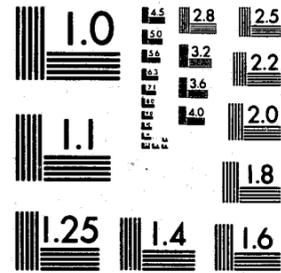


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THE LAUNCHING OF PROYECTO ESPERANZA
A report on the first year of a national demonstration project targeted at helping runaway, abused and neglected Hispanic youths and their families conducted by

COSSMHO
National Coalition of Hispanic Mental Health and Human Services Organizations

Jane L. Delgado, Ph.D.
Principal Investigator

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Project Director

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National Evaluator

Nancy T. Blaney, Ph.D.
Consultant

This work was supported by a grant from the
U.S. Department of Justice, Office of Juvenile Delinquency Prevention,
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The Launching of COSSMHO's
PROYECTO ESPERANZA

Overview

In September of 1984, COSSMHO began to implement grant #84-JS-AX-0020 titled Proyecto Esperanza/Project Hope funded by the U.S. Office of Juvenile Justice and Delinquency Prevention. COSSMHO was charged with the task of assisting Hispanic community-based organizations (CBOs) throughout the continental United States to develop programs to help runaway and abused/neglected Hispanic youth. COSSMHO carried out its mandate of assisting Hispanic communities by becoming a "structural broker".

COSSMHO has now completed its first year, launching Proyecto Esperanza to address the needs of abused, neglected and runaway Hispanic youth and their families. In the first year, COSSMHO established treatment and prevention programs, mobilized community education and awareness campaigns, and facilitated the development of support networks among service provider agencies in sites across the country. COSSMHO also opened, and maintained, communications with the National Council of Juvenile and Family Court Judges and the National CASA Association.

All this was accomplished with minimal delays and the utmost efficiency. Especially noteworthy is the short

period of time, only nine months, in which so much was accomplished at the sites. COSSMHO's negotiations with local sites to establish project contracts were concluded at the end of the third month. Consequently, actual site implementation of the project began during the fourth month of the project.

What follows is an examination of COSSMHO's experience in launching Proyecto Esperanza detailing the project's evolution during the first year. Critical issues in implementing large-scale, multi-site projects in the juvenile justice prevention area are also identified.

A full review of Proyecto Esperanza is presented in this report which is divided into ten sections. The first section presents Proyecto Esperanza from the national demonstration perspective of COSSMHO. Subsequent sections view the project from the perspective of the eight local sites, with each site's activities detailed in a separate section. The sites are discussed in alphabetical order by city, as follows:

- Youth Development, Inc. (Albuquerque, New Mexico)
- PROCEED, Inc. (Elizabeth, New Jersey)
- Centro de Amistad (Guadalupe, Arizona)
- Hispanic Health Council (Hartford, Connecticut)
- Association for the Advancement of Mexican Americans
(Houston, Texas)

Nevada Association for Latin Americans (Las Vegas,
Nevada)

La Familia Counseling Center (Sacramento, California)

Institute for Human Resource Development (Salt Lake
City, Utah)

The final section of this report presents a synthesis of what was learned from COSSMHO's experience in managing a national multisite demonstration in which programs vary considerably from site to site.

As indicated, this first section of the report provides an overview of the COSSMHO National Office contribution to Proyecto Esperanza. The remainder of this section consists of three parts. The first part describes COSSMHO, the national organization spearheading Proyecto Esperanza. The second part describes the problems and needs addressed by Proyecto Esperanza. The third part describes Proyecto Esperanza from the national office perspective in terms of COSSMHO's Goals and Objectives in implementing Proyecto Esperanza.

COSSMHO

Founded in 1974, COSSMHO is the only national Hispanic organization of its kind spanning all major U.S. Hispanic populations (Mexican Americans, Puerto Ricans, Cubans and Latino Americans) and bringing community-based agency and

professional expertise to bear on problems in the areas of health, mental health, substance abuse, human services and opportunities for youth.

Since its inception as a nonprofit organization, COSSMHO has grown from an initial base of eight member agencies in four states to a national network of over 225 agencies and organizations active in more than 220 urban and rural areas where nearly 90% of the U.S. Hispanic population resides. These areas encompass 32 states, the District of Columbia, and the Commonwealth of Puerto Rico.

COSSMHO's mission is broad: to improve the quality of health and human services available to Hispanics in the United States. Important aspects of its mission include:

- (1) Identifying, analyzing and acting on research, service, and training needs in the health and human service sector as these affect the Hispanic community;
- (2) Identifying and improving access to the funding resources--private or governmental, local, state or national--which will allow COSSMHO and its member affiliates to address these needs;
- (3) Promoting a greater exchange of information on policy and program initiatives that affect local Hispanic communities and sharing Hispanic perspectives and experiences with public and private sectors in order to advance sound policy

and program development responsive to Hispanic concerns and priorities; and

- (4) Serving as a national research and demonstration center for developing and conducting innovative projects, combining national and local initiatives in areas of major interest to COSSMHO's membership.

COSSMHO has never been a direct service provider. Its achievements are derived from COSSMHO's access to the greater Hispanic community and its partnership with Hispanic organizations and service providers. This partnership has led to the completion of numerous successful projects in the various areas of concern to Hispanics throughout the country.

COSSMHO's mandate is to serve the full range of health and human service needs for Hispanics of all ages. The needs addressed in Proyecto Esperanza concern those of Hispanic youth who have been abused, neglected, or who are runaways.

Problems and Needs among Hispanics

COSSMHO's 1984 report, The Incarceration of Hispanic Youths, examined the disproportionate increase in the rate of incarceration of minority youth in general, and Hispanic youth in particular. The report states that between 1977

and 1983, there was a 62% increase in the number of Hispanic youth incarcerated in detention centers, and a 71% increase of Hispanics in "training" schools.

Research from the Program on Law and Child Maltreatment at Boston University indicates that, of the 150 adjudicated delinquents surveyed, fully 66% had histories of child abuse, and over 6% admitted to having been sexually abused by more than one parent.

In light of these findings, there clearly is an urgent need to address the problems of physical and sexual abuse of Hispanic youth, and the related problems of neglect and runaway behavior, since these are likely contributing factors to delinquency and subsequent incarceration.

The need is even more compelling when considered in the context of the demographics of Hispanics. As a group, Hispanics comprise the nation's most rapidly increasing and most youthful population, having the highest birth rate in the country, including significantly more teenage births and adolescents at risk than the non-Hispanic white population. The median age for Hispanics overall is 23.2 years (18 years for Mexican-Americans and Puerto Ricans), compared to 30 years for the general population. This means that about 44% of all Hispanics are under age 18, compared to approximately 42% for Blacks, and 23% for non-Hispanic whites. In 1980, there were 14.6 million Hispanics. With the rapid increase in Hispanic population projected to continue throughout the

1980's, Hispanics will total 8.6% to 9.9% of the general population by the turn of the century. These figures do not include Puerto Rico where in 1980 the total population residing exceeded 3.3 million people.

By 1983, 23% of Hispanic families were maintained by women, a higher percentage than among non-Hispanic whites. Furthermore, with the exception of public housing, a substantially higher percentage of Hispanic than non-Hispanic households in 1982 received noncash benefits (such as food stamps, free or reduced-price school lunches) intended for the low-income population. These figures are especially significant for the concerns of Proyecto Esperanza since the National Center on Child Abuse and Neglect recently indicated that 40% of all reported maltreatment allegations involved families headed by a single female caretaker who depended on public assistance. Based on the demographic data on Hispanics, this fact places a large number of Hispanic youth potentially at risk for abuse and neglect.

The proportion of Hispanics below the poverty level in 1982 was very high, around 30%, representing a sharp increase over 1972. During 1979-1982, the poverty rate for Hispanics was consistently higher than for the total population. This is also of great relevance to the concerns of Proyecto Esperanza, inasmuch as the National Center on Child Abuse and Neglect has reported that children from

families with less than \$7,000 annual income were ten times more likely to be recognized as maltreated than children from families with an annual income of \$25,000 or more.

Given these alarming facts, COSSMHO's Proyecto Esperanza has sought to reduce child abuse/neglect/runaway incidents among Hispanic youth, foster bilingual/bicultural treatment approaches that meet the needs of Hispanic youth and their families, enhance awareness among Hispanics of these problems and of the treatment/prevention resources available, and collaborate with the National CASA Association in expanding Hispanic involvement in the child advocacy process.

The Project and Its Goals

A particularly striking aspect of Proyecto Esperanza is the great diversity of programs implemented at the local sites, all addressing national project aims but in a manner tailored to the needs and characteristics of the Hispanic community at each site. As an illustration of this diversity, consider the following brief descriptions of several local site programs. All are part of the same national demonstration project, yet each is unique.

Proyecto Esperanza at Youth Development (Albuquerque, New Mexico) was shaped by concerns about the high rate of incarceration among Hispanic youth. Accordingly, Youth

Development's project focuses upon early intervention and prevention of juvenile delinquency. Culturally appropriate services are provided to Hispanic youth, families in crisis, and families at risk of abuse or neglect, as a means of diverting youth from the juvenile justice system and thereby reducing the rate of incarceration of Hispanic youth.

Proyecto Esperanza at Centro de Amistad (Guadalupe, Arizona) was shaped by the need for extensive community awareness and education to counter the strongly held taboo in the Hispanic community against even discussing, much less reporting, cases of sexual abuse, exploitation and/or neglect of Hispanic youth. Although there is a treatment component of Centro de Amistad's Proyecto Esperanza, the major effort has centered on establishing the public awareness prevention and education program designed to increase the Hispanic community's awareness of the magnitude of the problems and increase their utilization of existing referral and treatment options.

Proyecto Esperanza at the Hispanic Health Council (Hartford, Connecticut) was quite different from either that in Albuquerque or in Guadalupe. There were no direct services, no community education campaigns. Instead, Proyecto Esperanza at Hispanic Health Council focused on gathering and analyzing information to generate research-based products with potential for impacting policy

and programs at the local and state level as well as at other sites.

