by this chapter;
- (i) To enter into agreements through its executive director necessary, convenient or desirable for carrying out the purposes of this chapter with foundations, agencies, corporations and other businesses or individuals;
- (j) To accept gifts or donations of funds, services, materials or property from any source and use such gifts or donations as is appropriate to implement the provisions of this chapter;
- (k) To establish appropriate state criminal justice planning regions accountable to the commission, and provide guidance to the participating local government units in such regions;
- (l) To encourage regional and metropolitan area crime control and planning efforts, action projects and cooperative arrangements;
- (m) To encourage applications and proposals from state agencies, units of local government, combinations of such units and regional groupings of states for the improvement of law enforcement and the administration of criminal and juvenile justice systems;
- (n) To receive and evaluate applications for financial assistance from state agencies, units of local government and combinations of such units and disburse available federal, state and private funds to applicants pursuant to the comprehensive statewide action plan provided for in subsection (a) of this section;

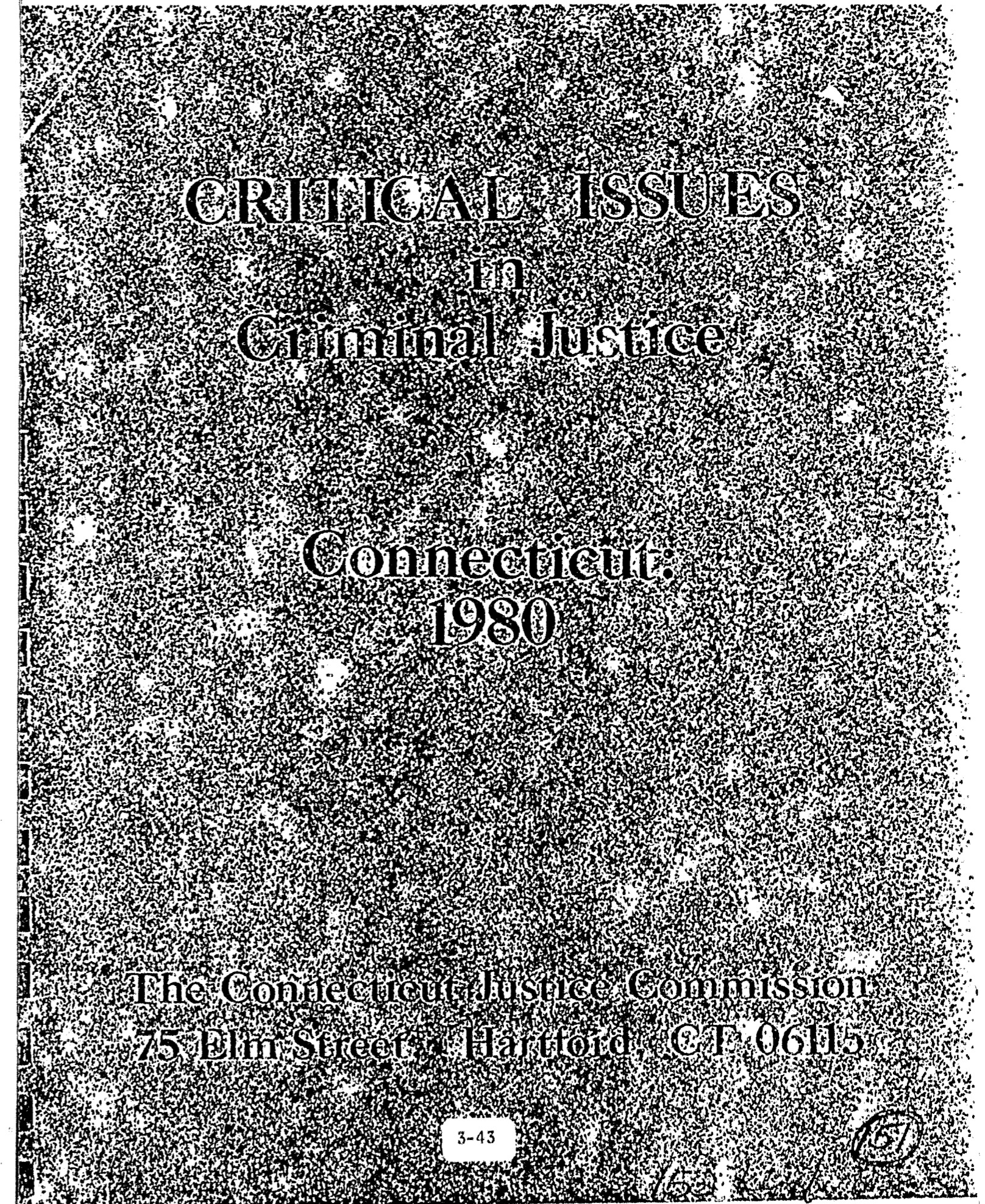
- (o) To provide information and technical assistance to prospective aid recipients and other state and local agencies concerned with law enforcement and the administration of criminal and juvenile justice systems, including, but not limited to, information on the benefits of the commission's programs and on procedures for grant application;
- (p) To provide for such funds accounting, audit, monitoring, evaluation and administration procedures as may be necessary to assure fiscal control, proper management and disbursement of federal, state and private funds received for the purposes of this chapter;
- (q) To adopt such regulations not inconsistent with the provisions of this chapter as it may deem necessary;
- (r) To insure that procedures for the collection, storage or dissemination of all criminal history information adhere strictly to security and privacy requirements of federal and state regulations and law;
- (s) To advise the governor and the general assembly on legislation and other significant matters pertaining to law enforcement improvement, criminal and juvenile justice reform and the prevention of crime, and prepare and recommend legislation to the governor for the improvement of the criminal and juvenile justice systems;
- (t) To assist the governor in exercising equal employment opportunities and civil rights compliance responsibilities as is required by federal law or executive order; and
- (u) To make such reports of the work of the commission to the governor and the general assembly as may be appropriate or as the governor or general assembly may request.

(P.A. 76-432, S. 2, 11; P.A. 77-614, S. 59, 610.)  
 See title 2c re termination under "Sunset Law."  
 See Sec. 4-38f for definition of "administrative purposes only."

CONNECTICUT

ATTACHMENT 3

Critical Issues in Criminal Justice Connecticut, 1980



The Connecticut Justice Commission  
75 Elm Street, Hartford, CT 06115

3-43

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## Primary Delinquency Prevention

### Introduction

Many experts in juvenile delinquency have suggested that the key to preventing delinquency may lie in expansion of opportunities for successful experiences in the institutions affecting the development of young people (i.e. family, school, & work). The underlying assumption of the advocates of this approach, is that many young people feel alienated from these institutions and therefore they have no stake in abiding by community rules. Without positive and meaningful attachment to the community, a young person's self-esteem, and sense of competency is often threatened. Delinquent behavior is thereby seen as a reaction to a youth's alienation from his/her community.

The Interagency Delinquency Prevention Planning and Programming Project was established by the Connecticut Justice Commission in 1978, for the purpose of improving delinquency prevention capacities within all Connecticut state agencies that strive to effect positive youth development. An Interagency Task Force, composed of the heads of all key state agencies that serve youth, was created to set policies for collaborative efforts.

Initially, the group was composed of the Commissioners of the Department of Education, Department of Children and Youth Services, Department of Mental Retardation and the Executive Director of the Justice Commission. In recent months the group was expanded to include the Commissioners of the Departments of Labor; Human Resources and Health; and the Undersecretary of Employment and Training of the Office of Policy Management.

In addition to the Interagency Task Force, a Statewide Planning Committee on Delinquency Prevention was also created. This group is composed of representatives from eight state agencies, who are involved in delinquency prevention, as well as representatives from the Connecticut Youth Service Association; the Connecticut Justice for Children Collaboration; and the Consortium for Youth of South Central Connecticut, (a regional L.F.A.A. discretionary grant prevention project.) The Committee, also included individuals who work for Community Delinquency Prevention Program. The primary responsibility of this group is to plan and coordinate collaborative delinquency prevention activities on the state level.

## Primary Delinquency Prevention

### I. Problem

Juvenile delinquency is a major social problem in Connecticut, as it is across the country. Most teenagers engage in delinquent acts, but only a small minority commit serious offenses or are chronic repeat offenders. It is this relatively small group which comes in contact with the juvenile justice system. In Connecticut in 1978, about 8,300 youths were referred to the juvenile court for the commission of a delinquent act. This amounts to less than 2% of youths under age 16 in the state. Less than 1,000 youths are committed to the jurisdiction of the Department of Children and Youth Services per year for the commission of delinquent acts. These cases generally occur for very serious offenses, or a large number of offenses.

There are, of course, many thousands of less serious juvenile delinquents who are either never apprehended, or who are diverted from the juvenile justice system to youth service bureaus and other community agencies, by the Police.

A primary cause of delinquent behavior is the inability of some youth serving institutions to meet the needs of many young people. Because some of the policies and practices of schools, private and public youth serving agencies, and employment programs, "lock-out" some children from meaningful social roles, these youths become alienated from conventional society. As a result, youths often engage in a variety of anti-social behavior such as drug and alcohol abuse and delinquency.

### II. Effect of Problem

The implications of delinquency are far reaching. Young people suffer in ways that often effect their adult lives. Their education and/or career training is often impaired; self-image/esteem can be damaged; and familial relationships are harmed, sometimes irreparably.

Delinquency places stress on the many components of the justice system; often State and private agencies become involved as well. Police, courts, social services agencies, schools, and corrections facilities, are all resources which are drawn on when delinquency occurs.

In addition, delinquency increases the risk that adult criminal behavior will result at some future time. Incidences of adjudicated delinquents, who commit offenses as adults, demonstrate a probable relationship between delinquency and adult criminal behavior.

Finally, the community and its residents are victims of delinquent behavior. Property damage results from vandalism; serious adult crime increases as the relatively innocent offenses of the juvenile offender have driven people off the streets; and sometime whole neighborhood begin to erode.



III. Goals and Objectives

- o To promote the positive development of Connecticut's youth into productive, creative and law-abiding citizens.
- o To remove factors (such as negative labeling, stereotyping of subcultural groups and intolerant attitudes of normal youth problems) that contribute to the problem of delinquency.
- o To provide resources that increase the youth's resistance to the problem of delinquency. Such resources include meaningful educational and social experiences and vocational training.

IV. Policy

While it is recognized that the prevention of delinquency must ultimately be a responsibility of local communities, the state is committed to provide leadership and support to local communities in assisting their efforts.

V. Strategies

- o Provide support to local communities for expanded youth employment programming.
- o Improve the capacity of employment programs to attract hard to reach youths.
- o Conduct public education activities, to generate support for new prevention strategies in schools.
- o Provide training and technical assistance to help local school systems develop innovative approaches.
- o Provide technical assistance and training to local schools, to help them intensify meaningful roles for parents, police and community agencies.
- o Provide training to teachers, and other youth service professionals, on such issues as human development, classroom management, and group process.
- o Interfacing with the General Assembly to advocate for legislative proposals which call for prevention initiatives.
- o Provide funding to local communities for educational and employment programs which focus on organizational change.

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ATTACHMENT 4

Planning for Prevention

PLANNING FOR PREVENTION

USING STATE/LOCAL COLLABORATIVE MODELS

COURSE

- a. Project Developmental Stages and Components
- b. Goals, Objectives and Activities
- c. Training Designs and Formats
- d. Prevention Theory, Strategies and Approaches  
Lofquist, Hunter, Folk
- e. Bibliography

PRESENTERS:

Robert Francis, President  
Connecticut Youth Services Association  
Stratford Community Services  
2730 Main Street  
Stratford, CT 06497

Joe L. Freeman, Coordinator  
Youth Service Bureau Unit  
Department of Children and Youth Services  
170 Signorney Street  
Hartford, CT

COMMUNITY-BASED PREVENTION PROJECT  
Stages of Project Development

1. Formation of State/Regional-Local Planning/Coordinating Committee
  - a. Staff for project
  - b. Funding for project
  - c. Authorization for project
    1. Role of SPA, RPA
    2. Role of Key State Agency
    3. Role of Community Based Agencies
2. Development of Project Concepts, Policies, Strategies
  - a. Assess Prevention State of the Art
  - b. Identify Key Actors
  - c. Identify Concensus, Conflict, Differences
3. Orientation, Information, Education on Prevention Theory and Implementation Strategies.
  - a. Key Actors at State and Local levels
  - b. Decision makers at state and local levels
  - c. Lead Agents/Organizations in Communities
4. Entry into a Community
  - a. Identification of Team Leaders
  - b. Authorization from general purpose government, others
  - c. Selection and Composition of Teams
    1. Public-Private Collaboration
    2. Networking of all youth serving agencies
    3. Key actors from each system, organization, agency
5. Team Development
  - a. Training/Educational Format
  - b. Adoptable Workshop Model
  - c. Training of Trainers/Team Leaders
6. Technical Assistance, Community Consultation and Support System for Teams during developmental stages
  - a. Regional Support Groups for Team Leaders
  - b. Published Progress Reports
7. Evaluation, Assessment and Monitoring of Community Resource Development Teams

continued

- 2 -

- a. Indicators and methods of assessment should be decided at initial stage
- b. Local lead person/agency should be in control
- c. Indicators, methods and models need to be developed
  1. Policies and procedures of institutions, systems, including Boards, etc.
  2. Behavior of employees, who implement (1) and interact with (3)
  3. Behavior of youth, who are part of or alienated from (1) & (2) above.
  4. Behaviors of Community Development Team Members.

J. Freeman  
6-17-80

Some Issues/Questions to Consider

1. How to get started
  - Establishing momentum
  - Major points of resistance
2. Delinquency Prevention Policy
  - Direction - how chosen
  - Political, previous history - conditions which dictate
  - Consensus - how reached
3. Developing interagency consensus
  - Priority
  - Methods
  - Communication
  - Does amount of effort justify itself
  - Movement too fast, too slow
  - When to do entry into community
4. How to choose Local Program Simulation - Local Setting:
  - Perception of problem amenable to organizational change
  - Local initiative for change
  - Favorable setting for networking
  - Prevention favored as approach
  - Local government cooperation
  - Incidence of Delinquency
  - Size of Community
  - Geographical distribution

J. Freeman  
6-17-80

COMMUNITY-BASED PREVENTION COALITION

I Components

Coalition - The Coalition is the state level consortium of public and private agencies committed to planning, advocating and implementing positive youth development and delinquency prevention by facilitating the creation of Community Development Teams.

The Coalition was organized with the approval and staff support of DCYS and is comprised of representatives from the following organizations:

Connecticut Child Welfare Association  
Connecticut Justice for Children Collaboration  
Connecticut Justice Commission  
Connecticut Youth Services Association  
Consortium For Youth in South Central Connecticut  
Department of Children and Youth Services  
Department of Education  
Department of Mental Health

Community Development Team Leader - The Team Leader is an individual who (a) realizes that conditions within a community which contribute to negative labeling, alienation, and limit youth to a second class citizen level can be systematically changed and (b) is in a position to begin negotiating with the Coalition concerning organizing a Community Development Team, and (c) the agency has authorized support for and allocated staff time to the Community Development Team.

The Leader and the Coalition examine key factors in selecting optimal strategies based on local information and the experiences of other communities. The following elements are some of those included:

Community ownership of the problem and solution.  
Initiative for change is present or developing.  
Evidence of a collaborative atmosphere is demonstrated, including public/private, school/police/community.  
A positive interface with local municipal officials.  
Participation of the agencies that most need to change.  
Priority for prevention (i.e. conditions) over remediation (i.e. individual client services).  
Delinquency prevention is a perceived need.  
Agencies and individuals within the local youth services system can commit local resources necessary to participate, (i.e. 10 to 20 staff days annually per individual).

Community Development Teams - The Team is a community level group of policy makers, decision makers, middle management, front line staff and consumers who assemble for the purpose of creating conditions within their own community which contribute to the well being of young people by participating in Community Development Workshops.

Actual Team composition is a local decision. The following are common selections:

Adult Consumers: minorities, women, political, business, industry, service clubs, civic groups, parents.

Courts: Probation Officers, Counselor/Advocates.

Education: Superintendent, Principals, Teachers, Pupil/Personnel, Student Leaders, Adult Education.

Employment: Job Banks, Private Employers, Unions, Vocational and Distributive Education, CLTA.

Municipal Government: Selectpersons, Councils, Mayor, Town Managers, Administrative Assistants.

Police: Chief, Youth Officer, Resident Trooper, Patrolman.

Youth Agencies: Scouts, Recreation, Big Brothers/Big Sisters, YMCA's, YWCA's, Clubs, Churches.

Youth Consumers: minorities, women, students, workers, dropouts.

Youth Services Bureau: Coordinator/Director, Outreach, Counselor, Advisory Board.

Community Development Workshops - The Workshop is a structured process model which permits the Team to select their own agenda by developing a common understanding of Positive Youth Development, Prevention, Beliefs about the Causes of Delinquency, and Community Action Planning.

The Workshop, approximately 12 hours, provides access to new knowledge needed to address conditions created by the systems which impact on youth's lives. Change is often sought by addressing one or more of the following:

Community-wide Needs Assessment  
Community Mobilization  
Increasing Employment Opportunities  
Improving School Environments or Curriculum  
Parent Education  
Resource Development  
Training for Providers

Other System Changes Selected by the Teams.

## II Process - The proposed sequence.

### First Phase: Organizing (6 to 12 months)

1. A local level agency recognizes the need to address delinquency problems within their community.
2. That agency acknowledges the need for delinquency prevention and realizes the Community Development Workshop may provide a method to start the change process.
3. The local agency assigns a Lead individual to negotiate with the Coalition's lead agency and individual, the Department of Children and Youth Services and Nyle K. Davey, respectively.
4. The Lead Individuals develop a strategy designed to meet the local needs and utilize existing resources, including those of the Coalition and the Department.
5. The Coalition and the Department review and comment over the proposals.

### Second Phase: Community Develops Workshop (2 to 6 months)

6. The membership pool of the Community Development Team is identified and a commitment to participate is sought.
7. Date, time, and place are finalized and communicated to all potential participants.
8. The Coalition representatives form a training team from its own membership and others in conjunction with the local Lead Individual.
9. The training is implemented. The product is a group, or core group, which now has a common understanding of prevention and its application potential to their communities. Strategies and service options are clearer. Goals and objectives are being developed.

### Third Phase: Community Intervention (ongoing, cycles)

10. The Community Development Team begins to develop an identity, sense of purpose, specific goals and objectives related to delinquency prevention, and the who's, how's and what's are evident.
11. Each Team develops uniquely. Predictable patterns might include:
  - Operationalize delinquency prevention
  - Shift to remediation
  - Expand it's network of members
  - Disband, or run out of energy
  - Combinations of the above

12. The Coalition and the Department remains available to provide or facilitate technical assistance to participating Team. Expected requests include:

- Refresher training
- Maintaining a focus on prevention
- Problem solving
- Community and group dynamics
- Public education
- T.A. service brokerage
- Periodic evaluation

13. The Coalition and the Department also provide an opportunity for Team Leaders, trainers, and the T.A. provider to form a support group. It is expected as new cycles of training are implemented this component will become increasingly useful.

NKD:cd

4-21-80

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ATTACHMENT 5

Summary Report of Interagency Prevention Consultant

SUMMARY REPORT  
OF  
INTERAGENCY PREVENTION CONSULTANT

February, 1980 - January, 1981

SUMMARY REPORT: Overview of Consultation Activity for Positive Youth Development and Delinquency Prevention in 1980.

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GOAL AREA I: Interagency Liaison, Communications and Resource Exchange at State, Regional and Local Level

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RESULTS:

- A. Statewide Planning Committee for Delinquency Prevention  
Active, ongoing participation of 9 State Agencies, with State and Local, Public and Private Agency representatives to discuss inter-agency relationships, delinquency prevention theory, joint strategies, current programs and policy issues affecting youth development.
- B. Interagency Task Force on Delinquency Prevention (Agency Commissioners)  
Participation of 9 State Agency Heads, and their designated Agency Representatives.
- C. State Agency Prevention Representatives  
Participation of prevention program specialists from respective State Human Agencies (10 Agencies) is anticipated.
- D. State Agency Consultation  
Individual assistance to State agencies for prevention planning, interagency information, special projects and interagency project development.
- E. Regional and Community Consultation  
Technical Assistance and consultation to regions (5) and local communities (City of Waterbury) on positive youth development and delinquency prevention.

ACTIVITIES:

- A. Monthly meeting preparation, presentations and follow-up materials; telephone contacts and interagency liaison with all representatives. Committee met 12 times during 1980.
- B. Formal Communications and meetings as needed or appropriate. Information exchanged via agency representatives. Task Force met in June, 1980 to discuss proposed Workplan for 1980-81.
- C. Contacts, facilitations of meetings and interagency communications. Monthly meetings began in November, 1980.
- D. Preparation and Exchange of materials, telephone contact and resource development activity within individual agencies.
- E. Communications, presentations and on-site technical assistance to local interagency groups.

GOAL AREA II: Interagency Project Planning, Program Development, Technical Assistance and Information Dissemination at the State and Local Level

RESULTS:

- A. State-Local Partnership for Positive Youth Development and Delinquency Prevention (City of Waterbury).

- B. Youth Policy Report on "Youth Education and Employment" by the Statewide Planning Committee. (In Process)

ACTIVITIES:

- A. Organization of technical assistance project "A State/Local Partnership for Positive Youth Development" in City of Waterbury. Consultation and assistance to (1) State/Local Planning Committee of interagency representatives (2) Workshop of 75 persons, and (3) to follow-up group "Positive Youth Action Team" for planning and implementation and dissemination of workshop results.

- B. Research and analysis of Issue, Related Problems and Recommendations for solutions to problems of youth education, employment and delinquency prevention. Preparation and dissemination of information to Committee and to local community representatives at a local YOUTH FORUM on Implementation Strategies (City of Hartford: Spring 1981).

GOAL AREA III: Resource Development at the State, Regional and Local Level

RESULTS:

- A. Submission of Grant Application for "Research and Development for Delinquency Prevention" (School-Based Strategies)

(Approved Funding: \$224,000 from 10-1-80 to 9-30-82 for Waterbury Public School System.

- B. Local submission of Grant Application for "Delinquency Prevention through Capacity-Building" (Denied Funding)

- C. Four Connecticut Grant Applications submitted for "Delinquency Prevention through Alternative Education" (Denied Funding; 1 of 4 (CREC grant was included in the top 20 applications)

- D. Provision of National Technical Assistance to State and Local Agencies:

1. WNIC - For CJC, DCYS, SDE
2. WNIC - For City of Waterbury and for Eastern CT (Region III)
3. NCRFY- For CETA and YSB City of Waterbury

ACTIVITIES:

- A. Organized State and Local interagency representatives for development and completion of grant application; Secured community input, technical assistance and prepared presentation for national Delinquency Prevention Conference in Washington. Provided ongoing technical assistance to school system and to community in planning for implementation, staff orientation and parent involvement.

- B. Review and limited assistance to Consortium for Youth (Regional Delinquency Prevention Demonstration Project) in preparation of grant application for capacity-building in delinquency prevention at State, Regional and Local levels.

- C. Limited assistance to local grantees in application development. Presentation on guidelines at Statewide Alternative Education Conference. Specific consultation to Capitol Region Education Council (CREC) on application development.

- D. Prepared requests for technical assistance, and acted as State/National liaison.



GOAL AREA IV.

Community Consultation and Interagency Liaison,  
Technical Assistance and Advocacy for Prevention  
at Regional and Local Level

CONNECTICUT

RESULTS:

- A. Local and Regional Presentations on "Prevention as a Priority" through Task Force on Prevention Education. Active interagency (DMH/DCYS) task force organized to provide education on prevention to citizen advisory groups. (Completion for 12/22 CAC's and 2/5 RAC's).
- B. Eastern Connecticut - Regional Conference on "Interagency Networking and Prevention Strategies"  
A DCYS - Regional Advisory Council project with interagency participation and national technical assistance from WNIC. A follow-up Task Force is actively pursuing networking strategies with DCYS staff support.
- C. CETA-YOUTH PARTICIPATION TECHNICAL ASSISTANCE PROJECT  
A national technical assistance project through National Commission on Resources for Youth (NCRFY) for CETA Prime Sponsors (City of Waterbury) to work with local Youth Services System in Waterbury.

ACTIVITIES:

- A. Functioned as Co-Chairperson of Task Force. Assisted in preparation of materials, correspondence, workshop and local presentations and telephone contact with local groups. Represented Task Force on DMH-Burdick Committee on "Information and Education Related to Prevention".
- B. Secured national technical assistance and acted as State liaison. Provided limited on-site consultation in development of regional conference.
- C. Secured technical assistance and acted as State liaison for this project to expand youth involvement in CETA-Youth Employment Programs. This youth decision-making project will also train youth to operate a Youth Job Bank and to serve on various Youth Agency Advisory committees.

ATTACHMENT 6

Excerpt 1981 CJC Plan

## 1981 Programs

### 81:4.24 Primary Delinquency Prevention/Positive Youth Development

#### Introduction

Many experts in juvenile delinquency have suggested that the key to preventing delinquency may lie in expansion of opportunities for successful experiences in the institutions affecting the development of young people (i.e. family, school, & work). The underlying assumption of the advocates of this approach, is that many young people feel alienated from these institutions and therefore they have no stake in abiding by community rules. Without positive and meaningful attachment to the community, a young person's self-esteem, and sense of competency is often threatened. Delinquent behavior is thereby seen as a reaction to a youth's alienation from his/her community.

The Interagency Delinquency Prevention Planning and Programming Project was established by the Connecticut Justice Commission in 1978, for the purpose of improving delinquency prevention capacities within all Connecticut state agencies that strive to effect positive youth development. An Interagency Task Force, composed of the heads of all key state agencies that serve youth, was created to set policies for collaborative efforts.

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#### I. Problem

Juvenile delinquency is a major social problem in Connecticut, as it is across the country. Most teenagers engage in delinquent acts, but only a small minority commit serious offenses or are chronic repeat offenders. It is this relatively small group which comes in contact with the juvenile justice system. In Connecticut in 1978, about 8,300 youths were referred to the juvenile court for the commission of a delinquent act. This amounts to less than 2% of youths under age 16 in the state. Less than 500 youths are committed to the jurisdiction of the Department of Children and Youth Services per year for the commission of delinquent acts. These cases generally occur for very serious offenses, or a large number of offenses.

There are, of course, many thousands of less serious juvenile delinquents who are either never apprehended, or who are diverted from the juvenile justice system to youth service bureaus and other community agencies, by the Police.

A primary cause of delinquent behavior is the inability of some youth serving institutions to meet the needs of many young people. Because some of the policies and practices of schools, private and public youth serving agencies, and employment programs, "lock-out" some children from meaningful social roles, these youths become alienated from conventional society. As a result, youths often engage in a variety of anti-social behaviors such as drug and alcohol abuse and delinquency.

## II. Effect of Problem

The implications of delinquency are far reaching. Young people suffer in ways that often effect their adult lives. Their education and/or career training are often impaired; self-image/esteem can be damaged; and familial relationships are harmed, sometimes irreparably.

Delinquency places stress on the many components of the justice system; often State and private agencies become involved as well. Police, courts, social services agencies, schools, and corrections facilities, are all resources which are drawn on when delinquency occurs.

In addition, delinquency increases the risk that adult criminal behavior will result at some future time. Incidences of adjudicated delinquents, who commit offenses as adults, demonstrate a probable relationship between delinquency and adult criminal behavior.

Finally, the community and its residents are victims of delinquent behavior. Property damage results from vandalism; the offenses of the juvenile offender have driven people off the streets; and sometimes entire neighborhoods are ruined.

## III. Goals and Objectives

- o To promote the positive development of Connecticut's youth into productive, creative and law-abiding citizens.
- o To remove factors (such as negative labeling, stereotyping of subcultural groups and intolerant attitudes of normal youth problems) that contribute to the problem of delinquency.
- o To provide resources that increase the youth's resistance to the problem of delinquency. Such resources include meaningful educational and social experiences and vocational training.

## IV. Policy

While it is recognized that the prevention of delinquency must ultimately be a responsibility of local communities, the state is committed to provide leadership and support to local communities in assisting their efforts.

## V. Strategies

- o Provide support to local communities for expanded youth employment programming.
- o Improve the capacity of employment programs to attract hard to reach youths.
- o Conduct public education activities, to generate support for new prevention strategies in schools.
- o Provide training and technical assistance to help local school systems develop innovative approaches.
- o Provide technical assistance and training to local schools, to help them intensify meaningful roles for parents, police and community agencies.
- o Provide training to teachers, and other youth service professionals, on such issues as human development, classroom management, and group process.
- o Interfacing with the General Assembly to advocate for legislative proposals which call for prevention initiatives.
- o Provide funding to local communities for projects in schools and employment programs which focus on organizational change.

### Activity A: Positive Youth Development

The Interagency Task Force on Delinquency Prevention and the Statewide Planning Committee have conducted research in the area of delinquency prevention for the past three years. They have come across several approaches which seem to have promise, based upon research conducted by the federal Office of Juvenile Justice and Delinquency Prevention over the past decade.

The predominant thinking in the juvenile delinquency prevention field today is that there are arrangements and processes in contemporary social institutions that generate delinquent behavior.

To reduce delinquent behavior, these arrangements and processes need to be altered. The most promising approach for delinquency prevention is organizational change in schools, the workplace, and community agencies. By organizational change, we mean the process by which institutions review their problems and needs, set goals and priorities, and implement changes that address these problems or needs (such as delinquency). An example is that in a particular school, many students feel alienated and powerless, because they have no input in decision-making. An organizational change to address this problem, is to let students become voting members of the school board and all other decision-making bodies that effect the school. Organizational change projects are distinct and separate from direct service projects, which focus on individual needs and deficiencies.

## I. Results

- a. A decrease in the incidence of school crime

- b. An increase in the number of youth placed in educational and employment programs.
- c. An increase in the number of youths engaging in joint work/school projects.
- d. A decrease in the proportion of youths referred to juvenile court.
- e. An increase in the numbers and kinds of ways that parents, police, and community agencies are involved in school life.
- f. An increase in the proportion of school dropouts, who return to school or receive a graduate equivalency degree.
- g. An increase in the numbers of private citizens involved in community prevention planning.
- h. Increased capacity of youth service professionals to respond to the needs of Connecticut's youths.
- i. Increased capacity of Connecticut's communities to solve their own delinquency problems.
- j. Increased coordination between local youth service providers, such as schools, employment programs, and youth service bureaus.

## 2. Activities Planned and Services Provided

### a. Eligible Applicants

Local public and private schools, employment programs, and youth serving agencies are eligible to apply for funds under this activity.

### b. Activities Planned

Possible activities to be conducted by these projects include, but are not limited to the following. Once again, the focus of these projects is in changing the policies, procedures and practices of youth serving institutions that can and do contribute to delinquency.

- o expanded youth employment programming for hard to reach youths.
- o conducting school climate studies.
- o strengthening linkages between schools and employment programs.
- o teacher training around such issues as adolescent behavior and classroom management.
- o developing internship programs for junior high and senior high school students.
- o developing new courses in a variety of non-academic areas, such as lifecoping skills, parenting and marriage.

- o Evaluating the school structure and implementing innovations that promote a more positive environment such as broadening the curriculum, and providing opportunities for students and parents to participate in decision making processes in the school.
- o encouraging potential employers to hire youths.
- o supporting supervisors and sponsors in preparing to work with youths.
- o to provide ongoing support to youths who are entering the job market.
- c. Project Beneficiaries

The target population for this activity is all youths in middle, junior and senior high school. Primary prevention is generally defined to be directed to changing adverse conditions that affect all youth.

## 3. Application Requirements

Applicants will be asked to document the following in their applications:

- a. Existing attempts to deal with the delinquency problem.
- b. Knowledge of, and perceptions about organizational change strategies.
- c. The involvement of local government in the planning process for the project.
- d. The involvement and attitudes of local school officials.

## 4. Criteria for Selecting Projects

The following are the criteria that will be used in evaluating applications under this category:

- a. The applicant has provided very detailed, quantitative data to document the nature, extent and severity of the problem. Data are in a form which is subject to comparison (e.g. cost per capita, role of recidivism, etc.).
- b. The applicant has provided a very detailed description of the qualitative implication of the problem situation on the clients, family and community.
- c. The applicant's proposed indirect/administrative costs are extremely reasonable, compared to other projects of this type.
- d. The applicant's proposed cost per unit of service (cost per client, per hour of counseling, per shelter day, etc.) are low, as compared to other projects of this type.
- e. The applicant has a well designed plan for establishing a sliding scale fee structure for clients who can afford to pay for services. This plan includes procedures for assessing, charging and collecting fees.
- f. The applicant has a well designed plan to make use of all other available and appropriate resources in their service area.

- g. The applicant has fully involved all other appropriate agencies in the initial development of the proposed project.
- h. The applicant has a detailed plan for programmatic and fiscal institutionalization of the project.
- i. The applicant has a well developed plan for documenting the progress of the project. This plan includes: designation of appropriate data elements; stated results are in measurable terms; a realistic schedule and mechanism for obtaining data; and designated responsibility for collection of data.
- j. The applicant has presented a complete, comprehensive, and thoughtful Purpose/Results/Activities/Timetable workplan for the project. This workplan is:
  - a. integrated - all elements flow logically from one to another e.g. the activities are all rational means by which to accomplish the results.
  - b. measurable - both the results and activities are outlined in measurable terms.
  - c. feasible - the entire workplan is realistic, considering the size and scope of the project.
- k. The applicant has outlined a clear, concise, well defined organizational structure, which includes a description of: supervisory relationships; staffing patterns; and relationships to governing and advisory groups.
- l. The applicant has provided very well developed information regarding job descriptions, personnel qualifications, and salary schedules.
- m. The applicant demonstrates some initiative for change is present. For example, an informal group of persons has been working on potential responses to school vandalism.
- n. The setting seems to be favorable for joint agency work.
- o. Local government sees youth services as important.
- p. There is evidence of involvement and commitment on the part of school officials.
- q. The applicant proposes changes in policy, practices and procedures that are causing problems for young people.

#### 5. Funding Policy

Funding for this activity is contingent upon receipt of funding under the Justice System Improvement Act of 1979. Funding would be for a maximum of three years, with funding decreasing from 100% in the first year, to 75% in the second and 50% in the third.

#### 6. Relationship to Similar State or Local Programs

The Justice Commission is a member of the Connecticut Task Force on Delinquency Prevention composed of eight state agencies, including the Department of Children and Youth Services, Education, Labor, Health, Mental Retardation, Human Resources, and the Office of Policy and Management.

These positive youth development projects will be coordinated with all delinquency prevention programs funded or operated by these other state agencies.

In addition, these projects will be coordinated with all relevant local projects, especially those offered by youth service bureaus and private youth serving agencies.

#### 7. Performance Indicators

The following data elements, as appropriate, will be collected at the project level:

- a. Job placement statistics from the projects
- b. Employment (training) placement statistics from the projects.
- c. Number of high school graduates in school systems in which the project is located.
- d. Number of referrals to juvenile court from the participating community.
- e. Reports of school crimes to police in participating communities.
- f. School records of violence and vandalism in participating communities.
- g. Reports from participating schools on community involvement.
- h. School reports on numbers of drop-outs returning to school and receiving degrees.
- i. Vocational program reports on clients who received GED's through joint educational/vocational program.
- j. Reports from local community resource development teams, re: citizen involvement.
- k. Pre and post testing of all professionals who receive training.
- l. Pre and post testing of local community resource development teams to identify and plan for prevention efforts.
- m. Number of inter-agency agreements in participating communities.
- n. Number of joint prevention projects in participating communities, involving youth service bureaus, schools, and employment programs.

CONNECTICUT

ATTACHMENT 7

Workshop Report (Waterbury)

3-70

A STATE - LOCAL PARTNERSHIP  
FOR  
POSITIVE YOUTH DEVELOPMENT

A Workshop Report  
from  
the City of Waterbury

1980

3-71

A STATE-LOCAL PARTNERSHIP  
FOR  
POSITIVE YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION

A Workshop Report

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I. A STATE-LOCAL PARTNERSHIP FOR POSITIVE YOUTH DEVELOPMENT: AN OVERVIEW AND ACCOMPLISHMENTS	1
II. WORKSHOP RESULTS	2
III. KEYNOTE PRESENTATION BY DR. KENNETH POLK: POSITIVE YOUTH ACTION	3

A STATE-LOCAL PARTNERSHIP FOR  
POSITIVE YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION

I. An Overview and Accomplishments

The Connecticut Justice Commission and three State Agencies from the Interagency Task Force on Delinquency Prevention initiated a partnership effort with the City of Waterbury for the development of new positive youth development strategies. These strategies focus on changing the policies, practices and procedures of youth serving organizations which contribute to delinquency in local communities. As such, the Waterbury project represented the first attempt to implement the State Strategy for Delinquency Prevention developed by the Statewide Planning Committee for Delinquency Prevention in 1978.

In order to share recent information on positive youth development theory and strategies, and resources for implementation of these organizational change strategies, the Connecticut Justice Commission offered technical assistance to State and local agency representatives from education, youth services, and youth employment programs to plan a local workshop for May 20, 1980.

Most important are the accomplishments achieved through follow up activity by a newly established "Positive Youth Action Team" which was mobilized to follow up on the recommendations from the participants of the May 20, 1980, workshop. Youth representatives were invited to join the local planning committee comprised of representatives from CETA, the Youth Service Bureau, and local youth services.

An executive committee comprised of two adults and two youth was elected at the June 21, 1980, meeting in order to review the workshop recommendations and to recommend action steps to the full committee. The committee determined three priority areas based upon workshop recommendations.

Priority 1 - Increase youth communication and involvement in community affairs.

Priority 2 - Orient youth to available services and activities in school and community.

Priority 3 - Increase youth options for education and learning in school and in the community.

Accomplishments of the Positive Youth Action Team include:

- 1) Participation in the planning of CETA Youth Day in August 1980.
- 2) Community Survey of Youth Serving Agencies to determine youth involvement on Agency Boards and Advisory Committees.
- 3) Planning for a Youth Job Bank to meet employment needs of more youth.

Future Objectives of the Positive Youth Action Team include the following:

- 1) To have youth conduct a needs assessment on "youth needs" in the community.
- 2) To obtain technical assistance to train youth for participation in community agency planning activity.
- 3) To investigate schools suspension policies and procedures.
- 4) To increase youth participation on youth serving boards and advisory committees.

The committee meets on a monthly basis on the second Wednesday of each month at 4:00 PM in the YMCA Board Room. Involvement of youth and community leaders is welcomed and encouraged.

## II. Workshop Results

Discussion in each of the six small interagency workshop groups centered around three themes:

- 1) The need for youth involvement and participation in planning and implementation of activities for their benefit.
- 2) The need for more interagency communication and information-sharing among agencies.
- 3) The need for community-wide representation in program planning and implementation.

Groups identified problems confronting youth and the agencies who work with youth (schools, youth and social service agencies):

- 1) School policies, particularly regarding school suspension and expulsion.
- 2) After-school programs for youth.
- 3) School career-education programs and opportunities for work in the community.
- 4) Teacher burn-out.
- 5) Student attitude and truancy.
- 6) Youth opportunities for discussing their needs, ideas and skills with adult decision-makers in community.
- 7) Image of Alternative School.
- 8) Opportunities for youth to interact with other youth from different groups, schools, neighborhoods and backgrounds.
- 9) Negative self-image of youth.
- 10) Business and industry awareness of youth needs and support for youth programs.
- 11) Knowledge of existing resources for increased utilization by youth.
- 12) Parental involvement in youth programs and school activity.

Final recommendations and strategies for positive action to remedy the above problems are summarized in the following one-page statements from each workshop group.