To address this diversity of local site needs, COSSMHO national office established four major Goals for Proyecto Esperanza overall. Goals 1 and 2 represent clinical and community treatment and prevention efforts. It should be noted that Goals 1 and 2 are enormously complex. They encompass the entirety of establishing the demonstration project and creating the organizational, programmatic and administrative structures for both local project efforts and the national management. Goal 3 focuses on assistance to the National CASA Association. Goal 4 pertains to the monitoring and evaluation of project implementation.

The specific Objectives and related activities for accomplishing these four Goals at the national level are described below. How this was implemented at each of the local sites is detailed in the subsequent eight sections describing local site project efforts.

Note that Goals 1 and 2, which constitute the direct service component of Proyecto Esperanza, are represented by a single set of Objectives which apply to both Goals.

GOAL 1: Provide clinical treatment to Hispanic youth runaways and prevent the occurrence of runaway behavior among Hispanic youths in the Hispanic community.

GOAL 2: Provide clinical treatment to sexually exploited/abused and neglected Hispanic youth and prevent the incidence of abuse and/or neglect of Hispanic youths.

Accomplishing these Goals required that a number of Objectives be carried out successfully. The single set of Objectives required to accomplish both Goals 1 and 2 are as follows:

OBJECTIVE 1.1/2.1. Successfully identify local sites to carry out Proyecto Esperanza.

The first Objective, site identification, required the national office to identify local sites that had the potential, in terms of programmatic and administrative resources, to carry out Proyecto Esperanza. Further, these sites needed to be in communities of great need where services for runaway and abused Hispanic youth were relatively unavailable. Potential sites also needed to demonstrate a commitment to addressing the problems of Hispanic youth in addition to having linkages with, and acceptance by, their local communities.

To evaluate sites on these dimensions, and to determine whether they had the minimal organizational and administrative structure necessary to support project efforts, COSSMHO engaged a project consultant for youth services to screen each potential site.

OBJECTIVE 1.2/2.2. Successfully negotiate, with selected sites, locally-designed Proyecto Esperanza Action Plans that:

- (a) Meet COSSMHO Action Plan guidelines;
- (b) Are acceptable to COSSMHO and the Youth

- Services Consultant, Dr. Orlando Martinez; and
- (c) Incorporate measurable Goals and Objectives and suggest appropriate documentation required for evaluation purposes.

To accomplish this Objective, COSSMHO collaborated with each local site agency in developing an Action Plan that (1) addressed local community needs in a manner consistent with the project's general priorities, (2) conformed to the assessment of the youth service consultant regarding the needs of Hispanic youth at that site, and (3) met the needs of the community and conformed to the culture and structures of that community.

To ensure the success of the project, COSSMHO also required that the Goals and Objectives of each site Action Plan be expressed in terms of measurable outcomes to be achieved, and that each site suggest appropriate documentation by which its Goals and Objectives would be evaluated. By this requirement, COSSMHO fostered an orientation toward "outcomes" (i.e., management by objectives) and ensured that site progress and accomplishments would lend themselves to evaluation throughout the project.

To further ensure the "evaluability" of each site's proposed work, the Evaluator for the project reviewed each site's Action Plan to certify that it met the requirements for outcome evaluation, and that it in fact addressed the

general project priorities appropriately. Additionally, the subcontract issued to each site specified the outcome-oriented Goals and related Objectives which each site was to meet.

OBJECTIVE 1.3/2.3. Provide training and technical assistance as needed for program implementation.

This Objective constituted a significant portion of COSSMHO's national office efforts for the remainder of the project year.

Despite the care taken at the outset to orient local sites toward outcomes and management by objectives, COSSMHO found that sites needed extensive technical assistance to ensure that the projected outcomes could be attained by the end of the first year. For this to occur, COSSMHO needed to determine, on a monthly and quarterly basis, that adequate and timely progress was being made and provide whatever assistance was needed to maintain project momentum and direction.

The need for extensive technical assistance resulted, in part, from the program being compressed into one year. Consequently, the sites did not have an adequately long "start-up phase" during which project management could mature. Sites were forced to become fully operational immediately. COSSMHO provided considerable assistance in

order to expedite implementation within such a brief period of time.

Additionally, extensive technical assistance from COSSMHO was needed for other reasons. Most of the sites were not experienced in implementing federally-funded programs with their emphasis on assessing and reporting concrete progress. Also, working with runaway, abused, and neglected Hispanic youth represented a new program area for most sites. Site staff thus needed to acquire additional expertise to successfully carry out project activities. As a result of all of this, the assistance required of COSSMHO was extensive, ranging from training, to development of information and materials, to organizational and programmatic consultations.

GOAL 3: Provide technical assistance to the Permanency Planning for Children Project of the National Council of Juvenile and Family Court Judges (NCJFCJ) and the National Court Appointed Special Advocate (CASA) Association.

OBJECTIVE 3.1. Provide COSSMHO Proyecto Esperanza Project Director to manage Proyecto Esperanza site activities regarding the provision of technical assistance to the local Permanency Planning Task Force efforts of NCJFCJ and CASA programs as well as other efforts geared toward Spanish speaking constituencies nationwide.

Approximately 25% of the Project Director's time was spent on CASA efforts. Since CASA was added to Proyecto Esperanza at the initiative of the funding agency, commencing the CASA work was a complex process because, at the outset of the project, no relationship existed between CASA and either COSSMHO or the sites.

At the start of the project, COSSMHO expended considerable time and effort to launch local site CASA efforts. The national Project Director, in collaboration with the National CASA Association and the National Council of Juvenile and Family Court Judges (NCJFCJ), developed an agreement outlining the CASA-related activities that Proyecto Esperanza sites would conduct.

Initially, it was expected that all sites would carry out similar efforts on behalf of these organizations. However, once COSSMHO attempted to initiate local site implementation of CASA work, it became apparent that the sites differed regarding the nature, and even the existence, of local CASA and NCJFCJ efforts.

Consequently, as with the design of Proyecto Esperanza, CASA/NCJFCJ efforts needed to be tailored to local needs. To accomplish this, COSSMHO, in collaboration with CASA/NCJFCJ, established three sets of Objectives for local site CASA efforts that reflected the degree of local CASA/NCJFCJ development. Each site was responsible for only one set of these CASA Objectives. These three sets of Objectives,

including a list of the sites to which they pertain, appear in the following paragraphs.

OBJECTIVE 3.2. Assist Proyecto Esperanza sites in supporting CASA programs in recruiting and training of at least two Hispanic CASA volunteers to become court monitors in those Proyecto Esperanza sites where CASA efforts now exist.

This Objective pertained to the Hispanic Health Council (Hartford, CT), Association for the Advancement of Mexican Americans (Houston, TX), and Nevada Association for Latin Americans (Las Vegas, NV). See the sections on these sites for specific descriptions of how CASA efforts were implemented at each site.

OBJECTIVE 3.3. Assist Proyecto Esperanza sites in their involvement with new CASA program development efforts and encourage their participation in the CASA Program Task Forces in Proyecto Esperanza site areas where new CASA efforts are being launched.

This Objective pertained to Youth Development, Inc. (Albuquerque, NM) and Institute of Human Resource Development (Salt Lake City, UT). See the sections on these sites for specific descriptions of how CASA efforts were implemented at each site.

OBJECTIVE 3.4. Help promote the concept of permanency planning for Hispanic children by

encouraging participation in the state's "Interdisciplinary Task Force on Permanency Planning" and/or "Foster Care Review Boards" at Proyecto Esperanza sites where CASA programs are non-existent.

This Objective pertained to PROCEED, Inc. (Elizabeth, NJ), Centro de Amistad (Guadalupe, AZ), and La Familia Counseling Center (Sacramento, CA). See the sections on these sites for specific descriptions of how CASA efforts were implemented at each site.

It should be noted that local sites varied considerably in the ease with which they were able to carry out their specific CASA Goal and its Objectives. At some sites there was support for Proyecto Esperanza CASA efforts; at others there was not, thereby making CASA efforts difficult to implement. Nonetheless, with the continued encouragement and leadership of the national office, sites continued to work on behalf of CASA and permanency planning.

OBJECTIVE 3.5. Help to promote CASA programs through Hispanic media, specifically targeting Spanish International Network as a vehicle to inform Hispanic communities about CASA efforts.

In addition to local site efforts, COSSMHO continues its efforts to inform the Hispanic community about CASA programs. An article in the COSSMHO "Reporter" was published in the fall of 1985. This article introduced CASA

to the COSSMHO membership as well as informed the membership on CASA-related activities at the local Proyecto Esperanza sites. Also, production of PSA's on CASA for the Spanish International Network is slated for the spring of 1986.

COSSMHO also is attempting to promote CASA through personal contacts with key individuals such as Hispanic judges. An important aspect of this national office CASA work was identifying Hispanic judges in key states with large Hispanic populations. This has been complicated by the fact that listings of Hispanic judges by ethnicity did not exist. COSSMHO thus set out to formulate a comprehensive, up-to-date list by contacting appropriate justice personnel in cities with the highest concentration of Hispanics in order to construct a nationwide listing of Hispanic judges. Areas contacted include:

- | | |
|-------------------------|----------------------------|
| Albuquerque, New Mexico | Miami, Florida |
| Austin, Texas | New York City, New York |
| Boston, Massachusetts | Philadelphia, Pennsylvania |
| Chicago, Illinois | Phoenix, Arizona |
| Denver, Colorado | San Antonio, Texas |
| Hartford, Connecticut | San Diego, California |
| Houston, Texas | San Francisco, California |
| Los Angeles, California | Tucson, Arizona |

The ultimate aim of this effort is to generate a Hispanic Judges Network during the second year of Proyecto Esperanza.

To date, over 70 Hispanic judges have been identified as potential advocates of the CASA/Permanency Planning Effort.

OBJECTIVE 3.6. At the completion of Proyecto Esperanza, provide NCA with copies of subgrantee model program reports that will include data on the incidence of Hispanic juvenile runaway/abused/neglected cases treated by Proyecto Esperanza site programs.

This Objective will be carried out at the conclusion of the project.

The final Goal of the national office pertains to the process established to assess progress at each site throughout the first project year.

GOAL 4: Provide programmatic monitoring to ensure accomplishment of project objectives according to the Action Plan incorporated into each local site contract, and monitor the evaluation process being conducted by Proyecto Esperanza Outside Evaluator.

OBJECTIVE 4.1. Provide outside evaluator to monitor and assess the process and progress of project implementation at the local sites.

The first Objective pertained to COSSMHO providing an outside Evaluator to monitor and assess the process and progress of project implementation at each local site. Dr. Jose' Szapocznik was contracted for this purpose.

The remaining Objectives, 2 through 5, are best presented and discussed as a group, rather than

individually. This is because their activities are inextricably linked, and it is collectively that they constitute the process of monitoring and evaluation.

OBJECTIVE 4.2. Monitor evaluation activities and coordinate flow of information between evaluator and sites.

OBJECTIVE 4.3. Examine and submit to project evaluator the quarterly-submitted evaluation documentation (data-oriented objective documentation, interpretive self-reports, annual face-to-face interview, and final report).

OBJECTIVE 4.4. National Project Director and/or Research Associate conduct monthly telephone interviews with local site coordinators to monitor program activities and assess when technical assistance or other-than-yearly site visit is needed.

OBJECTIVE 4.5. National Project Director conduct annual site visit to each local site.

Collectively, these Objectives represent the monitoring/evaluation process developed for Proyecto Esperanza. It should be noted that this process constitutes a model for monitoring and evaluation that is appropriate for national multisite projects addressing any topic area, not simply that of Proyecto Esperanza.

The combined intent of these Objectives was to provide a process/formative evaluation to assess the progress of project implementation and the process by which it occurred. However, COSSMHO learned early in the project that monitoring/evaluation embodied a great deal more than these Objectives specified. It evolved into a collaborative process in which the national office worked with sites to gather information, then provide feedback and, as needed, leadership and technical assistance, all directed toward action to attain project goals.

In effect, the process/formative evaluation became a management tool for action as well as a means to document site progress. Through the process/formative evaluation, COSSMHO was able to identify problem areas and provide recommendations for action to remedy them.

The specific steps in carrying out the Proyecto Esperanza monitoring/evaluation process were as follows.

Step 1. Evaluation Form. To systematically assess project progress at each site, the Evaluator designed a Project Accomplishment Evaluation Form (PAEF) for each site based on the Goals and Objectives of the site's Action Plan. The national office then submitted the form to the site for review and approval. After review by the site and approval by the national office, the evaluation form became a means for securing the information on which the Quarterly Evaluation Reports were based. The PAEF established the

evaluation criteria which provided the site with a general range of expectation for program achievement. These criteria thus served as targets to guide site efforts in implementing project components.

Step 2. Monthly narrative reports and fiscal statements. Each month, sites submitted to COSSMHO a narrative description of project activities during the preceding month, along with a fiscal statement. These were monitored directly by the national office to assess fiscal management and project progress between quarterly evaluation reports by the Project Evaluator.

Step 3. Quarterly Evaluation Documentation. At the end of each quarter, each site submitted to the national office its quarterly evaluation documentation. This consisted of the Project Accomplishment Evaluation Form, filled out, and accompanied by materials to document the accomplishments reported or explain the reasons for nonaccomplishment, as well as a brief narrative report presenting the site's perspective of its work to date.

Step 4. Quarterly Evaluation Review. The national Project Director forwarded the quarterly evaluation documentation to the Evaluator for preparation of the Quarterly Evaluation Report. This report was based on a thorough review and critical analysis of the documentation submitted. Assessment focused on the progress and process

of implementation at each site, with particular attention given to bringing problems to the attention of the national office as well as to highlighting noteworthy accomplishments.

Step 5. Quarterly Evaluation Reports. The completed Quarterly Evaluation Reports were submitted by the Evaluator to the national Project Director. To maintain and reinforce the project's authority structure, all communications and reports from the Evaluator to the sites surrounding the quarterly evaluation were channeled through the national Project Director who, after review and approval, forwarded them to the sites.

The national Project Director also worked with the sites to interpret the Evaluator's reports, help the sites make constructive use of the findings, and provide collaborative leadership in assisting sites to overcome any shortcomings noted by the evaluation.

Step 6. Monthly Telephone Interviews. Ongoing throughout the project were monthly telephone interviews conducted by the national office with each local site coordinator. These interviews complemented the quarterly evaluations, providing COSSMHO with another means for monitoring program activities to assess when technical assistance or an other-than-yearly site visit was needed.

Step 7. Annual Site Visit. All sites were visited independently by the national Project Director, as well as

the Evaluator and Principal Investigator. These served both to provide firsthand information about project implementation at each site, and to further develop the working relationship between the national office and each site agency.

Although the evaluation process just described was carried out by and for each site as a required part of the site's Goals and Objectives, the method of doing so was the same at all eight sites. Thus, to avoid redundancy, the evaluation process will not be described in the subsequent sections describing the eight sites.

Quite apart from benefiting the national office by providing crucial information about each site, the monitoring/evaluation process afforded benefits to the local sites as well. It became an excellent means for COSSMHO to foster skills development in local site agencies both generally, regarding administering federally-funded programs, as well as in specific areas that are problematic for Hispanic youth. Thus, quite apart from the success of Proyecto Esperanza itself, the local site agencies, and their communities, have been infused with skills and knowledge that will enable them to continue work in this area long after project completion. It is this type of competence building in local communities that is, in fact, the ultimate goal of the COSSMHO/OJJDP collaboration through Proyecto Esperanza.

This section has presented Proyecto Esperanza from the national office perspective. Beginning with the next section, Proyecto Esperanza is presented as implemented by each site. The following eight sections, one for each local site, show how the four major Proyecto Esperanza Goals were implemented in the specific program developed in each community.

YOUTH DEVELOPMENT

Albuquerque, New Mexico

The Agency and the Community

Youth Development, Inc., is a private, non-profit, minority controlled, community-based agency that has delivered youth services to Albuquerque/Bernalillo County and other portions of New Mexico since 1971. Youth Development began as a small program to combat the rising incidence of juvenile delinquency and drug abuse. It has grown into a multi-component service program with extensive support from the public sector (county and city government) as well as from the private sector (United Way, the New Mexico Interchurch Agency, and civic organizations).

Concerns with delinquency prevention are central to the agency's functioning and constitute the focus of Youth Development's Proyecto Esperanza, which targets Hispanic runaway youth with outreach services. The overall goal of the Proyecto Esperanza is to divert Hispanic runaways from the juvenile justice system and provide them and their families with services to strengthen the family unit, thereby lessening the likelihood of future runaway incidents and lowering the risk of delinquency. Project efforts are concentrated in the underserved areas of Albuquerque and Bernalillo County which contain low-income families and a high incidence of truancy and dropouts.

According to information provided by state and local law enforcement agencies, Hispanics constitute approximately 55% of the juveniles arrested in the Albuquerque metropolitan area served by Youth Development. However, the rate of incarceration of Hispanic youth in the Albuquerque area is around 75%, with non-Hispanic youth more likely to be diverted.

When these figures are compared with those from other states in which Hispanics constitute over 25% of incarcerated youth, it is evident that New Mexico's rate of incarceration for Hispanic youth is disproportionately high. Sixty-six percent of youth incarcerated statewide in detention centers are Hispanic, whereas in Arizona, Texas and California, only 31-39% are Hispanic.

A survey of agencies serving adjudicated delinquents in the Youth Development target area revealed that as many as 60% of the Hispanic population served were runaways, many having long histories of runaway incidents. The consensus of the service providers surveyed was that, had early and effective intervention occurred during the first runaway incidents, these youth could have been diverted from the juvenile justice system where they are more likely to be treated as offenders rather than as victims.

Youth Development's philosophy is based on the view of experts that the runaway incident is part of a pattern of victimization and an index of family difficulties. The youth who experiences abuse, neglect or other crises at home runs away

and becomes further victimized on the streets (e.g., through prostitution, sexual exploitation, crime), thereby setting in motion a cycle of delinquent behaviors as part of "street survival".

Preventing this cycle, by providing appropriate services to runaway youth and their families at the time of the first runaway incident, is the aim of Youth Development's Proyecto Esperanza.

In studying the services of other agencies in this area, Youth Development found that efforts typically were concentrated on rehabilitating the youth but not the family. As a result, services appeared to become fragmented and actually contributed to family breakup. Youth Development identified a need for services focusing upon the family unit as the recipient of services, rather than the individuals within the family, as well as for services that were culturally sensitive to Hispanics.

The Project

Youth Development's Proyecto Esperanza is an outreach program focusing on early intervention/prevention of juvenile delinquency through providing appropriate services to Hispanic runaway youth. These services are provided to Hispanic youth, families in crisis, and families at risk of abuse or neglect.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a

brief description of the project activities undertaken to accomplish them.

GOAL 1

Identify and provide counseling to approximately 136 Hispanic runaways.

OBJECTIVE 1.1. Develop and implement non-residential counseling program which will provide crisis intervention and counseling services to Hispanic runaways.

OBJECTIVE 1.2. Identify and provide referral services to approximately 136 Hispanic runaways.

OBJECTIVE 1.3. Conduct and document individual, group and family counseling and crisis intervention services for youth admitted to the program.

Youth Development began its Proyecto Esperanza work with a community needs assessment prior to developing its service programs. The purpose of this was to ascertain the types of youth service agencies in the community, the populations served, the community's unmet needs, and to be able to determine how these might be filled by a culturally-sensitive program. This assessment also included an internal analysis of Youth Development services, as well as other provider services, and demographic information from the Albuquerque Police Department, the Public Schools, Springer Boys School, the National Office of Youth Development, and COSSMHO.