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### ATTACHMENT 8

Options for Urban Youth - Interagency  
Delinquency Prevention Pilot Project



INTERAGENCY DELINQUENCY PREVENTION PILOT PROJECT

Project Focus: Options for Urban Youth through Education, Work and Community Service

Purpose of Project: To facilitate interagency planning and strategy development with concerned individuals representing education, labor, public/private youth services and state and local government in order to analyze the options, barriers and resources for urban youth, particularly high-risk\* urban youth age 12-16 years, to acquire:

- (1) basic educational skills
- (2) information on career education and job development
- (3) training through experience-based education
- (4) life skills (e.g. decision-making, law-related education)
- (5) specific job experience

Goals of Project:

1. To facilitate local interagency communications, planning, resource development and joint strategy development on issue of youth education and employment for urban youth.
2. To identify barriers to successful education experiences (i.e., school suspension policies and procedures, transportation, interagency communication problems, etc.)
3. To assist in identifying specific action strategies for expanding options of urban youth for education, work and community service through state/local, public and private agencies, schools and local business communities.
4. To assist in the planning and development of a pilot project which can assist a specified number of high-risk urban youth to achieve goals related to educational, skill training and employment experience opportunities.

Task Activity:

Timeframe:

- |   |                |
|---|----------------|
| 1. Identify key individuals, groups and agencies responsible for education (basic skills, vocational and career ed.) and job training/employment counseling within a specified number of urban middle schools.                                    | February-March |
| 2. Identify key individuals and groups who are leaders within the business community, including but not limited to Chamber of Commerce, Union organizers, United Way, Corporation leaders, CBIA representatives and recognized community leaders. | February-March |
| 3. Identify key community agencies and organizations who work with youth and can address educational and employment needs of youth.   | February-March |

Task Activity:

Timeframe:

- |   |                     |
|---|---------------------|
| 4. Assist local community in convening an interagency meeting to assess current <u>opportunities</u> for urban middle-school youth and <u>barriers</u> to successful future educational and employment experiences. | April - May         |
| 5. Assist in formation of a local planning team to plan and develop a pilot project for implementation in at least one middle school within the designated community.   | May - June - July   |
| 6. Assist in identification of in-kind and financial resources available (state, local, public agency, private sector) to implement the proposed pilot project.   | March - August      |
| 7. Assist local community in initial implementation phase.  | September, 1981     |
| 8. Form a state/local, public/private pilot project review team to assess progress, provide feedback and communicate results to community and state level.  | September - October |
| 9. Assess possibilities for expansion of pilot projects to additional urban schools and/or urban communities in the State.  | December - January  |
| 10. Commence planning process to focus on new site.   | February 1982       |

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ATTACHMENT 9

Opportunities for Education and Employment

\* high risk: minority; school problems (truant, disruptive, suspended and/or drop out); low income; female.

FINAL REVISED DRAFT  
JULY 30, 1981

A BETTER CHANCE FOR CONNECTICUT YOUTH:  
OPPORTUNITIES FOR EDUCATION AND EMPLOYMENT

STATEWIDE PLANNING COMMITTEE FOR DELINQUENCY PREVENTION

1981

"We are guilty  
of many errors and many faults  
but our worst crime  
is abandoning the children  
neglecting the fountain of life  
Many of the things we need  
can wait. The child cannot.  
Right now is the time . . ."

Gabriela Mistral

Nobel Prize-winning Poet from Chile

Compiled by: THE STATEWIDE PLANNING COMMITTEE FOR DELINQUENCY PREVENTION.  
An interagency committee of designated representatives from  
the Connecticut Justice Commission, State Department of  
Children and Youth Services, State Department of Education,  
State Department of Labor, Department of Human Resources,  
State Department of Mental Health, State Department of Mental  
Retardation, Office of Policy and Management - Division of  
Employment and Training, State Department of Health Services,  
Connecticut Youth Services Association, Connecticut Justice  
for Children Collaboration, Inc., The Consortium for Youth  
of South Central Connecticut, Waterbury CETA, and Greenwich  
Department of Social Services.

ISSUES AND ANSWERS: EDUCATION AND EMPLOYMENT FOR ALL YOUTH

Statistics and experience demonstrate that young people without basic academic skills, without self-worth and interpersonal skills, without high school diplomas without career knowledge, job skills and work experience, are likely to become young adults without a future. Unless the unharnessed energy of youth is channelled constructively, it can turn into rage against society through crime or into self-destructive behavior such as alcohol or drug abuse.

FOR THE MAJORITY OF YOUTH, THE CRITICAL TRANSITIONS FROM HOME TO SCHOOL TO WORK ARE MADE REASONABLY WELL. BUT FOR CERTAIN GROUPS OF YOUTH, THE TRANSITION IS ESPECIALLY DIFFICULT - PUTTING THESE YOUTH AT HIGHER RISK OF FAILURE.

Both the recent report of the Carnegie Council (1980) and the Vice President's Task Force on Youth Employment (1980), document the fact that four groups of youth bear a disproportionate share of these problems of transition:

- . MINORITIES
- . ECONOMICALLY DISADVANTAGED
- . YOUNG WOMEN
- . SCHOOL DROP-OUTS

This issue is clear. Due to a lack of personal and educational skills, as well as employment training opportunities, any young person can soon become a troubled youngster; but this is particularly true of a young person who belongs in two or more of these four groups or who already has an additional burden of a physical or mental handicap, a teenage pregnancy or a delinquency record. The answer is also clear. It is in our own best interests to become committed partners in preparing all of our young people for a responsible future.

POSITIVE YOUTH DEVELOPMENT IS A SHARED RESPONSIBILITY

Parents, neighbors, educators, community service providers, religious leaders, employers, government officials, citizens and legislators each have specific roles and responsibilities for promoting the healthy growth of Connecticut's young people. Significant partnerships and a community-wide coordinated approach among these key individuals and institutions assure every child an opportunity for basic education, employment and a productive future.

In this report, the Statewide Planning Committee for Delinquency Prevention highlights the complex issue of providing education and employment for all youth and shares cost-effective examples of answers -- successful partnerships already serving young people. The report also includes recommended action steps to foster positive youth development and thereby reduce delinquency and the many related social problems of immense cost to the child and to the entire community.

DEFINING THE ISSUES: INADEQUATE EDUCATION AND UNEMPLOYMENT

Young people who are failing to learn how to function effectively in a democratic nation present a problem to the entire society. We all pay a price in terms of safety in our streets and our homes; in terms of heavy social costs for unemployment, law enforcement, and prisons; and in terms of the social malaise that stems in part from the recognition that we are not successfully meeting the problems of many youth.

"APPROXIMATELY HALF OF THE DISADVANTAGED YOUTH IN AMERICA EXPERIENCE CHRONIC UNEMPLOYMENT (FREQUENT SPELLS OF MORE THAN A MONTH OF UNSUCCESSFUL JOB SEARCH). THIS IS A PRECURSOR TO LIFE-LONG DIFFICULTY IN LANDING A JOB, WITH A COST TO SELF AND SOCIETY WHICH IS IMMENSE IF NOT PRECISELY CALCULABLE. ALTHOUGH UNEMPLOYMENT OF DISADVANTAGED YOUTH IS PARTIALLY RELATED TO AGGREGATE OR REGIONAL DEMANDS FACTORS; IT IS MOST OFTEN RELATED TO ONE OR MORE OF THE FOLLOWING FACTORS:

- LIMITED BASIC ACADEMIC SKILLS, SUCH AS READING AND MATH;
- LACK OF "JOB READINESS" SKILLS, SUCH AS PUNCTUALITY AND GOOD WORK HABITS;
- LIMITED AWARENESS OF CAREER OPTIONS AND JOB SEARCH TECHNIQUES;
- LIMITED ACCESS TO JOBS AND EMPLOYERS, AS A RESULT OF DISCRIMINATION (AGAINST YOUTH OR MINORITIES) AND LACK OF THE INFORMAL NETWORK OF CONTACTS WHICH GETS MOST PEOPLE JOBS, ESPECIALLY IN THE SMALL BUSINESS SECTOR WHERE MOST JOB GROWTH OCCURS AND WHERE MOST YOUTH FIND OPPORTUNITIES." (Emphasis Added; Critical Issues in Education and Employment Training, Division of Adult and Vocational Education, State Board of Education, May 1981, Page 10).

Factual excerpts from just a few of the many reports documenting the multiple pieces of the problem in detail are presented below to highlight the key issues which impact on the prospects of Connecticut youth for future employment.

**YOUTH POPULATION TRENDS:** "The projected drop in the suburban youth population, largely white (i.e. 47.2% in Fairfield) and the more moderate drop in the central city youth population, largely black and Hispanic, (i.e. 16.1% decline in Bridgeport) indicates that the problems of youth unemployment will ease for white suburban and rural youth but continue at high levels for minority central city youth." (Youth in Connecticut's Labor Force, Ct. Department of Labor, 1979, Page 6).

**PROFICIENCY TESTING RESULTS:** Reports on the 1980-81 statewide proficiency testing of 9th graders indicated that "the test scores of students statewide in mathematics and the proficiency of those in urban areas remain the two concerns." (State Department of Education, Press Release, January 26, 1981.)

**DEFICIENCY IN BASIC SKILLS:** "An estimated 300,000 to 800,000 adults in Connecticut lack the competency in reading, writing and math that would enable them to get a job. (Educating for Employment, Report of the Education Planning Committee, 1980, Page 31).

**VOCATIONAL TRAINING AND WORK EXPERIENCE OPPORTUNITIES:** "A total of 3,682 youth (92% of those available for employment) completing vocational school programs in 1978 were able to secure employment upon graduation" but because of space limitations, approximately 41% of the young people (9th graders) who applied in 1980 were refused for admission to Vocational Technical School programs. (Bureau of Vocational and Adult Education, Graduate Follow-Up report, Page 3; and Bureau of Vocational Program Planning and Development statistics).

**STUDENT ATTRITION - FROM GRADE 9:** "Now, 77.5% of 9th graders graduate from high school, a decrease of approximately 5 percentage points over the past - ten years." (The Condition of Public and Elementary and Secondary Education in Connecticut, Volume 3: Trends and Perspectives, Fiscal Year 1978-1979, State Department of Education, 1980, Page 82.)

**HIGH SCHOOL DROP-OUT RATES:** "The statewide drop out rate in secondary schools is 22-23% annually. In the cities where minorities tend to be concentrated, the drop-out rate is higher and employment opportunities are least available. Consequently the state's urban centers carry an increasing share of the burden imposed by inadequate education." (Educating for Employment, Report of the Education Planning Committee, 1980, page 6.)

**HIGHER UNEMPLOYMENT FOR NON-HIGH SCHOOL GRADUATES:** "For 16 to 20 year olds who have not completed high school, the unemployment rate since 1972 has ranged from 24.6% to 34.3%. In 1979 the unemployment rate was reported at 25.9%." (The Condition of Public Elementary and Secondary Education in Connecticut, Volume 3 - Trends and Perspectives, State Department of Education, 1980, Page 84).

**RIISING UNEMPLOYMENT FOR MINORITIES AND OTHER DISCOURAGED WORKERS:** "The U.S. Labor Department's Bureau of Labor Statistics reported that unemployment among blacks rose by 0.6%, from 13.6 percent to 14.2 percent during the first half of 1981." The department also reported an increase of 100,000 people in its "discouraged worker" category -- people who have given up their search for work. Nationwide unemployment in June was cited at 7.3% of the National Work Force or 7.8 million people. (The New Haven Register, page 1 article, July 2, 1981).

**FUTURE JOB AND INDUSTRY TRENDS:** "The major projected expansion in Connecticut will be in trade, insurance and service areas offering entry-level positions for white collar employees with basic literacy and numerical skills." (Educating for Employment, Report of the Education Planning Committee, Page 8.)

ANSWERS THROUGH EDUCATIONAL AND EMPLOYMENT OPPORTUNITIES

ANSWERS COME THROUGH EDUCATIONAL AND EMPLOYMENT OPPORTUNITIES WHICH ENABLE YOUNG PEOPLE TO EARN RESPECT, DEVELOP INTERPERSONAL SKILLS AND DEMONSTRATE COMPETENCE. All of the examples described below represent a unique collaboration developed in response to local educational needs, realities of the labor market and demographic differences across the State of Connecticut. A team approach involving the educational system, the public and private youth service agencies and the local business community fosters essential community-wide coordination and cost-effective utilization of limited community resources. Most important of all, the new partnerships created between eager young people and committed adults prepare our young people for the world of work by integrating academic study, career development activity and on-site work experience with skill training.

Exploring Careers-Teacher Training and Student Activities:  
Greater Bridgeport Region

The Cooperative Educational Services regional center in Norwalk developed an exemplary vocational exploration program for 7th and 8th graders combining study of career areas with work-site visits. Special attention is given to identifying and eliminating racial, sex and ethnic biases in the training for teams of educators from middle or junior high schools in the multi-town region. (CES Regional Center, Norwalk, 1981).

School Business Linkages for Instruction and Career Education:  
New Haven and 8 New Communities

Teachers are trained to integrate occupational study into academic curriculum for 5th - 8th grade students through in-service training workshops, teacher consultations and through business linkages established by the Connecticut Foundation for School/Community Relationships. Business and industry employee exchanges help to instruct middle school students in banking, economics and consumer education and are combined with regular on-site visits for the students. (CT Foundation for School/Community Relationships, New Haven, 1981).

High School Alternatives:  
Hartford

An alternative method of education and employment training helps over 300 full-time students annually at Workplaces, a Hartford program designed for students seeking structured career exploration in one of 6 career areas, classroom learning related to the real world and an opportunity to gain work experience for future employment. The private sector contributes work experience, sites, machinery, supplies and training. (Workplaces, Hartford, 1981).

Remedial Programs for Basic Skill Training:  
15 Communities

To increase basic skills proficiency for teens and adults who cannot read simple grocery labels or job applications, Literacy Volunteers of Connecticut, Inc. provides one-to-one tutoring services in 15 communities which helped 1,300 state residents learn to read during 1980. Tutoring occurs in libraries, schools, businesses or churches many of whom contribute funding as well as facilities for instruction. (Literacy Volunteers of CT, Inc., Hartford, 1981).

Vocational Exploration Project for Hispanic Youth:  
New London

A cooperative after-school program between Nuestra Casa, Inc. and Southeastern Regional Technical School in New London introduces 8th grade Hispanic youth and their families to the public vocational school system (six different vocations) during the academic year and also helps Hispanic youth achieve educational success through tutoring and career counseling. (Nuestra Casa, Inc., New London, 1981)

Specific Job Skill Training:  
Hamden

Hamden High School students can participate for up to 3 years in the Alternative-2 Week Program combining academic classes for two weeks and chosen skill classes the alternate 2 weeks. Graduates finish school with over 1450 hours of specific skill training in fields, as building renovation, auto mechanics or child day care. (Hamden High School, Hamden, 1981).

Vocational Technical School Program for Special Students:  
Torrington Area

A unique program for learning disabled students from 6 local school districts in Northwestern Connecticut has been designed by the Wolcott Regional Vocational Technical School (VTS) which enables special students to graduate high school with employment skills. Academic work completed at the high school is coordinated with afternoon training in a four trade skill areas of auto mechanics, carpentry, machine tools and graphics. Upon graduation, instructors help young people to secure employment through the VTS craft committees. (Wolcott Regional VTS, Torrington, 1981).

School/Community Agency Career Counseling:  
New Haven

Career counseling and pre-employment workshop are conducted by community agencies like the Urban League of Greater New Haven in cooperation with school guidance personnel. Upon school referral, 150 middle and high school youth receive personal, educational, career and employment assistance through the Urban League's Helping Hand Program. (Urban League of Greater New Haven, 1981).

Expansion of High School Vocational Education Programs:  
Wallingford

New arrangements between local high schools with limited vocational training facilities and vocational Technical Schools can expand and diversify vocational experiences. In Wallingford a student can now learn electronics at Wilcox Vocational Technical School while continuing academic studies at the local high school. (Wilcox Vocational Technical School, Meriden, 1981).

Cooperative Work Experience for High School Seniors:  
Windsor Locks

The Hamilton Standard Division of United Technologies in cooperation with the State Department of Education and 21 local school districts is operating a program for 50 area students who meet from 12 noon to 4:00 pm 5 days a week for training and shop experience. For over 4 years now students have received training in trade skills of sheet metal, quality, assembly and testing in addition to machine theory, safety procedures and work habits through just one of three industry training programs for youth operated by Hamilton Standard. (Hamilton Standard, Windsor Locks, 1981).

Local Merchants Assist in Distributive Education:  
Bridgeport

The Bridgeport Board of Education, Central Bridgeport Development Corporation and the Lafayette Plaza Merchants Association have sponsored a citywide out-of-school distributive education program for high school youth over the last 10 years. Their collaborative approach provides these youth with (1) basic entry level skills, (2) individualized training (3) on-site career exploration and (4) an opportunity for job placement. (Bridgeport Board of Education, Bridgeport, 1981).

CETA Youth Employment:  
Waterbury

A unique CETA project is teaching city young people about graphic arts through a collaborative effort between CETA, youth services and local arts and media representatives. Youth are compiling a manual of local services for youth while they learn to interview, write up information, arrange lay-outs, and prepare the booklets for publication. (Waterbury CETA, 1981).

Comprehensive Youth Services  
and Youth Employment Programs:  
Northeastern Connecticut

The Quinebaug Valley Youth Services Bureau (YSB) coordinates a wide range of services for youth including a start-to-finish youth employment process from initial referrals to counseling, testing and assessment, job training and job placement for a 10 town area. Youth are matched with school and community resources, given "life skill" courses and provided supervised placements first in the public and later in the private sector. A comprehensive system of services becomes available to employed youth and their families including a Big Brother program, family counseling and/or parent education workshops, and other specialized adolescent crisis intervention services if needed. (Quinebaug Valley Youth Services, Putnam, 1981).

Corporate Commitment:  
Stamford

For the second consecutive year, XEROX Corporation has sponsored a \$600,000 summer jobs program for teens and young adults in 10 cities nationwide, including Stamford. In 1980, the Stamford Urban League trained city youth to design and develop solar energy conservation projects. In 1981, summer projects for self-supporting college students include a citizenship education booklet and a black achievement booklet on contributions by black leaders in education, politics and different occupations for community-wide distribution. (Urban League of S.W. Fairfield County, 1981).

Youth Motivation Project  
by Business Association:  
New Haven

The National Alliance of Business, New Haven Metro Chapter is conducting a Youth Motivation Project designed to introduce 9th grade students to selected occupations through academic classroom presentations by area employers which builds new relationships between students, teachers and business representatives. (NAB Office, New Haven Chamber of Commerce, 1981).

Urban Youth Outreach Program:  
New Britain

A collaborative project coordinated by the Board of Education with assistance from the local CETA office and New Britain industries such as Textron and the Stanley Works Company, provides 16-21 year old high school drop outs a chance to reestablish educational credentials through credited classroom training in clerical-related business english and math and then after career aptitude testing, an opportunity to acquire work experience and machine training in a special 6 month program. A unique feature includes a day care program which assures young mothers the necessary child care to pursue their education, gain work experience and arrange future plans for ongoing employment, already enabling 12 young people to become self-supporting without State financial assistance. (New Britain Board of Education, 1981).

Major Industry Training  
Programs:  
Statewide

Pratt and Whitney's Manufacturing Division is very actively involved in the development and operation of numerous training programs in collaboration with the State Department of Education, local high schools, the State's Vocational Technical Schools (VTS) or non-profit community agencies. Each program assists a specific population of young people or adults to secure entry level job training in preparation for future employment opportunities, such as the industry sponsored 300 hour courses in introductory machinery offered at VTS's to anyone without cost or any specific requirements. Another program brings high school guidance counselors on-site to work with the company employment office to design a package of up-to-date job awareness materials for use by their respective schools during the school year. (Pratt and Whitney Manufacturing Division, East Hartford, 1981).

Youth Employability Program  
of the American Red Cross:

Southeastern, Central and  
Northeastern Connecticut

Project COPE (Career Opportunities through Personal Enlightenment) is a demonstration project which provides young people ages 14-18 the chance to explore 8 possible careers, learn job readiness skills and enhance self-esteem through Red Cross courses and community volunteer internships for 20 hours in their field of interest. Youth are then assisted in securing part-time paid employment in the public and private sector. (Project COPE, American Red Cross, Connecticut Division, Farmington, CT. 1981).

Summer Jobs for Youth:  
Stamford

The Southwestern Commerce and Industry Association has conducted for 7 years a two-pronged project which coordinates job seekers with job openings and then generates funds from member industries to pay the wages for disadvantaged young adults age 16-21 who are pursuing higher education. Young people are recruited and placed for 8 weeks (30 hours/week) by private non-profit agencies who are approved for projects by the association. The Association serves as a channel for communication between many educational programs and employment agencies and the business community in Stamford. (SW Commerce and Industry Association, Stamford, 1981).

Youth Services Summer Job  
Training and Placement:  
Greenwich

Greenwich Youth Services Bureau ran an employment program for 14-15 year old youth where teams of youth assisted in maintaining hiking trails, painting small bridges, repairing a road and developing a nature trail for the city. Young people learned work skills, the value of property and a factual understanding of the environment. (Greenwich Youth Services, 1981).

"Private Industry Council,"  
Aids Job Placement:  
Greater Hartford Area

The Hartford Area Private Industry Council (PIC) joined with the Employment Training Administration and the Hartford office of Connecticut Job Services to reduce confusion over many separate intake and job placement procedures for summer youth employment. With a shortened uniform application form, a computerized information bank and marketing through the Chamber of Commerce and the Manufacturing Association, nearly 5,000 youngsters in the Greater Hartford Region benefitted from closer community coordination. (Hartford Area PIC, 1981).

Union Support for  
Machinist Training:  
South Central Connecticut

A training program for machinist operators has the endorsement of District 170 of the International Association of Machinists in New Haven. Forty-five people age 16 and older are able to receive classroom training and learn hands-on skills at area machine shops. Union leaders concurrence and cooperation becomes an essential ingredient for meeting needs of both untrained individuals and interested employers. (Machinist Union Representative, New Haven, 1981).

RECOMMENDATIONS: NOW IS THE TIME

The success of local partnerships among educators, community agencies and employers will be the decisive factor in the decade ahead. Unless we all work together, the full potential of our young people cannot be realized. The most exciting and effective public-private initiatives and youth programs result from key local people working together to build upon their own experience and sense of local needs and opportunities. Activities and programs which engage local people in doing what they do best will create the kind of partnerships that can bolster the skills and the confidence of all Connecticut's youth and give our young people access to jobs with a future.

FOR EDUCATORS:

1. Curriculum Focus on the World of Work:

Boards of Education should review curriculum to assure inclusion of occupational study components- pre-vocational education exploratory courses in grades 8, 9 and 10 and should increase opportunities for cooperative work experience, vocational skill education and modified school scheduling to meet individual student needs. Career education program should be established for all grades which actively involve parents, teachers, counselors, business, industry and labor representatives in the planning and implementation.

2. School Climate and Effective Schools:

Boards of Education and local school superintendents should continue to pursue the recent developments in improving school climate through organizational, administrative and specific curriculum and disciplinary code changes that have significantly reduced school vandalism, school truancy, school suspensions and drug and alcohol abuse among students, and have increased students' academic performance, parent involvement and teacher satisfaction.

3. Student Success and Participation:

School systems should develop plans to increase student opportunities for success--academic as well as creative arts, vocational study, athletic or leadership ability and should also increase opportunities for youth participation in the planning and implementation of school programs such as the school disciplinary code, after-school activities or an orientation program for new students and their parents.

4. Adult and Vocational Education Programs:

Boards of Education in cooperation with the State Department of Education's Division of Vocational and Adult Education and regional community colleges should establish policy and procedures for developing flexible vocational and adult education high school credit programs which are attractive to high school dropouts.

FOR COMMUNITY AGENCY LEADERS:

1. Outreach Programs:

Community agency boards and staff should establish policy and procedures for developing viable outreach programs in cooperation with local schools to identify and serve troubled youth. Youth programs need to include educational support, components, career education activity and youth decision-making skill development.

2. Youth Training and Employment:

Community agency boards and staff should develop on-site training and employment (paid and/or volunteer) programs for youth in cooperation with local schools and employers. Youth and young adults should be trained to participate on youth agency committees for their leadership training and interpersonal skill development.

FOR EMPLOYERS:

1. Employee Qualifications, Training and Support:

Local business and industry leaders should develop and communicate clearcut job specifications (entry level skills and special job requirements) to local educators and community youth service agencies. They also should develop entry-level job training courses for young people and for the entry level "job supervisors" who can significantly contribute to successful employment of young adult workers.

2. Business Incentives for Employment of Young People:

Local business and industry leaders should utilize existing federal and state incentives (tax breaks or targeted job tax credits) for employing qualified young people. Business leaders should research and develop collaborative agreements to assist their local communities in meeting the needs of unemployed young people and special target populations (women, minorities, older workers, disadvantaged youth).

3. Career and Vocational Education Contributions:

Local business and industry should become a full partner in the planning and provision of career and vocational education in local middle and high schools. Contributions of employee time, used equipment, training personnel or company sponsored youth training and employment programs are essential to provide all young people with updated, relevant career education, vocational training opportunities and exposure to on-site work experience.

4. Business Leadership:

Local business organizations, whether the Chamber of Commerce, Downtown Business Associations, Jaycees or various civic clubs should undertake specific community youth leadership, training and employment projects which can address local needs of youth and community employers, and can benefit the entire community.

FOR STATE LEGISLATORS:

1. Review of Youth Employment Initiatives:

Legislators should continue to focus on interagency planning efforts such as the 1980 Education Planning Committee, with future emphasis on developing youth employment initiatives, establishing tax incentives to business and industry for employment of young people, reviewing pertinent labor laws affecting youth, and increasing contributions to educational institutions by local business and industry.

2. EMPHASIS on Career and Vocational Education:

Legislators should reexamine the State's priority to career vocational and adult education, and in particular the future resources to be available to meet the special needs of minority, female and/or disadvantaged youth and adults in the State in light of expected reductions in federal funding for vocational education programs.



FOR FURTHER INFORMATION

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PROGRAM PLANNING/DEVELOPMENT ASSISTANCE :

- Connecticut Justice Commission, Juvenile Justice Unit, 75 Elm Street, Hartford, CT 06115. (203) 566-7688.
- State Department of Education, Division of Vocational and Adult Education, 165 Capitol Avenue, Hartford, CT 06115. (203) 566-7546.
- Department of Children and Youth Services, Division of Community and Preventive Services, 170 Sigourney Street, Hartford, CT 06105. (203) 566-5522.
- Office of Policy and Management, Division of Employment and Training, 55 Elizabeth Street, Hartford, CT 06105. (203) 566-8752.
- Connecticut Department of Labor, Employment and Training Technical Assistance Supervisor, 200 Folly Brook Boulevard, Wethersfield, CT 06109. (203) 566-7433.
- Connecticut Foundation for School/Community Relationships, Executive Director, 37 Crescent Street, New Haven, CT 06511. (203) 787-2944.

RESOURCE PUBLICATIONS:

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**CONTINUED**

**2 OF 5**

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ATTACHMENT 10

Young People and Adults Working Together For A Better Stratford

Positive Youth Development and Delinquency Prevention

In Stratford, Connecticut

1978 - 1982

TITLE: Young People and Adults Working Together For a Better Stratford

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(203) 385-4095

SUMMARY Positive Youth Development in Stratford is an action research project which seeks to identify the causes of troublesome behavior in youth and develop approaches which prevent such behavior and enhances their health and well being. The goals of the Stratford project include:

1. Seek positive patterns of youth-adult interaction.
2. Increase understanding of the positive contributions that young people and adults make to the viability of Stratford.
3. Increase the number of opportunities for young people to participate in the decisions which affect them.
4. Increase access for young people to meaningful employment, good education, productive family life and a sense of well being.

Toward these ends, the Stratford project has focused its attention on overall community attitude change. We have attempted and are attempting to change the way Stratford views itself, how adults view adolescents, how adolescents view adults and how the leadership of the city views services which benefit young people and adults.

STEPS & RESULTS

Team Formation

In late 1978 the Town Manager of Stratford and Stratford Community Services formed a Delinquency Prevention Team. The Team consisted of adult and youth citizens, school officials, government officials, local business, clergy, police and youth service workers. The team participated in a two (2) day training program conducted by Associates for Youth Development of Tucson, Arizona in order to meet three (3) goals:

1. to form a team whereby this group of community leaders would explore ways to promote positive youth development.

2. to familiarize the team with specific tools to develop a community wide approach to positive youth development.
3. to begin to set priorities and determine a plan of action.

#### A Study

The first action was to conduct a survey to determine the degree to which Stratford's young people were involved in delinquent behavior. The survey had two (2) purposes: (1) to measure the amount of delinquent behavior young people were involved in and (2) to gain a better understanding of adolescence and some of the factors which cause young people to commit delinquent acts. 25% of the Stratford secondary school population was surveyed.

The findings were a bit overwhelming but charted a relatively clear direction.

1. Over 90% of Stratford's young people had committed a delinquent act at one time or another. Over 28% were involved to a great extent.
2. Stealing, violence, vandalism and flight from authority were more prevalent in the eighth and ninth grades than at any other time. Alcohol and drug use, on the other hand, continued to increase straight through the twelfth grade.
3. Young people whose friends defined violation of the law as acceptable were more likely to be involved in delinquent activity themselves.
4. Over 80% of all young people were moderately to seriously alienated from adult authorities in their communities. This included parents (65%), school officials (68%), police (70%) and adult neighbors (70%).
5. Over 75% of the young people felt that their neighbors were characterized by conflict and that young people and adults were not working together.
6. Young people who had mutually respectful relationships with their parents tended not to be heavily involved in delinquent activity.
7. Over 90% of Stratford's young people felt that adults care about them and their welfare. However, most felt that adults do not make an effort to understand them and their behavior.
8. Over 85% of the young people felt that their chances of achieving their educational and employment goals were good. Over 85% have positive images of themselves.

9. Over 65% of adolescent delinquent activity is free floating—that is, it could not be explained by alienation, peer pressure, community discord, age or sex.

#### CONCLUSIONS

1. Delinquent activity is widespread. However, those who get caught, subsequently labeled delinquent and referred for services, represent a very small percentage of the actual number of young persons involved in delinquent activity.
2. Delinquent behavior seems to be a part of the adolescent maturation process. It is not generally related to pathology in an individual. Therefore, reducing the overall level of delinquency in a community demands a community-wide response, not remedial programming.
3. Peer pressure, alienation from adults and delinquent activity tend to feed on one another. Delinquent activity is rarely a solitary experience and is rarely engaged in often by young people who feel they are integrated into the community in which they live.
4. There must be structural change which fosters adult-youth interdependence. Projects should include many of the following elements:
  - a. joint planning and implementation by young people and adults.
  - b. young people having more of a say in decision making which affects their lives. This includes education, local government, recreation programming, employment, religion and youth programming in general.
  - c. a neighborhood orientation whereby the process of education, employment, law enforcement, recreation, et. al. is decentralized and young people and adults work together to achieve neighborhood goals.
  - d. the elimination of special labels such as status offenders, juvenile delinquents, slow learners and others which tend more often than not to be self fulfilling.
  - e. assistance to parents to help them develop more mutual understanding with their children. This will mean the development of more creative ways of working and recreating together. It also means giving adolescents more of a say in family decision making.
  - f. the inclusion of more variety in formal education. Education should also allow more interaction and even competition with adults for young people.

- g. the use of the peer group as a reinforcer of positive behavior.
- h. a public education process whereby changes in adult-youth interaction patterns are broadcasted to the community at large. In this way, the perception of youthful alienation from adults in the eyes of the community may change.

#### Conference

Following the survey it was necessary to disseminate data to the community. In June, 1981 a conference was held in order to (1) publicize the data and (2) brainstorm ideas as to how interdependence between young people and adults could be increased. Over 60 persons attended the conference and developed over 70 ideas. In addition, each person listed the resources both personal and material that they could contribute to make the ideas come alive.

Following the conference, 6 task forces were developed to continue the work; (1) Community Involvement, (2) Senior Citizens and Youth, (3) Business, (4) Parenting & Family Life Education, (5) Peer Relations and (6) Resource Development. Over 145 people including 60 young people have been involved in the task forces.

#### Activities

Since the inception of the Delinquency Prevention Team several worthwhile positive youth development and delinquency prevention projects have occurred.

1. 1982 - The Year of: The Stratford Town Manager issued a proclamation declaring the year of 1982 as Youth and Adults Working Together For a Better Stratford. During the entire year there will be over 30 events which emphasize positive youth adult interaction. Plans now include: talent shows, family olympics, parenting education, film festivals, chore service for senior citizens, hunger walk, town beautification projects, youth-adult skill trading, family softball league, junior library board, music festivals, block parties, Shakespeare Renaissance Fair, etc.
2. Parenting Education-Infancy to Elderly - A lecture series which focuses on parenting at all age levels and the responsibilities and joys of each.
3. Stratford Youth Advisory Board - is a group of concerned citizens, youth, youth serving agencies, government and police which advocates for the youth of Stratford. The board is a group which has played a key role in securing funding for a Big Brother-Big Sisters Program, a shelter and crisis intervention program for

runaways, Parents Anonymous chapter, 4 youth-adult community centers and a police review board which diverts young people from the juvenile justice system.

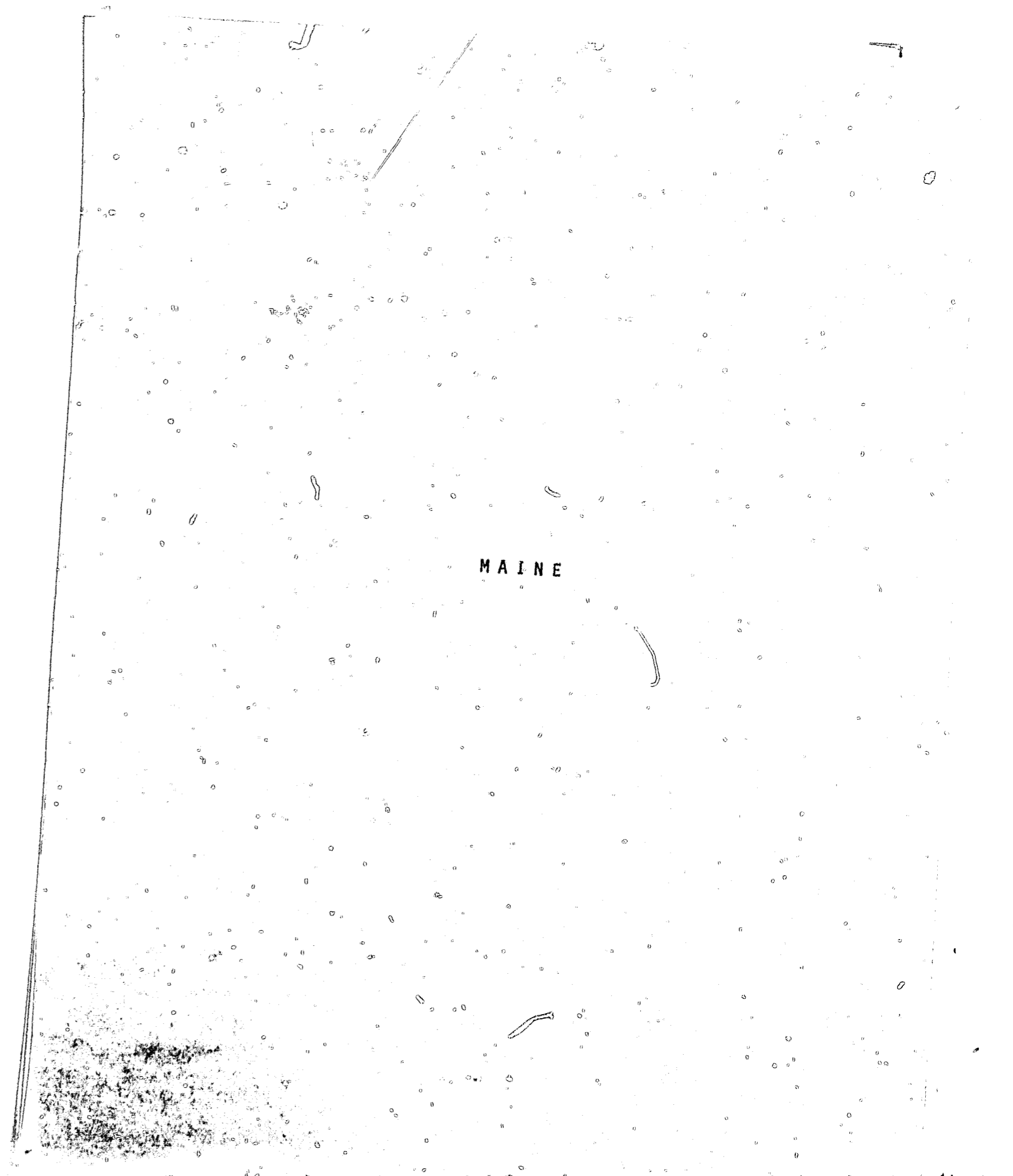
4. South End Community Center Youth Council - is a group of 35 young people who develop their own programs for young people in the South End neighborhood of Stratford. Since 1980, they have conducted monthly dances, fashion shows, skating parties, dinners, theater projects, cultural trips and run a weekly drop-in center.
5. Stratford Community Calendar - is a newspaper type listing of educational, recreational and human service programs in order to promote what services are available in Stratford. Published twice a year, the Calendar is mailed to 21,000 homes in Stratford.
6. Roundabout In Stratford - is a television program produced by Stratford residents which promotes the good things that young people, adults and senior citizens do for Stratford. One program was televised in November, 1981 and a second is planned for May, 1982.
7. Stratford In History - is a community project whereby 12 ninth graders working with area writers, historians, librarians and media experts have developed a brochure, slide show and walking tour of Stratford's historic district in order to familiarize youth with the history of the town.
8. Help! I Need Somebody - is a resource brochure to assist teenagers in finding all of the services they need.
9. Community Centers - 4 new youth-adult community centers providing recreational and educational programs have opened since 1979.
10. Stratford Community Services - is an agency of the Town committed to developing a coordinated network of opportunities for young people and their families. The services focus on creating conditions through which young people can acquire the skills necessary to be healthy and productive. SCS acts as the coordinating agency through which the Positive Youth Development project operates.

#### Learnings and Operating Principles

Since its inception the Stratford Positive Youth Development Project has been committed to certain principles:

1. Youth Participation - Young people must be involved in each phase of the project. It is not enough just to ask their opinion, they must actually do the work. They must be allowed to fail and experience the consequences of their failures as well as their successes.

2. Youth Adult Partnerships - Partnership means equal status. Adults cannot take control. They should provide guidance and act as positive role models. The partnership is based on a networking principle that every young person and adult has something to offer.
3. Most of the resources needed to accomplish our goals exist right here in Stratford. Outside resources (people and money) should only be used to further the goals of our community.
4. Community Involvement - People support what they have had a hand in creating. In all phases of the Stratford project we have sought to involve everyone who has a role.
5. Community Attitude Change - Young people's behavior is not always a problem. The way that behavior is perceived is more of a problem. The project focuses on increasing adult understanding of adolescence.



#### 4. CASE STUDY: MAINE

##### 4.1 Introduction and Executive Summary

Maine has been actively moving forward in the area of primary delinquency prevention since mid-1979. Prior to that, repeated efforts by the Maine Criminal Justice Planning and Assistance Agency (MCJPAA, the State Planning Agency), its Supervisory Board, the Juvenile Justice Advisory Group (JJAG) and the Department of Mental Health and Corrections (DMHC) to mount a coordinated prevention strategy had been earnest but ineffectual. Much of the difficulty lay in the absence of a universally accepted definition of prevention and knowledge about, or confidence in, theoretical supports upon which such a strategy could be based.

With leadership provided by MCJPAA's Juvenile Justice Specialist and the Advisory Group, and a sustained program of technical assistance (DPTA) funded by OJJDP, Maine has developed a long term prevention plan and programming strategy that includes: interagency collaboration of relevant state agencies, provision of extensive public education and technical assistance support for local prevention efforts; and testing of specific prevention strategies. Three primary prevention community-and-school-based projects have been funded by MCJPAA. A Technical Assistance Coordinator has also been funded over the past year to work with the projects and with the JJAG to implement the plan.

##### 4.2 Overveiw of the State

###### 4.2.1 Demographic Characteristics

Maine has a population of slightly over one million persons living at a density rate of only 35 per square mile. Approximately 40% of these people live in communities of less than 1,000 persons. One third of the population is made up of youth under the age of 18.

According to Uniform Crime Report figures for 1980, over 12,000 juveniles were arrested that year. Over 40% of these arrests were for index crimes, representing 46% of the total Maine index crime arrests-- which is a disproportionate representation in this arrest category.

#### 4.2.2 Economic and Political Considerations

According to literature and folklore, residents of Maine are rugged individualists, living in the "north wood," laconic in speech, and given to building fences in the interest of neighborliness. Perhaps these things are true; however, there are less picturesque aspects to life in the State. Many of the small communities in which the majority of the population lives are in economically depressed areas. Social, recreational, health, and welfare services are not easily accessible or even available. When energy costs are included, the State has the unwanted distinction of having the lowest per capita income in the country. 1980 Census figures reportedly indicate that Washington County (population 35,000) was not only the poorest county in the State, but also in the nation

Political power resides at the state level, as does responsibility for delivery of many services. The State Departments of Human Services, Mental Health and Corrections, F<sup>1</sup> and Educational and Cultural Services provide the majority of direct services to families and children as well as a substantial part of the funding that supports public and private programs at the local level.

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F<sup>1</sup> In September 1981, the Department of Mental Health and Corrections was divided into two separate departments; the Department of Corrections and the Department of Mental Health and Retardation.

#### 4.2.3 Environment for Delivery of Human Services

The social and economic circumstances of much of the State's population dictate a sizeable interest in the delivery of social services. Almost 50,000 children live in families with incomes below the poverty level. Prenatal and early childhood medical and dental care are not readily available to sizeable segments of the population. The unemployment rate is high -- and likely to go higher. The school drop out rate is at a level to be of major concern to both educators and the public. In the face of substantial federal budget cuts in social programs, the Governor, at the behest of the Commissioner of Human Services, recently asked the legislature to approve the use of State surplus funds to make up the anticipated shortfall. The legislature, in addition to approving the request, has also reserved for itself the authority to review and approve the expenditure of block grant funds by State agencies in an effort to ensure the continued expenditure of funds on populations of greatest need.

Although the State recently secured funding for the Juvenile Justice Specialist position at MCJPAA, it is not clear what effect, if any, the currently more conservative nationwide attitudes toward crime and delinquency will have on future state legislation or on directives from the legislature to policy makers in the executive branch. The incumbent Governor is viewed as supportive of efforts to improve the juvenile justice system and of the promising approaches to delinquency prevention reflected in the State's long range prevention strategy. As Attorney General, he was instrumental in pushing for the deinstitutionalization of status offenders and in removing all but two status offenses from the criminal code.

In Maine, the Department of Mental Health and Corrections is legislatively mandated to identify, evaluate, and meet the service needs for the prevention of juvenile crime (see Attachment 1, Title 15 of the



Maine Juvenile Code). Title 5 of the State Statutes gives the authority to MCJPAA, as required in the JJDP Act to assume planning, funding, evaluating, and technical assistance functions in the prevention area. Such activities are generally carried out by the Juvenile Justice Specialist, (see Attachment 2, Title 5, Part 9). The Juvenile Justice Advisory Group carries out prevention planning and review functions with assistance from the Juvenile Justice Specialist and the MCJPAA-funded Delinquency Prevention and Technical Assistance Coordinator, (see Attachment 3, Executive Order).

Up until September 1981, the Department of Mental Health and Corrections was one department; it is now two. The prevention mandate that resided in that department will probably be legislatively transferred to the new Department of Corrections. This responsibility was spelled out in the revised Juvenile Code of 1975 that charged the Department of Mental Health and Corrections with:

- (1) ...Ensuring the provision of all services necessary to prevent children and youth from becoming delinquent.
- J.3 (2) Making proposals for meeting the delinquency prevention and rehabilitation service needs which are not being addressed. In discharging this responsibility, the Department of Mental Health and Corrections shall coordinate its efforts with those of other state or local agencies in order to effectively use existing resources to the maximum extent possible to achieve the purposes of this part.
- (3) Providing technical assistance and additional financial resources to assist communities to establish and provide necessary preventive and rehabilitative services for children and youth.
- J.3 (4) Preparing an annual plan for identifying, evaluating and meeting the service needs for delinquency prevention and rehabilitation to be submitted to the Governor and the Legislature. (See Attachment 1).
- J.7 (5) Evaluating delinquency prevention and rehabilitation services with regard to, among other things, compliance with all regulations for the use of funds for such services and quality and cost of effectiveness of such services.

- J.7 (6) Conducting research and demonstration projects, including but not limited to, entering into contracts with other agencies and making grants for research, including basic research into the causes of juvenile delinquency, evaluation of service delivery in use, and development of new approaches. F<sup>1</sup>

#### 4.3 Background and Development of Prevention Effort

##### 4.3.1 Background and Related Efforts

It is the sense of those working in Maine that delinquency is considered a troublesome problem by the public as well as the private and political leadership in the state. As an example, within the last two years, a United Way needs assessment in Cumberland County, (the most populous county in the state) identified "idle youth" (those in trouble and/or unemployed) as one of five priority problems. The Delinquency Prevention Technical Assistance Coordinator reports an increasing number of requests by communities for assistance in developing local strategies to deal with delinquency prevention.

Maine was one of the first states to participate in the JJDP Act in 1975. Soon after, in accordance with the legislative requirement, the Juvenile Justice Advisory Group was established. For several years thereafter, the Juvenile Justice Specialist and the JJAG grappled with various notions concerning the nature of delinquency and consequent strategies to prevent its occurrence. In 1976, MCJPAA funded three traditional, service oriented prevention projects; they were approved for continuation funding the following year by the MCJPAA Board of Directors.

Although the Advisory Group expressed support for more traditional programs through its funding recommendations, it was, at the same time,

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F<sup>1</sup> L.D. 1581, An Act to Establish the Maine Juvenile Code, Chapter 511.  
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increasingly concerned with the direction of the State's efforts at prevention. At the end of 1977, after conducting an exercise in rating existing program models with the intent of charting new directions, the Group still had no definition of "prevention," but had moved to establish two criteria for program proposals then under review:

- (1) the proposed program had to concentrate on a defined population at risk, and
- (2) had to demonstrate a broad impact; e.g., families schools or community; as opposed to program models which focus on remedial services and on the behavior of individual youth.

The criteria were not actually imposed and the 13 programs funded for the following year were again predominantly in the more traditional mold. The JJAG, which had reviewed all grant applications, expressed concern about the lack of any coherent attention policies upon which to base funding decisions, but, nevertheless, declined to formulate such a policy itself.

Despite these flurries of activity, by late 1978 the JJAG was practically dormant, the Juvenile Justice Specialist position was vacant and DMH&C had committed few resources to prevention efforts. State level activity was at a very low ebb. Shortly thereafter, one of the most active members of the Advisory Group resigned, citing frustration with the well intentioned treatment efforts of MCJPAA, DMH&C, and the Advisory Group, and the inevitable unsatisfactory results of a "band-aid" approach to prevention. This person recommended whole scale attention to educational and employment opportunities for youth, as well as child care services. In an effort to provide the leadership that seemed to be lacking, in the Fall of 1978, MCJPAA requested technical assistance from OJJDP in assessing the effectiveness of on-going prevention projects and guidance in developing new projects for the 1980 Comprehensive Plan.

#### 4.3.2 Circumstances Around the Initiation of Primary Delinquency Prevention Programming

Although over the years, Maine had been moving toward the development of a prevention strategy, much of the forward momentum was characterized by frequent fits and starts. Indeed, the ambiguity of choices increased with each set of mixed messages from assessment findings. Some of the earlier prevention programs funded by MCJPAA, in particular the YMCA Youth Development Project, contained elements of primary prevention, but the effort was fragmented at best. By the Spring of 1979, however, a more favorable set of circumstances was in place.

OJJDP was providing technical assistance to MCJPAA to begin the development of prevention objectives and strategies to be carried out by that agency. Regional plans indicated that the number one priority issue for almost all regions was delinquency prevention. A Westinghouse team met with representatives from MCJPAA and the Department of Mental Health and Corrections to explore joint activity in the development of prevention programming. The JJAG recommended to the MCJPAA Board of Directors that approval for continuation funding of the 16 prevention programs then in place be contingent upon an in-depth evaluation of their effectiveness and the development of a working definition of prevention programs. Finally, the Juvenile Justice Specialist position was filled so that a full time person could seek ways of preventing delinquency and involve others in that activity. In April 1979, the Specialist attended a Westinghouse sponsored workshop, State Options for Supporting Delinquency Prevention, in Hartford, Connecticut. She returned with a new approach which was to base future efforts of primary prevention on selective organizational change rather than on remedial services to individual youth at risk. At the same time, preliminary evaluation results from the prevention programs currently in place were disappointing: the strategies were either not working or the outcomes were not measurable. In May 1979, the JJAG Planning Committee assumed

responsibility for prevention planning and policy development and asked the MCJPAA Supervisory Board to defer funding new projects until the final evaluation results could be analyzed and the Advisory Group could formulate a prevention policy. Added pressure to develop a policy came from the fact, that delinquency prevention had been identified as the number one priority in the Regional CJ Plans submitted to MCJPAA.

By late Summer, an activist had taken over as Acting Chair of the JJAG. The 1980 comprehensive state plan of MCJPAA designated delinquency prevention as a priority program. A formal evaluation of the 16 prevention programs, conducted with an assessment instrument developed by the Westinghouse resulted in findings that many had collected no data, most had no clear goals and objectives, and almost all had neglected to develop an evaluation design at the onset of the project. More importantly, in light of the changing focus of the prime movers in the state, 15 of 16 programs were found to have concentrated on remedial or service delivery rather than on primary prevention. By November 1979, twenty new members had been appointed to the JJAG, which then reorganized and established a Prevention Committee. The stage was set for an escalated effort.

#### 4.4 Functional Sequence

##### 4.4.1 Planning and Policy Development

Members of the newly established JJAG Prevention Committee had an immediate need to "do something" because of the commitment made to the MCJPAA Board that the JJAG would produce a policy directive, following review of the evaluation results. The first step taken was in the direction of developing a constituency to support and sustain the programming effort to be developed. For many of the JJAG members, particularly the new ones, the concept of selective organizational change was a foreign approach to delinquency prevention. It was decided

to introduce an educational element into the planning process. In November 1979, the JJAG Chair, the Juvenile Justice Specialist, and Westinghouse staff members met to plan a full day meeting of the Advisory Group, to be followed the next day by a meeting of the Prevention Committee. The members were to become acquainted with the general approach being proposed and the potential difficulties of implementation. The process of winning converts and establishing a solid base of support for new, relatively untried approaches had to be tele-scoped. Because the prevention grant cycle had been changed, the principal actors had only six weeks to put a funding package together. The two major objectives of the JJAG Prevention Committee (to develop a long range prevention plan; and to develop funding guidelines for more immediate projects), had to be accomplished in reverse order.

The meeting of the Prevention Committee covered an assessment of alternative prevention strategies, a discussion of the Committee's role, elements of a definition of prevention, the development of funding criteria, and the drafting of both short and long term strategies. Over the next two-week period the Juvenile Justice Specialist and the Prevention Committee developed a working definition of prevention and a set of assumptions and program strategies to be incorporated into funding guidelines. The working definition of prevention for Maine is "an ongoing, sustained process of promoting community conditions that reduce the likelihood of illegal acts committed by youth, particularly those youth with no previous formal contact with the criminal justice system." Community conditions are defined as circumstances or environments within communities which affect the commitment of youth to law abiding behavior: illegal acts are defined as criminal and/or juvenile acts as defined by State or federal law; and finally, formal contact means law enforcement contact as a result of an alleged illegal act (see Attachment 4, Delinquency Prevention Program Guidelines).

Delinquency prevention approaches to be undertaken by potential grantees included: "(1) local capacity building by exposing communities to the concepts of delinquency prevention and reinforcing their role in developing, implementing and sustaining a delinquency prevention effort; and, (2) self-contained programs directed toward organizational change... directed at conditions that can be or have been shown to impact on juvenile delinquency." Project examples from the categories of education, work, community service, and community capacity building were provided. The conceptual basis for the program initiative lay in the approach outlined in the document, Delinquency Prevention: Theories and Strategies.

In January 1980, after a presentation by the JJAG Chair, the MCJPAA Board adopted the definition of prevention and endorsed the short term strategy as reflected in the Guidelines. Following the publication of the Guidelines (see Section 4.4.2, Funding, for a description of the solicitation process), the Prevention Committee and the Juvenile Justice Specialist began development of a long range delinquency prevention plan for the State. According to the introduction of the plan outline, (see Attachment 5, Maine Prevention Committee Long-Range Prevention Plan, March 1980):

"The long-range prevention goal is to support the development, in each community in Maine, of an ongoing sustained process of promoting conditions that reduce the likelihood of delinquent acts. The strategies listed below can be used by MCJPAA to create change and promote effective prevention practices.

- (1) Public Education
- (2) Technical Assistance
- (3) Evaluation
- (4) Funding
- (5) Participation of Other State-wide Agencies, both State government and private

Other agencies can function as partners in joint efforts to implement the first four strategies listed here, thus extending the influence of MCJPAA in promoting effective prevention practice."

As the planning process unfolded, interested persons in relevant State agencies were identified and contacted to explore areas of mutual interest. (It may be remembered that a representative of DMH&C serves on the JJAG, along with representatives from the Departments of Human Services, Educational, and Cultural Services). Discussions among the Juvenile Justice Specialist, the Juvenile Justice Advisory Group Chair, and the Director of the Bureau of Corrections resulted in DMH&C's acceptance of MCJPAA's definition of prevention and a commitment to establish a state-wide committee of department heads with responsibilities for developing primary prevention programs. Excerpts from policy statements in the Department's Juvenile Code Evaluation and Plan of 1980 (prepared each year for the legislature) reflect the depth of commitment to primary prevention, (see Attachment 1, page 2).

At this juncture, policy makers in Maine have chosen organizational change as their approach to primary prevention programming. A common theme which runs through the MCJPAA Comprehensive State Plan, the DMH&C Juvenile Code Evaluation and Plan, and the JJAG's Long-Term Prevention Plan is the development and implementation of a long-range, state-wide prevention strategy developed by a number of State agencies working in conjunction with one another. The fact that three important actors speak with one voice and with the apparent support of the Governor augers well for future efforts.

#### 4.4.2 Funding

In February 1980, a notice concerning the availability of the Delinquency Prevention Program Guidelines (in essence, a Request For Proposal) was published in newspapers throughout the state. Five weeks were allowed for submission of applications. Technical assistance in developing projects and/or preparing applications was provided by phone and through personal meetings to applicants who requested it. Eight applications were received: the better ones came from those who had

received technical assistance; those who had not, submitted "more of the same."

A special grants review process was developed for use by the JJAG in selecting suitable grantees. The Prevention Committee and the Grants Committee jointly developed a prevention proposal review process, came to a consensus, and made grant recommendations. The Grants Committee utilized a Project Evaluation Form to review general program elements. The Juvenile Justice Specialist and the Prevention Committee developed a Prevention Proposal Checklist which reflected emphasis on a clearly defined, realistic strategy for organizational change, the involvement of affected individuals or groups, and other related factors, (see Attachments 6, Grants Committee Project Evaluation Form and 7, Prevention Proposal Checklist). The projects which were ultimately funded included: a community capacity-building project in Lewiston; a school-community based project in Bangor; and a project involving four schools in Washington County, the State's most rural and undeveloped county. Two months after the grants were approved, MCJPAA also funded a staff position (Delinquency Prevention and Technical Assistance Coordinator) to assist the Prevention Committee in carrying out its functions.

#### 4.4.3 Staffing

Staffing for the primary prevention effort in Maine has been provided by one Juvenile Justice Specialist in the State Planning Agency (MCJPAA) and, more recently, by the MCJPAA-funded Delinquency Prevention and Technical Assistance Coordinator who works primarily with the JJAG Prevention Committee. At the last legislative session, the State picked up funding for the Juvenile Justice Specialist position and that position is now filled. The recent separation of the Departments of Mental Health and Corrections has resulted in restructuring of these agencies with few, if any, resources currently available for extensive external activities. The development of a new department will occupy

much of the new Corrections Commissioner's attention, at least in the immediate future.

#### 4.4.4 Technical Assistance

A review of Maine's primary prevention programming activities supports the notion that technical assistance was a particularly vital element in the process and not simply an adjunct to planning or other individual activities. From the beginning, it was designed to address the long-term policy and planning needs contained within requests for short-term activities, and to provide State and local recipients with the ability to leverage delinquency prevention efforts in the community.

The following is a chronology of the development of the technical assistance and prevention activity at the state level:

- Fall, 1978, MCJPAA requested technical assistance from Westinghouse in order to address long-held concerns over the type of delinquency prevention programs it should be funding. The assistance was specifically requested in assessing the effectiveness of 13 traditional prevention projects currently being funded by the agency.
- A two-day site visit by Westinghouse began the process of developing prevention objectives and strategies for MCJPAA. A plan was developed to use evaluation findings from the assessment of the 13 projects to devise a proactive agency approach to delinquency prevention. The assessment instrument was to be designed by Westinghouse.
- Spring 1979, Westinghouse staff met with representatives from several State agencies to explore the feasibility of inter-agency planning and policy development.
- April 1979, Westinghouse sponsored a Delinquency Prevention workshop in Hartford. This was major factor in introducing the juvenile justice Specialist to the organizational change approach of delinquency prevention.

- December 1979, Westinghouse played a major role in educating and involving JJAG members (most of whom were newly appointed) in laying the groundwork for the development of primary prevention strategies based upon a mutually acceptable theory of delinquency causation.
- Assistance was provided in the development of a long-range plan and short-term strategies (funding guidelines) and the criteria for selection.
- MCJPAA's funding of the position of Technical Assistance Coordinator to staff the Prevention Committee and provide technical assistance to potential grantees and on-going projects was recognition of the importance of the role of technical assistance, and reflected the commitment of the State to maintain a respectable level of effort in the prevention area.
- November 1980, the Prevention Subcommittee requested assistance from Westinghouse in making three funded primary prevention projects evaluable after earlier efforts to identify outside evaluator failed (see Section 4.4.6, Evaluation).
- Spring 1981, Westinghouse Staff continued to advise Prevention Committee and Technical Assistance Coordinator with respect to evaluation design and future strategies.
- MCJPAA 1981, State Plan anticipates use of Westinghouse developed performance indicators in evaluating projects.

#### 4.4.5 Implementation

In May 1980, the first three primary prevention projects were funded by the MCJPAA.

- Bangor: The present School Enhancement Project in Bangor grew (in the Fall of 1979) out of the concerns of a community task force aimed at increasing the capacity of this small, middle-class community to prevent delinquency and substance abuse by students. The Task Force which had received technical assistance from Westinghouse and MCJPAA, selected city schools as an appropriate environment for the development of prevention strategies. Initial efforts were directed at identifying school policies and practices that generated delinquent behavior

and at developing strategies for reducing their negative impact. In addition, a city wide School/ Community Task Force on Delinquency Prevention was established. Around the time that MCJPAA awarded seed funds for the project, OJJDP announced a national Research and Development Program to work intensively with local school districts to implement and test pre-selected school-based strategies that were firmly rooted in the Social Development Model approach to prevention.<sup>F1</sup>

Bangor expanded its original proposal, adopted new elements in conformity with the R&D criteria and subsequently was selected as one of seven school-based sites for funding. The current project has capacity building and effective community networking as its major goals, and is focused on one junior high school with a total of 500 students. The JJAG maintains a high level of interest in the project because of its replication potential.

- Bridge Builders: This project, based in the state's most isolated, least developed, poorest county, is intended to enhance the sense of community membership among youth in the county. Student teams are recruited to participate in a self analysis process and to join with other community residents in problem-solving activities. Goals of the project are: to increase the participants' sense of self-worth; to corral specific resources in the community to address concerns in schools, employment, recreation, and family life; and to develop a resource manual called, "A Kid's Eye View of Washington County."

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<sup>F1</sup> The Social Development Model is based on the notion that the effects of experiences that young people have in their families, at school, with their peers, and in the community accumulate over time. These cumulative experiences determine whether young people develop a social bond to conventional society. The social bond consists of: attachments to people such as parents, teachers, and "positive" peers; commitments to activities like school, pursuit of education, and a career; and belief in the fairness of the social order.

- Bonney Youth Network (Lewiston/Auburn Project): This project is based in a small economically depressed metropolitan area characterized by high rates of substance abuse, juvenile crime, child abuse, and adolescent pregnancy. Despite these problems, the Lewiston and Auburn project was supported from independent recreation, educational and civic institutions. The insularity of various segments in both communities is compounded by an ethnicity factor -- a high percentage of Franco-Americans. The Bonney Youth Network project, guided by a 15-member steering Council with a broad base of community representation, attempts to provide linkages so that community-based prevention strategies can be developed in a cooperative and supportive atmosphere. Some examples of recent activities include the involvement of young people in revitalization projects, the holding of a cooperative community-wide Kite Festival, and the development of slide shows by youthful residents, depicting their cultural and ethnic backgrounds.

The Bridge Builders and the Bonney Youth Network projects have been approved for continuation funding by the MCJPAA Board through September 1982. The Delinquency Prevention Technical Assistance Project has also been approved.

Other activities that have taken place in line with Maine's long-term prevention plan include:

- Public Education/Technical Assistance: The Juvenile Justice Specialist and the Technical Assistance Coordinator have made presentations concerning primary prevention to groups around the State. The Coordinator and the Specialist made similar presentations at a State Conference sponsored by the Office of Alcohol and Drug Abuse Prevention. Another conference is being planned for Spring 1982, and the JJAG is involved in planning the Conference which will include a delinquency prevention component.

The JJAG and the Maine Criminal Justice Academy sponsored three week-long Juvenile Justice Institutes that featured prevention workshops.

The Technical Assistance Coordinator provides technical assistance to MCJPAA grantees.

The Office of Alcohol and Drug Abuse Prevention (OADAP) has requested the JJAG's involvement in site selection and project monitoring for the Channel One grants available from OADAP through NIDA.

- Funding: Three of the 1980 program year prevention grants have been refunded. The fourth (Bangor) is funded directly by OJJDP through the R&D Initiative.

#### 4.4.6 Evaluation

The unsatisfactory results from the assessment of the 16 traditional, MCJPAA-funded prevention programs, have been described in Section 4.3.2. Unfortunately, there has been no comparative analysis of the three primary prevention projects funded in 1980. One, the Bangor Project, was diverted from its original design into an R&D experimental project; the other two received technical assistance from Westinghouse in an effort to build in evaluation elements. An RFP circulated by MCJPAA in the Fall of 1980 in search of an independent evaluator of the three projects and other implementation activities in support of the long-term plan produced only a disappointing response. Currently, efforts are underway to obtain further assistance from Westinghouse in carrying out an evaluation of the two MCJPAA-funded projects as they relate to the JJAG's long-term prevention plan regarding state-wide implications of primary prevention projects.

#### 4.4.7 Organizational Context

Until new appropriations are made available, it is unlikely that MCPJAA will be able to undertake any additional effort in the prevention area. Because of restructuring of the newly independent State Department of Corrections, coupled with unresolved problems stemming from last year's lockdown in the adult prison, this agency is not engaged in any primary prevention activities at this time. The Maine efforts in prevention planning and programming in the State are currently being carried out by the JJAG Prevention Committee with MCJPAA-funded staff

assistance from a Technical Assistance Coordinator. In addition to interagency collaboration (see Section 4.4.5, Implementation), the JJAG is working to establish a Coalition of Primary Prevention Providers and is sponsoring a Conference on Networking for community organizations interested in delinquency prevention.

MAINE

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MAINE ATTACHMENTS

1. Prevention Plan 1981 (Title 15...)
2. Title 5, Statute Establishing MCJPAA
3. Executive Order Establishing JJAG
4. MCJPAA Delinquency Prevention Program Guidelines
5. Maine Long-Range Prevention Plan
6. Grants Committee Project Evaluation Form
7. Prevention Proposal Checklist
8. MCJPAA State Plan - 1982

MAINE

ATTACHMENT 1

Prevention Plan 1981 (Title 15...)

PREVENTION PLAN 1981

Title 15, Chapter 11-A, Section 262, subsection 2 of the Maine Juvenile Code states:

"Planning. The Department shall prepare an annual plan for identifying, evaluating and meeting the service needs for the prevention of juvenile crime and the rehabilitation of juveniles adjudicated as having committed juvenile crimes."

I. Primary Prevention, as defined by the Juvenile Justice Advisory Group and agreed upon by the Department of Mental Health and Corrections "is an on-going, sustained process of promoting community conditions<sup>8</sup> that reduce the likelihood of illegal acts<sup>9</sup> committed by youth, particularly those youth with no previous formal<sup>10</sup> contact with the criminal justice system.

Secondary Prevention is promoting activities designed to reduce the incidence of further illegal acts by provision of direct services to juveniles who have had contact with the criminal justice system. Secondary prevention can also pertain to positive system change.

II. Diversion is the process of stopping further penetration into the criminal justice system by youth following an alleged illegal act. The process can consist of no further action on the development of specific programs as an alternative to the juvenile justice system.

III. Rehabilitation is the process of supportive change of behavior on the part of individuals in the criminal justice system by developing insights or skills, which will enable those individuals to cease criminal behavior. Secondary prevention can be part of rehabilitation, and the primary goal of diversion is rehabilitation.

The Intake Workers role is that of Diversion, Rehabilitation and Secondary Prevention.

The Juvenile Probation Officers' role is that of Rehabilitation and Secondary Prevention.

The Maine Youth Center's role is that of Rehabilitation and Secondary Prevention.

The above roles do occasionally overlap into primary prevention.

<sup>8</sup> Circumstances or environments within communities which affect the commitment of youth to law abiding behavior (see "Strategies To Be Encouraged").

<sup>9</sup> Criminal and/or juvenile acts as defined by state and federal law.

<sup>10</sup> Law enforcement contact as a result of an alleged illegal act.

The DMH&C clearly recognizes its responsibilities and mandates in the areas of diversion, secondary prevention, and the rehabilitation, and these are the areas where the Department's maximum use of existing resources should be expended.

Because of the scope and complexity of primary prevention, the DMH&C does not feel it is the appropriate sole statutory agent for primary prevention with the State. It is, therefore, recommended that in order to establish a more productive, cohesive, and economical approach to primary prevention, the Department of Human Services and the Department of Educational and Cultural Services become jointly involved with DMH&C in this regard.

The 1980 Juvenile Code Evaluation and Plan stated:

"The DMH&C will attempt to form a committee comprised of representatives from DMH&C, DHS, DE&CS, and the JJAG. Technical assistance will be requested from the Maine Criminal Justice and Planning Assistance Agency (MHJPAA) and the Office of Alcohol and Drug Abuse Prevention (OADAP). This Committee should first develop a working inter-departmental definition of prevention. Areas of prevention responsibility within each Department should be determined and specific programs developed. By jointly addressing these issues, a systematic, non-duplicative approach to primary prevention can be established. It is the recommendation of the DMH&C that the formation of this committee (and the stated goals) be given a high priority by each Department. It is further the recommendation of the Department, that, due to the long-range positive impact that a systematic prevention plan could have on the youth of the State, that members of Committee be comprised of Departmental Commissioners or their designee not to be at a lower administrative level than Bureau Director. The DMH&C will place both the Commissioner of Mental Health & Corrections and the Director of the Bureau of Corrections on this committee."

"The Committee will report to the Governor and Legislature prior to the 1981 legislative session. This report will outline statutory changes which will more clearly define primary prevention responsibilities among the Departments and which will address specific primary prevention programs that are being or should be developed."

"In addition, the committee will attempt to procure federal resources and direct appropriate existing resources for the purpose of initiating primary prevention efforts in various areas. The area of substance abuse and status offenses is a likely beginning."

Due to the manpower drain caused by the lock down at the Maine State Prison, the Department had to postpone these Plans. In 1981, these issues will be addressed and a report to the Governor will be made in 1982.

Evaluation and Plan, Maine Juvenile Code, Maine Department  
Mental Health and Corrections, Augusta, 1980, p. 36.

MAINE

ATTACHMENT 2

Title 5, Statute Establishing MCJPAA

S T A T E   O F   M A I N E  
Maine Revised Statutes Annotated

Title 5, Part 2

CRIMINAL JUSTICE PLANNING AND ASSISTANCE

CHAPTER 315

CRIMINAL JUSTICE PLANNING AND ASSISTANCE AGENCY

#3350. Criminal Justice Planning and Assistance Agency.

There is established to carry out the purpose of this chapter a Maine Criminal Justice Planning & Assistance Agency in the Executive Department to carry out programs of planning for more effective administration of criminal justice and for assisting local and state agencies in improving criminal justice in the State. The agency is to have those powers necessary to be designated at the "State Planning Agency" within the meaning of U.S. PL 90-351, Title I, the "Omnibus Crime Control and Safe Streets Act of 1968", as amended, and U.S. PL 93-415, the "Juvenile Justice and Delinquency Prevention Act of 1974", as amended.

#3351. Directors.

The agency shall have no less than 12 nor more than 24 members appointed by the Governor, including, ex officio, the Attorney General, the Commissioner of Public Safety, the Commissioner of Mental Health and Corrections and the Chief Medical Examiner for the State. The remaining appointed members shall include representatives of units of local government, including elected officials, appointed executives and law enforcement officers; sheriffs; representatives of groups dealing with juvenile delinquency and representatives of the community generally. In addition to the

foregoing, the agency shall have judicial members as provided in the Federal Act.

Agency membership shall reflect, to the degree possible, a reasonable geographical and urban-rural balance.

( Appointed directors shall serve a term of 3 years. ) Directors shall receive their actual expenses incurred in the performance of their official duties.

#3352. Meetings.

Directors shall meet at the call of the Governor, the Chairman, the Executive Director or upon petition of any 6 members. Directors shall have the power (to set policy and promulgate rules for the operation and administration of the Agency consistent with the applicable federal legislation.)

#3353. Executive Director, staff.

The directors shall employ a full-time Executive Director who shall employ such additional staff as necessary with the approval of the directors. The professional staff shall be unclassified. Clerical staff shall be employed subject to the Personnel Law.

#3354. Grants to other agencies.

The Agency shall be authorized to make grants for planning and for improvement of criminal justice consistent with the intent of the applicable state and federal legislation, as amended, to any agency or organization in law enforcement, criminal justice administration and delinquency prevention activities. When the board approves such

grants to departments and agencies of State Government, the Executive Director shall forward a copy of the approved grant application to the Joint Standing Committee on Appropriations and Financial Affairs through the Legislative Finance Office. Such information will include expected length of funding of such programs and restrictions or limitations placed on the grant application.

#3355. Acceptance of funds.

Funds from the Federal Government or from any political subdivision of the State or from any individual, foundation or corporation may be accepted by the Criminal Justice Planning and Assistance Agency and expended for purposes consistent with this chapter.

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Last amended C 710, PL 1978, effective April 6, 1978.

ATTACHMENT 3

Executive Order Establishing JJAG



OFFICE OF  
THE GOVERNOR

NO. 4FY 79/80

DATE October 5, 1979

JUVENILE JUSTICE ADVISORY GROUP

WHEREAS, the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, requires each State to establish a State Juvenile Justice Advisory Group if it is to receive funds under the Act; and

WHEREAS, there are currently 500 thousand dollars expended annually in the State of Maine to provide juvenile justice and delinquency prevention programs and services by a number of Federal, State and local agencies to improve the juvenile justice system; and

WHEREAS, such an advisory group can play an important role in effectively coordinating juvenile justice and delinquency prevention and related programs to ensure the efficient delivery of juvenile services in the State; and

WHEREAS, such an advisory group may be given a role in monitoring State compliance with the requirements of deinstitutionalization of status and non-offenders and separation of juveniles from adults; and

WHEREAS, such an advisory group can play an important and beneficial role reviewing and commenting on the State's juvenile justice and delinquency prevention needs and programs;

NOW, THEREFORE, I, JOSEPH E. BRENNAN, Governor of the State of Maine, do hereby establish a Juvenile Justice Advisory Group.

The Group shall be constituted as follows:

Membership

Consistent with PL 93-415, Sec. 223(a) (3), the Juvenile Justice Advisory Group shall consist of not less than twenty-one and not more than thirty-three representatives from the following interests:

- A. Representatives of units of local government, law enforcement and juvenile justice agencies including:
  - (i) Law enforcement, corrections or probation personnel,
  - (ii) Juvenile court judges;
- B. Representatives of public agencies concerned with delinquency prevention or treatment such as welfare, social services, mental health, education or youth services departments;

- C. Representatives of private organizations concerned with delinquency prevention or treatment; concerned with neglected or dependent children; concerned with the quality of juvenile justice, education or social services for children;
- D. Representatives of public/private agencies which utilize volunteers to work with delinquents or potential delinquents;
- E. Representatives of community-based delinquency prevention or treatment programs;
- F. Representatives of business groups and businesses employing youth;
- G. Representatives of or youth workers involved with alternative youth programs;
- H. Representatives with special experience and competency in addressing the problems of school violence and vandalism;
- I. Representatives with special experience with the problems of learning disabilities;

In addition, a majority of members (including the Chairperson) shall not be full-time employees of the Federal, State or local government. Also at least one-third of the members shall be under the age of 26 at the time of appointment, at least three of whom shall have been or shall currently be under the jurisdiction of the juvenile justice system.

#### Administration

Pursuant to the provisions of PL 93-415, Sec. 223(a) (3), the performance of the responsibilities of the Governor relating to provision of staff and support are hereby delegated to the Director of the Maine Criminal Justice Planning and Assistance Agency, who shall appoint such staff as he may deem necessary to carry out the purposes of this Executive Order. The Maine Criminal Justice Planning and Assistance Agency shall be the fiscal agent of the advisory group.


#### Responsibilities

The overall responsibility of the Juvenile Justice Advisory Group shall be to participate in the development of the State's juvenile justice plan and to review and comment on all juvenile justice and delinquency prevention grant applications to MCJPAA.

In addition, the Juvenile Justice Advisory Group shall:

1. advise the MCJPAA, its Board of Directors, the Governor and the Legislature on matters related to juvenile justice,
2. monitor State compliance with the requirements of deinstitutionalization of status and non-offenders and separation of juveniles from adults,
3. advise on MCJPAA Supervisory Board composition,
4. develop more effective education, training, research, prevention, diversion, treatment and rehabilitation programs in the area of juvenile delinquency and improvement of the juvenile justice system and,

5. review the progress and accomplishments of juvenile justice and delinquency prevention projects funded under the State plan.

  
 JOSEPH E. BRENNAN

MAINE

ATTACHMENT 4

MCJPAA Delinquency Prevention Program Guidelines

DELINQUENCY PREVENTION PROGRAM GUIDELINES

BACKGROUND INFORMATION

On January 29, 1980 the Board of Directors of the Maine Criminal Justice Planning and Assistance Agency (MCJPAA) met and at the request of the Juvenile Justice Advisory Group (JJAG), adopted the following definition and strategies to be encouraged for 1980 applications in the prevention area.

DEFINITION

Prevention is an on-going, sustained process of promoting community conditions<sup>1</sup> that reduce the likelihood of illegal acts<sup>2</sup> committed by youth, particularly those youth with no previous formal contact<sup>3</sup> with the criminal justice system.

STRATEGIES TO BE ENCOURAGED

Strategies must impact on the major arenas that affect youth (education, employment and community service, family, community). Strategies should aim at: improving linkages between community, youth and families; increasing support, cooperation and a sharing of community resources among community institutions; improving the capacity of communities to coordinate the availability and accessibility of services to youth and families; and building on-going community support for prevention activity. Strategies should focus on: changing conditions which affect youth in a negative manner; increasing opportunities for youth and families to develop bonds and commitments to the community; and improving access to opportunities for youth to be useful and competent. This would include involving youth in planning, decision-making, implementation and evaluation.

Those strategies which will not be encouraged are those which: focus on remedial services and on the behavior of individual youth; ignore youth involvement in planning and decision-making; label youth in a negative manner; and fail to foster cooperation and involvement among community institutions.

<sup>1</sup>Circumstances or environments within communities which affect the commitment of youth to law abiding behavior.

<sup>2</sup>Criminal and/or juvenile acts as defined by state or federal law.

<sup>3</sup>Law enforcement contact as a result of an alleged illegal act.



DELINQUENCY PREVENTION PROGRAM GUIDELINES

INTRODUCTION

The Juvenile Justice Advisory Group (JJAG) is interested in receiving proposals which meet the strategies outlined above. The JJAG will review applications on the basis of the criteria herein and will forward recommendations to the Board of Directors of the Maine Criminal Justice Planning and Assistance Agency. If proposals do not meet the criteria in these guidelines, the JJAG may choose not to recommend any of them to the MCJPAA Board of Directors, which has final funding authority.

It should also be noted that funds are also available for diversion activities in the juvenile area.

I. PROGRAM OBJECTIVES

Pursuant to Section 224 of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1977, the JJAG is supporting, in FY'80, an experimental program to develop and test delinquency prevention strategies to increase understanding of what works in reducing the likelihood of delinquent acts.

The specific objectives of this program are:

- (1) To improve the capacity of the local community to promote delinquency prevention;
- (2) To stimulate change in those policies, practices and procedures which negatively affect youth within schools, employment and community services, and the overall community;
- (3) To create, improve or increase access to opportunities for youth to see themselves as being useful, competent, and capable of exerting a positive influence within the community; and,
- (4) To increase knowledge about elements that are essential to the development and implementation of effective delinquency prevention projects.

## II. PROJECT DESCRIPTION

### (A) Background

Delinquency prevention approaches which are the major thrust of this program include: (1) local capacity building by exposing communities to the concepts of delinquency prevention and reinforcing their role in developing, implementing and sustaining a delinquency prevention effort; and, (2) self-contained programs<sup>1</sup> directed toward organizational change. Organizational change must be directed at conditions that can be or have been shown to impact on juvenile delinquency.

### (B) Problem Addressed

In an era of diminishing resources, the effective use of existing limited funds is critical. Historically, delinquency prevention efforts have focused on providing additional direct services to individuals (dealing with symptoms rather than causes). This approach has not been proven cost-effective or been shown to be effective in preventing delinquency. By targeting on services to the individual, prevention efforts have failed to address delinquency as a community problem and to recognize the failure of major community institutions to respond adequately to the needs of all youth.

This program is aimed at developing projects that ensure access to conventional opportunities in education, work and community services in order to increase youth stake in and commitment to law-abiding behavior. This program will focus on providing opportunities for youth to be constructively involved.

### (C) Program Target

The targets for this program are the community conditions (circumstances or environments) which affect the commitment of all youth to law-abiding behavior. These conditions must directly impact on one or more of the following areas: work, education, community and family and their interactions with each other.

### (D) Results Sought

Results sought in this program include:

- (1) Increased awareness and acceptance of responsibility for delinquency prevention by communities;
- (2) Increased capacity of the community to deal with delinquency prevention and a sustained commitment by the community to continue to promote delinquency prevention;

<sup>1</sup>Self-contained programs can be implemented on a small scale, over a short term, directly involving a selected population of youth. (See Delinquency Prevention: Theories and Strategies, OJJDP, April 1979, Chapter 4 for further definition).