Survey results indicated that culturally-sensitive services directed toward the Hispanic family as a unit, as well as interagency coordination, were lacking. Further, high-risk families were not aware of alternatives to juvenile justice system intervention and, since they lacked self-help skills, were in need of preventive and supportive services aimed at enhancing family strength. These findings provided a basis for developing the outreach program addressed in Goal 1.

As a first step in developing the service program, Youth Development outlined the program's procedures and activities in order to establish a consolidated program description for use with potential clients and referral sources, as well as for training staff. Once this was accomplished, identification of clients began. This activity was closely tied to success with Goal 2, establishing linkages with both juvenile justice and social service agencies. These community linkages (discussed under Goal 2) were a key factor in accomplishing the counseling aims of the project.

Albuquerque's Proyecto Esperanza began as a component of a well-established agency. A critical element in the success of the effort was the fact that already-established contacts could be utilized initially to cultivate referral sources. To eliminate the often lengthy waiting period for services, Youth Development's Proyecto Esperanza was designed to respond to referrals within 24 hours.

The counseling program (Objective 1.3) is best described in terms of levels of care. Level one consists of referrals needing immediate crisis intervention counseling. Level two consists of referrals, not in crisis, who are seeking help for family or individual problems and for whom counseling is provided or referrals made. Level three consists of continued counseling (two to three months duration) in Proyecto Esperanza, with the family directly involved in decisions regarding treatment options (e.g., family therapy, parenting skills group). Level four involves emergency shelter placement for youth and shelter services (e.g., individual and family crisis intervention and counseling and related services). Level five concerns referrals received via police department runaway reports. Youth Development provides follow-up information and referral services to the family to increase awareness of available services, to assist in resolving the current runaway episode, and to prevent future runaway episodes within the family. This level of service also constitutes a diversionary effort to encourage police officers, who encounter runaway youth on the street, to seek alternatives to the juvenile justice system for such youth.

Clients Served. The magnitude of the service need is reflected in the total number of clients served by the project. The initial aim was to identify and provide counseling to 136 youth. In fact, the total served was 436 youth, more than three times the original estimate.

Runaway reports from the police department identified 234 youth (64 male, 170 female; 201 Hispanic, 27 Anglo, 6 Native American) from ages 10 to 17, with most concentrated in the 13-17 age group. Youth Development's follow-up of these 234 youth indicated the following: Seventy-two returned to home or relatives, 19 went to other settings (group home, residential treatment), parents of 94 received mailed information, 8 youth were still runaways (with parents to call back for services), 13 were inappropriate for project services, and the status of 26 was still pending at the time of this writing.

Through other resources (friends/relatives, parents/guardians, social service agencies, police information other than runaway reports), Youth Development identified another 151 youth (75 male, 76 female; 91 Hispanic, 53 Anglo, 7 Black) in need of outreach services. Most were aged 13-18. Principal problems included delinquency/incorrigible (14), truancy/school problems (7), family problems (79), runaway (28), neglect/abuse (11), among others. Of these, 105 returned home or to relatives or a friend, 17 went to other settings (residential treatment, foster placement or group homes), 14 declined services or could not be contacted, 5 are living independently, and 5 were incarcerated.

Shelter was provided to a total of 51 youth (28 male, 23 female; aged 13-18). The principal problems were family problems (17), being kicked out of home (9), runaway (8), delinquent offenses (5), abuse (4), being stranded in

Albuquerque (4) and/or homeless (3), and problems with group home (1). Of these, 18 returned home or to relatives, 24 went to other settings (group home, foster care, shelter/crisis house), 8 are runaway or whereabouts unknown, and 1 is living independently.

As the information above conveys, clients served by Youth Development's Proyecto Esperanza represented a wide range of problems. While it is impossible to represent all cases in a report as brief as this, a sense of what the project encountered is provided in the following case study.

Case Study. A 14-year-old male, living with his biological mother, stepfather, 2 sisters and 1 brother, was referred by the Department of Human Services because of incorrigibility and failure to follow rules at home. The youth also strongly resented the stepfather. Prior to referral to Proyecto Esperanza, home problems were sufficiently severe that the parents were seeking permanent placement for the youth outside the home. With the goal of keeping the family intact, the parents agreed to a temporary shelter placement to afford some relief from the pressure of daily conflict, while the family participated in counseling and parenting skills development. The outcome is that the youth returned home and is functioning cooperatively under guidelines established and agreed upon by the whole family.

In order to serve the 436 identified clients, linkages with community agencies were essential. Those linkages are the focus of Goal 2 of the project.

GOAL 2

Establish linkages with both juvenile justice system agencies and social service agencies.

OBJECTIVE 2.1. Establish outreach linkages to encourage referrals from juvenile justice system agencies and social service agencies to the project.

OBJECTIVE 2.2. Establish working relationships with social service agencies that permit utilization of those services by clients participating in the project.

As demonstrated by the large total number of clients served (more than three times the original estimate), referral linkages with juvenile justice and social system agencies were successfully established. These included linkages with the Juvenile Probation Office, the Albuquerque Police Department, the Sheriff's Department, and a total of 19 social service agencies. Youth Development found it valuable to maintain ongoing and regular contact with these agencies (e.g., meeting with Juvenile Probation officers to develop appropriate plans for referred clients, attending court hearings regularly, meeting weekly with youth at a state youth detention program).

A variety of these agencies agreed to be included on the Proyecto Esperanza resource/referral cards developed for this

project. These are small wallet-sized cards with Proyecto Esperanza information on the front and crisis service information on the back. Many agencies assisted in distribution of these cards.

Cards, rather than brochures, were chosen for publicizing the project because they could be carried in a wallet or pocket for easy access, thereby providing a useful means of encouraging agencies to divert youth into alternatives to the juvenile justice system. Further, distribution to youth may well help prevent runaway incidents by providing readily available information about where to call for help. Agencies included on the cards were selected on the basis of responses from police and social workers regarding the most common needs of runaway youth.

To expand its services to more effectively meet the needs of the target population, Youth Development developed linkages with religious-based organizations in addition to the referral linkages already established. This has enabled the project to make referrals that attend to the spiritual needs of clients in addition to directly providing services to meet emotional needs.

GOAL 3

Increase awareness of the needs of Hispanic juvenile runaways among law enforcement and social service agencies.

OBJECTIVE 3.1. Develop a referral process for use by the Albuquerque Police and the County Sheriff's department.

OBJECTIVE 3.2. Conduct service providers training for law enforcement officials on the needs of Hispanic runaways and on communicating the referral process.

OBJECTIVE 3.3. Conduct service provider training to Social Service intake staff.

OBJECTIVE 3.4. In order to encourage self-referrals, develop and print information about the project for distribution in fourteen (14) local high schools, in addition to the bus station and other places identified as being frequented by runaway youth .

The Objectives related to this Goal have been among the most problematic. Although developing a referral process (the first Objective) was not difficult, conducting training for police officers was initially very difficult. This posed a dilemma which was addressed by meeting with officers individually, on a more informal basis. Finally, by the end of the first project year, a change in administration of the Juvenile Unit of the police department provided the opportunity to conduct a group training session designed to bring about a greater understanding of Hispanic culture as well as to explore different modalities for working with Hispanic youth. The session met its goals and, in addition, established the basis for new collaboration between the project and the Juvenile Unit.

Although there were difficulties in providing training to both social service personnel and police officers, that for the police was far more challenging and difficult. This appeared to

be due to the fact that, while the project's objective was training, the police and social service personnel are overextended and, as typically is the case, there was insufficient police manpower to allow time off for training. It is evident that the needs in the Albuquerque area are severe and that these staffs are overburdened.

The three Goals already presented focused on direct client care (Goal 1), outreach (Goal 2), and increased awareness of the needs of Hispanic youth among police and social services (Goal 3). The final Goal discussed in this section, Goal 4, involves the CASA program.

GOAL 4

Collaborate with the COSSMHO National Office in supporting CASA program development in the Albuquerque area.

OBJECTIVE 4.1. Assist in promoting and establishing CASA in the metro-county area by becoming an active participant of the CASA Program Co-Sponsoring Planning Committee.

OBJECTIVE 4.2.

Establish a linkage with the state's Permanency Planning "lead judge" (The Honorable John E. Brown, District Judge, Albuquerque) to offer assistance in local efforts pursuant to Hispanic constituencies.

OBJECTIVE 4.3. Once the CASA program is fully established, assist in recruiting and training Hispanic CASA volunteers.

Prior to having this Goal placed in the project contract by COSSMHO, Youth Development had contacted the Children's Court lead Judge to discuss CASA and offer to participate in developing a proposal to implement CASA. The offer was refused. When CASA was added to the project contract, Youth Development contacted the Children's Court office to determine the status of the local CASA effort. It was learned that CASA had been established, recruitment had occurred, and training had been implemented. Youth Development's Proyecto Esperanza is to be considered as a possible source of training in the future.

Establishing a linkage with the CASA program has been difficult largely because CASA has been unsettled during this year, with several changes of directors and the establishment of a new program. Progress is taking place, however, as CASA is becoming more settled. Communication has been established with the current director who has indicated an interest in having Youth Development make a presentation during the next CASA training session.

Consistent with the national guidelines for Proyecto Esperanza, Youth Development has actively sought to assist CASA in its recruitment of new Hispanic volunteers and has received three applications from Hispanics wishing to become volunteers for CASA. Also, Youth Development established a linkage with the permanency planning lead judge in order to provide assistance with Hispanic families. As a result, the Judge has referred several youth to Proyecto Esperanza for counseling. In

addition, Proyecto Esperanza counselors from Youth Development have appeared in court (on behalf of families) as well as at Citizen's Review Board hearings.

Impact

Foremost, Proyecto Esperanza has become readily accepted in the Albuquerque/Bernalillo area, an accomplishment made easier because of Youth Development's wide acceptance within the community. Also facilitating this is the extensive and successful network of linkages established as part of this project.

Youth Development's Proyecto Esperanza is unique in the target area because the counselors are mobile and go directly to the community to offer bilingual/bicultural services that focus on the family as a unit. This has enabled the project to reach families which otherwise would not typically seek out counseling services.