(3) The adoption of policies, practices and procedures which provide increased opportunities for youth to be involved in decisions affecting their lives, those decisions which affect their commitment to law-abiding behavior; and,

(4) Reduction in the likelihood of illegal acts.

### (E) Working Assumptions

#### 1. Rationale

This section sets out the rationale which should guide these programs.<sup>1</sup>

##### A. SOCIAL LEGITIMACY

The central theme in this rationale is that of social legitimacy: the chance to be useful, to be competent, to belong, to exert influence and to be seen by others in that light. Five elements compose the rationale:

#### 1. Values

At the root of legitimacy are values; competence, usefulness and belonging are conventional values accepted by the community. The issue is whether, given the usual ways these values are depicted and emphasized in organized activities affecting youth, youth can find conventional values relevant and compelling and can develop a commitment to (a stake in) law-abiding behavior.

#### 2. Access to Desirable Social Roles

Access to desirable social roles (opportunities to be useful, to be competent, and to belong) reinforce the stake in conventional society and law-abiding behavior. Opportunities are not made by youth, but are created in the expectations of others who deal with youth. Those opportunities to be useful, to be competent, to belong, and to exert influence are not uniformly distributed. Youth who have fewer of these opportunities have less stake in conventional, law-abiding behavior.

#### 3. Social Control

For persons who have a stake in law-abiding behavior, a powerful influence on that behavior is the expressed and/or implied expectations of others. The less rewarding the interaction with those others, the less influence their expectations will have, and the higher the probability of delinquency.

<sup>1</sup>For further detail, refer to Delinquency Prevention: Theories and Strategies, OJJDP, April 1979, and available at NCJPA and Regional Planning Offices.

#### 4. Labeling

All youth, by virtue of their behavior at one time or another, fail to behave as expected and their acts are disapproved by others. For some youth, this disapproval of acts comes to be a negative label of the person. The label assigned to a youth determines how a community will respond to that youth. Others more often react to the label rather than to the person's acts. When a youth's perception of him/herself is influenced by the community's label, the chance to win back legitimacy becomes slimmer.

A youth who has been assigned a negative label has less access to those opportunities which produce the feelings of competence, self-worth and belonging in a legitimate manner necessary for a commitment to law abiding behavior. The youth may come to accept the negative label and behave in accordance with it.

#### 5. Learning

Values must be comprehensible, relevant, and commanding. The prevailing community expectations must permit and support youth in performing appropriately and in receiving approval. If the labels are positive, social controls will be more effective and the youth will learn and support prescribed values and expectations. The probability of delinquency will thereby be reduced. If the values are incomprehensible, irrelevant, uncommanding, if the prevailing expectations make approved performance difficult, and if labels are negative, then social controls are less likely to be effective, legitimacy will be hard to win, and delinquency will be more likely.

#### 2. Assumptions

- A. The perceptions and behaviors of youth are determined by the patterns and responses of the community to its youth.
- B. While youth are responsible for their own actions, the community has the responsibility for ensuring that youth know the law and are committed to law abiding behavior.
- C. Since youth are held responsible for their actions, they have both a right and a responsibility to participate in the decision-making that affects their lives.
- D. Opportunities must be provided to allow youth to see themselves and to be seen by others as contributing members of the community with some control over their own lives.

E. Bringing about change in community conditions requires cooperation on the part of both youth and adults. The entire community has responsibility for ensuring cooperation.

F. Focusing on community conditions is a cost effective method of delinquency prevention.

### III. PROGRAM STRATEGY

#### 1. Program Design

Applications are sought for projects which influence one or more of the following major areas which affect youth: education, work and community service, family and community. Projects must apply, elaborate and refine the rationale and assumptions described. Projects must document familiarity with the issues and strategies outlined in Delinquency Prevention: Theories and Strategies.

- (a) The strategy to be encouraged will focus on self-contained programs (directed toward selective organizational change) that can be implemented on a small scale over a short term. Projects must impact on one or more of the following areas that affect youth: education, employment and community service, family and community and their interactions with each other. Projects must aim at improving linkages between community, youth and families by increasing support, cooperation and a sharing of community resources among community institutions and building on-going community support for prevention activity. Projects must also focus on increasing opportunities for youth and family to develop bonds and commitments to the community and improving access to opportunities for youth to be useful and competent. This would include involving youth in planning, decision-making, implementation and evaluation.
- (b) Those projects which will not be encouraged are those which: focus exclusively on remedial services and on the behavior of individual youth; ignore youth involvement in planning and decision-making; label youth in a negative manner; and fail to foster cooperation and involvement among community institutions.
- (c) All projects must have the following essential elements:
  1. The project must impact on at least one major area which affects youth (e.g., family, school, work, community).
  2. The project must involve youth in planning and decision-making. It must be perceived that the young participants have something to offer and will perform productively with appropriate support.

3. The project must clearly define the community conditions to be addressed (where change is needed and what will be changed) and the relationship of the conditions to delinquency.
4. The project must be described not as a delinquency prevention project but in terms of the positive merits of the program. The project activities must be interesting and worthwhile in and of themselves to attract participants.
5. Individuals/groups to be affected must be involved in the planning, implementing and evaluation of project activities. This requires forming cooperative efforts and avoiding the isolation of a specific delinquency prevention project.
6. The project must involve a mix of youth that, as a group, will be perceived as an ordinary group. The mixing of the participants confirms the positive description of the project by avoiding negative labeling of youth by virtue of their participation.
7. The procedure for selection and recruitment of youth should be consonant with the rationale and principles set out in these guidelines. There must be an ordinary procedure to recruit a mix of all youth.
8. The project must use existing community resources and form needed partnerships between persons and organizations with responsibilities and resources for delinquency prevention and for youth.
9. There should be an evaluation of the project that permits an assessment of the results obtained in relation to the activities undertaken. NCJPAAs will provide technical assistance for evaluation in the final design of the program. It is incumbent on the project director to operate the project in a fashion which facilitates an evaluation.

(d) Project examples:

1. Education

Possible projects in this category include those directed at modifying or changing school policies and practices that generate inappropriate labeling and systematically eliminate segments of the student population from participating in activities. Specific programs could focus on revising school rules and discipline procedures; improving student-teacher interactions through training; reconsidering eligibility criteria for particular courses or extracurricular activities; and developing more relevant curriculum options designed to provide a broader array of work, community involvement and practical activities.

2. Work and Community Service

Possible projects in this category could be designed to broaden the range and quality of opportunities available to youth in the areas of work and community service. This could include involving youth in the design and pursuit of job development possibilities, volunteer service activities or local government functions.

3. Community Capacity Building

Local delinquency prevention activities must be based on an assessment of local conditions and opportunities for the development of a responsive delinquency prevention program using an organizational change strategy. This could include:

The development of an action group of key individuals and organizations concerned about youth, knowledgeable about the range of options available for resolving problems, and capable of systematically developing and pursuing a strategy for change; education of the groups and organizations necessary for implementation of the plan; and development, implementation and evaluation of an Action Plan for affecting youth-serving institutions.

2. Dollar Range, Duration of Grants

The grant period for this program is one year with continuation awards contingent upon satisfactory grantee performance in achieving stated objectives, availability of funds and compliance with the terms and conditions of the grants. Grants will range up to \$45,000 for each project based upon: (a) the conditions to be addressed; (b) the potential for impact on large numbers of youth; and (c) the cost-effectiveness of the project design. The total funds available in FY 1980 for prevention and diversion projects is \$160,000. These prevention proposals therefore will be competing with diversion proposals.

IV. APPLICATION REQUIREMENTS

These requirements are as stated in the NCJPAAs subgrant application form. Further detailed description should be as follows:

- (1) Description of strategies to be employed and activities to be used to affect change.
- (2) Discussion of techniques to be used to increase capacity of staff and communities to undertake organizational change activities.
- (3) Explanation of education and community relations activities required to gain and maintain public understanding and support for proposed project, specifically, and delinquency prevention, generally.

- (4) Specification of the respective responsibilities and interactions of all those who participate in the project.
- (5) Specification of the intended target population and methods for recruiting so as to assure the desired focus on delinquency prevention avoiding negative labeling of participants.
- (6) Specification of the strategy used to ensure the positive image and tone of the program in securing a mixed population.
- (7) Identification of: (a) institutional targets for change; (b) the specific conditions within those institutions which are to be addressed; and (c) the relationship of those conditions to juvenile delinquency.
- (8) Narrative and statistical data describing: (a) the magnitude and impact of the existing delinquency problem; and (b) the impact of the identified conditions on youth in the community.

#### V. CRITERIA FOR SELECTION OF PROJECTS

Applications will be evaluated using the following criteria. Only those applications meeting criteria at the highest level will be considered for grant award. All other factors being equal, cost-effectiveness will be used in making final selections.

- (1) The extent to which the proposed project addresses the program targets (community conditions); identifies the targeted practices, policies and procedures of institutions (e.g., schools, work and community service) and establishes that those conditions to be impacted are harmful to youth. (25 points)
- (2) The extent to which the applicant demonstrates understanding of the problems associated with affecting change in the targeted arenas and plans effectively to overcome identified barriers to change. (20 points)
- (3) The extent to which the project design includes youth and other key individuals/groups in the community as meaningful and responsible participants. (20 points)
- (4) The extent to which the proposed strategy has the potential for modifying targeted policies, practices and procedures. (20 points)
- (5) The extent to which the project builds a sustained local delinquency prevention strategy. (15 points)

#### VI. SUBMISSION REQUIREMENTS

##### (1) Submission Procedures

Applications must be submitted to MCJPAA on the application form attached. Applicants should consult with the regional criminal justice planning coordinator in their area or the juvenile justice specialist at MCJPAA before submitting a formal application to MCJPAA. Applicants are encouraged to review the recent publication, Delinquency Prevention: Theories and Strategies.

##### (2) Deadline for Submission of Applications

Notice of intent to apply for these funds must be made to regional coordinators or MCJPAA by March 14, 1980. Applications must be submitted no later than April 1, 1980. Awards should be made at the end of May.

MAINE

ATTACHMENT 5

Maine Long-Range Prevention Plan

March 1980

MAINE PREVENTION COMMITTEE

LONG-RANGE PREVENTION PLAN

KEY STRATEGIES

The long-range prevention goal is to support the development, in each community in Maine, of an ongoing sustained process of promoting conditions that reduce the likelihood of delinquent acts. The strategies listed below can be used by MCJPAA to create change and promote effective prevention practice.

1. Public Education.
2. Technical Assistance.
3. Evaluation.
4. Funding.
5. Participation of Other State-wide Agencies,  
both State government and private.

Other agencies can function as partners in joint efforts to implement the first four strategies listed here, thus extending the influence of MCJPAA in promoting effective prevention practice.

MARCH 1980

MAINE PREVENTION COMMITTEE  
STRATEGY: PUBLIC EDUCATION/STIMULATING INTEREST AND ENTHUSIASM

The public education strategy has two purposes: To bring prevention to the public's attention; stimulating interest and enthusiasm; and to provide sustained attention to those putting prevention concepts into practice. This strategy can be implemented through several mechanisms:

Attention

- Statewide/Regional conferences.
- Focused presentations to key groups on critical prevention issues (e.g., Superintendents' Association).
- Distribution of written information.
- Networking, for informal verbal dissemination of information.

Guidance

- Onsite TA capability which is both credible and supportive to recipient.
- TA to MCJPAA grantees is included.

Resources for implementing these mechanisms may come from a variety of sources, which may be used independently or in conjunction with the others. Possible resources include:

- Using a grant (from MCJPAA or other sources) to purchase a TA capability.
- Developing an interagency TA pool using contributed time of staff from various agencies.
- Coordinating efforts to attract and make use of available national and State TA/training resources.

MARCH 1980

MAINE PREVENTION COMMITTEE  
STRATEGY: EVALUATION

The results of evaluating prevention efforts can serve two purposes, providing both information which can be used internally to improve program efforts, and information which can be used in public education efforts to stimulate interest and to encourage involvement from other agencies. Process evaluations are most critical for internal improvement-oriented efforts, while impact evaluations provide relevant information for sharing with others interested in promoting prevention efforts. Several strategies for evaluation were identified, including:

PROGRAM YEAR

1980   1981

- |   |   |   |   |
|---|---|---|---|
| X | X | - | Preparing an RFP and contracting with an outside evaluator.     |
| X | X | - | Evaluating several projects together, rather than individually. |
| X |   | - | Conducting only a process evaluation.                           |
| X |   | - | Need to identify potential evaluators by April 15, 1980.        |
|   | X | - | Seek out outside funding for process and impact evaluations.    |

MARCH 1980

MAINE PREVENTION COMMITTEE

STRATEGY: FUNDING

Areas which should be considered for funding for the 1981 program year include:

- Public education and technical assistance activities to further MCJPAA's prevention goals.
- Providing staff support for interagency coordination efforts.
- Continuation of the 1980 program year prevention grants.
- New funding for a focused prevention program effort in conjunction with another State agency. Development of funding commitments from one or more other State or private agencies.
- The process and impact evaluations of the 1981 program year efforts.

MARCH 1980

MAINE PREVENTION COMMITTEE

STRATEGY: PARTICIPATION OF STATE AGENCIES

The agencies and organizations listed below were identified as having both a) the capability to influence prevention practice based on the nature and extent of their usual activities (or-normal operations -or- regular practice, etc.), and b) the inclination toward and interest in pursuing delinquency prevention objectives delineated by the Prevention Committee.

1. Top Priority Agencies for Joint Prevention Efforts

- Department of Educational and Cultural Services (DECS).
- ODAAP.
- Manpower Affairs (SETC/CETA).
- Cooperative Extension Service.

2. Secondary Agencies, Helpful as Resources

- Department of Mental Health and Corrections (DMHC) (mandate, empathy).
- Interdepartmental Coordinating Committee (IDC).
- Maine Council of Community Education (TA resources).

3. Other Potential Agencies for Involvement

- Department of Human Services (DHS).
- Human Services Council.
- State YMCA of Maine.
- Community Action Program (CAP).
- Community Services Administration (CSA).
- United Way agencies.
- Human Services Development Institute.
- Maine Council on/of Humanities and Public Policy.



- Unions - MMA, MTA, MSEA, Maine Superintendents and Principals Association.
- Coalition groups.

MARCH 1980

MAINE PREVENTION COMMITTEE

Followup Tasks and Action Steps.

<u>TASK</u>	<u>ACTIVITIES</u>	<u>DPTA ASSISTANCE</u>
1. Contact four State agencies to develop allies.	a. Meet individually with the four top priority agencies to establish allies. b. Bring allies together. c. Approach the IDC or DMHC Prevention Committee to take a leadership role at the top level.	Help in planning for joint initiatives.
2. Develop detailed design for public education/ TA effort.		Help in designing; providing examples of other States' efforts. Topic for April visit.
3. Develop request-for-proposal for 1980 evaluations.	a. Identify potential evaluators. b. Design RFP	Help in developing RFP. Topic for April visit.
4. Finalize detailed planning and write 1981 Plan for prevention.		Continuing assistance.

MAINE

ATTACHMENT 6

Grants Committee Project Evaluation Form

GRANTS COMMITTEE PROJECT EVALUATION FORM

PROJECT TITLE \_\_\_\_\_ GMIS CODE # \_\_\_\_\_  
 PROSPECTIVE SUBGRANTEE \_\_\_\_\_  
 NEW PROJECT \_\_\_\_\_ EXPANSION \_\_\_\_\_ CONTINUATION \_\_\_\_\_  
 PROGRAM AREA \_\_\_\_\_  
 PROGRAMMATIC SCORE \_\_\_\_\_  
 RECOMMENDED DISPOSITION \_\_\_\_\_ FUND \_\_\_\_\_ DO NOT FUND \_\_\_\_\_

PROGRAM REVIEW

- |  | VERY GOOD | AVERAGE | POOR  |
|--|-----------|---------|-------|
|  | 5         | 4       | 3 2 1 |
| 1. <u>Problem Statement:</u> Indicate an understanding of "what" is happening and "why". This description will include the population group, age group, and geographical area affected by the problem, the projected growth of the problem without intervention, an identification of the apparent cause(s) of the problem, and the present procedures and capabilities for dealing with the problem. (e.g., principals, police, and DHS document that 50 juveniles in area X are abused and neglected and require emergency placement). |           |         |       |
| _____  |           |         |       |
| _____  |           |         |       |
| _____  |           |         |       |
| 2. <u>Target Population:</u> Specifically identified. (e.g. all persons under 18 identified by DHS, school principals, and police as abused and/or neglected).   | 5         | 4       | 3 2 1 |
| _____  |           |         |       |
| _____  |           |         |       |
| _____  |           |         |       |
| 3. <u>Goals and Objectives:</u> Describe precisely what project will achieve and/or demonstrate, directly relating it to the problem statement; the <u>goal(s)</u> is a clear and concise statement of the desired future state, expressed in terms of results to be achieved and <u>objectives</u> are specific, time-framed and measurable (e.g., <u>goal</u> - to reduce the incidence of abuse and neglect in area X; <u>objective</u> - to reduce the incidence of abuse and neglect by 10% in area X in the next year).            | 5         | 4       | 3 2 1 |
| _____  |           |         |       |
| _____  |           |         |       |
| _____  |           |         |       |

4. Implementation Objectives: Specific activities necessary to project implementation (e.g. renting office space within 2 weeks of grant approval). VERY GOOD 5    4    AVERAGE 3 2    POOR 1

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5. Methods and Procedures: Describe duties and tasks of employees, project approach, all grant activities (e.g., job descriptions, organizational chart, personnel policies, etc.). 5    4    3    2    1

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6. Record-keeping system for internal and external evaluation purposes: Show evidence of what records will be maintained, how often and by whom. 5    4    3    2    1

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7. Document plan for developing community linkages. 5    4    2    1

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8. Relationship with criminal justice system. 5    4    3    2    1

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9. Probability of affecting the criminal justice system. VERY GOOD 5    4    AVERAGE 3 2    POOR 1

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10. Is budget realistic and justified? 5    4    3    2    1

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11. Long term funding plan. 5    4    3    2    1

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12. In current MCJFAA plan (regional or state) YES    NO

13. In competition with other grants in the same category. YES    NO

ATTACHMENT 7

Prevention Proposal Checklist

PREVENTION PROPOSAL CHECKLIST

APPLICANT:

PROJECT TITLE:

REVIEWER:

REQUIRED PROJECT ELEMENTS

	YES	NO
1. Does the project impact on at least one major area which affects youth: family, school, employment, community?	<input type="checkbox"/>	<input type="checkbox"/>
2. Does the project involve youth in planning and decision-making?	<input type="checkbox"/>	<input type="checkbox"/>
3. Does the project clearly define the community conditions to be addressed (where change is needed and what will be changed) and the relationship of the conditions to delinquency?	<input type="checkbox"/>	<input type="checkbox"/>
4. Is the project described not as a delinquency prevention project but in terms of the positive merits of the program?	<input type="checkbox"/>	<input type="checkbox"/>
5. Are the individuals/groups to be affected involved in the planning, implementing and evaluation of project activities?	<input type="checkbox"/>	<input type="checkbox"/>
6. Does the project involve a mix of youth that, as a group, will be perceived as an ordinary group?	<input type="checkbox"/>	<input type="checkbox"/>
7. Is the procedure for selection and recruitment of youth consonant with the rationale and principles set out in these guidelines?	<input type="checkbox"/>	<input type="checkbox"/>
8. Does the project use existing community resources and form needed partnerships between persons and organizations with responsibilities and resources for delinquency prevention and for youth?	<input type="checkbox"/>	<input type="checkbox"/>
9. Does the project include an evaluation component that permits an assessment of the results obtained in relation to the activities undertaken?	<input type="checkbox"/>	<input type="checkbox"/>

CRITERIA FOR SELECTION OF PROJECTS

	MAXIMUM POINTS "PERFECT SCORE"	SCORE FOR THIS PROJECT
(1) Extent to which project addresses program targets (community conditions); identifies targeted practices, policies and procedures of institutions (e.g., schools, work and community service); and establishes that those conditions are harmful to youth.	25	<input type="text"/>
(2) Extent to which project demonstrates understanding of problems associated with affecting change in targeted arenas and plans effectively to overcome identified barriers to change.	20	<input type="text"/>
(3) Extent to which project design includes youth and other key individuals/groups in community as meaningful and responsible participants.	20	<input type="text"/>
(4) Extent to which strategy has potential for modifying targeted policies, practices and procedures.	20	<input type="text"/>
(5) Extent to which project builds a sustained local delinquency prevention strategy.	15	<input type="text"/>
TOTAL	100	<input type="text"/>

ATTACHMENT 8

MCJPAA State Plan - 1982

MCJPAA STATE PLAN 1982  
Prevention Component

Priority #2 Prevention of Juvenile Delinquency

Problem Statement

Maine's total juvenile arrests for 1980, 12,040, demonstrates that a great number of juveniles continue to become involved with the juvenile justice system. The arrest rate for juveniles, excluding arrests for status offenses and runaway, has increased .7% over 1979. Moreover, a substantial component of the arrest rate consists of arrests for index (serious) crimes. In 1980, juveniles accounted for 5,129 or 46% of the total Maine arrests for index crimes (11,158). When one considers that only 28.8% of the State's population is eighteen years of age or under, a 46% representation in total index arrests appears disproportionately high.

The lack of juvenile delinquency prevention programs contributes to the increase in delinquency. Due to the high incidence of juvenile arrests, it becomes imperative to continue to develop delinquency prevention programs designed to address the conditions in the community which contribute to juvenile delinquency.

Program:

1. Title: 2.01 Local Delinquency Prevention
2. Description of Program:

a. Objectives:

- (1) Reduce the number of illegal acts committed by juveniles in FY 1982.
- (2) Improve the capacity of local communities to promote delinquency prevention in FY 1982.
- (3) Promote primary prevention strategies to stimulate change in policies, practices, and procedures which negatively affect youth in the following areas: employment and community service, education, family and the overall community in FY 1982.
- (4) Promote primary prevention strategies which create, improve, or increase access to opportunities for youth to see themselves as being useful, competent, and capable of exerting a positive influence within the community in FY 1982.
- (5) Increase knowledge about the development and implementation of effective delinquency prevention projects in FY 1982.

b. **Activities Planned:**

- (1) Under this program, support the JJAG in its current primary prevention efforts in FY 1982.
- (2) Under this program, continue training and technical assistance to assist delinquency prevention projects and to implement Maine's long range prevention strategy statewide.
- (3) Under this program, support the evaluation of current primary prevention projects to be conducted by Westinghouse National Issues Center in FY 1982.
- (4) Under this program, develop and implement a statewide, law-focused education program through the joint efforts of the Maine Sheriffs' Association, the Juvenile Justice Advisory Group, and the Department of Educational and Cultural Services.
- (5) Under this program, develop and implement a long range, statewide prevention strategy in conjunction with the Department of Mental Health and Corrections, the Department of Human Services, the Department of Educational and Cultural Services, and the Department of Manpower Affairs.
- (6) Under this program, work with the Department of Educational and Cultural Services to develop a school based delinquency prevention/school climate improvement initiative in FY 1982.
- (7) Under this program, pursue joint initiatives with the Office of Alcoholism and Drug Abuse Prevention and the State Employment and Training Council.
- (8) Under this program, continue technical assistance through Westinghouse National Issues Center.

c. **Budget: JJDP**

d. **Relationship to Similar Projects:**

The components are similar to projects operating elsewhere in the nation.

3. **Performance Indicators:**

Westinghouse established indicators will be used.

NEW MEXICO

## 5. CASE STUDY: NEW MEXICO

### 5.1 Introduction and Executive Summary

In the aftermath of the New Mexico prison riot of February 1980, the attention of the criminal justice community in the State has focused on the problems of the adult correctional system. During this same period of time, the State Juvenile Justice Advisory Council and the Department of Corrections have moved rapidly to develop and implement progressive juvenile delinquency prevention strategies. The focus of these efforts has been on the establishment of primary prevention programs in education, youth employment and community work. The initial thrust, which has proved highly successful, has been in the area of school climate improvement. Guidance for these efforts stems from a comprehensive delinquency prevention plan developed by the Advisory Council and the Department of Corrections with substantial technical assistance from Westinghouse.

New Mexico's success in establishing a primary prevention effort is credited to three crucial factors: the access to in-depth technical assistance on a continuing basis from experts in the field and experienced colleagues from an adjacent State; the active and committed leadership of the Juvenile Justice Council which has received considerable support from the Governor's office through two successive administrations; and the close working relationship established between the State Departments of Correction and Education.

### 5.2 Overview of the State

#### 5.2.1 Demographic Characteristics

Similar to its western neighbors, New Mexico is large in land area (fifth in overall size) and small in population, having less than 2

million persons just prior to the 1980 census. The population, however, is gaining at a faster rate than the national average because of the State's Sun Belt attributes. The pull currently seems to be toward the more urbanized areas, which account for 70% of the population. Fully one third of the residents live in the city of Albuquerque. However, the urbanized areas constitute only a small portion of the state. Most of the State consists of rural, sparsely populated areas with very small communities, many lacking employment and economic opportunities for their residents.

Although the influx of new residents is quite likely to change the composition of the population, at present, ethnic and racial minorities constitute a near majority. The proportions are slightly higher among young people and this has produced the largest percentage of minority children in the public schools of any State in the nation. The juvenile population of the State is approximately 45% which is a more youthful population than in most other States.

Until recently, data concerning juvenile involvement in the justice system have been spotty. Last year, the New Mexico Administrative Office of the Courts established an information system to track referrals of juveniles. The data from this system indicate that probation officers receive approximately 700 informal and 350 formal referrals per month.

#### 5.2.2 Economic and Political Considerations

Although New Mexico is currently experiencing increased economic growth, it has traditionally been an economically depressed State. This has been attributed to the fact that it is a rural, nonindustrial State, dependent on farming, ranching, mining, and tourism. The lack of employment opportunities and poor economic conditions facing the residents of the many small, rural communities remain persistent problems despite the influx of new businesses in the growing urban centers.

Although the State has a somewhat conservative political history, the legislature has maintained a high level of interest in reform of the juvenile justice system. In addition, real leadership and political influence in support of delinquency prevention efforts have been present in the two most recent gubernatorial administrations. A lesser degree of power resides in the counties, many having significant delinquency concerns of a rural nature which are usually overlooked in favor of the Albuquerque to Santa Fe "corridor."

The State Juvenile Justice Advisory Council (JJAC) has been a politically potent organization throughout its history. It has received substantial support from two administrations, allowing it to provide leadership and policy direction to juvenile justice and delinquency prevention efforts.

#### 5.2.3 Environment for Delivery of Human Services

There appears to be no single attitude that characterizes the State's response to human service needs. The plains areas are considered to be more conservative and traditional in outlook. The more urbanized areas in the northern part of the State have enjoyed a greater share of resources and thus have been able to entertain a wider array of innovative program options to social problems. Although there appears to be a public perception that juvenile crime is on the rise, interest in juvenile crime and delinquency is seen as "middling", with occasional spurts of concern over violent juvenile crime and school crime. The interest of the State Legislature is sufficiently high to have propelled it into providing \$3 million to support sight and sound separation of juveniles from adults in detention facilities over a three year period but admittedly this is in response to the requirements of the JJDP Act. Up to now, it has not approved any appropriations specifically for primary prevention programs, despite requests from the executive branch.



The importance of the State Juvenile Justice Advisory Council in generating interest and support for the delivery of services to juvenile and the development of prevention strategies cannot be overstated. It has benefited from two knowledgeable and dedicated chairpersons, the first, an Albuquerque lawyer and the incumbent, the wife of the current Governor. In each case, the JJAC has worked in close partnership with the State Planning Agency, the Criminal Justice Program Bureau, which has retained the prime responsibility for prevention programming despite its merger with the Department of Corrections some two years ago. Personnel within the Bureau have been able to sustain a high level of interest and activity in primary prevention, notwithstanding the fact that the remainder of the agency is preoccupied with continuing problems at the adult penitentiary, which has never recovered from the 1980 riot. And although the Department of Education does not have a statutory mandate to involve itself in delinquency prevention, the Department has gladly shared that responsibility with the Department of Corrections through the implementation of school climate improvement activities in local school districts.

### 5.3 Background and Development of Prevention Effort

#### 5.3.1 Background and Related Efforts

New Mexico has been a participant in the Juvenile Justice Act since 1975. In conformity with the requirements of the Act, a state advisory group (the Juvenile Justice Advisory Council) was established that year and immediately turned its attention to a review of the state's juvenile justice standards and goals.

From the outset, the JJAC played an active role in stimulating the planning and programming of a variety of efforts, including the development of a state-wide shelter bed program in response to the serious problem of runaways in the late 70's. The Council did not turn its

attention to primary delinquency prevention strategies until late in 1979. At that time, the State had several secondary prevention programs in place (e.g., community-based counseling) but results were not encouraging and interest was waning. At the same time, the education community was reporting problems with inadequate school security, enforcement of compulsory school attendance, and increasing truancy and drop-out rates. Because of the central importance of schools to the social development of young people, the delinquency prevention community became interested in the problems of the schools and began looking to other jurisdictions for possible solutions.

#### 5.3.2 Circumstances Around the Initiation of Primary Delinquency Prevention Programming

The catalytic event that ultimately brought about primary prevention in New Mexico was the second national State Advisory Group meeting in St. Louis. At this meeting, the Chair of the New Mexico JJAC's Prevention Subcommittee and the Criminal Justice Program Bureau's (CCJPB) Planning Chief heard a presentation by the Colorado Department of Education's expert on school climate improvement. They were immediately drawn to the concept as a cost effective approach to the problems being encountered by their local school systems. The concept was particularly attractive because it raised the possibility of a cooperative effort by the Department of Education and the Department of Corrections<sup>F1</sup> -- to mount a single program to meet the agencies' respective goals: the enhancement of a positive educational environment, and the reduction of delinquency and socially disruptive behavior.

While still at the St. Louis meeting, the two New Mexico representatives contacted Westinghouse staff and requested assistance in

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<sup>F1</sup> Specifically, the Bureau Criminal Justice, Programs within the Department of Corrections.

exploring the adoption of the climate improvement techniques and strategies that were being implemented in Colorado. Upon returning home, a critical linkage was forged by the JJAC's Prevention Subcommittee Chair who extended an invitation to the State Commissioner of Schools to serve on the Subcommittee. The Commissioner responded by sending a high-level representative to attend meetings. Soon after, this representative and three others from the State Department of Education participated in a day-long meeting of the Subcommittee with the Colorado educational consultant on school climate improvement. This was closely followed by a presentation by Westinghouse staff to the full JJAC which expressed considerable interest in developing a program similar to Colorado's.

As these events were taking place over the winter of 1979, and into 1980, a study of problems of youth and the schools was being conducted by the Legislative Education Study Committee which was funded by the State Legislature. This Student Discipline Study was carried out in the form of a series of public hearings on subjects such as in-school suspension, social promotion, non-student loitering, parking lot privileges, student rights and responsibilities, and student academic achievement. The results of the study, along with other testimony heard by the Legislative Study Committee, indicated that youth problems within the schools were increasing, initiatives to address these problems were very limited, and prevention strategies were sorely needed.

At the same time, a report by the National Institute for Multicultural Education disclosed that school districts throughout the state were maintaining policies and practices that systematically excluded minority students from meaningful participation in educational programs. In addition, corporal punishment was still used by most districts to maintain discipline. Clearly, the school system was due for an overhaul.

#### 5.4 Functional Sequence

##### 5.4.1 Planning and Policy Development

By late fall of 1980, two planning efforts were being carried out at the State level by the Criminal Justice Program Bureau and the JJAC. The first effort was directed at the development of a primary prevention initiative to encourage local school districts to participate in school climate improvement activities. The second involved the development of a comprehensive prevention plan to guide the State's effort at all levels of prevention programming. In both instances, support for the intended approach was generated among relevant agency staff, administrators, and advisory group members. Commitment of staff and resources was solicited where ever appropriate. In addition, extensive use was made of technical assistance throughout the entire planning process.

Onsite Westinghouse technical assistance in planning was initiated in October, 1980. After two days of meetings with Department of Corrections personnel and JJAC members, several action steps were proposed for the development of delinquency prevention programs focusing on the schools: 1) production of a concept paper outlining school based prevention programs; 2) a presentation to the Department of Education by the Colorado educational consultant; and 3) development of funding guidelines for school based prevention programs.

By November, the Criminal Justice Programs Bureau, with assistance from Westinghouse had prepared a School Climate Improvement Concept Paper that pointed to Colorado's success in demonstrating the feasibility and cost effectiveness of the approach and announced the intent of the New Mexico Department of Corrections to work with local school systems and the State Department of Education to "develop, support and implement delinquency strategies," (see Attachment 1, Corrections and Rehabilitation Department School Climate Improvement Concept Paper). In

rapid order, presentations by personnel from the CJPB, Westinghouse staff, and the Colorado Department of Education were made to representatives of the New Mexico Department of Education, the State Association of School Superintendents, the legislative Study Committee, and a statewide meeting of the State Association of School Superintendents F<sup>1</sup> to introduce the concept and solicit participation in school climate activities. At the State-wide meeting, five school districts expressed interest. Of these, several subsequently sent representatives to Colorado to participate in School Climate assessments there.

The movement toward the selection of an appropriate prevention strategy and the development of the necessary base of support and linkages among agencies took over a calendar year. The intensity of effort accelerated significantly, due to the active interest of the JJAC leadership. By the end of the year, all indications pointed to the existence of a favorable climate for initiating organizational change.

Because the Albuquerque/Sante Fe area had consistently been the beneficiary of numerous innovative programs, and because it was considered to have received a disproportionate amount of educational resources, the decision was made to select the first participant school from elsewhere in the State. In February 1981, the Colorado educational consultant led a training session and mini-audit on school climate in Carlsbad, New Mexico. Representatives from other school districts and the State Departments of Education and Corrections participated in the workshop. From that experience, the State developed the capacity to conduct school assessments without outside assistance.

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F<sup>1</sup> The active participation and support of the State Association of Superintendents has been identified as a key factor in the success of the current program.

While the planning effort and selection of participants in the school improvement program were getting underway, the Department of Corrections staff, with policy direction from the JJAC and technical assistance from Westinghouse, was drafting a preliminary plan to establish parameters for a wide gamut of delinquency prevention programming in New Mexico. These planning efforts also focused on the development of legislation to authorize funds for prevention programs. In July, 1981, the JJAC approved the final version of the plan (see Attachment 2, Delinquency Prevention Program Plan for New Mexico) and recommended that it be incorporated in the 1982 State Juvenile Justice Plan. The JJAC Chair has identified prevention as the priority issue for the Council to address during the coming year with particular emphasis on school climate improvement and youth employment.

#### 5.4.2 Funding

As has been noted, over the past three years, the legislature has authorized sizeable appropriations for deinstitutionalization projects and for separation of juveniles in detention. Although it has not yet approved any expenditures specifically for prevention, a \$500,000 appropriation request for primary prevention programming in the areas of school climate improvement, youth employment and community work is currently pending. The bulk of the monies are to be expended in the latter two areas.

Since entering the JJDP Act, the Criminal Justice Programs Bureau has funded a number of secondary prevention programs. A few, supported by leftover LEAA monies, are still in existence including Big Brothers' and Big Sisters' projects in ten communities and a Parent's Anonymous program for child abusers. In designing the school climate projects, the CJPB's original intent was to award funds to individual school districts on the basis of proposals submitted to a solicitation. Subsequently, it was decided to provide the Department of Education with a

\$25,000 award to coordinate school climate activities in 15 to 30 school districts. The low cost factor is due to the types of recommendations that are generated during the assessment process. In most instances, they consist of changes in school policies or class structure (e.g. revising or eliminating dress codes, changing the number of periods in the day, or adding elective courses) that involve limited expense. The funds are used primarily for travel expenses for school personnel to serve as members of visiting teams to conduct mini-audits in schools other than their own. Since the training is carried out in a pyramid fashion, by next year the school climate improvement process will be almost self-sustaining. It is anticipated, however, that certain projects will require funding or resources beyond the capacity of the local school community (e.g., repair and renovation to school buildings or improvement of school grounds).

#### 5.4.3 Staffing

The nature of school improvement projects does not require the development of large core staff. The current level of staffing for primary prevention at the Department of Corrections is less than a full time person, and is only slightly higher at the Department of Education. Mini-audits or school assessments are carried out by school personnel who have learned the process from other teachers and administrators. Occasionally they rely on outside consultants. Program level activities are carried out by students, parents, teachers, and administrators in the local school districts.

#### 5.4.4 Technical Assistance

The heart of New Mexico's school improvement process has been technical assistance. During the planning and initial implementation stages, assistance was provided by Westinghouse in the form of documents and on-site involvement in the development of a comprehensive prevention

plan and the formulation of the school improvement process. Under Westinghouse auspices, a highly experienced educational consultant from nearby Colorado provided substantial assistance in developing the structure of the New Mexico program and conducted the initial school assessment which involved the entire Carlsbad school district.

Technical assistance now flows from the State Departments of Education and Corrections to the individual school districts and from one school to another. As each team conducts a mini-audit, teachers and other personnel in the school under assessment are trained in the process and will be able, in turn, to conduct assessments at other schools.

#### 5.4.5 Implementation

In the words of the JJAC Vice Chair, "School climate improvement has really taken off in New Mexico." Since the initial training session and mini-audit in Carlsbad in February 1981 (a nine month period), assessments have taken place in 20 schools, F<sup>1</sup> and 15 more have been scheduled. In Carlsbad, the level of activity following the mini-audit has been extraordinary: by June 1981, several major projects had already been undertaken.

Additional activities in the area of youth employment are being planned by the Department of Corrections and the JJAC. Fifty Thousand dollars has been budgeted for that purpose. A State Consortium is being organized to include any and all individuals and agencies that have an interest in youth employment, including representatives from business and industry. An organizational meeting was planned for January, 1982.

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F<sup>1</sup> Involving 180 adults and 5,000 students.

A discussion of the program at Eisenhower Middle School in Carlsbad is presented below as an example of a successful school climate improvement effort.

The Juvenile Justice Department, in cooperation with the State Department of Education, sponsored a school climate pilot project in New Mexico at Carlsbad's Eisenhower Middle School. It was begun in the school year 1980-81, a transitional year for Eisenhower as it changed from a junior high school, housing primarily grades 7-8, to a middle school housing grades 6-7. This transition involved a change of philosophy as well as curricular changes. It is felt by the faculty that the transition was more effective due to the participation in the climate improvement process. Parents, students and community members were involved in developing and implementing the program.

The Juvenile Justice Commission sent letters to schools around the State informing them that the Colorado State Superintendent of Education and founding board member of the Kettering Foundation was conducting workshops in New Mexico Schools on school climate. The Principal of Eisenhower invited him to the school. A 12-member team, headed by the Colorado Superintendent conducted the school climate mini-audit at the middle school. Members of the team were the Chief of the Juvenile Justice Commission, Juvenile Justice Specialists, representatives from New Mexico State Department of Education, principals in various Albuquerque Public Schools, an evaluation specialist for Albuquerque Public Schools, social workers, and counselors.

The visiting team talked with the Eisenhower staff, members of the Student Council, Parent Council, and with individual students. Comments from these persons were listed under 13 categories and compiled into the first draft mini-audit report which formed the basis of a workshop held in February, 1981.

There were 12 determinates of school climate. During the course of the workshop, three of these 12 determinates were chosen as the most important to the middle school program. It was these three that have become the task forces on which all of the Eisenhower staff serve. It is the intention of the task forces to provide the impetus and ideas to build a better school climate. Students and parents also participate on the task forces. The three task forces included: Suitability of School Plant and Grounds; Varied Learning Environments; and Effective Tracking Learning Strategies.

A School Climate Improvement Committee (SCIC) was formed. Each SCIC member chairs a committee and is a participant on a task force. A team of SCIC members reviewed and edited the first draft of the mini-audit report and wrote the second draft which will be the working copy for the school climate agenda.

The SCIC consists of 10 members of the Eisenhower Faculty and includes a representative of the Parent Council and a representative of the Student Council. This group is charged with overseeing the plans and projects of the various Task Forces, gathering baseline data, disseminating information, planning for the future, and working closely with the Parent Council. Major Projects since February are:

- Parent Council formation
- Student/teacher involvement in scheduling for 1981-82
- Developing plans for summer workshop
- Planning for 1981-82 school year

A more complete description of the task forces is presented below.

#### TASK FORCE -- Suitability of School Plant and Grounds

This task force has been working on redesigning the playground so it will be an attractive and functional area to more appropriately accommodate younger age students. Also, it has been instrumental in obtaining

Board of Education approval to fund \$20,000.00 toward building renovation and redecoration. Projects completed to date include:

- Installation of horseshoe pits to be used by students and senior citizens of the community. The pits were built with the cooperation of the City of Carlsbad and a local gravel company
- Installation of various game and play areas for students
- Funding for painting, plumbing, and general renovation of building
- Staging school carnival in cooperation with the Parent Council, Student Council, and a local business firm to raise funds for playground improvement

Projects planned for 1981-82:

- Providing quiet areas equipped with benches and tables
- Constructing modular playground apparatus for students
- Asphaltting 660 square yards for small group games

#### TASK FORCE--Varied Learning Environments

This task force has been working on providing an exciting, stimulating, and flexible learning environment for students in order to increase attendance and enhance learning opportunities during school.

Projects completed since February are:

- Development of an activity program in which the students were provided an opportunity of electing 3 different classes during a six week period. The options included hunter/safety, calligraphy, sewing, computer programming, music appreciation, sports, board games, skating, and ping pong. These classes were non-graded and parents were encouraged to attend and/or teach if they had a specific skill they wished to share
- An intramural program was instituted to provide physical activity as well as promote school spirit

- Procured funding to begin a dark room facility for teaching photographic methods and techniques
- Promoted student involvement in designing and painting wall murals. The murals have given students a sense of pride and ownership in their school.

These projects will be expanded for 1981-82. Additionally, the task force is planning to develop a Speaker Bureau from the community which can be utilized by instructors to enhance their programs. Another project planned for 1981-82 is the development of a material pool for sharing of supplemental teaching ideas.

#### TASK FORCE -- Effective Teaching-Learning Strategies

This task force is the most recently formed. It is engaged in methods of matching learning style with teaching style, peer teaching situations, and innovative strategies for improving basic skill instruction. Also, it is assisting curricular departments in articulating support systems and communications among themselves. This will address the tendency toward curriculum isolation and teacher loneliness so prevalent in public schools.

Baseline data has been collected. However, full statistical analysis of the data must wait until next year for pre-post comparisons. Staff at Eisenhower feels there has been important improvement in the school. For instance there has been an improvement in attendance by both faculty and students which staff attribute to the implementation of an activity and intramural program. Truancies and vandalism have decreased and suspensions are down noticeably. Student retentions are up. But it was noted by the school that one additional influencing factor was the implementation of a new District Grade Placement Policy.

#### 4.6 Evaluation

The Department of Education is providing participating schools with a pre- and post-test Attitude Survey administered to students. More comprehensive evaluation measures are still in the developmental stage. Individual schools collecting base-line data have not yet been involved in the program long enough to draw any comparisons.

In reviewing initial results after several months of participation, one school reported an improvement in attendance by both faculty and students. This was attributed to the implementation of an activity and intramural program. Truancies, suspensions, and vandalism have decreased. The same school also identified a need for greater direction following the mini-audit and proposed that the Department of Education hold a follow-up workshop to solve this problem and to provide a vehicle for expanding the process from one school to the whole school district.

#### 5.4.7 Organizational Context

The responsibility for carrying out primary prevention planning and programming in New Mexico continues to be shared by the Department of Corrections and the Juvenile Justice Advisory Council. The major activity underway, school climate improvement, is being carried out by local school districts under the auspices of the State Department of Education. It is anticipated that the Department will continue to sustain these activities when juvenile justice funding is no longer available. Youth employment initiatives are in the planning stages and are not anticipated to be underway until sometime in 1982.

#### NEW MEXICO

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NEW MEXICO ATTACHMENTS

1. Corrections and Criminal Rehabilitation Department School Climate Improvement Concept Paper
2. Delinquency Prevention Program Plan for New Mexico

NEW MEXICO

ATTACHMENT 1

Corrections and Criminal Rehabilitation Department School Climate Improvement Concept Paper



Corrections and Criminal Rehabilitation Department

School Climate Improvement Concept Paper

The increasing rates of juvenile delinquency has become a problem of national and state concern. This concern has been manifested through legislation such as the Omnibus Crime Control and Safe Streets Act of 1968, the Juvenile Justice Delinquency and Prevention Act of 1974 at the national level and the Children's Shelter Care Act of 1978 at the state level. A tremendous amount of time and resources have been allocated to combat juvenile delinquency, with the emphasis being placed on programs which impact youth who have had formal or informal contact with the juvenile justice system.

Despite the fact that the prevention of juvenile delinquency has been an integral part of this legislation, there has not been a concentrated effort to develop delinquency prevention programs because of the lack of sufficient research regarding delinquency prevention approaches and effective program models. This has hindered the development of delinquency prevention approaches. Several recent publications have reviewed the research and outlined promising approaches to prevention. A monograph prepared for the Office of Juvenile Justice and Delinquency Prevention (OJJDP), "Delinquency Prevention: Theories and Strategies", documented current delinquency prevention theory and research and their implications for prevention. A working paper has addressed the area of delinquency prevention approaches and program models. The Colorado State Planning Agency drafted a concept paper on delinquency prevention through school based programs from which a project is currently being implemented in the Colorado School System.

This concept paper represents the first major effort by the Corrections and Criminal Rehabilitation Department to implement large scale juvenile delinquency prevention projects. Despite the fact that the Department participates in meeting the requirements of the Juvenile Justice and Delinquency Prevention Act of 1974, 100% of the funding received through the Act has been expended to provide alternatives to secure detention for status offenders. In addition, there had been little research and support on a national level for delinquency prevention efforts and programs.

During the past year, Department staff have been in contact with the Office of Juvenile Justice and Delinquency Prevention which provided technical assistance through Westinghouse National Issues Center staff to assist the Department in developing juvenile delinquency prevention projects. As a result of this assistance, it was determined that the school climate improvement approach to delinquency prevention offers one effective and cost efficient approach for prevention of juvenile delinquency in New Mexico.

This concept paper draws upon recent publications by Westinghouse National Issues Center as well as information generated from the Colorado Department of Education which has played a role in stimulating interest and assisting local schools in implementing school

climate improvement programs. In essence "School Climate" refers to the total school environment and its effect on both behavior and learning. The principles that underlie the school climate concept are fundamentally consistent with those implied by current delinquency prevention theory. The central assumption of current theory is that behavior of youth will be enhanced when young people are afforded a range of opportunities to demonstrate worth and competence, to belong, to be useful and to be seen by others in that light. A corollary assumption of school climate improvement programs is that a learning climate that stimulates learner initiative will be likely to encourage attitudes of self-confidence, originality, self-reliance, enterprise and independence as well as being conducive to high academic achievement.

Based on some of the most recent information described above, it appears that the school climate concept can have an impact on those areas which are of primary concern to the New Mexico school system as well as the Department. Both agencies can support a project which promises to reduce or prevent troublesome behavior such as truancy, school violence and vandalism, disruptive behavior in the classroom, peer conflict and dropouts, and which also offers the potential to improve conditions for learning and academic achievement. To initiate such a project, the Corrections and Criminal Rehabilitation Department proposes to establish open lines of communications with the Department of Education and develop a school climate improvement program which will have the following goals and objectives.

- A. Minimize those conditions and circumstances within the schools that contribute to troublesome behavior.
  1. Reduction in the number of delinquent acts committed by students.
  2. Reduction in student dropout rates, suspensions, expulsions and truancy.
  3. Reduction in the number of referrals to the juvenile justice system; provision of due process; consistent disciplinary actions; and prevention of negative labeling and racial segregation.
- B. Improvement and support of conditions within the schools that promote scholastic achievement.
  1. Increase in the number of students experiencing academic success and graduation.
  2. Increase in daily attendance rates.
  3. Expansion of curriculum that develops more placements in the work force, more courses in life skills, and special life problems.

Before discussing the school climate approach in detail, it is essential to explain the rationale and justification for involvement of the Corrections and Criminal Rehabilitation Department in developing school-based delinquency prevention projects. Furthermore, it should be quite clear that the Department does not want to interfere with the administration of schools nor does it consider itself an authority on school related issues. However, there exists a serious problem of juvenile delinquency and it is felt that a cooperative effort by the Department of Education and our Department can have a significant impact on the reduction of juvenile delinquency. This joint effort will foster the goals of both Departments'; reduction of delinquent behavior -- a primary goal of the Corrections and Criminal Rehabilitation Department and enhancement of a positive educational environment -- a goal of the Department of Education.

The traditional role of the school has been to provide youth with the basic academic skills and knowledge that would best prepare youth for successful integration into adulthood. More recently, the demands placed on schools have increased which requires expansion into more diverse goals and with greater numbers of students, over longer periods of time. This has resulted in the implementation of program areas such as drug education, sex education, parenting skills development, alternative education and many others. In addition, it is known that schools play a major role in the socialization process of children which ultimately affects the young persons positive or negative standing in the world. This may in turn affect the nature and quality of relationships with peers, employers and even family. It should not be surprising that experiences in school influence more than cognitive learning and that they spill over into behavior and interaction with others. Because of its central place in the lives of young people, the school is an appropriate area to focus on for intervention.

It was not until the Juvenile Justice and Delinquency Prevention Act of 1974 was enacted that the Department and the Juvenile Justice Advisory Committee began to consider the feasibility of implementing delinquency prevention projects. As mentioned above, due to the lack of adequate definitions, theory and strategies regarding delinquency prevention programs, there has been no concentrated effort by the Department to implement these types of programs. It has only been within the last year that the Department, in cooperation with Westinghouse National Issues Center staff, has determined that the prevention goals and objectives are consistent with those supported by the Juvenile Justice Advisory Committee and that the school climate improvement model appears to be an effective option for meeting stated goals and objectives.

Before proceeding, it is important to document the fact that dealing with youth problems and juvenile delinquency are extremely expensive. The following listing shows five levels of service, in the Department including prevention and approximate amounts funded for youth programs and facilities during 1978-79. The amounts presented are approximations and may not reflect totals.

**CONTINUED**

**3 OF 5**

Early Prevention: \$85,611

Those services that reinforce the family unit and natural support systems in an effort to prevent the occurrence of problems for children and families.

Risk Reducing: \$59,117

Services that reinforce the family unit by minimizing the effect of those characteristics that identify families or individuals as high risk.

Support Services: \$106,820

Services to reinforce the family's ability to deal with identified problems in a manner that emphasizes family strengths and minimizes outside interference.

Moderate Intervention: \$295,136

Those services that reinforce the family unit by providing skills and circumstances that enable re-establishment of the family.

Extreme Intervention: \$9,282,800

Services that provide an environment outside the family unit to improve individual functioning in long term permanent placement.

Aide from these projects, the Administrative Office of the Courts utilized resources in addition to those expended to provide juvenile probation services. These expenditures included \$1,489,572 to provide support services, \$531,990 for risk reducing services and \$106,398 for early prevention services for youth.

Two observations should be made about the services described above. First, it should be noted that a smaller allocation of funding, in proportion to the other levels of service, was awarded to delinquency prevention programs. There is some question as to whether several of the programs funded were, in fact, providing delinquency prevention services. Given the recent research and development of proven delinquency prevention approaches, it is quite possible that larger appropriations could be earmarked for those kinds of programs. Second, it should be pointed out that as levels of intervention increase, the proportion of funding increases but the number of youth served decreases. Therefore, it is important that efforts be made to balance intense intervention projects with programs that will prevent youth from every being involved with the juvenile justice system. It is with this philosophy in mind that the following research regarding school systems is presented.

American education has recently emerged from a decade of development of a variety of organizational reforms. During this period the schools learned how to reorganize personnel, time, space, and curricula. But many administrators, teachers and pupils have learned that it does not matter whether a child is forced to learn in a classroom or a learning laboratory. Communication gaps can still exist even after these organizational barriers to open communication have been removed.

Despite the significant advances made by the school system; during this decade, it is apparent that youth problems are increasing within schools. The following items support this observation: A recent finding by the United States Senate Subcommittee on Juvenile Delinquency indicates that violence and vandalism is a major problem which is on the increase. Last year school vandalism cost \$500,000,000; more than was spent on textbooks in the United States. There have also been alarming increases in assaults on teachers (77%) and on students (85%) and equally alarming increases in rapes (40%), robberies (36%) and confiscated weapons (54%).

In April, 1976, a national conference entitled "New Dimensions for Educating Youth" was jointly sponsored by the U.S.O.E. and the National Association of Secondary School Principals. A survey was distributed nationally to principals prior to the conference, requesting that they identify the causes of violence and vandalism. The following were the causes, in order of frequency, as identified by these principals:

- 1) The breakdown of the family caused by divorce, frequent moving, working mothers and general permissiveness of society.
- 2) The lethargic attitude of the community, i.e., agencies, in general, placing too much responsibility for the management of youth upon the schools.
- 3) The lack of a strong value system, including a decline in moral and ethical training in the home and community.
- 4) The glamorizing of crime and violence on television.
- 5) Juvenile courts are too easy, too slow to act and unprepared to deal with the volume of youth problems. Students often return to school bragging about the experience.
- 6) Schools too large; students become lost and lose the feeling of belonging and purpose.
- 7) The easy accessibility of alcohol and drugs to youth.
- 8) Student rights, which are abused by the minority at the expense of their classmates. Student rights need to be balanced by student responsibilities.

- 9) The changing attitude of the classroom teacher as to responsibility for discipline outside the classroom.
- 10) The lack of adult contact and worthwhile contribution to community.
- 11) Free access to school grounds by outsiders.

According to a Gallup poll, the number one problem in education today is lack of student discipline.

In attempting to deal with the problems of youth violence, vandalism, or discipline, schools will often adopt one of two philosophies: (1) force; or, (2) school climate improvement. Schools that accept force as an approach to problems set up strict policies or guidelines.

The philosophy behind the "force" model is that a highly structured school with strictly enforced rules is the way to deal with problems. Case studies and experience have found that these schools most often have considerable racial tension and that racial stereotyping by staff and students is common. High suspension and drop out rates, low student morale and a feeling of student powerlessness and dissatisfaction often exists in these schools as well.

The second philosophy, school climate model (which appears to be less widely used) focuses on reducing the degree of threat that youth experience within schools. This is accomplished by ensuring that the education process is meaningful and self-enhancing and by making the structure flexible and responsive to the needs of the students. The critical elements within this model include a staff philosophy reflecting educational quality and individual self-worth, developing trust, promoting open and honest communications, sharing leadership, high involvement of staff and students and acquiring skills in order to accomplish the above.

It appears that in the delinquency prevention area, programs within schools have been the exception rather than the rule. However, since all youth are required by law to attend school and most youth spend a major portion of their time in schools, it seems most appropriate that schools actively support and participate in school-based delinquency prevention initiatives. In addition, the concept behind the school climate improvement approach focuses on enhancement of the positive practices occurring in the schools which will serve to improve the educational environment as well as reduce the incidents of juvenile delinquency.

A recent document prepared for the Office of Juvenile Justice and Delinquency Prevention entitled "Delinquency Prevention: Theories and Strategies", noted that the most direct and immediate implications of supported delinquency theories is that there are arrangements and processes in contemporary social institutions that may

encourage delinquent behavior and that one approach to the reduction of delinquent behavior; these arrangements and processes should be altered. This publication suggests that the most fruitful areas for delinquency prevention initiatives are education, employment and community service and their interaction with each other. It is apparent that by the time youth reach junior and senior high school age, attending school is the main organizing element in their lives. Within this environment, the student often has a very limited role and thus encounters many difficulties in making the transition to adulthood which may increase the potential for involvement in delinquent behavior.

Specific approaches to school climate improvement are designed to impact organizational policies and practices in the school system; there are several initiatives that can be implemented. School improvement projects can be designed to open communication within the school, to identify the schools' belief and value system (philosophy), to broaden the schools' performance expectations, to clarify the schools' stated and unstated rules and expectations and to humanize the schools' reward and punishment systems. These projects differ from the kind of organizational innovations that have been implemented in the past in that such projects deal with modifying the basic nature of the institution itself, not merely rearranging and reshaping its components.

There are several critical factors which must be incorporated into the school climate model in order to facilitate changes in the social and cultural conditions which influence individual behavior in the school. The following are six of the most important characteristics of an open climate for learning as defined by Charles F. Kettering, Ltd.:

1. Open Communications Channels

The open climate school is characterized by frequently used communications lines which cross age, class, clique, racial, religious, sex, and hierarchical barriers. Such barriers in closed climate schools frequently separate the faculty and the students into competing, hostile camps.

2. Provisions for Widespread Involvement in Decision Making Problem Solving

An important characteristic of the open climate is a variety of provisions for widespread participation by students, staff, interested parents, and others in improving the institution. Each within the institution must be involved in shaping that part of the institution which affects him most.

3. Group and Institutional Norms. Beliefs and Values

All societies, including school, function on the basis of group and institutional norms, beliefs, and values. Part of this norm-belief-value system may be written as a part of the

school's philosophy or as a part of student or staff handbooks. A very important part of this system, however, is unwritten. The unwritten system -- typically the more influential -- may be inconsistent with the written one. There also may be inconsistencies between the institution's stated norms, beliefs, and value systems and the operating systems within each sub-group.

People within an institution behave more positively if the school's norm-belief-value systems are consistent and well understood.

#### 4. Pluralistic performance Expectations

Performance expectations of the institution, as expressed by the administrators to other staff members and by teachers to students, constitute an important part of the institution's climate. In the open climate school, such expectations are reasonably flexible and consider individual differences. In such a school, individuals are frequently encouraged to set their own performance goals. At any rate, the open climate, humane school does not, as an institution, ask people to do things they are not able to do.

#### 5. Rules and Regulations

Rules and regulations constitute an important part of a school's climate, affecting, as they must, the behavior of everyone within it. In the humane school, such rules and regulations have been cooperatively determined, they are clearly stated, and they are viewed as reasonable by those affected.

Some of the institution's rules and regulations are stated, others implied. Ideally, such rules and regulations should be consistent throughout the school -- for the institution as a whole (as expressed in handbooks and so on), and within both formal and informal sub-groups.

#### 6. Pluralistic Reward/Punishment System

Reward and punishment systems which minimize punishment and which emphasize the positive reinforcement of institution-supporting behavior are more likely to foster positive attitudes towards the institution than are systems which primarily emphasize punishment and fear of punishment.

An open climate school will provide a wide variety of ways for staff and students to be productive and successful and a wide variety of rewards for successful behavior.

In addition to these characteristics, there are several other personalized elements which must be incorporated into the school climate improvement model to ensure that the youths' experience

within school is meaningful and self-enhancing and that the structure is flexible and responsive to their needs. These elements include a staff philosophy reflecting educational quality and individual self-worth, developing trust, promoting open and honest communication sharing leadership, high involvement of staff and student and the opportunity to acquire skills in order to accomplish the above. As the necessary skills are developed to involve staff, students, and parents in all school levels, new leadership emerges that promotes "ownership" of the school by these groups. Administrators alone are not equipped to deal with all of the problems of owning a school. But staff and students can be taught decision making skills, communications can be facilitated, and trust among staff and students can be developed while in the process of assuming ownership in the school.

In discussing some projects that will assist in improving school climate, Eugene K. Howard in his latest article entitled, School Climate Improvement, provides several suggestions for projects which may assist in the understanding of the kinds of innovative practices being suggested for those individuals or agencies who may be thinking out how to go about opening a school climate program in their school. These suggestions for projects include:

1. De-emphasize hierarchy by organizing nonhierarchical teaching teams instead of the hierarchical ones commonly suggested. Further facilitate communications across hierarchical barriers by developing a "flat" organizational plan designed to encourage decentralized decision-making.
2. Decrease the amount of staff time presently invested in snob appeal type activities which emphasize conformity and competition. Increase the amount of staff time devoted to developing activities for pupils who are generally considered "out of it," open the membership on the student council to anyone who has an idea for improving the school and is willing to work on it.
3. Develop projects to include pupils in the evaluation of their own work.
4. Replace the present achievement recognition system with one which emphasizes more immediate and widespread rewards for tasks well done.
5. Form a group to rewrite the school's philosophy statement and its book of rules and regulations so that what the school stands for is understood more clearly by everyone and so that these beliefs are translated into reasonable rules.
6. Revise the school's grading and reporting systems so that it is possible for everyone to feel that he is succeeding every day.
7. Take students and staff members on retreats or form in-school discussion groups designed to foster open communications, mutual respect, and understanding.

8. Form a group of students to make a study of the inconsistencies which exist in the school between what the school's philosophy statement says and the manner in which the school's programs operate.
9. Interview a group of the school's losers and listen carefully to their description of how school affects their attitudes towards themselves and others. Form a task force to do something about at least one of the concerns expressed by the losers' group.

The concept of school climate improvement is not a new one, but the amount of research completed recently in this area by Westinghouse National Issues Center for the Office of Juvenile Justice and Delinquency Prevention, as well as the fact that numerous pilot projects have been implemented across the nation indicates that this approach to the prevention of delinquency deserves consideration as a viable program alternative.

To determine if there is sufficient justification for the Corrections and Criminal Rehabilitation Department to begin to develop program initiatives in the schools, several sources of information have been utilized to document the need for such an effort. Due to the fact that the Department does not have access to documentation pertaining to youth problems and crime in the schools, supporting information and data has been generated from those agencies who are dealing with the problems of youth in schools.

One of the recent developments regarding the problems of youth and the schools has been initiated through the Student Discipline Study which was being conducted by the Legislative Education Study Committee. The New Mexico Legislature appropriated funding to the Committee for the purpose of conducting public hearings relating to student discipline, in-school suspension, social promotion, non-student loitering, parking lot privileges, student rights and responsibilities and student academic achievement. The hearings were held in six communities across the State. The Committee received testimony and information from interested individuals relating to the stated topic areas and is required to report its findings and recommendations to the next session of the Legislature. On November 12, 1980 the Legislature Education Study Committee met to discuss the initial findings and recommendations of the Student Discipline Study. The final recommendations and findings have not been completed.

It is interesting to note the make-up of the individuals participating in public attendance at the hearings. The groups with the highest representation of the total were administrators (24.8%) and parents (20.7%). Teachers (15.6%), students (13.9%) and other school related persons comprised 10.7% of the participants. The lowest representation consisted of juvenile probation, Human Services Department and university personnel combined (8.8%), Department of Education (3.0%) and School Board Members (2.5%).

Initial recommendations from the Committee stated that local schools should implement procedures to improve school security, establish close working relationships with law enforcement and juvenile probation offices, development and awareness of personnel responsibilities and that compulsory school attendance should be enforced. It was felt that some students could be exempt from attendance only after meeting strict criteria. The Committee also recommended that penalties should be assessed to loitering students and also against parents who do not ensure attendance of their school aged children. Other recommendations were that corporal punishment continue to be the option of the local schools, in-school suspension projects be supported as well as the utilization of alternative schools. In the area of parental involvement, it appeared that parents were interested in having schools inform them of policies and procedures within the school. They also felt that the schools did not need or want their involvement. Student representatives indicated that while firm discipline was needed, it was the teachers who were fair, honest and respectful of youth emotions and rights, that had the least trouble with discipline. These teachers were identified as those who "care."

The Juvenile Code Task Force also presented to the Committee a summation of findings and recommendations related to the New Mexico Children's Code. The Task Force also expressed several concerns that had been identified by other presenters. These included the need to develop activities for the prevention of child abuse and juvenile delinquency and the fact that delinquent youth were also involved in problems within the school. The Task Force also discussed the problem of truancy and the need to establish stringent procedures before having youth expelled from school, including documentation that all local alternatives had been exhausted. In addition, the Task Force supported implementation of a statewide school social work program in order to ensure comprehensive services to troubled youth in schools as well as to their families. From the discussion and information presented, it is apparent that youth problems within the schools are increasing and that initiatives to address these problems are very limited.

The Juvenile Justice Advisory Committee has recently completed a review of the standards and goals established for New Mexico. The purpose of the review was to assess all of the standards and goals, determine the agency and to what extent standards and goals have been implemented and establish standards and goals for the Committee which have not yet been addressed. The number one priority, which has been adopted, is the development of alternative learning programs which provide additional opportunities for youth who have dropped out or been expelled from school. The program should also encourage the participation of youth on respective school boards and parent-teacher associations. Other standards which impact the schools include the development of comprehensive drug education curriculum, development of parent education curriculum, the exemplification of justice and democracy in school.

operations, guarantee literacy of elementary school students, the provision of special language services for multi-cultural students and the development of written policies to establish guidelines between schools, police, parents and juveniles.

Several sources of information were utilized to generate the following documentation from the New Mexico school system. New Mexico has a total of 88 school districts located within 32 counties. A summary of the composition of these districts will help to develop an educational perspective of the state. According to the New Mexico School District Profile (Evaluation Assessment, and Testing Unit; New Mexico State Department of Education; May, 1979), during the 1977-1978 school year, New Mexico had the distinction of having the largest percentage of minority children of any state in the nation. Overall, Anglo-American students compose 41 percent, Hispanic 44 percent, Native-Americans 9 percent, and other minority groups, such as Black, comprise the remaining 6 percent. On the other hand, the ethnic distribution of teachers in New Mexico is not comparable to that of the students. Anglo-American teachers represent 75 percent, Hispanic teachers 22 percent, and Indian teachers one percent.

All districts in New Mexico have the power to expel or disenroll students for the violation of "prohibited or regulated" activities including criminal or delinquent acts, disruptive conduct, refusal to identify self, refusal to cooperate with school personnel, interference with the educational process, attendance, dress and personal appearance, smoking, speech and assembly, publications, marriage or pregnancy, or extracurricular activities. However, according to the Civil Rights Survey: Fall, 1978, only twelve of the forty-five surveyed districts in New Mexico admitted to the expulsion of any students. The remaining thirty-three districts, including the largest school districts, reported no expulsions. However, these districts, did report 6,316 suspended individuals many of which are for more than ten days. The New Mexico State Board of Education Rules and Regulations define a long term suspension as "the removal of a student from school for a specified period of time exceeding ten (10) days." At the same time, an expulsion means "the removal of a student from school for a period exceeding ten (10) days." It would seem that any long-term suspension, by definition is also an expulsion. Long-term suspensions require a specification of length of time but expulsions, while they may be permanent, only require the removal of a student for more than ten days. Therefore, in a technical sense, many school districts did, in fact, expel students but claimed that the students were under long-term suspension. While the difference may be semantic, undoubtedly many suspended students never return to school and their educational careers are terminated.

According to the New Mexico Dropout Study: 1976-1977 (State Department of Education, September, 1977) of the 5,527 dropouts reported for grades 9-12, 44.1% were reported as caused by non-attendance. Other reported reasons for dropping out included:

lack of interest (8.0%); marriage (7.3%); employment (6.6%); disciplinary difficulties (6.6%); parental request (5.6%); poor academic achievement (2.9%); enter military (2.8%); inability to adjust (2.4%); pregnancy (2.4%); illness (2.2%); legal difficulties (1.6%); needed to help at home (.7%); and other (6.5%). The available data on dropouts, unlike other information is clearly unequivocal. Minority students drop out at rates considerably above those expected from their enrollment statistics. The symptoms of leaving school clearly shows that more is going wrong with minority students than with non-minority students.

The area in which the least information exists relates to school referrals to the juvenile justice system. The New Mexico Administrative Office of the Courts, part of the State Supreme Court system, has just begun a system to track referrals of juveniles. A review was made of individual referral data sheets for September and October of 1979. During that period, juvenile probation officers in New Mexico received 1,399 informal referrals and 348 formal court related referrals. Of that number, 49 students were referred by the public schools with 45 of those students being referred for truancy.

A report by the National Institute for Multicultural Education indicated that the school districts in New Mexico clearly have policies and practices that systematically exclude students from meaningful participation in the educational program. Students are suspended and expelled from schools in disproportionate numbers and often without real due process guarantees. Most prisons have ended corporal punishment but most school districts in New Mexico continue to use such force in disciplining students. Some students are inappropriately placed in programs for retarded children and those with limited English language skills, who need help, often do not receive the special assistance. The report concludes that students are suspended, spanked, misserved, pushed out and ultimately forced to drop out.

Based on this information, it appears that the need to develop program initiatives within the school system in New Mexico is critical. It is also quite apparent that the problems being encountered can be addressed through implementation of a school climate improvement project. In addition, it should be pointed out that established school climate programs have been standardized to the extent that once the project has been initiated, local resources and personnel can be utilized to expand subsequent programs. Department staff have been meeting with personnel from the Colorado Department of Education, who have been contacted through Westinghouse National Issues Center to assist in development of projects modeled after their own highly successful program.

The following section discusses the process by which school climate projects can be initiated and proper selection of appropriate sites. It should also be noted at this time that projects such as this one are best implemented as a result of contact from the local school officials, who would be interested in implementing such a project.



Following assessment of the impact of the schools on youth as well as the apparent need to develop effective delinquency prevention initiatives; the Corrections and Criminal Rehabilitation Department, in cooperation with the Department of Education, has committed itself to assisting school districts in solving some of their youth related problems. It is anticipated that those schools who indicate an interest in developing and implementing program initiatives, will be contacted and provided additional school climate improvement information regarding this effort. In addition, the Department will make grants available to school districts for one year to assist interested schools in thoroughly examining their perceived problems, determining under what circumstances the problems most often occur, identifying potential causes and possible solutions. In the process of examining causes and seeking solutions, the ways in which schools and young people interact with and affect each other should also be examined.

There are three phases which must be implemented into all projects. These include:

1. Phase 1: Assessment and selection of sites; provision of technical assistance to prepare sites. The description should include how these operations will be done, by whom, and for how long (probably no longer than six to twelve months). Assessment should also include linkages or the potential for linkages with employers, community groups, parents and/or juvenile justice system.
2. Phase 2: Program Development, Implementation and Evaluation. The description should include the types of strategies that might be employed in this program area, examples of which might be taken from Delinquency Prevention U. S. Justice Department, April, 1979. This monograph discusses possible delinquency prevention strategies in the school, work, and community settings. Some features of the anticipated evaluation design should also be described, as well as the nature of any continuing technical assistance. The final item should be some estimate of a timetable for this phase (perhaps two years or more).
3. Phase 3: Program Internalization - This should include some strong statements about establishing the permanence of the programs in the community following the termination of Corrections and Criminal Rehabilitation Department funds. Continuing evaluation and technical assistance efforts should be described. The timetable for completing this phase might also coincide with the termination of funds, or the Department may wish to extend it if the school is demonstrating acceptable progress. In the latter case, technical assistance could continue to be available.

Within this established process there are certain activities and tasks that must be accomplished in order to ensure the success of the school climate improvement project. These include:

- A. The formation of a council of school personnel, parents, and students to thoroughly examine the school's perceived problems with regard to area young people, to determine why these problems are occurring and recommend solutions to these problems.
- B. An examination of how other schools have solved similar problems.
- C. The development of alternative methods of sanctioning youth behavior, other than dismissal and suspension.
- D. The development of methods to improve school climate and encourage better use of free school time.
- E. The provision of technical assistance to school districts to examine their policies and practices as they affect students. For example, to examine values to determine whether all students can feel that they belong and have prospects for educational and social success; to examine curriculum to determine whether the curriculum contains instruction for practical competencies of the sort needed to run a household, a small business, etc.; to examine the classification and tracking system to determine whether poor classroom performance marks preclude participation in the other opportunities which the school provides; to examine whether students have any opportunity to participate in decisions surrounding their own learning, and how they learn; to examine processes in which unfavorable assessments of student acts become unfavorable assessments of those persons and cause those persons to define themselves unfavorably.

In reviewing all the available research and information, it has been found that the school climate improvement approach is conceptually appropriate and the principles that underlie climate change activities are consistent with those extended to guide experimental programs in delinquency prevention. Furthermore, it has been determined that school climate improvement is effective in reducing troublesome behavior. The more fundamental the changes, the more those changes tap dimensions of school life thought to be implicated in delinquency, the more dramatic the effects appear to be. The Colorado Department of Education program has demonstrated that school climate improvement is feasible and can be successfully implemented in schools at a relatively low cost.

In closing, it is the intent of this Department to develop, support and implement delinquency prevention strategies. It is felt that through the cooperative efforts of the New Mexico school system, the Department of Education and our Department, this goal can be impacted to the benefit of all youth in New Mexico.

ATTACHMENT 2

Delinquency Prevention Program Plan for New Mexico

DELINQUENCY PREVENTION PROGRAM PLAN  
FOR NEW MEXICO

The present philosophy of the Department of Corrections and Criminal Rehabilitation is that delinquency prevention programs should not serve to merely improve the quality of life for youths but attempt to ameliorate problems that lead to involvement with the juvenile justice system. In the past, the Department has required that prevention projects demonstrate that youth to be served have had either official or unofficial contact with the juvenile justice system or have demonstrated behavior that could have resulted in a referral to a juvenile justice agency. This prevention plan seeks to balance the priorities between treating/rehabilitating young people who are beyond the reach of traditional societal institutions and preventing others from committing delinquent acts. To assist in the development of relevant delinquency prevention strategies and programs, the following definition of prevention has been adopted that expands the presently existing delinquency prevention programming.

Definition

"Delinquency prevention" means those activities which contribute to healthy youth development with the ultimate intent of preventing crime and delinquency. These activities include but are not limited to efforts concerned with family life, the educational process, employment, community services and advocacy. Within this general definition, three levels of prevention have been identified. These include:

- Primary prevention - which is directed at modifying conditions in the physical and social environment that may be contributing to the development of delinquent behavior in youth.
- Secondary prevention - is directed at an early identification and intervention in the lives of individuals or groups who have come in contact with the juvenile justice system or who by virtue of their social environment or other factors have been determined to be high risks for becoming delinquents.
- Tertiary prevention - is directed at the prevention of recidivism. Typically, services are provided to non-adjudicated and adjudicated youth, to prevent any future reoccurrence of delinquent acts.

### Strategies to be Encouraged

It is the intent of the Department to place emphasis on the development of programs which will significantly modify or change conditions that lead to crime as well as those programs that identify and intervene in the lives of individuals or groups that manifest conditions or behavior that have resulted or potentially could result in an eventual referral to a juvenile justice agency. Strategies must impact on the major arenas that affect youth (education, employment and community service, family and the community).

Strategies should aim at:

- Increased awareness and acceptance of delinquency prevention initiatives by the community.
- Increased capacity of the community to implement delinquency prevention programs.
- A sustained commitment by the community to promote delinquency prevention services.

Strategies should focus on:

- Stimulating changes in those policies, practices and procedures which negatively affect youth within schools, employment and community services as well as within the overall community.
- Creating, improving or increasing occurs to opportunities for youth to see themselves as being useful, competent and capable of exerting a positive influence within the community.

### Types of Prevention Programs

#### I. Primary Prevention

Delinquency prevention approaches which are the major thrust of this program include:

1. Organizational study projects, particularly within the school system, which identify policies, rules and procedures which do not enhance the quality of education being provided but result in anti-social behavior by students.
2. Juvenile justice educational projects which teach youth the philosophy of the system but also the responsibility and consequences associated with knowledge of the justice system.

3. Development of state and local youth advisory committees which allow offenders and non-offenders the opportunity to participate and provide input into juvenile justice policies and programs to regional commissions, city and county boards. This would also allow youth leadership training, to better allow youth to become active participants in the decision-making process.

A. Program objective - this program area seeks to promote projects which will minimize the influence of organized social environments as a primary factor influencing both delinquent and law-abiding behavior. These projects should change those arrangements and processes in contemporary social institutions that contribute to delinquent behavior, in the areas of education, work, and community service.

#### B. Program Description

1. Working Assumption: Delinquent behavior involves from environments that limit youth development of social competence, emotional well-being and a sense of belonging, and usefulness.

#### 2. Problems Addressed:

##### a. Education

According to recent studies, New Mexico is experiencing problems in inadequate school security, enforcement of compulsory school attendance, increasing truancy rates and inability to take legal action against non-student individuals who create problems on school grounds. Continued use of corporal punishment has been supported and parental involvement needs to be supported by the schools.

##### b. Employment

New Mexico has traditionally been an economically depressed State. This is due in part to the fact that New Mexico is not an industrial state and it's primary sources of income have come from farming, ranching, mining, and tourism. The majority of the State consists of rural, sparsely populated areas which offer limited employment potential. The combination of these two factors has contributed to the increasing rates of delinquent incidents and behavior.

c. Community

Due in part to the rural nature of most New Mexico communities and the poor economic conditions, most communities rely on outside resources to deal with juvenile problems or implement youth services. In many rural communities there is a definite need to coordinate efforts and services as well as utilize existing resources in the community. In addition many communities are not aware or informed of ways to deal with juvenile delinquency other than punitive measures.

C. Examples of Program Designs

1. Education - Possible projects in this category include those directed at identifying and changing those features of school policy that contribute to troublesome behavior of youth. Specific programs could focus on such areas as: implementing an organized effort to improve school climate; revising school rules and discipline procedures; in-service teacher training programs to improve student-teacher interactions; alternative organizational patterns such as modular scheduling, houseplans, magnet schools, restructuring curriculum to develop options designed to provide a broader array of work, community involvement, and practical activities; alternative learning opportunities/differentiated learning programs; after school programs; peer counseling and peer tutoring; outreach projects to parents and the community; cultural awareness programs; parent-volunteer projects.
2. Employment - Possible projects in this category could be designed to broaden the range and quality of opportunities available to youth in the area of employment. This could include: the development of work experience job sites; projects to strengthen the linkages between schools and employers; programs that involve youth in the design and pursuit of job development possibilities; projects to improve communication and cooperation between employers and other human service providers in the community to assist youth in locating, securing, and maintaining meaningful work.

3. Community - Projects in this area might include:

community capacity building activities around delinquency prevention (e.g., the development of a "community team" or "action group" of key individuals and organizations concerned about youth, knowledgeable about the range of options available for resolving problems and capable of systematically developing and pursuing a prevention strategy); community volunteer projects for youth; youth development projects which provide youth the opportunity to become involved in leadership training, peer counseling, or youth advisory councils; projects which provide a variety of youth advocacy services and serve to coordinate youth service agencies to concentrate needed services to youth; public awareness/ education projects which inform the community of the complexity of juvenile problems and generate support for their solution.

D. Target Group to Be Served

Primary delinquency prevention efforts are to be made available to a broad population of children and youth.

Those eligible for funding in this program area include local public and private non-profit organizations or agencies and local units of government.

F. Special Requirements

The Department requires that all projects in this program area meet the following application requirements:

1. Description of strategies to be employed and activities to be undertaken in the development of the project.
2. Discussion of techniques to be used to increase the capacity of communities to undertake prevention efforts.
3. Explanation of education and community relations activities required to develop public understanding and support for the proposed project.
4. Specification of the respective responsibilities and interactions of all those who participate in the project.
5. Indication of strategies for establishing permanence of the program in the community following termination of juvenile justice funds.

6. Narrative and statistical data describing:
  - (a) the magnitude and impact of the existing delinquency problem; and (b) the impact of the identified conditions on youth in the community.
7. Involvement of youth in planning and decision making. It must be perceived that the young participants have something to offer and will perform productively with appropriate support.
8. Clear definition of the (community conditions to be addressed where change is needed and what will be changed) and the relationship of the conditions to delinquency.
9. Demonstration of an understanding of all aspects of the need or problem to be addressed.
10. Employment related programs should emphasize improvement of access of youth to employment/career opportunities existing within the community.