The follow-up program for youth identified through police runaway reports has been remarkably successful. The contact-by-mail campaign has resulted in families calling in for services. Many of these had not known of the availability of alternative services until receiving information from the project. In fact, the police department is planning to institute a mailing campaign similar to that in this project in order to encourage parents to seek alternative services, thereby

replicating and institutionalizing the services initiated by Youth Development.

Referral/resource cards have proven to be an effective means for communication and prevention. These, too, may be adopted by the police department as a means of providing information to adults and youth who call needing services that cannot be provided by the police department.

Although providing training to police officers was difficult initially, the process of doing so was of great value in demonstrating the usefulness of Proyecto Esperanza as a resource for information and services. This has set the stage to achieve greater coordination in the future in law enforcement and delinquency prevention efforts.

Throughout the project year, Youth Development demonstrated flexibility and persistence in approaching difficult tasks. Through a process of trial, error, then innovation, a program has been developed which has proven capable of providing prevention and early intervention services to a large number of families. Youth Development's Proyecto Esperanza has had an important impact on community efforts central to the problem of high rates of incarcerated delinquents by providing a diversionary approach to police efforts and by having taken initial steps toward assisting the CASA program.

PROCEED, Inc.
Elizabeth, New Jersey

The Agency and the Community

PROCEED, Inc., is a nonprofit Hispanic community-based organization located in the heart of Elizabeth's Hispanic business sector. The Board of Directors is Hispanic, and agency staff are fully bilingual, reflecting an almost exact proportion of Hispanic ethnic groups as exist in the community PROCEED services.

The service community consists of the 40,786 Hispanics in Union County (8.3% of New Jersey Hispanics according to the 1980 Census). Among New Jersey counties with large Hispanic populations, Union County ranks third and is 64% Hispanic. In Union County, there are 6,525 Hispanics in the 10-19 age bracket.

Most of Union County's Hispanics are of Cuban origin, followed by Puerto Ricans and other Hispanics, including Central and South Americans. Each of these groups has its own immigration and settlement history, socioeconomic status, and internal diversity.

Poverty and its correlates are the most serious problems facing Hispanic families in Elizabeth. It is the experience of PROCEED that inadequate education, discriminatory policies, and social prejudice relegate Hispanics to menial, low paying jobs.

These, in turn, contribute to poor housing, health, and family breakdown, all factors in child abuse and neglect.

The 1983-84 summary of services provided by PROCEED indicate the following: Of the 3,800 cases served, one-third of the clientele did not have American citizenship; overall family income averaged only \$7,596, three and a half times lower than the New Jersey median income; and 54% of the households were dependent on public assistance or unemployment benefits.

Accordingly, PROCEED's main goal is to develop better socio-economic conditions for their Hispanic client population. This goal is broader than economic assistance only; it encompasses programs that address symptoms of the economic problems. To this end, PROCEED administers the following programs: a Drug Counseling Center, a Bilingual/Bicultural Preschool Education Center, an Alcoholism Outreach Program, a Youth Counseling Center, and Multi-Service Center which provides diverse services related to interpretation and translation, employment development, housing, and individual orientation.

None of these PROCEED programs had focused upon the problems of child abuse/neglect which traditionally had been under the purview of the Division of Youth and Family Services (DYFS; a government agency). DYFS, however, has an insufficient number of bilingual/bicultural professionals able to work with Hispanic families in a culture-sensitive fashion.

PROCEED's interest in child abuse programs led to its participation in Proyecto Esperanza as a means to initiate a program that could later become state supported. In recent years, the New Jersey Department of Human Services has shown increasing interest in approaching protective services from a community perspective. Funds have been allocated to expand statewide child abuse/neglect prevention initiatives, including purchase of services from grass-roots organizations with community trust and with the cultural capacity to provide services. PROCEED viewed Proyecto Esperanza as an opportunity to demonstrate that a Hispanic community-based organization has the potential to enhance the state mandated agency's efforts to provide adequate child abuse/neglect services to Hispanics.

Clearly, there was need for providing services from the Hispanic perspective, and community support existed for such a program. PROCEED's reputation for 15 years as a lead agency in providing human services made it the site of choice in New Jersey for Proyecto Esperanza.

The Project

PROCEED's Proyecto Esperanza focused on demonstrating child abuse/neglect treatment and prevention strategies for Hispanics, educating the Hispanic community about the problem, and helping to bring about a more coordinated community system to adequately serve Hispanic families in this area.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them.

GOAL 1

Facilitate appropriate prevention and treatment services in the areas of juvenile delinquency, child sexual abuse, and child abuse and neglect to Hispanic families in the City of Elizabeth, New Jersey.

OBJECTIVE 1.1. Sign service affiliation agreement between PROCEED, Inc. and Elizabeth District Office of Division of Youth and Family Services (DYFS) for interagency collaboration in treatment and prevention of child sexual abuse, and child abuse and neglect among the Hispanic family clients of DYFS or PROCEED.

OBJECTIVE 1.2. Enhance knowledge and skills of PROCEED, INC., staff through training for identification, intervention, treatment and prevention of child abuse and neglect, including sexual abuse, and prevention of juvenile delinquency.

OBJECTIVE 1.3. Provide effective bilingual/bicultural treatment to a minimum of 24 Hispanic families manifesting child physical/sexual abuse and neglect.

During initial planning, PROCEED assessed the need for prevention and treatment services and their potential benefits

for the community. Through this process, PROCEED learned that all of the human service agencies consulted saw the project as a much needed resource. Indeed, the majority of these agencies lacked bilingual/bicultural service capacity. In fact, it was for this reason that most of the support services needed by project clientele were provided by PROCEED itself.

The Department of Human Resources, through the Youth Service Bureau, expressed support for the project and agreed to collaborate with PROCEED, as did the Division of Youth and Family Services (DYFS), the mandated child protective services agency in New Jersey. DYFS supported and welcomed the program, agreed to participate in project development and share resources.

Since success of the project depended heavily upon PROCEED's ability to develop and sign a service affiliation agreement with DYFS, the staff focused its efforts upon this activity during the first month of the project. Approval was obtained for an agreement which outlined each agency's responsibilities. At the outset, however, coordination problems occurred, due largely to a lack of trust between staff at the two agencies. A formal presentation to DYFS by PROCEED Proyecto Esperanza staff established the needed working relationship such that referrals and service coordination occurred more easily. Indeed, Proyecto Esperanza became a resource to DYFS in terms of language skills and "know how" in dealing with Hispanic clients.

To ensure appropriate prevention and treatment services from a Hispanic bilingual/bicultural perspective, PROCEED staff

had to be trained at the outset of the project. A trainer/consultant was hired to develop and deliver training after assessing staff needs and knowledge with a pre-test instrument. Training focused on a wide range of topics relevant to identification, intervention and treatment techniques for child abuse/neglect and juvenile delinquency, including the functioning of the legal system in child abuse/neglect cases. At the conclusion of training, post-test results revealed that progress had been made in training staff and indicated fruitful areas for future training sessions.

Direct treatment services focused on the abusive or neglectful parent, although services to children were also provided. Counseling was the most widely offered service. Self-help and parenting groups were developed and various other support services were offered (including transportation, welfare assistance, and referrals to health and employment services). Twenty-five families were served by the Project, with 19 referred by DYFS and six identified as "at risk" from PROCEED's caseload. Physical abuse was established in 29% of the cases, neglect in 28%, sexual abuse in 18%, and risk of abuse in 24%.

Cases referred to the project by DYFS were contacted within two days of initial report. Frequent contacts (at least twice weekly) were made either through home visits or by telephone. Communication and coordination was maintained between the referral source and any outside agencies utilized. Active

client participation in treatment planning and reassessment was standard practice for all cases in Proyecto Esperanza.

The case studies which follow illustrate the types of cases for which PROCEED provided clinical services.

Case Study 1: A nine-year-old Hispanic boy, born in New York, was allegedly sexually abused by his natural father. The boy lives with his parents, and two half-sisters aged 12 and 15. His father was removed from the home when the sexual abuse allegation was reported. At present, a court restraining order prevents him from returning home.

During an interview with a staff member of the Prosecutor's Office, the boy detailed the various sexual abuses he had experienced from his father, which included anal penetration, stating that these had occurred an average of 20 times, usually at night when his mother was at home, but that she never saw the incidents occur. The boy admitted he was afraid of his father but not his mother. He also said, however, that he did not tell his mother about these incidents because he was afraid.

At a later date, the boy was interviewed again, at which time he denied his previous claims of sexual abuse. He said that at the previous interview he had wanted to be left alone and so simply told the investigators what they wanted to hear.

The boy was interviewed once more and, although denying once again the abuse incidents, said that he and his father needed help.

The neighbor who had initiated the report was interviewed a second time. She related instances in which she had seen the boy's father say to his son "give me Daddy's balls" and then bend down, kiss his son's penis. The boy would get an erection and the family would joke about it. The neighbor stated that she saw this happen five or six times. A few weeks later, she spoke to the boy's mother about this, and the mother told her that it was customary to do that as a sign of affection, and proceeded to demonstrate for the neighbor such actions with her son.

The boy, his mother and half-sisters have been in treatment with the PROCEED Proyecto Esperanza psychologist. During these sessions, the mother expressed her disbelief that the allegations against her husband were true, stating that she had asked her son to swear on a Bible in church that his accusations were false. The boy complied with this request, saying that he had "invented" the stories. The half-sisters also did not believe their brother's account, and denied having ever been approached by their step-father in a sexually abusive way.

In the second session with the psychologist, the boy was asked to write in his own words what had happened. He did, and the description was shown to his mother, who was visibly shaken. During the next session, however, there was again a complete denial of the sexual abuse. The boy was silent; the mother stated she was willing to have her husband back home.

The project psychologist arranged a session with the father to hear his version of the case. When he was confronted with his son's written description of the abuse, the father stated that he probably had done what his son stated, but that he had no malice while performing such actions, that they were intended as a game. He also expressed a desire to return home to his family, although it was not recommended by the psychologist.