## II. Secondary Prevention

Delinquency prevention approaches within this category include those directed at: (1) correcting behavioral tendencies of youth involved in status offenses or non-criminal misbehavior that results in contact with the juvenile justice system; (2) inculcating positive attitudes and behavior patterns for youth, who by virtue of their social environments or their personal attributes, have been determined to be high risks for becoming delinquents; (3) provision of parenting and communication skills, crisis intervention and counseling to families in which there is extreme conflict between parent and child; and (4) supporting alternative learning programs within the schools in which youths who are disruptive and have learning problems, are provided with intensive counseling and academic services, in cooperation with the state and local school systems.

- A. Program Objective - this program area is intended to support projects that provide constructive services for youths and families to reduce the reinforcement of delinquent behavior through familial and social interactions. These projects should focus on helping youth and families to acquire skills and to take responsibility for coping with the needs of both parents and children.

## B. Program Description-

1. Working Assumption: Delinquency results from the inability of youths to cope with their life problems such as emotional neglect, physical violence, sexual abuse, or family conflict or non-family problems such as problems with school or lack of employment opportunities.
2. Problems Addressed:
  - a. "High risk" or "Problem" Youths Families in Crisis or Conflict School related projects

## C. Examples of Program Designs

1. "High Risk" or "Problem" Youths - Possible projects in this area are directed at promoting socially acceptable behavior and preventing disruptive activities and discipline problems among youth. Specific programs could focus on: crisis intervention and counseling for troubled youths; positive peer influence programs; expansion of paraprofessional and volunteer counseling programs; alternative learning opportunities and other education programs such as continuation school programs, in-school suspension projects, and supplemental pupil personnel services; other self-esteem building projects.
2. Families in Crisis or Conflict - Possible projects in this program area might include parent and child education projects directed at improvement of communication skills for family members; short-term intervention projects designed to improve family interaction and preserve the family structure of families in crisis; educational projects in parenting and communications skills for families under stress (e.g., single parent families).
3. School Related Projects - Projects in this category might include youth advocacy programs that provide structured peer-support groups, counseling, and training in problem-solving and decision-making skills for youth who are "disruptive" or "acting out" in school, alternative learning programs, etc.

## D. Target Group to be Served

Secondary delinquency prevention programs will focus on services for "high risk" youth and families.

## E. Types of Agencies and Group Eligible for Funding

Those eligible for funding in this program area include local public or private non-profit organizations.

#### F. Special Requirements

The Department requires that all projects in this program area meet the following application requirements.

1. Projects must demonstrate that cooperation and referrals will come primarily from police departments, schools, families, community family service agencies and juvenile probation officers.
2. Projects should indicate some evaluation plan for demonstrating that provision of services will result in the reduction of further contact with the justice system.

#### III. Tertiary Prevention

Delinquency prevention approaches within this program area focus on: (1) limiting the involvement of youth with the juvenile justice system through early delivery of preventive services; (2) reduce the probability that a juvenile offender will continue to become involved with the justice system.

A. Program Objective - this program area is aimed at supporting projects that emphasize individualized services to youth who have become involved with the juvenile justice system.

#### B. Program Description

1. Working Assumption: The delivery of appropriate services early enough, can significantly reduce the probability of the juvenile offender developing a more serious delinquent record.
2. Problems Addressed:
  - a. Restitution Projects
  - b. Specialized Offender Projects

#### C. Examples of Program Designs

1. Restitution Projects - Possible projects in this program area are directed at juvenile offenders who make restitution for delinquent acts through community service or direct service. Projects also provide support and counseling in addition to restitution activities.
2. Specialized Offender Projects - Projects in this category would provide educational sessions to youth involved in petty larcenies, D.W.I., etc.

#### D. Target Group to Be Served

#### E. Types of Agencies and Groups Eligible for Funding

Those agencies eligible for funding in this program area includes local public or private non-profit organizations.

#### F. Special Requirements

The Department requires that all projects in this program area meet the following application requirements.

1. Projects must demonstrate that cooperation and referrals will come primarily from police departments, schools, families, community family service agencies and juvenile probation offices.
2. Projects should indicate some evaluation plan for demonstrating that provision of services will result in the reduction of further contact with the justice system.

#### Prevention Coordination at the State Level

The Department of Corrections and Criminal Rehabilitation intends to develop an increased level of formal coordination with other state agencies involved in delinquency prevention planning and programming. The following are action steps for developing more formal interagency cooperation in the delinquency prevention area:

1. Formation of an Interagency Prevention Council - This Council should be comprised of all state agencies interested and involved with prevention.
2. Development of a Prevention Policy Statement - This statement would establish the basis for the agencies' shared interest and commitment to initiate and continue interagency planning, funding, and program efforts. Some of the issues addressed in the statement would include:
  - Fostering communication and resource sharing on prevention programming at the state and local levels.
  - Sharing in the planning, implementation and evaluation of prevention programming through interagency agreements and demonstration projects.
  - Impacting on current and future prevention programming at state and local levels.

3. Development of a Set of Operating Guidelines - These guidelines would address each of the issues identified in the policy statement and would provide a framework for any action steps that might be taken by the Council, in the area of prevention. Some examples of guidelines might include:
- Schedule regular Prevention Council meetings.
  - Create an inventory of prevention projects and activities to share with member agencies.
  - Prepare executive summaries of prevention portions of each state plan for dissemination among the member agencies.
  - Explore joint funding of models and demonstration projects.
  - Provide technical assistance to each other upon request.

Serve as a catalyst for greater sharing or direction in prevention training, technical assistance and advocacy to local prevention programs and their communities.

- Increase the number and quality of prevention projects at the local level.
  - Promote administrative and legislative changes to further implement prevention policy and programs.
4. Develop specific workplans for any of the operational guidelines developed in Step 3.

WISCONSIN

## 6. CASE STUDY: WISCONSIN

### 6.1 Introduction and Executive Summary

The successful, on-going delinquency prevention work in Wisconsin is carried out through collaborative efforts of an Interagency Steering Committee which represents a wide variety of agencies and interests. The Committee has been overseeing the implementation of an action plan to establish positive youth development and delinquency prevention initiatives in a number of pilot communities. This effort is now in its third year and has involved extensive planning and preparatory work. It was originally launched by two individuals representing the State Criminal Justice Planning Agency and the Department of Health and Human Services. Together, they were able to convince agencies that the benefits of working together outweighed the advantages of working independently.

A unique aspect of the program is the singularly important role that technical assistance has played, particularly as a catalyst for the growth and development of projects throughout the State. The assistance was especially beneficial in assisting the Steering Committee to agree upon a common definition of "prevention" which allowed development of a solid foundation for the effort that now exists.

### 6.2 Overview of the State

#### 6.2.1 Demographic Characteristics

Wisconsin has a population slightly less than 5,000,000. Half of the land surface is in farm use. Another large part is unsettled forests and water. As a result, only a small portion of the state is urban. The residents of the State represent a mix of over 40 national strains. The non-white population is less than 4%, most of whom are American Indians.



One third of the population is under 18 and at least half of these young people live in urbanized areas. Although the State has a strong tradition of orderly law enforcement, the involvement of juveniles in cleared offenses is disproportionate to their number in the state population and is higher than the national ratio (1979). They are disproportionately represented in arrest figures as well. The school drop-out rate is quite high (25%) and recently resulted in the formation of a legislative committee to study the problem.

#### 6.2.2 Economic and Political Considerations

The State has a strong manufacturing base with important diversification in agriculture. Poverty is somewhat unevenly distributed with the greatest concentration in urban areas. Unemployment rates run with or below the national average. Declining birth and death rates are beginning to result in a reduction of the dependent population.

Although the State Blue Book describes Wisconsin as "average" on most measures, it credits the state with having played a notable role as the innovator of progressive ideas and practices... "noted for honesty in governmental transactions, it is characterized by vigorous popular participation in public affairs." The widespread extent and support for the Youth Development and Delinquency Prevention Programs are testimony to this statement.

Political power resides in the capital. However, State departments have a long history of operating through regional or district offices and it is said that the main business of Wisconsin State government is local government. A partnership exists between the two, but the State is the senior partner -- allocating power and much of the money while maintaining responsibility for oversight of local operations. More recently, some informal delegation of decision making has accompanied decentralization of State operations at the regional and county level.

Currently the State is grappling with the issue of functional home rule for counties which must carry out the dual roles of agents of both State and local governments.

#### 6.2.3 Environment for Delivery of Human Services

Human services is big business in Wisconsin. Expenditures for human services represent the second largest item in the State budget. Although the Federal and State governments are heavily involved as policy makers and money suppliers, the actual delivery of services is concentrated at the local level. In addition, there is a sizeable non-governmental sector providing youth, health, social, and welfare services.

The principal human services agency at the State level is the Department of Health and Social Services (DHSS). Since 1967, it has undergone a series of reorganizations in an effort to control an increasing number of programs serving an ever widening variety of client populations. The counties are the "retail" outlets for most of these services. Those over 50,000 in population are likely to have County Human Services Boards to oversee delivery of services.

DHSS, in particular, the Division of Community Services, is one of many Wisconsin State agencies to have statutory authority to act in the prevention field. Another is the State Planning Agency, the Wisconsin Council on Criminal Justice (WCCJ).<sup>F1</sup> The Council is invested with all

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<sup>F1</sup> A Position Paper developed early in the prevention planning process identified a large number of mandates scattered throughout numerous State departments and agencies. This discovery was, in part, responsible for serious thought to develop a coordinating mechanism to allow responsibility to be shared in an effective manner. (See Attachment 1 for sample mandates abstracted from the Position Paper).

the powers and responsibilities necessary to administer the JJDP Act and is required to develop the Criminal Justice Improvement Plan and its Juvenile component with assistance from four regional criminal justice planning councils, (see Section 6.4.1. Planning and Policy Development).

As with all states participating in the JJDP Act, a Juvenile Justice Advisory Council has been established (Public Law 93-415). The first members were appointed in 1976 by then Governor Patrick Lucey. The Council was recreated by the present Governor in 1979 under Executive Order 2 and charged with the responsibility to advise the Governor and the Legislature on the juvenile portion of the Criminal Justice Improvement Plan.

### 6.3 Background and Development of Prevention Effort

#### 6.3.1 Background and Related Efforts

Public awareness and concern about juvenile crime has slowly increased over the years in Wisconsin, but the perceptions of what the problems are and what to do about them, have varied greatly. The fact that a prevention mandate in many different forms was shared by many different state agencies only increased the difficulty at arriving at a common ground concerning the concept of prevention and an acceptable strategy that could be mutually supported. In the summer of 1978, concern about this state of affairs prompted two individuals representing the Criminal Justice Council and the Children's Bureau within DHSS, to begin discussing their common interests in prevention. Both were strong advocates for youth, possessed a high energy level, and were interested in developing effective strategies for carrying out their respective mandates. Despite the very real concerns that brought these two together, they took encouragement from the increased attention and support that prevention programs were then getting from the State legislature and administration. Upon the Governor's initiative, the Annual

Budget Review Bill, an update to the State's Biennial Budget, included approximately \$1 million in appropriations for prevention programs that included delinquency, as well as other types of prevention.

#### 6.3.2 Circumstances Around the Initiation of Primary Delinquency Prevention Programming

A shared frustration with the inaction by many State agencies charged with responsibility for delinquency prevention led the two agency representatives to seek each other out. Their first act was the development of a Position Paper which highlighted the fact that most youth-serving efforts in the State were aimed at treating the symptoms of youth problems rather than the causes. The Position Paper included the following elements:

- An overview of Wisconsin statutes establishing the authority and responsibility of state agencies to engage in prevention activity.
- A discussion of possible consequences if State youth-serving agencies continued to operate without a common definition of prevention.
- A position statement advocating a cooperative approach to the problems of youth by all youth-serving agencies that was underscored by a common commitment to promoting positive youth development.
- Statements of interest from youth-serving agencies to work collaboratively on problems of youth to provide a common ground for agency programs.
- An action plan for the establishment of a comprehensive approach to youth development (see Attachment 2, An Initiative for a Youth Development Plan in the State of Wisconsin).

#### 6.4 Functional Sequence

##### 6.4.1 Planning and Policy Development

The Position Paper's action plan called for a workshop or meeting of State agency representatives to develop: 1) a commonly agreed upon definition of prevention, 2) an assessment of currently delivered prevention programs and services and, 3) a determination if sufficient interest existed to initiate interagency cooperation in developing a comprehensive prevention plan upon which to base future program efforts.

To facilitate the planning process necessary to prepare for and conduct the state-level workshop, WCCJ requested technical assistance from Westinghouse. A series of consultations via conference calls among Westinghouse team members and contact persons from DHHS and WCCJ was followed by a planning meeting in October 1978, to develop the two-day workshop. Because the workshop was to serve as the primary step toward the development and implementation of a comprehensive State prevention plan, the technical assistance in preplanning was considered crucial in insuring the workshop's success, (see Attachment 3 for agenda of planning meeting and list of attendees).

The sharing of information among agency representatives and the discussion leading to an eventual consensus to hold the workshop resulted in some important conclusions regarding the existing state of affairs:

- there was in fact, no clearly defined approach to prevention in Wisconsin
- agencies shared different expectations with respect to their current activities and interest regarding prevention
- the major focus of State agency efforts had been on the remedial treatment of individuals, not on changing the conditions that lead to delinquency or other troublesome behavior

- different agencies were responsible for different types of program domain resulting in questions about the practical applicability of a common definition and/or a comprehensive approach.

The overt purposes of the upcoming workshop then became, 1) to explore some aspects of prevention, 2) to provide opportunities for discovering common interests and needs in the area of prevention, and 3) to provide the opportunity to act jointly on them. The not-so-hidden agenda of the workshop planners was the development of a permanent committee to steer the new effort.

The State-wide Youth Development Workshop on Prevention took place at Stevens Point in November 1978, with forty participants. Even at this stage, there was commitment and active support from high level officials. Representatives in attendance were from:

Wisconsin Council on Criminal Justice  
Department of Health and Social Services  
Department of Public Instruction  
Department of Industry, Labor and Human Relations, Division of Manpower Services  
Bureau of Children, Families, and Youth, Division of Community Services  
Bureau of Mental Health  
Bureau of Alcohol and Other Drug Abuse  
Division of Policy and Budget  
Bureau of Developmental Disabilities  
University of Wisconsin, Health Related Behavior Project  
University of Wisconsin, Criminal Justice Division  
Wisconsin Association for Youth, Inc. (WAY)

Much of the content of the workshop focused on organizational change and positive community change approaches to prevention. The common focus on youth as a persistent problem was shifted to the contributing conditions underlying the problem. A major portion of the workshop was taken up with "Action Planning for a Wisconsin Prevention Initiative." The outcome was the formation of an Interagency Wisconsin

Youth Development Initiative Steering Committee composed of representatives of the following agencies and program areas: The Governor's Manpower Office, The University of Wisconsin, Department of Public Instruction, Wisconsin Association for Youth, Wisconsin Correctional Services, Department of Health and Social Services, and several Divisions within the Department: Corrections, Community Services and Health; The Wisconsin Council of Criminal Justice, and The Juvenile Justice Personnel Training and Development Center.

The carefully structured planning process begun at the State level resulted in a durable initiative for action at the community level. Soon after the creation of the Steering Committee, the group developed a Youth Development Plan, An Initiative for a Youth Development Plan in the State of Wisconsin, calling for the implementation of comprehensive youth development planning projects in a number of pilot localities.

Six months after the Stevens Point workshop was held, another planning meeting took place at Wingspread Conference Center in Racine. Representatives from the Departments of Education, Labor, the University of Wisconsin, and 4-H groups became new members of the Steering Committee. A decision was made to select ten communities for initial youth development work (see Section 6.4.5).

The work of the Steering Committee not only resulted in the Youth Development Plan, but was also reflected in the language of WCCJ's Criminal Justice Improvement Plan, which began to propose initiatives for the development of primary prevention strategies (see Attachments 4 and 5, the 1981 and the 1982, Juvenile Justice Component of the Criminal Justice Improvement Plan).<sup>F1</sup> Major input into the Criminal Justice Plan, in fact, came from the Steering Committee. The Juvenile Justice

<sup>F1</sup> Although the primary prevention program perspective remains the same in both 1981 and 1982 Plans (Attachments 4 and 5), fiscal constraints have forced the elimination of two program strategies from the 1982 plan - Educational Support Services and Employment/Training Projects.

Advisory Council was kept informed but did not become actively involved in the planning process. Instead they chose to take policy positions on several major issues that were receiving legislative attention, namely the revision of the Children's Code and the establishment of a State subsidy program, Community Youth and Family Aid.

#### 6.4.2 Funding

One of the key aspects of the Wisconsin experience with positive youth development as a primary prevention strategy has been the low cost factor. In these days of budget tightening and increasing fiscal constraints, it is an especially attractive feature. Most of the funding provided by WCCJ to the Positive Youth Development effort has been for technical assistance and, more recently, for a staff coordinator. Other State agencies have loaned personnel on an as-needed basis. The result has been the ability to leverage primary prevention efforts in local communities in a highly cost effective way.

Other WCCJ funding has been awarded to WAY, the Wisconsin Association for Youth, a private, non-profit youth serving agency. WAY was awarded two-year funding in 1979 to conduct a youth development training program intended to prepare young people to be involved in decision-making in their communities and to develop strategies for building organized support for youth involvement in Wisconsin organizations. The initial focus on individual young people shifted somewhat to an institutional context during the second year of funding. In the first quarter of 1981, WAY was awarded \$40,000 for a reorganized effort, "Youth as a School Community Resource" (subsequently retitled, "It's OUR School") to be carried out in 6 to 8 junior-high and high schools. It is anticipated that two projects, It's OUR School, and the Positive Youth Development (PYD) project, will dovetail in schools within the same communities.

The mechanism for joint service provision to schools is two-fold: PYD staff and the Steering Committee provide both management and direct service. WAY's It's OUR School Coordinator provides technical assistance, training and support activities to schools within PYD pilot communities.

#### 6.4.3 Staffing

Following the second planning conference at Wingspread, the Inter-agency Steering Committee requested staffing support technical assistance to be undertaken in the pilot communities selected to participate in the Positive Youth Development program. The staff position was viewed as necessary to capitalize on the momentum that had been built up by the volunteer members of the Steering Committee. This Committee could not be sustained without a clearinghouse or coordinating mechanism in place. It was also felt that the staff position should be located outside of the State agencies represented on the Committee to encourage equal accountability to all and lessen the possibility that a particular agency would see the position as an extension of its own staff. In June 1980, the position was established in DHHS by WCCJ funding.

Recently, WAY added a staff member to coordinate It's OUR School program activities. Because of the overlap of communities and projects, the Positive Youth Development Coordinator and the school program Coordinator work very closely together, both by necessity and by design.

#### 6.4.4 Technical Assistance

The crucial role of technical assistance has been stressed throughout this section. It undoubtedly represents the most important factor in planning and implementing Wisconsin's Positive Youth Development

initiative. Initially, assistance was provided from Westinghouse. Very early in the process, Westinghouse began by facilitating the planning of the Stevens Point Workshop and conducted specific portions of the Workshop presentations. Original members of the Steering Committee were helped in developing a strategy for obtaining executive level support and commitments from additional Wisconsin State agencies and the Governor's Office; to promote the Youth Development Plan; and to send representatives to the Steering Committee. Four Steering Committee members were sent to the Westinghouse Workshop on Delinquency Prevention in Hartford, Connecticut, to learn more about promoting prevention within the context of interagency coordination and cooperative efforts.

Throughout 1979, Westinghouse provided ongoing assistance to the Steering Committee, not only in attracting new members but also with important housekeeping matters. In August, Westinghouse provided assistance to Committee members in planning for the development of the pilot efforts, in developing criteria for selecting local communities in which to implement the plan and in developing a work plan with specific action steps to implement to local pilot initiative, (see attachment 7, Planning the Pilot Program).

The major vehicle for carrying out the PYD program at the local level is technical assistance. PYD provides trainers and materials for initial community development workshops in each participating community and provides on-going support and assistance for a two-year period. "It's OUR School" is also primarily a technical assistance program, providing training and information to participating school systems.

#### 6.4.5 Implementation

The purpose of the Positive Youth Development Initiative being in Wisconsin was to challenge, motivate, and engage people in planning, initiating, and carrying out a systematic program of delinquency prevention in their communities. An important factor in the community

development approach to problem solving upon which the plan was based, was that all members of the community, regardless of age, have meaningful opportunities to become involved in the process of identifying needs, developing program priorities, and creating or changing the conditions that affect their well-being. Thus far, eight communities in the state are participating in the youth development process. Four more are anticipated by the end of the year and an additional five by mid-1982. As more communities participate, the potential for an effective state-wide prevention initiative increases.

The experiences of several of the Positive Youth Development pilot communities are described below:

PLYMOUTH is a small, rural community in eastern Wisconsin. Initial interest in prevention stemmed from a series of juvenile deaths related to alcohol and other drug abuse. The Mayor responded by forming an ad hoc group (the Mayor's Commission on Alcohol and Drugs), made up of citizen volunteers. This group began by exploring several different prevention strategies including the PYD model. They took their information back to the Mayor and the decision was made to change the name and the focus of the citizen commission to the Mayor's Commission on Positive Youth Development. This group sponsored a Community Development Workshop in Plymouth, drawing together key community leaders and youth for a 20-hour process of planning for community change. The Action Plan that developed out of the workshop has led to several creative community changes:

- The information of a Youth Activities Board, made up of young people from the community. The goal of this group is to seek alternative recreational opportunities for community young people. The group has raised money to hire supervisors during the summer for local parks, and also has organized a variety of recreational options including bowling, camp-outs, and parties.
- The organization of an Alternative Graduation Party. Plymouth youth, like many others in rural Wisconsin, traditionally celebrate graduation with a beer party in some farmer's field. The Plymouth Mayor's Commission organized the start of a new tradition with an Alternative Party. Local businesses donated goods, services and facilities for an all-night party that included a rock

dance, bowling, movies and breakfast. Response was so favorable that an expanded version is planned for this spring.

- The organization of a Community Clean-Up. Youth and adults from the community worked together for an entire Saturday to clean up the banks of the river running through town and to beautify the grounds of local parks.

NORTHWEST MILWAUKEE is the most urban area to become involved with Positive Youth Development. A local organization, the Youth Development Center, became involved with the Positive Youth Development Steering Committee at the State level very early in the effort. When the process was sufficiently developed, they began to cultivate the northwest area of Milwaukee as a pilot site. Because delivery of human services in this area is complex, staff and youth volunteers to this organization were required to become very skilled at community organizing and development. Months of preparation paid off in excellent representation at the Community Development Workshop. Representatives of local, county and State government participated along with community adults and youth. Although the workshop took place very recently, this pilot has made some important changes:

- The formation of a Milwaukee County Youth Commission to advise the Milwaukee County Board of Supervisors on all youth issues and funding considerations. A County Supervisor who participated in the workshop authored the ordinance to create this Commission and remains closely associated with the organizational details of the Commission.
- A major effort to gain access to schools. The Youth Development Center staff is working actively in the community schools, providing workshops and technical assistance to both students and staff. Positive School Climate Assessments are being planned in several of the schools.
- A Task Force is examining ways to bring the various sectors of the community closer together through social and recreational opportunities.

WAUKESHA is a large city near Milwaukee. Original interest in Positive Youth Development came from the Chief of Police who was an early member of the State Steering Committee. His department sponsored the first informational meetings at which the Chief

invited a full-time police social worker to chair an ad hoc committee pulled together to host Positive Youth Development workshops and activities. The Chief and the social worker both remain very active in the effort.

The focus of PYD in Waukesha has been the formation of a POSITIVE YOUTH ACTION TEAM. This Team is made up of young people from a variety of backgrounds (including clients of the juvenile justice system). These young people are provided extensive training in group dynamics, values clarification, and communication skills. The Team members then work with their new skills to develop four training programs of varying lengths. The training programs present the concepts of Positive Youth Development and provide concrete suggestions on how different groups or organizations can change policy or procedures to be more nurturing of youth and to utilize youth as a resource in their work. The Team has presented information to a variety of agencies in Waukesha, including the entire Waukesha Police Department. With each presentation, they make specific requests and recommendations for change.

The recently joined effort by the Positive Youth Development program and "It's OUR School" has already achieved positive results.

UNITY SCHOOL DISTRICT is a consolidated district in northwestern Wisconsin housed entirely under one roof. In February 1981, the Positive Youth Development Steering Committee conducted a Positive School Climate Assessment. The interview team was carefully selected to represent other Positive Youth Development pilot communities, key educational leaders and the Department of Public Instruction. The Assessment was highly successful, generating immediate positive feedback and increased self-esteem among the staff. Task forces were formed at each level to carry out strategies for changes to improve climate. The elementary level, concerned about active learning and communication, began a weekly video news program completely developed by the fifth grade class and shown each Friday morning. Suggestion boxes were placed in classrooms, and students were involved in a weekly discussion of their contents. Other task forces focused on improving relations among the three levels.

NORTHWEST MILWAUKEE schools are part of the state's largest school district, and as such are not readily accessible through the central office. The approach has been to work with individual schools, gaining access through a variety of ways. Staff from It's OUR School has worked with one of the major high schools by training peer counselors and student leaders. Staff from the Youth Development Center is working in the other high school, providing leadership and involvement training to a core group of freshmen. A

Positive School Climate Assessment is planned for one of the feeder elementary schools. The interview team will be drawn from other elementary schools in the community and central office staff. The hope is that other schools can then be drawn into the Assessment and climate improvement activities.

#### 6.4.6 Evaluation

The informal response from the political leadership and the citizens in the participating communities has been extremely positive. The more formal evaluation of the statewide positive youth development effort is being conducted by an Evaluation Committee made up of members of the Interagency Steering Committee. Current leadership of the Committee is composed of a Professor of Education from UW-Eau Claire and staff from the Department of Industry, Labor and Human Relations. The Committee membership is varied, including some individuals with extensive evaluation experience. The Committee was aided in its effort during 1981 by the Technical Assistance Resource Center of the University of Wisconsin-Milwaukee. The center provided technical assistance in the form of onsite training. Currently, the Committee enjoys staff in the form of a graduate school field placement student, who works 20 hours each week on the effort.

Both the ad hoc nature of the Committee and the complexity of the Positive Youth Development effort make the Evaluation Committee's task a very difficult one. The group has struggled with various measures of process and impact and is currently directing the staff assistant in the design of an evaluation. Specific methodologies will be developed to measure outcomes across the State. The Committee also hopes to develop a mechanism to train community participants in the development of measurable objectives and in the gathering of data to document successful efforts.

6.4.7 Organizational Context

There are several agencies in Wisconsin that share statutory responsibility for prevention: the Department of Health and Social Services (DHSS), and, in particular, the Division of Community Services; and the State Planning Agency, the Wisconsin Council on Criminal Justice. The major activities carried out are under the auspices of the Interagency Steering Committee. The mechanism for providing youth development technical assistance is the private non-profit agency, Wisconsin Association for Youth.

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WISCONSIN ATTACHMENTS

1. Comprehensive Development of Prevention Services for Youth in the State of Wisconsin: List of Agency Mandates Excerpted From Position Paper
2. An Initiative for a Youth Development Plan in the State of Wisconsin
3. Agenda for Meeting to Plan Stevens Point Workshop and List of Attendees.
4. 1981 Juvenile Justice Component of the Criminal Justice Improvement Plan
5. 1982 Juvenile Justice Component of the Criminal Justice Improvement Plan
6. It's OUR School: A Brochure
7. Planning the Pilot Programs
8. The P.Y.D. Link, Vol. 1
9. P.Y.D. The Positive Youth Development Initiative

WISCONSIN

ATTACHMENT 1

Comprehensive Development of Prevention Services for Youth  
in the State of Wisconsin: List of Agency Mandates  
Excerpted From Position Paper

(FROM POSITION PAPER)

Comprehensive Development of Prevention Services for  
Youth in the State of Wisconsin

The State of Wisconsin clearly identifies statutory mandates for the development of prevention services. An extensive network of services to clients has been established throughout the state and communities are provided with resources to meet identified needs of individuals and families.

State statutes also call for attention to treating the precursors or causes of problems. Reference is made throughout the laws that prevention services must not only be directed toward actual cases but also must be provided to treat social conditions that precede individual problems.

Specific references to prevention in the human services area as contained in Chapter 46, Social Services are:

- 46.001           ...to prevent dependency, mental illness, mental deficiency, mental infirmity, delinquency, crime and other forms of social maladjustment by a continuous attack on causes.
- 46.03 (4)(a)   "Develop and maintain such programs of education and prevention as it deems proper."
- (b) "... The department ... is authorized to study causes and methods of actual cases."

Specific references to prevention of delinquency as listed in Chapter 48 of the Wisconsin Children's Code are:

48.01 (2) (e) "It is declared to be the intent of this chapter to promote the best interests of the children of this state through:  
Co-ordinated planning to assist local communities in promoting effective programs in health, education, recreation and welfare at the maximum development of all children and for the control of influences detrimental to youth."

48.79 (2) Powers of the department. The department shall have authority and power: "To render assistance to communities in their efforts to combat delinquency and social breakdown likely to cause delinquency and crime and assist them in setting up programs for co-ordinating the total community program, including the improvement of law enforcement."

Specific references to prevention of mental disabilities as listed in Chapter 51 of the Wisconsin Mental Health Act are:

51.42 (1) ". . . provision of services to prevent or ameliorate mental disabilities, including but not limited to mental illness, mental retardation, alcoholism and drug abuse;"

51.42 (2) (a) "Program means community services and facilities for the prevention or amelioration of mental disabilities, . . ."

51.42 (5) (a) "Collaborative and cooperative services with public health and other groups for programs of prevention;"

51.437 (1) ". . . services directed toward the prevention and alleviation of a developmental disability . . ."

Specific references to prevention of alcoholism are:

54.45 "Prevention and control of alcoholism."

51.45 (4) (a) "Develop, encourage and foster statewide, regional and local plans and programs for the prevention of alcoholism . . ."

51.45 (4) (b) "Coordinate the efforts . . . of all public and private agencies, organizations and individuals interested in prevention of alcoholism . . ."

51.45 (4) (d) "Cooperate with the department of public instruction, . . . in establishing programs for the prevention of alcoholism . . ."

However, we are still faced with the reality that the term "prevention" elicits a wide variety of interpretations. We have yet to develop an operational definition that can be used during inter-agency communications.

The resulting confusion hampers the integration of services. Because the development or treatment of conditions demands coordinated efforts, we are experiencing great difficulty in pursuing the mandate to engage in a "continuous attack on causes". Such an attack necessitates a cooperative service approach by several agencies working toward common goals and objectives. An operational definition of prevention is critical if any such approach is to be undertaken.

In recent months, several state agency and other organization staff, primarily from youth-related fields, have discussed an interest to explore such an endeavor. Necessary action steps have been suggested that would facilitate a comprehensive approach to prevention services for youth in Wisconsin. These steps include:

1. Convening of a meeting or workshop to be attended by interested state agency and other organization representatives with the purpose being:
  - a) to develop an inter-agency definition of prevention, b) to inventory various agency provided prevention services that meet the criteria of the definition and , c) to begin the process of a coordinated approach to prevention.

Suggested attendees include representatives from: Department of Health and Social Services, Wisconsin Council on Criminal Justice, Governor's Manpower Office, Department of Public Instruction, Department of Local Affairs and Development, Department of Industry, Labor and Human Relations, Department of Justice, State Supreme Court, Juvenile Delinquency Prevention Advisory Board, Youth Policy and Law Center, Wisconsin Association for Youth, young people (possibly Youth Development Training Alumni), Juvenile Delinquency Prevention Consultants.

2. Widespread dissemination of the work completed at the workshop to regional and county agencies.
3. Selection of several counties to implement a comprehensive youth development plan.
4. Evaluation and monitoring of results.
5. Further study and development of concepts.

#### Resources

Staff -- DCS Bureau for Children, Youth and Families Prevention Section, the Juvenile Delinquency Prevention Consultants, and the Wisconsin Council on Criminal Justice program planning staff could share staffing responsibilities to initiate the plan. After initiation, it is expected that other agencies would also make a commitment for staff involvement.

### Training

The Associates for Youth Development in Tucson, Arizona have done extensive work in this field and are presently engaged in prevention training under contract with LEAA at specified sites throughout the country. The firm has developed a position paper entitled "Defining and Operationalizing Prevention -- A Major Human Service Task". Several JDPC's attended the training session in Minneapolis and had very favorable evaluations of the training. It is hoped that a contract for training and technical assistance could be negotiated with AYD for a Wisconsin plan.

Written materials to include but not limited to:

1. WCCJ Youth Service Bureau Feasibility Studies.
2. Broward County, Florida Comprehensive Youth Service Plan.
3. Associates for Youth Development Documents.
4. State of Illinois Delinquency Prevention Act.
5. Division of Community Services, Planning for Prevention Programs Guidebook.
6. Wisconsin Association for Youth Standards.
7. Delinquency Prevention Consultant -- Work Units.
8. Abstracts on Juvenile Delinquency Prevention Programs.
9. WCCJ Standards and Goals.

### Finances

The WCCJ has available technical assistance dollars and funds could also be used

from the Juvenile Program Specialists travel budget to defer costs of training and technical assistance. It has been suggested that any future work or pilot project could be supported by cooperative funding from the agencies that become involved.

WISCONSIN

ATTACHMENT 2

An Initiative for a Youth Development Plan in the State of Wisconsin

AN INITIATIVE  
FOR A  
YOUTH DEVELOPMENT  
PLAN  
IN THE  
STATE OF WISCONSIN



## INTRODUCTION

In the past, many state and private agencies have made attempts to prevent youthful delinquency, alcohol and drug abuse, early and unwanted pregnancy, and school failure. Most of these efforts have dealt with specific problems and have not focused on the underlying causes of youth troubles. Upon closer examination the causes of these troubles, whatever their manifestations may be, are usually generic. For example, negative peer pressure can manifest itself in vandalism, drug usage, and unsafe driving practices, whereas positive peer pressure may stimulate academic achievement or involvement in extra-curricular school activities. Therefore, in order to make an impact on the problems of youth, prevention efforts must look at the total environment surrounding youth. The educational, employment, economic and social opportunities and physical health conditions as well as the youth culture itself have to be taken into consideration in planning any comprehensive youth development effort.

In order to come to grips with the underlying causes of youth problems, a group representing many state and private agencies (See Appendix 1 - Steering Committee Members) has been working to determine ways in which the various agencies and programs in the state can work together to improve the quality of life for all youth. These representatives have agreed to a common definition of prevention as "an active process of creating conditions that promote the well-being of people" (see Appendix 2).

In the following report, we will discuss how this multi-agency effort developed, define our target population, and state our initial working goals.

## BACKGROUND TO A YOUTH DEVELOPMENT PLAN FOR WISCONSIN

### Initial Efforts

The realization that most youth-serving agency efforts are aimed at treating the symptoms of youth problems rather than the causes, stimulated discussion between staff of the Department of Health and Social Services-Division of Community Services and the Wisconsin Council on Criminal Justice. A position paper was developed which illustrated this dilemma. The paper included a prepared plan of approach to the problem.

Specifically the position paper included:

1. Wisconsin laws establishing legal authority and responsibility of state agencies to engage in prevention activity.
2. Information on the consequences of state youth-serving agencies operating without a common definition of prevention.
3. A position statement advocating a cooperative approach to the problems of youth by all youth-serving agencies, which is underscored by a common goal to promote positive youth development and wellness.
4. Statements of interest among youth-serving agencies to coordinate and do something about the problems of youth, including a willingness to work together to provide a common grounds for agency programs.
5. An action plan for the establishment of a comprehensive approach to youth development. The action plan called for:
  - a) A meeting or workshop to be attended by interested state agency organization representatives, the purpose of which was: 1) To develop an inter-agency definition of prevention; 2) to research and analyze various agency-provided prevention services to see if they fit within the prevention definition and; 3) to begin the process of a coordinated approach to prevention.

Attendees included representatives from:

Department of Health and Social Services  
Wisconsin Council on Criminal Justice  
Governor's Manpower Office  
Department of Public Instruction  
Department of Industry, Labor and Human Relations  
Juvenile Delinquency Prevention Advisory Board  
Wisconsin Association for Youth  
Young People  
Juvenile Justice Personnel Development Center  
Juvenile Delinquency Prevention Consultants

- b) Widespread distribution of workshop findings to regional and county agencies.

- c) Selection of several counties to serve as pilot agencies to implement comprehensive youth development plans.
- d) Evaluation and monitoring of results of the pilot projects.
- e) Further study and development of youth development concepts.

Workshop Planning

The plan was presented to various agencies' staffs, and was well received. A group representing the agencies volunteered to take part in the further development of the plan and a meeting was held in October, 1978, to thoroughly examine the plan and discuss what action would be necessary for its implementation.

Assisting at the meeting were consultants from the Associates for Youth Development and the Center for Action Research. These two private firms are well recognized in the field of youth development and have prepared materials for use elsewhere which are relevant to Wisconsin's proposed program.

A decision was made to proceed with plans to hold a Youth Development Workshop in November, 1978, and invite a larger group of youth-serving professionals and youth to further explore the possibility of a statewide youth development movement.

Stevens Point Workshop

The workshop was held in Stevens Point, with the following objectives:

- 1. To explore the aspects of prevention.
- 2. To provide opportunities for discovering common interests and needs in the area of prevention.
- 3. To provide the opportunity to act jointly on them.

Attendees included representatives from the following agencies:

Division of Community Services  
 Juvenile Delinquency Prevention Consultants  
 Bureau for Children, Youth and Families  
 Bureau of Mental Health  
 Bureau of Alcohol and Other Drug Abuse

University of Wisconsin  
 Health Related Behavior Project  
 Criminal Justice Institute

Ashland County Alcoholism Information and Referral Center

Department of Industry, Labor and Human Relations  
 Division of Manpower Services

Division of Health  
 Bureau of Prevention

Department of Public Instruction  
 Office of Community Education

Wisconsin Association for Youth, Inc.

Lakeland Council on Alcohol and Other Drug Abuse

Prevention and Intervention Center for Alcohol and Other Drug Abuse - Dane County

Division of Corrections  
 Bureau of Community Corrections

Department of Public Instruction  
 Office of Community Education

Westinghouse National Issues Center

Center for Action Research, Inc.

Wisconsin Council on Criminal Justice

Division of Policy and Budget

Division of Social Services  
 Center for the Developmentally Disabled

Youth Development Training Alumni

Forty persons participated in the workshop. They were exposed to numerous prevention concepts and strategies to stimulate their thinking. Several problem-solving and planning tools were presented and their use illustrated. Throughout the workshop, the consultants attempted to assist the participants in identifying the common themes and concepts of prevention which can be used by different agencies and/or disciplines. There was general acceptance by the persons participating in the workshop of the basic prevention definition and assumptions and concepts which had been developed earlier and expanded at this meeting. There also was consensus that the basic prevention concepts and strategies presented, are as applicable to problem-solving in the areas of health, education, drugs and alcohol, mental health, etc., as they are to juvenile delinquency. Some of the key concepts presented included:

- 1. The need to focus on conditions which affect the well-being of people, not just on remedial treatment services;
- 2. The need to focus on changing adult behavior as much or more as changing youth behavior;
- 3. The need to meaningfully involve young people in activities which contribute to the planning, operation and evaluation of programs and services designed for them; and
- 4. The value of a community developmental approach which challenges, motivates and engages people to become involved in planning, initiating and carrying out a systematic program of prevention in their community.



One evening session and the final half-day of the workshop was devoted to "Action Planning for a Wisconsin Prevention Initiative". The consultants helped to facilitate this activity, but the content was developed by the workshop participants.

Some of the major suggestions (not necessarily in priority order) for developing a comprehensive statewide prevention effort are to:

1. Prepare and clarify prevention definitions and goals which will help to create common understanding and commitment to prevention.
2. Emphasize a positive approach to prevention.
3. Involve youth in a meaningful way in program and policy planning through the organization of a statewide Prevention Council of Youth which would give young people a voice, some power and responsibility.
4. Describe and communicate current prevention related efforts between agencies.
5. Clarify state and local roles, relationships and tasks.
6. Work on attitude changes for/with people in agencies at the state, regional and local levels, including educating agency staffs about prevention.
7. Develop community based prevention strategies with built-in evaluation strategies to measure the program objectives.
8. Support and integrate prevention efforts with those of the Wisconsin Prevention and Wellness Commission.
9. Obtain policy level commitment from the various state-level agencies regarding agency and inter-agency prevention efforts.
10. Use the Juvenile Delinquency Prevention Consultants on the staff of the DHSS to promote and coordinate local efforts, and to identify and engage other persons who can help with training and technical assistance. A key role here is to help organize inroads to local communities for prevention efforts.
11. Form a Steering Committee and seek staff support to coordinate activities.

The above list is not exhaustive, but is representative of the suggestions which were developed by the workshop participants.

In conclusion the workshop participants were asked to write a brief statement indicating what impact the workshop had on their thinking about prevention.

Participants were also asked to complete a brief workshop evaluation for the consultants. Based on a review of these evaluations the purposes of the workshop were achieved.

The Stevens Point workshop, notwithstanding its success, is a modest beginning. The commonalities identified at the workshop have the potential to become a significant step in the effort to develop and implement a comprehensive statewide prevention initiative in Wisconsin.

#### Steering Committee Formed

A Steering Committee of fifteen persons has been formed to follow up on the action planning suggestions originating at the workshop and to determine the next specific steps to be taken. The Steering Committee is composed of representatives of the following program areas: health, education, alcohol and other drug abuse prevention, corrections, community services, criminal justice, employment, youth development and mental health.

#### YOUTH DEVELOPMENT PLAN

##### Justification for the Target Population

Although ideally prevention programs can be planned for an entire population, and in all probability many of the programs we support or design will have spinoff effects for other age groups, the Steering Committee chose to aim their prevention efforts at youth development within the State of Wisconsin.

There are several reasons for this focus.

1. There are many problems which may be unique to youth, such as truancy, and which may be "remedied" by the time the young person reaches adulthood. However, attitudes towards these issues may be formed during adolescence, which could impair the person from functioning fully as an adult.
2. The youth population focuses on a specific age group and is therefore easily defined.
3. For evaluation purposes, it is easier to measure the effects of various prevention strategies on one population rather than to attempt to demonstrate the impact on all ages.
4. If the programs are successful, they can be used as models for other prevention efforts for other populations.
5. The individuals who have been involved in the planning and implementation of the youth development plan are experienced in a wide range of youth activities.

##### Goals and Objectives

The Steering Committee has established a Goal Statement with three objectives to promote the necessity of youth development in the State of Wisconsin. They are as follows:

Goal Statement: To increase those conditions in Wisconsin that promote the well-being of youth by:

**Objectives:**

- (1) Fostering the development of an action plan that mobilizes, through cooperative efforts, those resources that have the capability of contributing to positive youth development;
- (2) Promoting the implementation of this action plan;
- (3) Communicating the progress of this plan with appropriate state, local and private agencies.

Framework for Action

The present state of affairs was assessed at the workshop in Stevens Point, Wisconsin. From these the group applied the prevention formula (see Appendix 3) and came up with a desired goal for Youth Development in the State of Wisconsin. The results of those efforts are as follows:

1. Condition A (Present State of the Art of Youth Development)

There is a set of persistent, widespread problems (e.g., delinquency, alcohol and other drug abuse, teenage pregnancies, etc.) affecting the health and welfare of young people. Furthermore, there is substantial reason to believe these problems are manifested in a related set of common conditions—conditions that require change if we are to promote the well-being of young people.

Our present statewide efforts to promote the well-being of young people do not address these contributing conditions in a coherent, systematic way. Independent agency efforts are sometimes redundant and possibly contradictory. Each individual agency effort often lacks the resources and influence needed for substantial impact on the contributing conditions affecting the lives of young people. More vigorous, systematic and coordinated prevention efforts among state, county and community agencies are needed.

Current youth prevention efforts in Wisconsin can be described through several declarative statements. These statements represent those conditions which, if left unchanged, will have a net effect of reducing or otherwise lessening chances of creating the necessary atmosphere to promote the health and welfare of young people throughout Wisconsin.

- We lack a common conception of the purposes and nature of prevention, but we believe that such a conception can be developed.
- We lack mutual understanding of the contributing conditions of youth problems, but studies of these problems are becoming available.
- We lack clear, shared principles to modify the contributing conditions, but the situation is improving, and we have in the State instructive and promising examples.
- While a variety of prevention efforts already exist and others are being undertaken, there is a lack of communication about these efforts which prevents them from being coordinated with other programs.

- Although there is support for prevention work both at state and local levels, the respective roles and responsibilities of state and local agencies are ill-defined.
- Youth lack meaningful involvement in the decision-making process at all levels.
- At present there is significant support for initiatives in prevention, but a large part of our resources are focused on remedial and rehabilitative efforts. Prevention initiatives therefore encounter substantial inertia.
- There is widespread skepticism that preventive efforts can be practical, focused, productive, evaluated and held accountable, but developments of the past few years support the claim that prevention activities can be practical, focused, productive and accountable, and can have a significant effect even with limited resources.

2. Condition B (Desired State of Affairs in Youth Development)

In an effort to create conditions at state and local levels that promote the well-being of young people in Wisconsin, there should be more vigorous, systematic and coordinated efforts in youth development. Even if only modest funding is possible, staff and other resources should be allocated by agencies for a joint youth development initiative.

Within this context, several corresponding declarative statements to the present state of affairs outlined above (i.e., Condition A) are listed below. These statements represent a consensus of opinion relating to the desired state of affairs (Condition B) which the Youth Development Plan Steering Committee would like to work towards during the next two years.

- Definition--To prepare and seek support throughout the State for a common definition and description of prevention.
- Analyses--To analyze conditions which contribute to the named problems, as a necessary base for the design of prevention programs and make them available to youth-serving agencies.
- Action--To develop principles for independent and joint action to modify contributing conditions.
- Information Sharing--To develop ways to enhance the information sharing process among agencies engaged in youth prevention efforts. Part of the information sharing process would be aimed at coordinating relations among independent prevention efforts developed so that they will work together to provide complementary programs.
- Division of Labor--To negotiate with representatives of local communities to clarify state and local roles and responsibilities.
- Priorities--To negotiate with appropriate state, federal and community sources and discuss ways to reallocate resources to support youth prevention programs.

- **Accountability**--To stimulate local initiatives to demonstrate the potential and accountability of prevention efforts.
- **Youth Involvement**--To develop mechanisms to increase the active involvement of youth in decision-making processes.

#### Implementation of the Action Plan

To create a change from Condition A to Condition B, the Steering Committee will devote individual and joint efforts. It is understood that such a change will necessitate the development of more specific strategies. The development of these strategies is the immediate task of the Committee. Such an endeavor requires broad support and commitment. Additional individual and agency involvement is needed and assistance in any form will help to achieve the goals and objectives of the plan.

#### Action Plan

Implementation of the Youth Development Plan will involve various strategies aimed at creating an environment that fosters positive youth development. Below listed are a set of action steps that are envisioned to facilitate a practical application of the prevention principles outlined in the report.

Definition - To prepare and seek support throughout the state for a shared conception and description of prevention by:

1. Engaging in an active public education program that cultivates support for an intra and interdepartmental adherence to a common prevention definition.
2. Developing training resources throughout the state that can assist localities in applying a practical definition and understanding of prevention.
3. Arranging presentations at scheduled conferences, seminars and institutes and staging separate training sessions to promote a shared conception of prevention and youth development.
4. Utilizing visible models of successful prevention strategies to validate and add credibility to a youth development focus.
5. Producing audio visual aides that illustrate the essence of youth development strategies and can be shared effectively and economically.

Analysis - To prepare shared analysis of conditions which contribute to problems of youth as a necessary base for the design of prevention programs by:

1. Utilizing an analytical research format during implementation of community based prevention efforts.
2. Gathering data from contemporary studies that are engaged in re-searching contributing factors.
3. Reviewing and sharing pertinent literature both intra and inter-departmentally.

Action - To develop principles for independent and joint action to modify contributing conditions by:

1. Developing community based prevention strategies with built-in evaluation components to measure the program objectives. It is proposed that pilot efforts be sponsored in a number of communities to implement application of local youth development plans. A process has been drafted that would organize resources to assist the local communities during their efforts. This process calls for:

#### Phase I

Development of a team of prevention advocates who will assume responsibilities in the planning, organizing and facilitation of local youth development and prevention initiatives.

## Phase II

Selection of six to ten communities wherein there are people who have an interest in initiating a local youth development strategy.

## Phase III

Staging of community development workshops in pilot communities. Communities receive training on:

- a. Problem identification
- b. Contributing factor analysis
- c. Prevention concepts and practical applicability (Prevention Formula)
- d. Designing local strategies to treat factors
- e. Community organization
- f. Problem solving techniques

## Phase IV

Implementing findings and recommendations from workshops. Communities engage in active pursuit of action plans through a cooperative approach using local and state resources. State agencies assist local communities throughout implementation process.

## Phase V

Presenting of results by representatives from pilot communities to top level administrators and other appropriate individuals i.e. legislators, county boards association.

Information Sharing - To develop a mechanism that will enhance the information sharing process among agencies presently engaged in youth development efforts by:

1. Designating a person or team to inventory those prevention programs in the state that meet the prescribed definition.
2. Identifying and publicizing a list of state organizations and agencies that have the capability and interest to provide technical assistance about prevention programming.
3. Examining existing resources outside Wisconsin and capitalizing on available technical assistance and expertise at the local, state and federal levels.
4. Designating a Clearinghouse or Central Source to continue to collect, store and distribute prevention program information and resources for technical assistance. The Central Source would be staffed and would distribute information through the following:
  - a. a central directory or file
  - b. informational meetings
  - c. a newsletter
5. Holding planning meetings to develop guidelines and goals which could result in common efforts and working agreements between organizations and agencies so that prevention programming could be complementary, non duplicative and aiming in the same direction.

Division of Labor - To negotiate with representatives of local communities to clarify state and local roles and responsibilities by:

1. Developing state and local relationships whereby state agencies provide such services as (a) technical assistance, (b) training, (c) consultation, (d) evaluation assistance, (e) support services, (f) supplementary funding and (g) standard setting while local communities assume responsibilities in (1) program design, (2) service delivery, (3) citizen involvement (4) needs assessment (5) problem solving, (6) resource development and (7) coordination.
2. Encouraging state agencies to involve local community representatives during decision making processes affecting youth programs.

Priorities - To negotiate with appropriate state, federal and community sources and discuss ways to reallocate resources to support youth prevention programs by:

1. Arranging interdisciplinary and inter-departmental meetings to discuss possibilities of sharing resources to support prevention efforts and increase philosophical and financial commitments to prevention programs.
2. Establishing an interdepartmental committee that addresses itself to researching and securing federal resources for youth development strategies in Wisconsin.
3. Providing active support and services for state agencies and organizations that have demonstrated a commitment to prevention, such as the Wellness Commission.

Accountability - To stimulate local initiatives to demonstrate the accountability of prevention efforts.

1. Ensuring that whenever state funds are provided for prevention on a statewide or local level, program evaluation would be required at a 5% level of total budget.
2. Promoting prevention program evaluation through groups such as Regional offices, 51.42 and 51.437 Boards, JDPC's, etc.
3. Designating staff person to:
  - a. Inventory available technical assistance for research and evaluation or prevention.
  - b. Distribute and circulate published documents on ideas for evaluation of prevention.
  - c. Promote and implement prevention evaluation training sessions around the state.

Youth Involvement - To encourage and support active youth involvement in planning and decision making processes by:

1. Employing a team of youth to work on the following tasks:
  - a. To develop a way to make adults more aware of the value of and necessity of youth input into planning the process and to sensitize adults to respecting youth input by:

1. Encouraging at least 50% youth representation at meetings.
  2. Discussing clear cut tasks and responsibilities with youth.
  3. Maintaining non-technical language during exchanges.
  4. Establishing less critical and more relaxed atmospheres conducive to open participation during meetings.
  5. More discussions with youth vs. dictating and lecturing at youth.
- b. To develop ways of recruiting, training and encouraging youth to participate in planning at the state and community level.
- c. To develop ways to implement plans #1 and #2.

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ATTACHMENT 3

Agenda for Meeting to Plan Stevens Point Workshop and List of Attendees.

DEVELOPMENT OF A COMPREHENSIVE PLAN  
OF PREVENTION FOR YOUTH

PLANNING MEETING  
October 12 - 13, 1978

Rear Lecture Room - Madison Public Library  
201 West Mifflin Street  
Madison, Wisconsin

A G E N D A

October 12, 1978

9: 30 Overview of Prevention Plan.....Dennis Maloney  
Associates for Youth Development.... Robert Cain  
Associates for Youth  
Development, Tucson, AZ

10: 30 - 10: 45 Break  
10: 45 - 11: 00 Youth Perspective.....Lisa Brunette  
11: 00 - 11: 45 "Causes of Youth Problems"  
(Group exercise)..... Robert Cain  
11: 45 - 12: 30 "Prevention Formula" (Group  
exercise).....Robert Cain  
12: 30 - 1: 30 Lunch  
1: 30 - 2: 30 Reaction to the Proposed plan.....Small Groups Facilitated  
by Tom Bird, Bob Cain,  
Dennis Maloney)

2: 30 - 3: 00 Group reports.....Tom Bird, Center for Action  
Research, Inc.  
Boulder, Colorado

3: 00 - 3: 15 Break  
3: 15 - 4: 15 Summary and Future Planning.....Tom Bird

October 13, 1978

9: 30 - 10: 00 Identify tasks for November  
Workshop.....Rich Kiley  
10: 00 - 11: 00 Develop workshop program  
11: 00 - 11: 30 Develop list of participants  
11: 30 - 12: 00 Task assignments

ADJOURN

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ATTACHMENT 4

1981 Juvenile Justice Component of the Criminal Justice  
Improvement Plan



I. JUVENILE DELINQUENCY PREVENTION SERVICES

A. Primary Delinquency Prevention

Target Youth Population: General Youth Population

Primary Goal: To reduce the potential for delinquent behavior by impacting economic, social, educational, and public policy conditions that promote positive youth development (e.g., physical, social, psychological, emotional, and intellectual).

Problem Statement:

Crime prevention efforts are not coordinated by agencies within the criminal justice system and between system agencies and other state and community agencies. There is a lack of coordination between local criminal justice agencies which has resulted in service fragmentation. There is a need to improve communication and coordination among agencies of the criminal justice system. (Juvenile Priority #4, Systemwide #6)

Local public school districts do not have adequate resources to develop alternatives to standard educational opportunities nor do they have adequate access to community agencies and services. (Juvenile Priority #6, Systemwide #26)

STRATEGY 1: YOUTH DEVELOPMENT/COMMUNITY DEVELOPMENT/  
YOUTH ADVOCACY

System surveys conducted in the fall of 1979 found that neither law enforcement agencies nor their respective communities engage in active crime prevention efforts on a broad basis. Services and responsibilities of one agency do not necessarily work in coordination with another agency. There is, therefore, a need to improve coordination between these agencies.

Objectives

- To educate communities (decision-makers, private citizens, parents and youth) regarding delinquency causes, strategies for prevention and other issues relevant to the positive development of youth.
- To increase youth participation in the decision-making processes of the communities and institutions that affect their lives.
- To improve coordination among local juvenile justice and related system components in the planning and delivery of youth services.

- To promote change in community conditions (e.g., policy, practice, procedure) which presently do not contribute to youth development.

#### Activities Planned

This strategy will fund state agencies, local units of government and private, non-profit youth-serving agencies to develop awareness skills, and commitment on the part of key actors (e.g., the legislature, youth, criminal justice agencies, and community groups) to: 1) facilitate youth involvement, 2) identify key issues on the causes of delinquency, 3) initiate and promote responses to its prevention, and 4) effectively negotiate conditions for cooperative criminal justice agency and community coordination for delinquency prevention services.

Projects shall be developed from an assessment of youth needs in the community, as well as an assessment of potential impact on the prevention of delinquency as a result of the project's activities.

To approach the coordination of youth-serving agencies, various activities shall be utilized: the development of citizen-based coalitions; the development of an advisory board (comprised of social service agencies, juvenile court officers, law enforcement, private business, private citizens, and at least two youth, preferably having been or now involved in the juvenile justice system); the development of written agreements establishing coalitions among youth-serving and related agencies; and other steps needed to build linkages in the community.

Community change efforts shall be focused on developing community resources prior to the existence of individual problematic behavior on the part of the juvenile. Community education efforts shall attempt to develop seminars to sensitize communities to the problems of youth, engage speakers to present delinquency prevention or youth development issues, construct training seminars to impart knowledge of positive youth development to teachers, businesses, law enforcement and others.

#### Performance Indicators:

- Number of youth participating on boards or committees compared to the closest pre-project period
- Number of boards or committees which have youth members compared to the closest pre-project period
- Level of participation by the youth (e.g., voting privileges, attendance)
- Number of organizations participating in coalitions compared to the closest pre-project period
- Number of policies that have changed in the community
- Description of community education activities
- Identification of activities, issues, and policies in which more than one agency are involved

#### STRATEGY 2: EDUCATIONAL SUPPORT SERVICES

The failure of many schools to provide effective programs or services that would reduce the existing high rates of truancy, suspensions/expulsions, school drop-outs, push-outs, academic failure, illiteracy, school violence, vandalism, and other manifestations of the youths' maladjustment to the existing school system, has led to the need for modification of school programming and practices.

#### Objectives

- To assist local school systems in the development of comprehensive and coordinated educational policies and programs to improve the learning environment and more adequately address the diverse educational needs of students.
- To adopt and implement school policies, procedures, and practices which:
  - Limit referrals by schools to the juvenile justice system;
  - Provide for due process, fairness and consistency in disciplinary actions;
  - Reduce student alienation and sense of powerlessness through increased youth, parent, and community agency participation in school decision-making processes.
- To develop and implement alternative educational options which increase the opportunity for basic practical learning with applicability to life skills (balancing the checkbook, career exposure, etc.), and integrate these options into the regular school curriculum.
- To reduce the number of school drop-outs, suspensions, expulsions, and truancy.
- To increase the proportion of students experiencing academic success.
- To increase grade-point average.
- To increase percentage of students graduating from school.
- To reduce the number of delinquent acts in and around schools.

#### Activities Planned:

Local public school districts and related educational organizations will receive funds to encourage the development of improved school learning environments. An assessment of current school practices and problem areas shall be determined and justified. Proposed solutions shall correlate to the identified areas of concern. The development of an educational support service project shall be particularly attentive to the involvement of parents, students, and the community in the promulgation of fair and consistent rules and regulations. Any changes in curriculum, rules, etc., should avoid labeling and tracking, prevent grouping according to non-academic criteria, and promote regular contact between all students.

Projects may promote the team approach to problem resolution through the creation of teams (teachers, students, parents) to develop intervention and prevention programs (such as in-school truancy programs, vandalism education) to reduce crime, disruption, fear of crime and truancy. A major component of a project is the active support and involvement of school administrators, other school personnel, students, and parents, and appropriate training and technical assistance to the teams.

Special attention shall be given to the development and implementation of appropriate courses to meet the needs of all students as defined in the school assessment section of a proposal.

#### Performance Indicators:

- Percentage of youth who successfully complete academic year compared to the closest pre-project period
- Number of truants compared to the closest pre-project period
- Number of drop-outs compared to the closest pre-project period
- Number of suspensions compared to the closest pre-project period
- Number of expulsions compared to the closest pre-project period
- Number of assaults compared to the closest pre-project period
- Number of acts of vandalism compared to the closest pre-project period
- Property value of vandalism compared to the closest pre-project period
- Grade point average compared to the closest pre-project period
- Percentage of students graduating from school compared to the closest pre-project period
- Participation by youth and parents in school decision-making process compared to the closest pre-project period
- New policies, procedures, and practices developed
- New alternative education options developed

#### STRATEGY 3: EMPLOYMENT/TRAINING

The inadequate education and training of many youth impedes their ability to successfully compete in the labor market. Service fragmentation compounds the problem by not offering a coordinated, systematic approach to youth development and training. An inability to acquire meaningful employment can often result in the development of troublesome or delinquent behavior.

#### Objectives

- To identify and develop effective career awareness, employment and training programs and support services that will adequately prepare youth to function independently and productively.

- To implement employment and training strategies utilizing private sector businesses which will result in a substantial increase in the number of temporary and permanent job opportunities for youth.
- To develop job sites in the private sector which will fully respond to the special needs of youth.

#### Activities Planned:

Local units of government, their agencies, and private, non-profits will be eligible for funding to provide employment opportunities and support services to juveniles.

The project shall determine the extent of need for youth employment services in the target area and assess the proposed project's impact, including the number of youth-serving agencies in the target area which provide employment related services to youth, and the number of manpower programs available (if any) in the target area.

Each grantee will develop a strategy that outlines broad-based community involvement and inter-agency coordination in program planning, development, and implementation.

The project shall employ coordinators who are skilled in employment relations, job training techniques, job site development and in the training of employers to sensitize them to the needs of youth. The coordinator shall pursue the employment of youth primarily in the private sector.

The development of a youth employment project shall be planned so that there is access to public and private employment opportunities, that meaningful job placements with specific job requirements are developed, and that an initial processing including an evaluation of assets (testing and potential skills) and liabilities of each client is assessed. Each project shall prepare job sites to involve youth in the work environment and to acclimate youth and other employees in job oriented or work related activities. Projects shall be focused on individual youth to include at a minimum the following components to assist each client in achieving successful employment:

- Instruction in seeking employment openings, filling out employment applications, and skills necessary for interviews.
- Preparation for general employment: responsibilities, understanding of payroll deductions, etc.
- Provision for personal and employment counseling, both at initial intake and through post-placement follow-up.

Performance Indicators:

- Number of youth employed compared to the closest pre-project period
- Number of temporary job sites developed compared to the closest pre-project period
- Number of permanent job sites developed (longer than six months) compared to the closest pre-project period
- Number of training programs in skill development training implemented compared to the closest pre-project period
- Number of youth completing skill development training compared to the closest pre-project period
- Degree of employers' satisfaction with program and youth workers
- Degree of youths' satisfaction with program and jobs
- Documentation of individualized career planning
- Job stability as measured by length of employment

Relationship:

All projects must assure and demonstrate that they have assessed the services available in the affected community(ies) with similar purposes. Each application shall provide a statement of need which must include, but not be limited to, a description of related community-service components, and a clear identification of existing service gaps.

Budget: \$237,652

This program will be eligible for funding for three years. Subprograms contained under this program may be added or deleted in subsequent Plans as determined by the WCCJ. Projects awarded under this program or any of its subprograms are eligible for up to two years of funding. State agency projects are eligible for one year of funding under the 1981 Plan.

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ATTACHMENT 5

1982 Juvenile Justice Component of the  
Criminal Justice Improvement Plan

I. JUVENILE DELINQUENCY PREVENTION

A. Primary Delinquency Prevention: Youth Involvement/Community Assessment

Target Youth Population: General Youth Population

Primary Goal: To reduce the potential for delinquent behavior by impacting public policies that promote positive youth development (e.g., physical, social, psychological, emotional, and intellectual).

Problem Statement: Juvenile delinquency prevention and/or youth involvement efforts are not coordinated by agencies within the criminal justice system or between youth service agencies and other state and community agencies. There is a lack of coordination between local youth serving agencies which has resulted in service fragmentation. There is a need to improve communication and coordination among agencies of the criminal justice and youth service systems.

Objectives:

- To educate communities (decision-makers, private citizens, parents and youth) regarding delinquency causes, strategies for prevention and other issues.
- To increase the level of expertise in participating communities to identify local causes of delinquency, to determine the extent of the local delinquency problem and to address those problems using local resources.
- To improve coordination among local juvenile justice and related system components in the planning and delivery of youth services.
- To promote change in community conditions which presently do not contribute to meaningful youth involvement and development.

Activities Planned:

This strategy will fund units of local government and/or private, non-profit agencies to develop the necessary skills and commitments from within a community to: 1) identify key issues relating to the causes of delinquency; 2) initiate and promote response to these problems; 3) establish a coordinated effort on the part of the community and its criminal justice and youth service agencies in addressing delinquency problems; and 4) establishing the necessary processes to increase the involvement of youth in decision-making bodies/processes that directly impact them.

Funds will be awarded to assist communities in an analysis of local youth needs. Problem areas identified as a result of this analysis must be prioritized in a manner that is reflective of the community's ability to deal with them. Applicants requesting funds to implement a particular youth involvement/delinquency prevention methodology(s) must show that they have completed analysis/assessment of community needs and resources. Applicants requesting funds to

\*Submitted, but not yet approved by OJJDP.

enhance or develop community resources to address youth needs must indicate why existing services and/or resources cannot be used or are inadequate to meet the identified needs.

To approach the coordination of youth-serving agencies, various activities shall be utilized: the development of citizen-based coalitions; the development of an advisory board (comprised of social service agencies, juvenile court officers, law enforcement, private business, private citizens, and at least two youth, preferably having been or now involved in the juvenile justice system); the development of written agreements establishing coalitions among youth-serving and related agencies; and other steps needed to build linkages in the community.

Community education efforts shall attempt to develop seminars to sensitize communities to the problems of youth, engage speakers to present delinquency prevention or youth development issues, construct training seminars to impart knowledge of positive youth development to teachers, businesses, law enforcement and others.

#### Relationships:

Currently there are a number of communities engaged in Youth Involvement/Community Assessment efforts. The projects in Baraboo, Deerfield, Clintonville, Plymouth, Waukesha, Menomonee and the Unity School District are all addressing the concepts of this sub-program through the methodology proposed by the Positive Youth Development Initiative project.

#### Performance Indicators:

- Number of youth participating on boards or committees compared to the closest pre-project period
- Number of boards or committees which have youth members compared to the closest pre-project period
- Level of participation by the youth (e.g., voting privileges, attendance)
- Number of organizations participating in coalitions compared to the closest pre-project period
- Number of policies that have changed in the community
- Description of community education activities
- Identification of activities, issues, and policies in which more than one agency are involved

#### Technical Assistance Needs:

- Assistance to potential applicants and non-grantees in the collection and analysis of appropriate data
- Assist communities in the development of evaluation and/or monitoring instruments and their implementation
- Assistance to communities in developing support for continuation of local delinquency prevention efforts through budget preparation, evaluation design, and public relations concepts and efforts

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ATTACHMENT 6

It's OUR School: A Brochure

### HOW CAN SCHOOL STAFF USE It's OUR SCHOOL?

For assistance in creating opportunities for shared responsibility and input into the operation of your school. This **TECHNICAL ASSISTANCE** can come in a variety of **FORMS**:

- Informational
- Support
- Insight
- Energy
- Ideas

or use a variety of **METHODS**:

- Training--individual or group inservice
- Consultation--individual or group on specific issues
- Problem Solving--in specific areas
- Skill Building--for staff or youth
- Referral--to informational resources

and focus on a variety of **INTEREST AREAS**:

- Teacher Burn-out/Stress Management
- Staff Evaluation/Administration Evaluation
- School Climate Improvement Projects
- Opening Channels for Communication
- Community as a Classroom
- Students as Winners/Self-concept
- Curriculum and School Policy
- Employee Assistance Programs
- Mental Health in the Classroom
- Classroom Management/Difficult Kids
- or YOU name it! It's OUR School is available to custom design **TECHNICAL ASSISTANCE** to your request.

6-59

### WHO'S ELIGIBLE FOR THESE SERVICES?

All school districts from Positive Youth Development (PYD) communities. PYD is a community development approach to the prevention of youth problems. Presently there are eleven Wisconsin communities committed to this concept through the promotion of PYD. Additional communities will be coming on board this fall.

### WHAT DOES IT COST?

It'll take your  
**TIME** both student and staff,  
**COMMITMENT** to the value of youth involvement, and  
**ENERGY** to work on the goals you set.



### HOW DO WE FIND OUT MORE?

If you'd like more information about It's OUR School or Positive Youth Development, simply write or call:

It's OUR School  
c/o Wisconsin Association for Youth  
30 West Millin Street, Suite 908  
Madison, WI 53703  
(608) 255-6551

### STAFF

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It's OUR School  
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Positive Youth Development Initiative

It's OUR School is sponsored by the Wisconsin Association for Youth, a statewide membership of youth and youth advocates, with funds received from the Wisconsin Council on Criminal Justice.

it's



# OUR School



Statistics are one method used to measure the problems of Wisconsin's youth. Information from school districts over the past ten years indicate

rising drop-out, truancy, and absenteeism rate  
substance use and abuse problems  
increased vandalism and disciplinary referrals  
lowered achievement and low motivation  
increased teacher frustration and burn-out

Admittedly, this sounds discouraging—but, there may be hope! Recent data indicates that many of these problems can be deterred through

### PREVENTION

before it's too late.

### WHAT IS It's OUR School?

It's a different approach to youth problems. Current services have concentrated their efforts on remediation of these problems. These efforts are a response to a specific population, students with special needs. It's OUR School is built on the belief that there needs to be a balance between treatment oriented services and a prevention approach. Rather than focusing on symptoms of problem individuals, It's OUR School focuses on the strengths and successes of your school community. If each individual has a role in making their school a better place, the result is a sense of pride and ownership that may prevent large numbers of young people from ever becoming involved in the serious problems that statistics measure. The project was conceived as a response to your communities' requests to assist local schools in developing a prevention-oriented approach to youth problems. It's OUR School's goal is to increase opportunities for youth to become involved in their school. The focus of the project is to work with schools to develop the necessary skills and opportunities for youth involvement.

### WHY SHOULD OUR SCHOOL BECOME INVOLVED?

Because you already have what it takes!

**YOUTH** spend a majority of their active hours within the school system. The school is the main institution that affects their lives, and is a logical place to begin. It makes sense to try to impact youth problems by channeling the wealth of energy that young people possess.

AND

**RESOURCES**, staff with the training, the expertise, and the knowledge of youth issues. This "people power" and your commitment to working with youth is all you'll need.

### It's OUR School IS BASED ON SEVERAL KEY CONCEPTS

Youth need and want to become meaningfully involved in both their school and community, but often lack the skills and opportunities to do so. This can lead to feelings of alienation and eventually negative behavior.

Improving the school's climate (the qualities of the school which affect how people feel when they are there) will make it a better place for everyone to spend their time. Students, teachers, support staff, and administration will all experience a higher level of productivity and satisfaction as a result of a more pleasant and positive school.

Youth problems can be deterred by allowing, encouraging, and training youth in the skills necessary for them to become actively involved in their schools.

It is essential that all segments of the school community work together to improve their school. A shared sense of responsibility, where all participate in the common goal helps to enhance self-esteem and a feeling of pride in the school.

### It's OUR School IS COMMITTED TO A SENSE OF

**OWNERSHIP** . . . All of us, particularly youth, have a need to belong. Youth need to feel that they have some influence over what happens to them in their lives. They need to feel a stake in their school, a sense of ownership. This sense of ownership can lead to more responsible behavior and more commitment to the school.

**UNDERSTANDING** . . . Youth need to acquire knowledge and skills in different areas before they can become optimally involved. An understanding of the school system and input into it are necessary before they can begin to work within it. Students need to understand the school system from the perspective of the teacher, the administration, the parent, and the school board.

**RESPONSIBILITY** . . . Youth can develop a sense of responsibility for their own actions, and we all know that it can't be imposed, successfully anyway. The funny thing is, they can't show it until they're given a chance to use it. And we, as adults, have to take responsibility for giving them that chance.

### FOR YOUTH IN THEIR SCHOOLS!

### HOW CAN STUDENTS USE It's OUR School?

For assistance in creating opportunities for youth involvement in the operation of their school. This **TECHNICAL ASSISTANCE**, or more simply help can

come in a variety of **FORMS**:

Informational  
Encouragement  
Energy  
Ideas  
Insight

or use a variety of **METHODS**:

Training - individual, classes, or assemblies  
Consultation - individual or group on specific issues  
Problem Solving - sometimes an outsider can help you explore different approaches to the problem  
Skill Building - to develop the necessary skills for youth involvement  
Referral - to informational resources

and focus on a variety of **INTEREST AREAS**:

Communication  
Decision Making/Problem Solving  
Values Clarification  
Leadership  
Team Building  
Family Violence  
Peer Counseling/Peer Tutoring  
Internship in Government or Social Service  
Joint Efforts of Students and Staff  
School Climate Improvement Projects  
Roles for Youth in School and Community  
Alcohol and Other Drug Use/Abuse Issues  
Student Assistance Program  
Advisory Groups to the Principal  
or YOU name it! It's OUR School is available as custom design **TECHNICAL ASSISTANCE** to your request.

ATTACHMENT 7

Planning the Pilot Programs

2. PLANNING THE PILOT PROGRAMS

In the continuing activities to carefully plan the local pilot efforts, a meeting was held to discuss the following topics: Roles of those involved in the implementation of the pilot programs; criteria for selecting local pilot sites; and action steps for continuing to develop the local pilot program effort. The results of the meeting follow.

2.1 The Desired Outcomes of the "Pilot Community" Efforts were defined as:

- a. Community Recognizes That There is a Problem (i.e., Negative Conditions For Youth).
- b. Community Recognizes and Obtains Skills (Positive Approaches) In, Tactics For Solving Those Problems
- c. Communication is Established Among Members of Community Including Youth And Adults.
- d. Conditions For Positive Development of Youth Exist. (Generally, Conditions Are Changed By Members Of The Community.)

2.2 The Roles and Functions of the Juvenile Delinquency Prevention Consultants (JDPC) were clarified and defined as follows. This reflects the minimum level of effort that can be expected by the JDPC's, depending upon the specific communities selected for "Pilot" efforts and the identified needs of each community as the Youth Development Plan is initiated in each area.

- a. Promoting (Initiating) Pilot Efforts.
- b. Recommending Sites For Pilot Efforts.
- c. Assisting With Community Workshops (Not Necessarily Lead The Workshop).
- d. Assisting in Follow-up.
- e. Assisting with Evaluation.

2.3 The Following Suggested Criteria for Selection of Sites for the "Pilot Community" Efforts were developed for refinement and application by the Youth Development Plan Steering Committee and JDPCs from the Department of Health and Social Services.

- a. Willingness and interest of local community office or agency or other group (parish, United Way agency) to host pilot efforts for minimum of two years.
- b. People having interest are identifiable (identifiable leadership).
- c. Already demonstrated interest or concern in youth development (documented).
- d. Community awareness level - Acknowledges problem with positive approach to change.
- e. Willingness of community to be involved.

- f. Identified time, motivation and availability of key people.
- g. Commitment (local agencies) and support to be involved (non-host).
- h. Recognizable local people interested in and available for follow-up.
- i. Official recognition of need by high level officials, recognized (elected, etc.) leadership of community.
- j. Youth involvement.
- k. Geographic and demographic variables and logistical considerations (manageable size).
- l. Locations where JDPCs are already recognized resources.
- m. Pre-test using a community which is fairly far along (pilot pilot).
- n. Recognition that problem can be solved.
- o. Recognition of importance of staff functions.
- p. Availability of information from other State agencies.
- q. State agency resources available for cooperative effort.
- r. Acceptance of positive youth development approach.
- s. Sustained commitment by DHSS (Central?) to continue involvement, follow-up.
- t. Involvement of RCC and Department Coordinators and Executive Services.
- u. Expertise within community to successfully initiate effort.
- v. Location - self-perceived as a community.

w. Likelihood for success.

x. Better than zero sum result.

y. Willingness to participate in evaluation.

.2.4 Some of the Site Selection Criteria were Consolidated into the nine features listed in the following chart. The chart also identifies who can provide information on the nine criteria for the prospective local sites.

**CONTINUED**

**4 OF 5**

ATTACHMENT 8  
THE P.Y.D. LINK, VOL. 1.

SEPTEMBER/OCTOBER 1981

# THE P.Y.D. LINK

VOLUME I

Published by the Positive Youth Development Initiative  
30 West Mifflin Street, Suite 908, Madison, Wisconsin 53703

ISSUE 5

## What Is Positive Youth Development?

by Bronson C. LaFollette  
Attorney General of Wisconsin

I give my personal support to the Positive Youth Development Initiative program. It appears to me that there is a great deal of merit in the approach taken by this program in its efforts to address some very basic problems which lead to delinquency and subsequent criminal activity.

In particular, I am impressed with the emphasis given to local community involvement in identifying and resolving these problems. The very act of community commitment to PYD signals an important beginning to ultimately dealing with the underlying causes of delinquency. As Attorney General, I am aware of the great sense of helplessness which many in our society feel about their ability to solve the problem of crime. Your effort provides critical direction and participation that can go a long way toward alleviating those apprehensions.



PLEASE MAKE PLANS TO ATTEND  
THE NEXT STEERING COMMITTEE  
MEETING.  
WHERE: STATE CAPITOL  
ROOM 321 NORTHEAST  
MADISON, WISCONSIN  
WHEN: TUESDAY, OCTOBER 13, 1981  
10:00 A.M.-2:00 P.M.

## State's Restitution Project Built Upon PYD Concepts

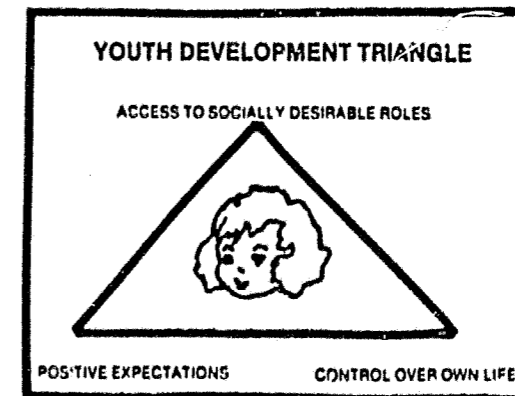
Positive Youth Development means different things to the different people all over Wisconsin who make up the PYD network. To some, it is a philosophy and a way of viewing the world. To others, it is a process and a way of enabling people and communities to have control over their futures. To others it is just plain common sense and the only hope for the future.

To Dennis Maloney and hundreds of juvenile offenders in Wisconsin, youth development concepts and beliefs are the cornerstone of an effective and innovative Restitution Project.

Dennis is state director of a Restitution Project which is designed to rehabilitate and treat youthful offenders while protecting the community. Through the Project, young people may work to repay the victims of their offenses directly or to provide community service.

The Wisconsin project is built around several key youth development concepts. "My feeling is that since youth development strategies have proven to be effective at preventing young people from ever becoming delinquent in the first place, it makes sense to use those strategies to work with kids who have already developed some difficulties."

Dennis uses the youth development triangle to describe the key elements of his project. "First of all, we have positive expectations of these young people. We assume that they are competent and useful people, unlike many programs for problem youth."



The second step in the process allows the young people to have some control over their situation and their future. "The kids develop their own contracts. The work site, the skills they want to acquire are all negotiated with each one of them. This gives them some ownership and some control."

The third ingredient grows naturally from the actual work experience. "Once they become established at a work site, they are in a real life situation, learning to deal with adults and to interact with the community. This experience of working in a conventional setting helps young people to develop more understanding of the community's values; it allows them to bond to those values."

One of the keys to successful restitution is an objective assessment of the young offender's strengths and weaknesses. "It is a matter of not doing moral questioning or subjective assessment of these kids. Instead, we focus on skill deficits. What living, learning and working skills is this young person lacking?"