Case Study 2: A 13-year-old girl born in Ecuador was allegedly physically abused by her mother and sexually abused by her father. The investigation started when the girl's mother took the girl to a neighborhood clinic for a pregnancy test, stating that the girl had been raped by a neighborhood boy. The pregnancy test was negative.

Three months later, the girl and her mother were interviewed by an investigator who recommended that the girl be examined at a hospital to determine if penetration had occurred. The mother was also advised to file a complaint, which she never did. The mother explained that she did not know the boy's name or where he lived.

The girl was sent to Ecuador for three months, during which time the case became inactive. Four months later, the agency received a call from the school doctor saying that the girl claimed her mother had beaten her with pots, pans and belts because she had not cleaned the kitchen. The school nurse examined the girl for bruises but found none. When interviewed, the girl told the investigator that she could not remember

having been hit by anything other than her mother's hand, which her mother admitted doing.

Three months later the agency received another call, this time from the school nurse saying that the girl wanted to speak with the caseworker. She told him that she had been beaten with belts and kitchen utensils. Again, however, an examination revealed no bruises. In addition, the girl told the caseworker that her father had touched her genitals five or six times. She said she had told her mother after the second or third time that this had happened, but the girl said that her mother covered up for her husband. The girl further said that her father touches her with her clothes on and he tells her that he is playing. At this point, the girl was removed from her home and placed in the care of her cousin and his wife.

During interviews with the caseworker, the girl said that her mother delegated the domestic responsibilities to her and that she had difficulty keeping up with these and her school work. She also stated that her parents showed more affection toward her siblings than to her and that she felt neglected. She did, however, have a good relationship with her siblings.

The marital relationship between father and mother deteriorated subsequent to the abuse allegations. The father was willing to leave home so that his daughter could return. This did not occur since the daughter refused to return because she claimed to be afraid of her mother.

The entire family has come to sessions with the project psychologist. At the first session, the girl stated that she invented the sexual abuse allegations in order to punish her parents for showing more affection toward her siblings than to her. However, she again stated that her mother physically abused her. The girl felt depressed, expressed a desire to return home, and feared that her father could be jailed as a result of her statements.

Both parents appeared to the project psychologist to be willing to work on improving their parenting skills and resolving their problems. The psychologist recommended limited visits home for the girl, providing her parents keep coming to counseling.

Case Study 3: A Hispanic woman came to PROCEED's Proyecto Esperanza to learn how she could improve her parenting skills and more effectively control her three children (two boys, aged nine and six, and a three-year-old girl). She complained that both boys in general behaved disrespectfully to her, and the older boy curses her. The boys' father is an alcoholic who treats his wife in an undignified, rude manner, which the boys, especially the older, imitate. Although the boys do not, the girl still responds well to her mother's authority.

The mother has been attending Hispanic Parents Anonymous sessions, and is receiving alcohol counseling. She and her children have had several therapy sessions with the project psychologist. She is aware that she will, at some time, have to

take charge of the household financially since her husband has a serious absenteeism problem at work. The boys admitted that they disapproved of their father's chronic alcoholism, that it hurt them because they loved him.

The psychologist asked the mother to invite her husband to come for a therapy session, which she did, but he declined. He is unwilling to admit to having an alcohol problem and, until he does so, no great progress can occur with this family. At the present time, the psychologist views the children as being at risk of physical abuse.

During therapy, the psychologist provided the mother with some disciplinary techniques to use to regain control of her two boys and, as treatment progressed, she reported that some progress had been made in controlling their behavior. The mother has also been involved in a vocational program and has been studying English. Although she is committed to improving her situation, so long as her husband's condition does not improve, this task will be extremely difficult for her.

In addition to providing direct services to families such as those just described in the case studies, PROCEED sought to educate the Hispanic community about child physical/sexual abuse and neglect and the services available in these areas for Hispanics. This is the focus of Goal 2.

GOAL 2

Increase Hispanic community knowledge about the problem of child abuse and neglect, its effects, and resources available for treatment and prevention.

OBJECTIVE 2.1. Conduct a culturally-sensitive, Spanish-language community awareness campaign regarding seriousness of child abuse/neglect and the resources available for treatment and prevention.

OBJECTIVE 2.2.

Conduct two workshops on preventing juvenile delinquency, sexual abuse, and child abuse/neglect for representatives of Hispanic civic groups, with the aim of knowledge transfer to their constituencies.

A culturally-sensitive public awareness campaign was the means used to (1) establish Proyecto Esperanza as a visible resource to the Hispanic community, (2) create awareness of the problem, and (3) provide community education. The campaign included press releases and articles in Spanish-language newspapers, four radio and one TV public service announcements (PSAs), four talk show appearances (two radio, two TV), and distribution of distribution of 2,550 leaflets (at 11 sites), 2,400 brochures (at five sites), and 2,500 posters emphasizing the positive aspects of parenting. These were distributed throughout the city, in part through "bodegas" (small corner grocery stores), drug stores, churches, and civic clubs. PROCEED's approach effectively used Hispanic social structures,

such as bodegas, as lines of communication with the Hispanic community at large.

Four workshops (surpassing the initial Objective of two workshops) were carried out at day care centers, and at other centers serving the family, reaching a total of 67 persons. The effectiveness of this method of reaching the community was reflected in self-referrals to the project.

In addition to direct services and community awareness, project efforts focused also upon CASA, as discussed in Goal 3.

GOAL 3

Collaborate with the COSSMHO National Office in supporting the CASA program in the Elizabeth community through interfacing with the National Council of Juvenile and Family Court Judges Permanency Planning Task Forces and/or Foster Care Review Boards.

OBJECTIVE 3.1. Identify and establish contacts with lead members of Permanency Planning Task Force and/or Foster Care Review Boards.

OBJECTIVE 3.2. Promote and encourage participation in these two efforts by Hispanic community agencies and other Hispanic human services providers.

OBJECTIVE 3.3. Coordinate and execute provision of technical assistance to the state Permanency Planning Task Force and/or Foster Care Review Board in order to establish or improve linkages and services being offered to Hispanic constituencies.

Progress has been limited, and not what had been hoped for, in that there is only one CASA program established in the entire state of New Jersey. Nevertheless, PROCEED entered into a collaborative working relationship with the New Jersey Child Placement Review Board on behalf of the Hispanic family. As part of this collaboration, PROCEED sent letters to other Hispanic service delivery agencies throughout the state to promote their interest in taking action in issues concerning the Hispanic juvenile population. Additionally, PROCEED has offered to the Child Placement Review Board to act as a lead agency for providing orientation to these other Hispanic community-based organizations and groups in the state regarding their participation in the Child Placement Review Board process.

At the end of the first project year, PROCEED's technical assistance was requested by the Child Placement Review Board in translating into Spanish the forms and notices sent to parents as well as a brochure designed to increase public understanding of the Child Placement Review process.

In addition to the previous Goals, which target Hispanics directly through services, education, or advocacy efforts, PROCEED's Proyecto Esperanza also focused on development of a data base to provide much needed information about child abuse, neglect, and delinquency among Hispanics.

GOAL 4

Gather information on client characteristics in order to build a data base pertaining to Hispanics.

OBJECTIVE 4.1. Develop, maintain and analyze data relating to Hispanic incidence of juvenile delinquency, child abuse and neglect, including sexual abuse, relationships among these, for purpose of establishing comprehensive data base for design of Hispanic prevention programs.

This Objective represents a substantial contribution by PROCEED to: (1) gathering and interpreting data-based information about families served by the project, (2) making recommendations based on the data, and (3) assessing the need in human service agencies for data collection on child abuse/neglect as it relates to Hispanics.

The report consists of two parts. Part I contains characteristics of families served by PROCEED's Proyecto Esperanza, concluding with recommendations for intervention. Part II presents an analysis of available statistical data on child abuse and neglect from New Jersey human services agencies, with the aim of determining needs in data collection pertaining to Hispanics.

A summary of the findings appears in the following paragraphs.

Part I: Characteristics of the Hispanic clientele of PROCEED's Proyecto Esperanza. This portion of the report is based on analysis of 17 case records, totaling 27 adults and 43

children. Files of these cases contain logs maintained by project staff describing services rendered as well as narratives of the clients' problems and life circumstances.

Analysis of the files provided the basis for deriving quantitative data (frequencies) on traits and behaviors. The content analysis focused upon extracting information such as age, sex, family size and composition, socioeconomic status, education, home environment, and behavioral characteristics of both perpetrators and victims. All content analysis categories were mutually exclusive; the unit of analysis consisted of the family as a whole.

To enhance the reliability and validity, subjective data such as perceptions of caseworkers were supported by documentation from other agencies whenever possible, in addition to all files being reviewed by the project coordinator. It should be noted that while these cases do not represent a random sample of Hispanics in Union County, they do reflect the characteristics of project clients. Thus, they are useful in designing and implementing services to Hispanics served by PROCEED.

Demographic Characteristics. Most striking is the diversity in country of origin among the Hispanic clientele--two each from Colombia, El Salvador, Ecuador, Costa Rica and Cuba, six from Puerto Rico, and one from the Dominican Republic. Also notable is that the median age of parents in this client sample which is somewhat older than would be expected for Hispanic

parents of young children (fathers--45, mothers--39). Seventy percent were Catholic, the remainder Protestant.

All of these families had moved to the U.S. to better their living conditions, most having been here fewer than ten years (35%--six families--had lived here for five years or less). Unemployment, housing conditions, and absence of close relatives were listed as common sources of stress.

Socioeconomic Characteristics. Clients were hesitant to provide information about income. Most receive supplemental sources of income (e.g., food stamps, aid for dependent children). It is likely that clients who receive public aid did not report all of their sources of income. The median client-reported income in the 14 cases of child abuse/neglect was \$5,562. With the exception of two of the three "at risk" cases (with incomes over \$20,000), the lack of income was striking as was the families' dependence on public assistance. Employment data showed that a total of seven female heads of household were unemployed (due to caring for children), two fathers were jailed (sexual abuse), and the remaining household heads worked in blue collar jobs.