Lisa Brunette provides another link from PYD to this innovative Restitution Project. As co-chair of the PYD Steering Committee, Lisa has been a strong advocate for providing a balanced continuum of services to young people. That continuum begins with effective and coordinated youth development strategies that focus on changing conditions which cause youth problems in local communities. It then provides for individual skill development and opportunities for youth involvement in (continued on page 2)

**State's Restitution Project Built Upon PYD Concepts** (continued from page 1)

decision-making and community life. At the other end of the service arena is the provision of effective remediation and treatment techniques.

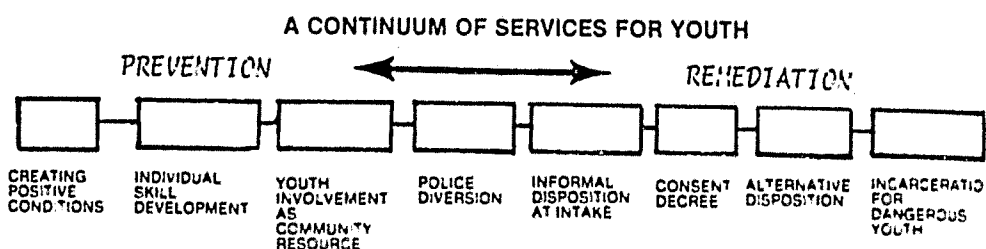
Lisa has experienced the Restitution Project first-hand; she developed a Career Development Training package which focused on working skills and provided 100 of the state's restitution participants with three days of training in resume development, interview skills and other working skills. "The emphasis was on preparing them for the future."

Her work with these youthful offenders has strengthened her belief in primary prevention and PYD. "What I saw in the restitution kids proves the need for a youth development effort. Somewhere along that continuum of services to youth and families, these kids have fallen through the cracks. They have lost and their communities have lost because of that."

"My work in PYD communities has shown me that it is possible to re-allocate resources and energy and to build up the left end of that continuum without giving up any of the needed treatment and remedial services on the right."

Does restitution work? To answer that question, one need only examine the facts. Two national evaluations of Wisconsin's effort have found that Wisconsin offenders have repaid more restitution than any other of the 47 state and local projects examined and that 85% of the young people involved successfully completed the terms of their contracts. "The data," says Maloney, "misses the really exciting things that are happening. What is important and impressive is that the victims are being remembered and the youth are not in institutions. They learn positive skills in a constructive environment, and can become valuable resources, not just liabilities in the community."

Perhaps the best evidence of the success of this effort comes from the transcripts of a Congressional Hearing held in Washington, D.C. in March 1981. Several Wisconsin young people were able to testify before the House Subcommittee on Human Resources. One of those young people summarized his experience with these words: "Since I have been in this program, I have learned different skills and how to be trusted. People pin a label on you when you are small. People tell you all you know how to do is steal, and that is all you do. In this program, you learn how to trust people. You learn how to do different things, make something meaningful with your life, turn around and do things right."



**How To Set Up a Telephone Tree**

Communication is one of the most important elements of an effective organization. Volunteer organizations like the PYD efforts in Wisconsin communities especially need to establish a good system of communication to keep in touch with members.

One of the most effective communication systems that can be used by PYD community groups is the TELEPHONE TREE. A Telephone Tree is easy to organize, is absolutely free to operate and assures that every member of your group will be contacted about an important event or news alert.

Most importantly, this Telephone Tree system provides this free communication service without putting too much burden on any one individual. No single person makes more than three phone calls.

The first step in setting up a Telephone Tree is to collect a list of all your members, with their addresses and telephone numbers. Be sure to consider what time of day you might be trying to call each member, you may want to ask people to list both their work and their home numbers.

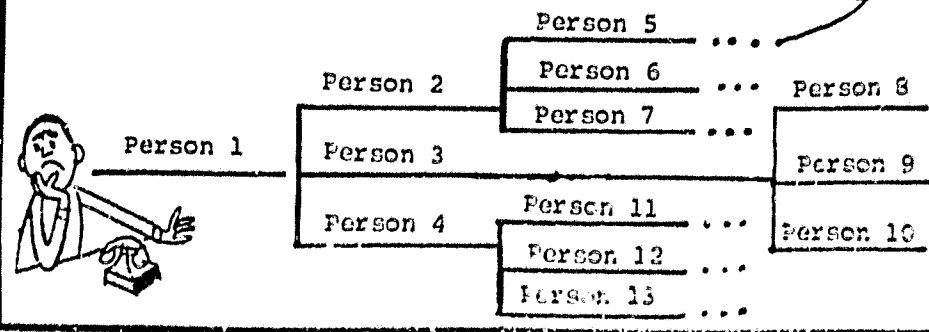
The second step is to draw a chart similar to the one below (only much larger of course!) to map out the sequence of calls to be made. The chart begins with one person, most logically the chairperson or leader of the group. That person makes three calls to designated individuals. Each of these three individuals makes three additional calls, and so on until each member is called.

The third step is to inform your membership of their role in this system and to encourage their responsibility in completing all required calls.

The fourth, and last step, in setting up a Telephone Tree is to use it regularly! Your members will take their responsibility much more seriously if they see that this is not just a silly exercise, regular use can establish the system as important and workable. Use the system to announce your next meeting. Even if you have sent out a written notice, a personal phone call is definitely going to increase your attendance. Use the system to announce an important event, like a good speaker or an important vote taking place at the School Board meeting. It is an excellent way to communicate something on short notice.

A similar tree could be set up to contact important community leaders or groups that you want to inform about your effort. You could use the structure to contact all teachers in your school district about an upcoming event. The possibilities are endless.

Communication is the key to committed and active membership in your effort. People respond to personal attention and to that little extra effort it takes to make a telephone call.



It's



**OUR School**

**REMINDER!!! SCHOOL DISTRICTS & COMMUNITIES**

Now is the time to get those Interest Surveys in. It's OUR School is starting to schedule requests for technical assistance already. If you have any questions or would like further information, contact:

Lynda Rothermel, Coordinator  
It's OUR School  
30 W. Mifflin, Suite 908  
Madison, WI 53703  
608/255-6351

*A school with a positive, humane climate is not a sloppy school. It is not a place where everyone does his or her own thing. Rather, it is a place where large numbers of people have a meaningful role in the school-improvement process.*

Eugene Howard  
Colorado Department of Education

**Unity Kicks-Off A Positive School Year!**

Lynda Rothermel and Kathe Thorp spent 1 1/2 days problem-solving, brainstorming and developing action plans with Unity School District, in Balsam Lake on August 20-21. Unity is committed to the prevention of youth problems and hosted Wisconsin's first Positive School Climate Assessment last February.

Superintendent Milt Kier requested PYD and It's OUR School address his district at their 1981-82 opening in-service. The presentation, a follow-up to last year's climate assessment, provided a motivational kick-off for this school year.

The content included not only the importance of prevention, but the actual "nuts and bolts" of what is needed to make it work. Those ingredients are:

**Commitment:** to the philosophy of prevention, a belief in change, and the ability to think creatively in responding to problems.

**Communication:** and support between all levels within the school, and between the school and the community.

**Time & Energy:** to put good intentions to work!

A belief in the concept of the one-room school house (the hands-on ownership and shared responsibility for the operation of the school) is essential for a positive school climate. There is no doubt Unity has the ingredients for success, and the number of positive school climate elements already existing in their schools is evidence of a great year ahead.

PYD and It's OUR School staff suggested that a district-wide committee is a great way to assure that positive school climate activities will not be duplicated that students and staff at the elementary, middle school, and high school level are involved, and that no energies or efforts will be lost. This district wide committee is the umbrella structure under which all school improvement projects are coordinated.

The committee membership should be voluntary, of manageable size, have the support of the administration and the School Board, and represent a cross-section of all groups responsible for or interested in the operation of the school.

**Resource Exchange**

**YOUTH PARTICIPATION RESOURCES**

**Experience-Based Learning: How to Make the Community Your Classroom** describes experience-based learning and the actual setting up of a program. Includes 25 student projects that "work." Available from the Northwest Regional Education Laboratory, 710 SW 2nd Avenue, Portland Oregon, 97204.

**Building Educational Bridges Between Practically Everybody** is a guide to establishing a program for youth volunteers based on the Joint Educational Project Model. Write the Joint Educational Project, University of Southern California, Los Angeles, California 90007.

**Action Learning: Student Community Service Projects** defines ways young people can be helpful to their communities. Available from the Association for Supervision & Curriculum Development, 225 N. Washington St., Alexandria, VA 22314.

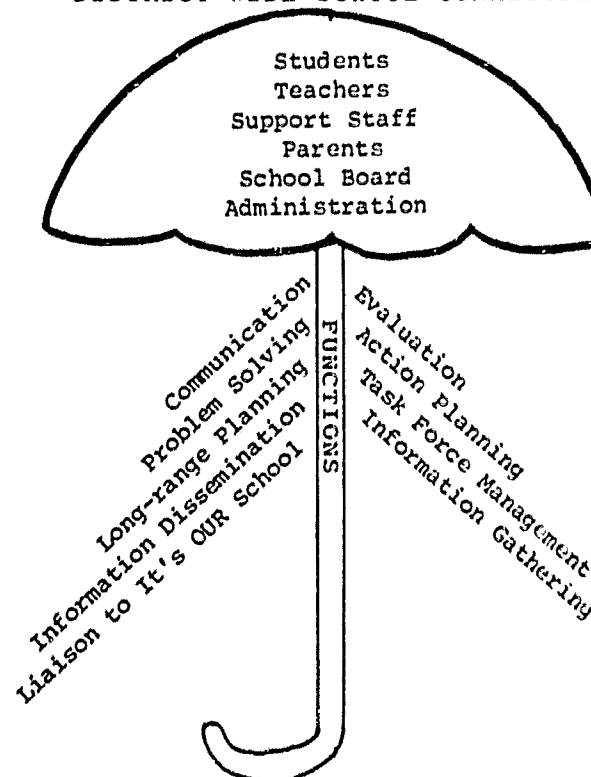
**YOUTH & ALCOHOL PROGRAMS GUIDE**

**Guide to Alcohol Programs for Youth** profiles existing programs to illustrate how various strategies have been implemented in a variety of school and community settings, and makes suggestions on selecting program approaches and planning and implementing alcohol education and prevention projects. Single copies of the guide are available at no charge from the National Clearinghouse for Alcohol Information, P.O. Box 2345 Rockville, Maryland 20852.

**FILM SERIES FOR ADOLESCENTS**

**On the Level** is a newly developed series of 12 15-minute films designed to help young people understand what is happening to them as they grow, and to encourage their active participation in the world around them. The series covers such topics as dealing with conflict, changing family relationships, friendship and peers, thinking, and developing self-concept. School districts are eligible to have a video cassette copy made of each film without charge if they will provide the blank video tapes. For more information, contact Al Lundquist, Minnesota Department of Education, Media Center, 658 Capitol Square Building, 550 Cedar Street, St. Paul, Minnesota 55101.

**DISTRICT WIDE SCHOOL COMMITTEE**



We hope you enjoy this second installment of the P.Y.D. DIRECTORY. After you have read the important information on the other side, please put this somewhere where you will use it! The PYD Office can also provide details on how to locate your own district legislator and how to communicate your needs, concerns and PYD philosophy.

## P.Y.D. DIRECTORY

# How to contact your state legislator

Do you have an issue to raise or a complaint to lodge with your state representative or senator? You can write them at the Capitol Building in Madison at the office addresses (Zip Code 53702) or call them at the telephone numbers (Area Code 608) listed below.

You can also call a toll-free number to contact legislative officials for information about bills or committee hearings and leave messages for legislators. That number is 1 (800) 362-9696.

### Assembly

Dist.	Name	Party and Hometown	Capitol Room	Capitol Phone	Dist.	Name	Party and Hometown	Capitol Room	Capitol Phone
64	Andrea, Joseph F.	(D-Kenosha)	33 N	266-0488	86	McEwen, John L.	(R-Schofield)	324 N	268-9180
24	Barczak, Gary J.	(D-West Allis)	6A W	266-0620	88	Matty, Richard P.	(R-Crivity)	308 W	266-3756
47	Barry, Jonathan B.	(D-Mount Horeb)	13 E	266-5830	95	Mrdinger, John D.	(D-La Crosse)	48C N	268-5780
32	Becker, Dismas	(D-Milwaukee)	120B W	266-0834	11	Menos, Gus G.	(D-Glendale)	32 N	266-0486
14	Behnke, Robert E.	(D-Milwaukee)	16 N	266-9070	12	Merkt, John	(R-Mequon)	312 W	266-2343
30	Berndt, Julie F.	(R-River Falls)	335E N	266-9650	90	Metz, Sharon K.	(D-Green Bay)	11 E	266-5840
57	Bradley, Gordon R.	(R-Oshkosh)	335U N	266-7500	77	Miller, Ma,one M.	(D-Madison)	9 W	266-7521
16	Broydrick, William B.	(D-Milwaukee)	127 W	266-2027	76	Munts, Mary Lou	(D-Madison)	124 W	266-3784
40	Byers, Francis R.	(R-Marion)	314 N	266-3794	73	Murray, Thomas B.	(D-Superior)	11 W	266-0650
78	Clarenbach, David E.	(D-Madison)	422 N	266-8570	10	Nelsen, Betty Jo	(R-Shorewood)	310 W	266-7671
18	Co,gs, Marcia P.	(D-Milwaukee)	325 W	266-3786	62	Neubauer, Jeffrey A.	(D-Racine)	28 W	266-0034
41	Conrad, Ervin	(R-Shiocton)	314A N	266-2253	8	Norquist, John O.	(D-Milwaukee)	122 S	266-8535
33	Crawford, Thomas J.	(D-Milwaukee)	48B N	266-0600	58	Otte, Carl	(D-Sheboygan)	18 E	266-2056
7	Czarneski, Joseph R.	(D-Milwaukee)	112 N	266-5810	53	Panzer, Mary E.	(R-Brownsville)	335C N	266-8551
44	DeLong, Delmar E.	(R-Clinton)	318 N	266-1182	28	Paulson, David	(R-Amercy)	335E N	266-9620
4	Dilweg, Gary T.	(R-Green Bay)	308 W	266-3070	20	Plewa, John R.	(D-Milwaukee)	107 N	266-7505
35	Donoghue, Sheehan	(R-Merrill)	310 W	266-7671	15	Plous, Lois	(D-Milwaukee)	48B N	266-0660
65	Dorff, Eugene J.	(D-Kenosha)	14 N	266-0455	43	Porter, Cloyd A.	(R-Burlington)	320 N	266-2530
59	Duren, Joanne M.	(D-Cazenovia)	48A N	266-7694	59	Potter, Calvin	(D-Kohler)	10 W	266-0656
52	Ellis, Michael G.	(R-Neenah)	5B E	266-8530	42	Prosser, David T.	(R-Appleton)	306 W	266-3070
38	Everson, Harland E.	(D-Edgerton)	112 W	266-1194	92	Quackenbush, Robert	(R-Sparta)	305 W	266-3756
3	Fiacher, Daniel R.	(D-Whitelaw)	111 N	266-0315	81	Radtke, Randall J.	(R-Lake Mills)	307 N	266-3790
56	Flinthrop, Richard A.	(D-Oshkosh)	128 W	266-7690	94	Roberts, Virgil	(D-Hoimen)	7 E	266-3597
21	Gerlach, Chester A.	(D-South Milwaukee)	117 W	266-8580	91	Robertson, Alan S.	(R-Blair)	328 N	266-1526
72	Goodrich, Patricia A.	(R-Berlin)	309 N	266-8077	85	Robinson, John	(D-Wausau)	120D W	267-7990
29	Harer, Robert W.	(R-Woodville)	326 N	266-1526	5	Rogers, William J.	(D-Kaukauna)	113 N	266-0610
70	Hasenohrl, Donald W.	(D-Pittsville)	238 N	266-8366	61	Rooney, James F.	(D-Racine)	234 N	266-0731
23	Hauke, Thomas A.	(D-West Allis)	10 N	266-0631	82	Rutkowski, James A.	(D-Hales Corners)	109 N	266-8590
71	Hebach, David	(D-Stevens Point)	29 W	266-5340	87	Schmidt, Earl	(R-Birmamwood)	302 W	266-7461
6	Hepfner, Gervase A.	(D-Chilton)	18 N	269-0645	93	Schneider, Marlin D.	(D-Wisconsin Rapids)	8 N	266-0215
2	Holschbach, Vernon	(D-Manitowish)	112 N	266-5810	97	Schneiders, Lolita	(R-Menomonee Falls)	314 N	266-3794
67	Hopkins, David R.	(R-Chippewa Falls)	335C N	266-8552	83	Shabaz, John C.	(R-New Berlin)	205 W	266-2417
96	Jackamonis, Edward	(D-Waukesha)	211 W	266-3387	69	Shoemaker, Richard	(D-Menomonee)	6 W	266-2519
74	Jaronitzky, June	(R-Iron River)	304 W	266-9174	75	Smith, Patricia S.	(D-Rice Lake)	6 W	266-2528
45	Johnson, Gary K.	(D-Beaumont)	32 W	266-0640	60	Sitt, Donald K.	(R-Port Washington)	335D N	266-1170
36	Kinaid, Lloyd H.	(D-Crandon)	327 W	266-3780	1	Swoboda, Lary J.	(D-Luxemburg)	48D N	266-5350
13	Kirby, Michael	(D-Milwaukee)	9 E	266-5580	19	Tesmer, Louise M.	(D-Milwaukee)	112 W	266-8588
22	Klitska, George H.	(R-Wauwatosa)	312 W	266-2343	79	Thompson, Tommy G.	(R-Elroy)	205 W	266-7740
39	Knox, Randall S.	(R-Jefferson)	300 N	266-3790	37	Travis, David	(D-Madison)	29 W	266-5340
27	Kunicki, Walter	(D-Milwaukee)	120C W	267-7990	49	Travis, Robert S Jr.	(R-Platteville)	335D N	266-1170
63	Laatsch, James F.	(R-Arlington)	324 N	266-9180	52	Treguning, Joseph E.	(R-Shullsburg)	335A N	266-7532
80	Ladwig, E. James	(R-Racine)	320 N	266-2230	9	Tuczynski, Phillip J.	(D-Milwaukee)	12 N	266-0484
34	Larson, Robert J.	(R-Medford)	302 W	266-7461	25	Ulchyny, Barbara L.	(D-Milwaukee)	108 N	266-9170
31	Lee, Mordecai	(D-Milwaukee)	120A W	266-2512	89	Vanderperron, Cletus	(D-Green Bay)	23 N	266-0606
26	Leopold, Stephen R.	(D-Milwaukee)	322 W	266-5342	86	Wagner, Mary K.	(D-Salem)	108 N	266-9170
96	Lewis, Bernard	(R-Viroqua)	329 N	266-1192	17	Williams, Annette	(D-Milwaukee)	48 N	266-0950
46	Lofus, Thomas A.	(D-Sun Prairie)	220 W	266-2401	48	Wood, Wayne W.	(D-Janesville)	110 N	266-7503
66	Looby, Joseph	(D-Fau Claire)	34 W	266-9172	99	Young, John M.	(R-Brookfield)	304 W	266-9174
54	Luckhardt, Esther	(R-Horicon)	334 N	266-1190					
52	McEssy, Earl	(R-Fond du Lac)	304 N	266-3156	84	Vacant, special election to be held			

### State Senate

Dist.	Name	Party and Hometown	Capitol Room	Capitol Phone	Dist.	Name	Party and Hometown	Capitol Room	Capitol Phone
29	Adelman, Lynn S.	(D-New Berlin)	10 S	266-5400	17	Kreul, Richard	(R-Fennimore)	419 S	266-0703
24	Babitch, William A.	(D-Stevens Point)	241 S	268-2508	12	Krueger, Clifford W.	(R-Merrill)	213 SE	266-2509
5	Berger, David G.	(D-Milwaukee)	329 S	266-6670	1	Lasec, Alan J.	(R-DePere)	419 SW	266-3512
27	Bidwell, Everett V.	(R-Portage)	140C S	266-1363	14	Lorge, Gerald D.	(R-Bear Creek)	335 S	266-2514
11	Braun, Warren	(D-Milwaukee)	331 S	266-5532	13	Lorman, Barbara Y.	(R-Fort Atkinson)	140A S	266-5660
29	Chilsen, Walter J.	(R-Wausau)	40B S	266-2502	18	McCallum, Scott	(R-Fond du Lac)	323 S	266-5300
15	Cullen, Timothy F.	(D-Janesville)	12 S	266-1007	22	Maurer, John J.	(D-Kenosha)	134 S	266-6920
13	Engelster, Susan	(R-Brookfield)	408 S	266-0390	9	Moody, James	(D-Milwaukee)	318 S	266-0718
8	Flynn, James T.	(D-West Allis)	35 S	266-8545	32	Offner, Paul	(D-La Crosse)	4 S	266-5490
7	Frank, Kurt A.	(D-Milwaukee)	8 S	266-7015	20	Opitz, David	(R-Port Washington)	417 S	266-7513
6	George, Gary R.	(D-Milwaukee)	319 S	267-9685	26	Risser, Fred	(D-Madison)	235 S	266-1837
19	Goyke, Gary R.	(D-Oshkosh)	28 S	266-3520	23	Roshell, Marvin	(D-Chippewa Falls)	138 S	266-7511
2	Hanaway, Donald J.	(R-West DePere)	315 S	266-1324	21	Strohl, Joseph	(D-Racine)	334 S	266-1832
31	Harnisch, Thomas W.	(D-Neillsville)	310 S	266-7141	25	Theno, Daniel O.	(R-Ashland)	415 SE	266-3510
10	Harsdorf, James E.	(R-Beldenville)	410 S	267-9693	16	Thompson, Carl W.	(D-Stoughton)	31 S	266-3518
4	Johnston, Rod	(D-Milwaukee)	314 S	266-2511	30	Van Sistine, Jerome	(D-Green Bay)	19 S	266-5670
3	Klitzka, Gerald D.	(D-Milwaukee)	115 S	268-2500					

### Milwaukee County Youth Commission Created!

The concepts behind PYD have already made a lasting impact on our newest urban community, Milwaukee. One of the Action Plans developed during the Milwaukee PYD Workshop has already been accomplished with the formation of a Milwaukee County Youth Commission to advise the Milwaukee County Board of Supervisors.

An ordinance creating the Youth Commission was authored by Supervisor James Krivitz and passed by the County Board in late June. The ordinance calls for appointment of 25 young people representing a cross-section of the Milwaukee population. These young people will be assisted in their work by adult advisors and will have the responsibility of advising the County Board of Supervisors on youth issues, needs and programs.

The first members are currently being selected from schools in Milwaukee County, and are scheduled to hold their first organizational meeting on or before September 30.

The PYD Link congratulates Jim Krivitz and the Milwaukee PYD effort on this accomplishment. In our next issue, we will feature further details on the progress of this new and important Youth Commission.



### Have You Told Anyone About PYD Today?

If you believe in the concepts behind PYD and if you really do want to help increase those conditions in Wisconsin which contribute to the well-being of people, then you should be able to answer "yes" to that question.

PYD depends on people, and each of you could contribute enormously by just helping to spread the word about the philosophy behind PYD in your everyday life.

The PYD Link is published six times a year by the Positive Youth Development Initiative, 30 W. Mifflin Street, Suite 908, Madison, WI 53703, (608) 255-6351.

Kathlyn Thorp . . . . . Editor  
Special thanks to Rhonda Lee, Lynda Rothermel, Lynn Banks and Lisa Brunette.

### A Word From the Co-Chairs

ON ORIENTATION AND KEEPING YOUR ACTIVE MEMBERS  
by Lisa Brunnett and Michael Sullivan

In the last issue of the PYD Link, we gave some pointers on recruiting new people to work with your local PYD effort. Your work is not over when you have recruited a sufficient number of new people; it is very important that you make a special effort to KEEP those people interested, informed and involved.

**ORIENTATION**  
The first step in developing a strong and active membership is to be sure that every new member is given adequate orientation. In order to understand your effort and to be an active member, every new person needs to understand the history, goals and methods of your group.

Keep in mind that just giving new members stacks and stacks of written materials to read is not an effective way of providing orientation. No one likes to be treated impersonally, and people seldom read materials that are longer than a few pages.

- A good orientation program would include:
- An orientation meeting where old members present information on history, goals and purpose of the project.
  - Distribution of current brochures and public relations materials.
  - Distribution of organizational chart and any by-laws or other operating documents.
  - Distribution of roster of all current members with addresses and telephone numbers.
  - Presentation by current members on specific activities, task forces etc. that are taking place.
  - An explanation of the specific role or task the new member will be taking part in.

If you have been successful at recruiting new youth members, you may also want to consider providing some training in group dynamics, communication skills, parliamentary procedure and other skills that will help them to be truly active members of your group. For many young people, this may be their first opportunity to take part in a meeting or a project, and you will have to make extra special effort to be sure they feel comfortable and involved.

**KEEPING FOLKS INVOLVED**  
It's relatively easy to stir people's interest, but getting them to make a commitment could be much more difficult. Everyone who becomes involved does so for a specific reason. The challenge for an effective leader is to "read" his/her members, and relate the group's agenda to individual interests and needs.

Here are a few hints that may help keep your new members active and involved.

- The very act of meeting together regularly can produce valuable results. It is an opportunity to share information and feelings; it can be the mechanism which creates a real sense of "togetherness." Keep in mind that this may not be true if your meetings never result on any action, or if they are managed poorly. (See "How to Conduct Effective Meetings" in the PYD Link, July/August 1981.)
- Avoid personal jokes and "remember when" stories at your meetings or task sessions. People who have been involved for a while must make a special effort to mingle with new members, to introduce them to others and to draw them into activity.
- Good communication is the key to continued involvement. Always stay in contact with your members by using newsletters, telephone trees, and personal contacts on a regular basis. People will become very disappointed if they are approached about a project but are then never again contacted or utilized.
- Your members will develop stronger commitments if they see some immediate pay-off. This means that your group must plan some short-term projects that have highly visible results. Design and paint a billboard or a mural on an unsightly building. Have a fund-raiser to get your group off the ground financially. Write and print a newsletter to be mailed to your target population. The key here is to have an immediate product that members can see; this feeling of accomplishment can fuel a great deal of continued work and can develop a real sense of ownership among your members.

**Mark Your Calendar**



- September 23-24 **DEVELOPING EVALUATION DESIGNS FOR YOUTH SERVICE PROJECTS**, Wausau, UW-Marathon Center Campus; \$35 fee; William Winter, UWEX Criminal Justice Institute, (608) 263-7914
- September 25 **EFFECTIVE DECISION MAKING IN WORK GROUPS**, UW-Madison; \$38 fee; James Riggs, UWEX Organizational Communication; (608) 262-2368
- September 30-October 2 **THE CHALLENGE IS NOW . . . WISCONSIN PREVENTION INSTITUTE**, Rhinelander; \$65 fee; Roger Williams, UWEX Mental Health, (608) 263-4432, or Frank Wenc, UWEX Alcohol and Drug Studies, (608) 263-8255
- October 7-8 **WORKING WITH YOUTH IN CRISIS SITUATIONS: CRISIS INTERVENTION WORKSHOP**, UW-Oshkosh, \$35 fee; UWEX Criminal Justice Institute, (608) 263-5531
- October 13 **PYD STEERING COMMITTEE**, 321 N.E. State Capitol, Madison, 10 a.m. to 2 p.m.; Kathe Thorp, (608) 255-6351
- October 20-21 **COMMUNICATION SKILLS FOR YOUTH WORKERS**, Eau Claire, \$35; UWEX Criminal Justice Institute, (608) 263-5531
- October 20-21 **TEAM BUILDING**, UW-Madison; \$60; James Riggs, UWEX Organizational Communication, (608) 262-2368
- October 29 **ALCOHOL & OTHER DRUG ABUSE PREVENTION CONFERENCE**, Madison; Free to 150 participants from Dane County school attendance areas; Dane County Youth Commission, (608) 249-4753
- November 2-4 **WORKING WITH FAMILIES: PREVENTION STRATEGIES**, Yahara Center, Madison; information and skill-building about the family's role in preventing alcohol and other drug abuse. Maya Abels (608) 266-8560 or Vida Groman (608) 267-8933
- November 4-5 **CHILD MANAGEMENT SKILLS FOR PARENTS, FOSTER PARENTS AND ALTERNATE CARE WORKERS**, Stevens Point; \$35 fee; Candace McDowell, UWEX Youth Services Personnel Development Center, (608) 263-6010
- November 10-11 **THE EFFECTIVE BOARD OF DIRECTORS: VOLUNTEERS AS DECISION-MAKERS**, UW-Marathon Campus, Wausau; \$35 fee; UWEX Criminal Justice Institute, (608) 263-5531

Positive Youth Development Initiative  
30 West Mifflin Street  
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Madison, WI 53703

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**PYD Steering Committee To Meet in State Capitol**

The PYD Steering Committee will again hold its October meeting in the State Capitol building in Madison. The group will meet on Tuesday, October 13 from 10:00 a.m. until 2:00 p.m. in Room 321 Northeast.

Last October's meeting was also held in the State Capitol building. Attendance at that event was very good, and the Executive Committee hopes to encourage a good turn-out on October 13.

Agenda items for this meeting will include reports on the Train-the-Trainer workshop planned for November, the Positive School Climate effort and the Evaluation workshop results.

Each member will be free to explore Madison's many restaurants for lunch.

Several Madison parking lots have been eliminated in recent months for new construction projects, and parking is not going to be easy! Detailed maps are available from the PYD office, 30 W. Mifflin Street, Suite 908, Madison, 53703 or by calling (608) 255-6351. You might consider parking at East Towne or West Towne and taking a 45¢ bus ride right to the Capitol.



**Train-the-Trainer Workshop To be Held November 10-11**

The PYD training team will conduct a two-day training program for new workshop trainers on November 10-11 in Fond du Lac. Anyone interested in becoming a PYD trainer should contact Kathe Thorp at the PYD office, 30 W. Mifflin Street, Suite 908, Madison, 53703 in order to receive further information on this training program.

Experienced PYD trainers have met several times in recent months to revise the training workbook and to develop the curriculum for this November workshop.

A training packet has been developed, "How To Conduct a Community Development Workshop for PYD." This packet will provide basic information on training techniques as well as detailed instructions on how to conduct the actual Community Development Workshop in new pilots.

This packet and the Train-the-Trainer workshop to be held in November have both been designed to make our training process even more successful. Current problems have been carefully examined, and several creative changes have been made.

Each individual trained during the November workshop will be asked to make a commitment to provide training in at least one new community.

WISCONSIN

ATTACHMENT 9

P.Y.D. THE POSITIVE YOUTH DEVELOPMENT INITIATIVE



### How Do You Contact PYD?

Please write or call any time for information and help.

Positive Youth Development Initiative  
c/o Wisconsin Association for Youth  
30 West Mifflin Street  
Suite 908  
Madison, WI 53703  
(608) 255-6351

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#### **PYD Staff:**

*Kathlyn Thorp,*  
Project Coordinator  
*Lynda Rothermel,*  
It's OUR School, Project Coordinator

#### **PYD Leadership:**

*Lisa Brunette,*  
Co-Chair of PYD Steering Committee  
Madison, Wisconsin  
*Michael Sullivan,*  
Co-Chair of PYD Steering Committee  
Wisconsin Rapids, Wisconsin

## How Can You Get Involved With PYD?

#### **If You Are An Individual (Youth Or Adult):**

- Identify issues and concerns that affect your life, and do something about them!
- Cross the barriers that separate youth from adult. All it takes is one person to reach out to another person, and you've opened the channels to communication, understanding and personal growth.
- Get INVOLVED in something! Literally hundreds of opportunities exist in your community—or you can create your own group. The idea is to learn and share a variety of experiences with other people. (If you're looking for direction or information, contact the PYD office. Our staff would be happy to help you.)
- Become a member of the PYD Steering Committee. Anyone can join. The Committee meets on the second Tuesday of February, April, June, August, October and December in locations around the state. Our staff will help young people with transportation and meal expenses, and will work with school personnel to assure there is no problem with missed classes. Just contact the PYD office for information on the location of our next meeting. WE NEED YOU to help make PYD a success.

#### **If You Are Part Of A School System (Staff Or Student):**

- Teachers and students can work together to identify problems and develop solutions!
- Examine your school "climate." There are hundreds of exciting opportunities to make the school a more positive environment for both staff and students. We can provide information and workshops to help you get started.
- Provide a variety of opportunities for student involvement in the day-to-day operation of the school. Just to get you started, we can provide information on: peer counseling, peer tutoring, work experience programs, survival skill development, student murals and artwork, faculty/student/parent councils, community as classroom, teens/seniors companion projects, school climate improvement.
- Reach out across the barriers that separate student from teacher and school from community.
- Send a representative from your faculty and student council to serve on our Steering Committee. We will benefit from your input, and you will have the opportunity to hear about a variety of resources, projects and ideas that you can take back to your school. Contact the PYD office for information on our next meeting.

#### **If You Work In A Youth-Serving Agency:**

- Use your agency to promote the basic value of primary prevention!
- Do everything you can to encourage youth involvement in all phases of community life—and involve them in your own agency's operation both at the work experience and the planning levels.
- NETWORK! In an age of budget cuts and reductions in social programs, the need for cooperation and networking is more important than ever.
- Serve on our statewide Steering Committee. It's the best way to be aware of the many issues and projects involved with PYD. Just contact the PYD office for information on the next meeting.

#### **If You Are A Community Group Committed To Young People:**

- Help all young people feel like they play an important role in your community, your schools and your families. In order to contribute to the community, every person, regardless of age, must feel valued and accepted.
- Use your imagination to develop and support activities that involve EVERYONE working together.
- Explore some of the innovative ways that other communities have utilized their resources and energy. We can provide information on Community Development Workshops, Community organization, fund-raising, public relations, renovation projects, recruiting volunteers, family enhancement, alcohol and other drug abuse.

Is your community interested in becoming a PYD pilot community? Just contact the PYD office for information on becoming part of this exciting effort.

## P.Y.D.

### The Positive Youth Development Initiative

"To increase those conditions in Wisconsin which promote the well-being of people"

"PYD is not a group of adults trying to straighten out youth, but instead a group of adults and youths working together to strengthen community spirit."

—Kevin Boyd  
Baraboo

"In a real sense, PYD is an 'enabling action'—it enables youth and adult members of a concerned community to reduce or eliminate the negative conditions which will otherwise erode human potential."

—Secretary Donald Percy  
Dept. of Health and Social Services  
Madison

"We feel that PYD offers our community great hope for developing programs that will affect change..."

—Board of Directors  
Youth Development Center  
Milwaukee

## What is the Problem?

Over the past ten years, statistics have indicated rising dropout and truancy rates in schools, alarming juvenile crime rates in rural and urban areas, steadily climbing youth unemployment rates, serious increases in the number of teen-age pregnancies, suicides, alcohol and other drug abuse and other social casualties.

Services and funding sources have concentrated their efforts on treatment of these problems. Their attentions have focused on young people who are already casualties of these problems, and have developed a wide range of treatment-oriented, crisis intervention and other ~~after-the-fact~~ responses.

Positive Youth Development is a different kind of response to the serious problems facing Wisconsin's young people. Rather than focusing on the behaviors of problem individuals, we ask local communities and state agencies to take a careful look at the conditions which contribute to juvenile problems. PYD stresses the need to get to the root of the problem by examining those conditions and circumstances which cause negative behavior in young people.

PYD is based upon a firm belief that when youths and adults work together to create more positive opportunities for young people in their communities, large numbers of young people will be prevented from ever becoming involved in the serious problems that statistics measure. PYD is a powerful opportunity for a community to invest in its future.

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## Key PYD Concepts

Positive Youth Development is built upon several key concepts and ideas:

1) Focusing upon **CONDITIONS** which affect the well-being of people, and not just upon treatment of specific problems after they occur.

2) **CHANGING ADULT BEHAVIOR AND ATTITUDES** as much as changing youth behavior. Young people cannot control situations that affect them; but adults can make a difference.

3) Creating many more opportunities for **MEANINGFUL YOUTH INVOLVEMENT** in activities and decisions that affect their lives. Young people need to feel they play important roles in their families, their schools and their communities.

4) Providing opportunities for **COMMUNITY DEVELOPMENT** as a means of preventing youth problems. No one knows better the unique problems and conditions in a Wisconsin community than the people who live, work, and play there every day. We must provide those communities with the training and information necessary to make their environment a more positive one.

5) **REALLOCATING EXISTING RESOURCES** rather than seeking new funds for youth programs. There are already vast resources available in every Wisconsin community; what is needed is an awareness of how to coordinate and utilize those resources for the prevention of youth problems.

6) Promoting extensive **COORDINATION AND COOPERATION** among existing youth-serving programs, to provide for more efficient delivery of services and to eliminate wasteful duplication.

7) Promoting a common understanding of **PREVENTION** among youth-serving programs at all levels of government, and encouraging innovative planning to provide prevention activities.

## How Does PYD Actually Work?

The PYD effort is directed by a Steering Committee of volunteer professionals and youth from around the state. It currently has approximately 100 members and includes the following statewide agencies:

Department of Health and Social Services  
Department of Public Instruction  
Department of Industry Labor and Human Relations  
University of Wisconsin  
UW-Extension  
Wisconsin Clearinghouse  
Wisconsin Association for Youth, Inc.  
Youth Policy and Law Center.

The Steering Committee, staffed by a full-time project coordinator, directs PYD activities statewide, including:

**A Community development:** Several communities are participating in two-year PYD demonstration projects. The Steering Committee provides trainers and materials for the initial **COMMUNITY DEVELOPMENT WORKSHOP** in each locale. This workshop pulls together key community adults and youths to examine local causes of juvenile problems and to devise a two-year Action Plan for activities and projects which will eliminate or change those causes. On-going support and technical assistance to the communities is also provided for the two-year period. To date, PYD has begun this process in Baraboo, Deerfield, Clintonville, Plymouth, Balsam Lake, Waukesha, Menomonie, and a northwest area of Milwaukee.

**B Services (and processes) for use in PYD community schools.** These were developed in response to concerns expressed by school districts. In cooperation with the Department of Public Instruction, PYD can provide **POSITIVE SCHOOL CLIMATE ASSESSMENTS**, an innovative in-service process which allows staff and students to work together on climate improvement projects. PYD can also provide the services of a full-time coordinator to help develop and implement a wide range of school-based activities working with both staff and students.

**C Changing the attitudes and uses of resources** by top level decision and policy makers. This is directed at state agencies and top-level policy makers. The Steering Committee is constantly seeking new members who can commit energy and resources to the effort. An annual conference provides agency heads and representatives with details of the year's successes and problems. A regular newsletter, the *PYD Link*, provides access to information on every phase of the effort. Materials describing and promoting the concepts of PYD are provided to key individuals and agencies statewide. To receive the *PYD Link* or to request further information on the statewide effort, just contact the PYD office.

LIST OF DPTA PUBLICATIONS

The following documents were developed by Westinghouse National Issues Center for the Delinquency Prevention Technical Assistance Program. They were printed by the Government Printing Office and are available on a limited basis at either the Office of Juvenile Justice Delinquency Prevention, or Westinghouse National Issues Center. Copies can be obtained by writing to:

Westinghouse National Issues Center  
P.O. Box 866  
American City Building  
Columbia, Maryland 21044

or

Office of Juvenile Justice Delinquency Prevention  
Department of Justice  
633 Indiana Avenue  
Washington, DC 20531

Delinquency Prevention: Theories and Strategies

Delinquency Prevention: Selective Organizational Change in the School

A Guide for Delinquency Prevention Programs Based in School Activities:  
A Working Paper

Improving the Quality of Youth Work: A Strategy for Delinquency  
Prevention. (Employment and Prevention Strategies)

A Guide for Delinquency Prevention Programs Based in Work and Community  
Service Activities: A Working Paper

State Options for Supporting Delinquency Prevention: A Working Paper

Building Effective Coalitions: Some Planning Considerations

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**END**