Personal Characteristics. Mental health problems were present in 64% (11 families) of the sample, suggesting the importance of considering this dimension when planning child abuse-related services for families such as these. Physical health problems were frequent (principally asthma, diabetes, heart and kidney problems) as were problems with alcohol (seven

families--directly affecting a total of 28 persons) and substance abuse (four families). Promiscuity and incest were indicated in nearly half the sample (eight families).

Housing. Thirteen families (76%) rent their homes, while two families (12%) live with relatives. Only two families own their homes. Based on the caseworkers' perceptions, 65% of the families maintained adequate homes. The remaining 35% were seen as crowded or unkempt. In six cases, it appeared that substandard housing could be a factor contributing to child abuse/neglect.

Household Composition. The number of persons per family in this sample of Hispanics is surprisingly low (an average of 4.1, compared to the average of 5.4 among the general Hispanic population of Union County). There were an average of 2.5 children per family, with only 12% of the families having four or more children.

Family Stability. PROCEED reports that only 59% of the Hispanic families in this sample were two parent families. The remaining 41% were headed by the mother, as compared to 26% among New Jersey Hispanics in general.

Age and Sex of Children. The table below illustrates the age and sex of children in each category of abuse.

Age and Sex of Children and Type of Abuse.

TYPE OF ABUSE	AGE	
	Males	Females
Physical Abuse	3	2
Sexual Abuse	7	12
Neglect	2	4
Emotional Abuse	10	15
Physical Abuse/Neglect	2	2

These data show that all ages of children are victims of child abuse and/or neglect. These findings parallel those of other studies. Physical abuse was most likely for very young children. The dominant age for sexual abuse of females was age 12. However, whether this occurs more often to Hispanic girls or simply is more likely to be reported at this age, even if begun earlier in childhood, is not known.

Recommendations. The following recommendations were made:

Regarding treatment, in the view of PROCEED, child abuse/neglect services to Hispanics will be maximized if cultural and social variables are made part of the treatment approach, and if services are provided in Spanish in a culturally-sensitive manner and in the neighborhood setting.

Regarding service delivery models, PROCEED recommends that non-Hispanic governmental and community agencies explore alternate helping systems to address the needs of Hispanics. An example of a model that could be widely replicated is the service affiliated agreement between PROCEED's Proyecto Esperanza and the Division of Youth and Family Services to

provide services in a culturally-sensitive manner in Hispanic neighborhoods.

Regarding prevention, more effort should be directed toward developing Hispanic self-help groups and parent education programs.

Regarding data collection to establish the need for bilingual/bicultural approaches, human service agencies need to develop information systems which reflect the needs of Hispanics and the services they are provided.

Part II: Analysis of available statistical data and data collection needs pertaining to Hispanics. Sources for the available data collected included the New Jersey Division of Youth and Family Services, the New Jersey Uniform Crime Reporting System of the Police Department, the New Jersey Department of Education, and the New Jersey Department of Corrections Division of Juvenile Services. Data were categorized for New Jersey as a whole, for Union County, and for the city of Elizabeth, as allowed by available information. Variables analyzed included the following: incidence of child abuse (physical, sexual and neglect), with breakdowns for race, gender, age; statistics on crimes, arrests, and domestic violence; educational statistics regarding enrollment, graduates and dropouts categorized by county and racial/ethnic origin; incarceration statistics shown by age, race/ethnicity, and

county of origin. The detailed findings are available from PROCEED.

PROCEED approached this analysis from the following premise: That service programs for Hispanics will increase only at a rate commensurate with the service providers' ability to demonstrate their need for resources for such programs. Thus, data about Hispanic clients can become instrumental in helping Hispanic community-based organizations plan programs as well as substantiate funding requests to governmental and non-governmental agencies.

However, PROCEED initially believed that information specific to Hispanics is scarce since, generally, all non-Anglo groups are amalgamated into a single group labelled "minority". As a consequence, the specific problems and needs of Hispanics can become obscured. PROCEED felt that New Jersey needed to develop a data collection system that identified Hispanics as a separate classification from other ethnic groups. Hence, the impetus for this portion of the study.

The purpose of this effort was twofold: (a) to conduct an assessment of the information system at numerous service agencies in order to determine needs in data collection and classification as these relate to Hispanics; and (b) to collect and analyze available data on the total population served by these agencies in order to establish a direct comparison between Hispanics and non-Hispanics.

The study design called for the identification of key agencies that provide services to Hispanics in the area of child abuse/neglect. The agencies identified were the Division of Youth and Family Services, the Police Department, the Department of Corrections, and the Department of Education. Telephone contacts were made directly with the information service office of each agency to request the needed data, followed by meetings with an agency representative. In retrospect, PROCEED concluded that data collection would be facilitated if the methodology consisted of a more formal process that included the endorsement of senior level administrators and their assurances of cooperation with the investigators.

The major finding from this study concludes that, contrary to expectation, accurate and reliable information regarding Hispanics is, in fact, available from the agencies surveyed. The need at this point is to begin to further interpret the data and apply what is learned to program planning and resource allocation.

Impact

Since its inception, PROCEED'S Proyecto Esperanza has provided technical assistance and orientation in protective service program development to other Hispanic agencies. To date, the Department of Human Services has granted contracts to conduct programs based on the Proyecto Esperanza model to a statewide Hispanic agency and to three county-based Hispanic

agencies. Also, using the model developed through Proyecto Esperanza, PROCEED was able to secure a grant from the Division of Youth and Family Services to enhance and expand its service delivery on the prevention and treatment of child abuse and neglect.

Through its pioneering effort in providing Hispanic families with culturally-sensitive treatment and prevention of child abuse/neglect, PROCEED'S Proyecto Esperanza has provided much needed services to the Hispanic community. Further, through COSSMHO/OJJDP federal seed funding, it has established a program that has demonstrated its value for state support in the future. For the first time in the city of Elizabeth, there is a program with proven capacity to address child abuse/neglect, and juvenile delinquency, from a Hispanic perspective.

Moreover, through its research component, PROCEED'S Proyecto Esperanza has developed a detailed profile portraying the major problems and needs of the Hispanic clientele of the project. Finally, the research also has established that detailed information regarding Hispanics exists in the information systems of key agencies serving Hispanics in the areas of child abuse/neglect, and is awaiting analysis and application in program planning and resource allocation.

CENTRO DE AMISTAD
Guadalupe, Arizona

The Agency and the Community

Centro de Amistad is a non-profit, private agency with a successful history of providing human services to the Hispanic communities of the Guadalupe area, including Guadalupe, Tempe, Mesa, Chandler, Gilbert and Scottsdale. Incorporated in 1980, Centro de Amistad is governed by a Board of Directors of 15 local community leaders, professionals, and community officials.

Agency services have focused upon the areas of alcohol, drug abuse, mental health, juvenile court referrals counseling, treatment and/or advocacy for the Spanish-speaking communities in the Guadalupe area. It is important to note that populations speaking Spanish include Mexicans, Mexican-Americans, Yaquis and other Native Americans.

The town of Guadalupe, historically called "Yaqui town", has its roots in the cultural and tribal values of the Yaqui-Mexican/Indian groups. With the growth of the non-Yaqui population during 1930-40, the name Guadalupe gradually came into use. By 1975, Guadalupe became an incorporated community with its own system of government. Today the population of Guadalupe itself is about 5,000 (two-thirds Mexican-American, one-third Yaqui), although the service area of Centro de Amistad is substantially larger, totaling approximately 60,000.

Social life centers largely on religious ceremonial occasions (both traditional Yaqui rituals and Catholicism) and traditional family fiestas, with a segment of the population believing in supernatural forces (brujos/brujas) and folk healing (curanderos).

Three private non-profit civic/human private service organizations have been established in Guadalupe, of which Centro de Amistad is one. These three organizations, in conjunction with Town Hall and some business owners, constitute the political, social, and economic power base for this small community.

While much has been accomplished during the past eight years toward fulfilling the community development plan, much more is needed. As a community, Guadalupe is relatively new to the establishment of East Valley communities and is struggling to compete with its surrounding municipal governments and commercial developers.

In this regard, the inception of Proyecto Esperanza in Guadalupe is a significant event. Apart from the direct service benefits it provides, the project represents a national interest sponsored by a nationally-based Hispanic organization. Further, project funding represents a federal government influence that, unlike others in the past, is perceived as positive by the community. In addition, the project represents a new behavioral/health resource, a community-based prevention and treatment program for a problem (sexual and physical abuse of

Hispanic/Indian youth) that, although it occurs, is taboo to discuss.

As a whole, Guadalupe is experiencing a substantial number of factors that contribute or at least tend to co-occur with physical/sexual abuse and neglect of youth. Alcohol and drug use are high among the adult population. Local police officials report an increase in the number of domestic violence cases. The youth population is large (median population age is 17.7 years) and is recognized as experiencing educational difficulties, increases in adolescent pregnancies, and rises in delinquency and/or criminal juvenile convictions, conflicts and violence. Additionally, problems of acculturation/assimilation pervade both the youth and adult populations, with traditional family norms and coping mechanisms increasingly breaking down.

The Project

Proyecto Esperanza provided Centro de Amistad with an opportunity to expand its professional and service delivery capacities, and set into place the beginning of a long-term community-based prevention and treatment program for physically and sexually abused and neglected youths in the Hispanic/Indian communities of the East Valley. The project focuses on the prevention and treatment of physical/sexual abuse, neglect and exploitation among Hispanic/Indian youth aged 12-18.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them.

GOAL 1

Conduct a community assessment designed to identify the existing problems regarding sexually abused, exploited, and neglected Hispanic youths. The assessment will identify where these problems are occurring in the East Valley, their prevalence, and which existing human service agencies possess culture-specific capability to address these issues.

OBJECTIVES 1.1-1.3. To develop, administer, and analyze data from a community inventory questionnaire designed to measure both the utilization rate and agency capability of the referral and treatment agencies for Hispanic sexually abused/exploited and neglected youths and their families.

In order to obtain a general sense of the nature of abuse/neglect among the East Valley Hispanic/Indian population, and to assess the capacity of local human service providers to address the needs of this population, a community needs assessment was conducted.

To accomplish this, Centro de Amistad developed and administered a Community Inventory Questionnaire to 48 key informants in the East Valley. The population surveyed represented a cross-section of community professionals and

non-professionals, Hispanics and non-Hispanics. Results indicated that there was a lack of both services and bilingual/bicultural professionals able to effectively address the abuse problems. The survey also identified key networks and individuals of value to the project, served to introduce the project to the community, and provided a means to initiate the process of establishing interagency networks.

Once the community needs and resources were identified, Centro de Amistad began to focus on the next Goal.

GOAL 2

Develop and implement a public awareness prevention and education program designed to increase the community's awareness regarding the magnitude of sexual abuse/exploitation, and neglect; and increase the utilization of existing referral and treatment options available to the community.

OBJECTIVE 2.1. Design and print Proyecto Esperanza brochure for mass distribution.

OBJECTIVE 2.2. Conduct press conference and reception for Proyecto Esperanza, with special guest Congressman John McCain.

OBJECTIVE 2.3. Develop and sponsor public service announcements (PSAs) for radio and TV to increase community awareness of available services.

OBJECTIVE 2.4. Develop and conduct five community workshops to increase referrals through increased public

awareness of problems. Presentations and workshops are to address symptom identification, cultural perspectives on sexual abuse, and guidelines for making referrals to service agencies.

OBJECTIVE 2.5. Develop and conduct an education/consultation program, consisting of four workshops, to increase referrals by training school and human service personnel in problem identification and cultural sensitivity.

The first steps in establishing community awareness of the project and the problems it addressed were printing a brochure for professionals and conducting a press conference. The brochure presented the project's goals of providing services to the Hispanic/Indian community. The brochure presented the program through graphics/pictures eloquently communicating the seriousness of the problem.

The press conference is particularly notable because of its success in providing community-wide exposure for Proyecto Esperanza and presenting Centro de Amistad as the established community-based organization responsible for its administration. Equally important is the fact that this briefing session brought together the Guadalupe community leadership to collectively acknowledge a community-wide effort. A total of 70 persons (human service providers, media representatives, and state and federal officials) attended. In a small, politically torn community like Guadalupe, bringing together the various community factions around an important community problem is a critically significant accomplishment.

Additional community exposure for the project was achieved through the use of mass media, notably radio and TV (four stations each). Centro de Amistad staff appeared on three TV talk shows and one live news interview to introduce project services and referral procedures. Ongoing PSA's (491 airings on radio, four on TV) also were utilized, as were articles and feature stories in three newspapers, to provide continuous exposure for the project.

The philosophy underlying the extensive use of media was to reach as many people as possible in order to begin the long-range process of establishing community awareness, education, and involvement.

To make awareness and education more meaningful and personal to the population, community workshops for parents and adolescents were provided through an in-home educational workshop approach called "Fuerza Familiar" ("Family Strength"). This approach originated in Centro de Amistad's alcohol abuse prevention program and proved to be a successful method of directly bringing educational materials into the homes of concerned community members.

During the first project year, five Fuerza Familiar workshops were conducted, reaching a total of 58 persons (37 parents, 21 adolescents), with five more workshops having been requested. The key to successful Fuerza Familiar workshops lies in identifying, recruiting and training host home families who are the ones responsible for inviting their friends, relatives

and neighbors to the workshop. Basing community education on strategies that are rooted in the values and traditions of the community is in general, as it was in Fuerza Familiar, the essence of success in ethnic communities.

In addition to community members, Centro de Amistad provided training workshops for school/human service personnel and community leaders. The aims of these workshops were threefold: (1) to provide culture-specific knowledge/skills in counseling and casework intervention; (2) to conduct interagency information exchange and create referrals to the project; and (3) to establish networks by collaborating with other Hispanic professionals/agencies in conducting Proyecto Esperanza workshops (a total of seven agencies collaborated with Centro de Amistad in providing project workshops). Four workshops and one in-service training session were conducted, reaching a total of 68 providers. Nineteen other agencies requested additional in-service training for their staff. The 68 professionals reached represent 22 different East Valley and Phoenix human/behavioral health agencies.

It should be noted that the Centro de Amistad approach of collaborating with other agencies/professionals to provide workshop training also furthers interagency networks by involving other agencies in a common task.

With the education/training of professionals and community members underway, Centro de Amistad focused upon providing

services for the referrals made to the project. This was the focus of activity under the following Goal.

GOAL 3

Establish a comprehensive therapeutic treatment program for sexually abused, exploited and neglected Hispanic youths and their families.

OBJECTIVE 3.1. Design the comprehensive intervention/treatment program.

OBJECTIVE 3.2. Provide 100 hours of services to sexually abused/exploited and neglected Hispanic youths and their families--50 hours of intervention/casework and 50 hours of clinical therapeutic services.

Before service delivery began, a comprehensive treatment and intervention plan was developed in writing. The purpose of this plan was to describe clearly the nature of the clinical component of Centro de Amistad's Proyecto Esperanza.

During the remaining several months of year one, Centro de Amistad met its treatment Objective (100 hours of service) by providing 117 hours of service (28 casework hours and 89 clinical hours) to six families for a total of 15 clients. Services are reported to be eclectic, involving behavioral therapy, reality therapy, and other holistic-humanistic counseling therapies, as warranted by the case. Mexican-Indian values and norms are infused into the therapies as interventions to change and enhance the individual's capacity to function

emotionally and behaviorally. According to counselor reports, in many of the cases the youth lacked knowledge about their own sexuality, sex roles, and their capacity to change cultural stereotypes. There is much confusion with regard to identity, this being greatly complicated by the pressure of cultural conflict (traditional Yaqui and Mexican values versus those of contemporary Anglo society).

While services provided were comprehensive, the number of cases treated is clearly small, representing a demonstration activity, with a full-scale treatment program to be implemented in the future.

The following three case studies reflect the type of sexual abuse problems being addressed through Centro de Amistad's Proyecto Esperanza.

Case Study 1. Two sisters (ages 14 and 11) had been sexually molested for approximately one year by their 49-year-old father. At the time of referral, a court hearing for the case was pending and the girls had been placed in foster care. Subsequently, the father was sentenced to ten years for child molestation. Unfortunately, major difficulties in case management by Children's Protective Services (case transferred to three different caseworkers during one month) resulted in the girls not being returned home for four months, even though their father was incarcerated immediately. During this time, the girls went through two foster homes and finally were placed in a residential home. Both girls, their mother and older

(17-year-old) brother are involved in counseling. The disclosure and legal intervention has severely disrupted the family's structure, lifestyle, and financial stability. The brother has developed school problems, delinquent behavior, and has become involved with drugs. Both girls are active in individual and family counseling and are involved in a girls' support group. Although both girls and the mother are gradually adjusting, the brother is resisting help with his problems, necessitating a continuous effort to maintain contact with the family to try to prevent further deterioration of the situation.

Case Study 2. Martha is a 14-year-old Mexican-American who was referred because of rebelliousness and conflict with mother. Martha had been abused by her older brother when she was five years old. She is now attending individual counseling as well as joint counseling with her older sister who is her "mother surrogate". Martha's mother moved to California, leaving Martha with her sister. Martha is treated in counseling as a child sexual abuse survivor.

Case Study 3. Juan is a 14-year-old Yaqui who was referred to the project because he was exposing himself (flashing) to teenage girls. The counselor suspects that Juan may have been sexually abused; he suffers from poor self-esteem and distorted sexual identity/behavior. Juan lives with his mother (single parent household) and his younger acting-out brother (suicidal gestures, assaultive toward others). The family is on public assistance and suffers extreme financial problems. The mother

suffers from chronic depression. Both Juan and his mother receive individual counseling as well as conjoint counseling. The approach for Juan is an educational and behavioral modification program to assist him in developing a positive self-image and an age-appropriate understanding of his sexuality and sexual behaviors.

Essential to providing effective treatment services for these and other clients is the existence of an interagency network for making referrals and having access to other community resources. Developing such a network was the focus of the next Goal.

GOAL 4

Develop and implement a networking team approach to improve the coordination and delivery of intervention and treatment services to sexually abused/exploited and neglected Hispanic youths and their families.

OBJECTIVE 4.1. Develop basic network goals, objectives, guidelines, and operating structure and procedures.

OBJECTIVE 4.2. Collaborate with a team of human service agencies in order to coordinate prevention and treatment services.

During the first project year, Centro de Amistad pursued a very aggressive interagency networking campaign. The purpose was to create a support system for Proyecto Esperanza and to develop an ongoing referral system through agencies and

individuals who have direct contact with the Hispanic/Indian youth of the East Valley. This effort has resulted in Centro de Amistad developing interagency relationships with over 25 local agencies/organizations. The networking system evolved throughout the year as new agencies were identified and contacted in order to introduce the project's services, develop support for the project, and cultivate commitments to refer to Proyecto Esperanza.

As part of these efforts, Centro de Amistad has become a member of the Child Sexual Abuse Treatment Program (CSATP) Interagency Council, with the Council asked to utilize Centro de Amistad's Proyecto Esperanza as a service provider. At present, a protocol is being developed to facilitate the Council agencies making referrals to the project. Centro de Amistad also meets regularly with the Child Protective Services special child sexual abuse treatment unit, and with the Maricopa County Child Sexual Abuse Committee.

A major contribution of Centro de Amistad's Proyecto Esperanza to the interagency network is to establish a community-based, Hispanic/Indian culture-specific program addressing child abuse. Other than Centro de Amistad, the network is an Anglo-coordinated effort with minimal capacity to provide culturally-sensitive services.

Another major outcome is the identification of professionals interested in developing a human services team committed to developing culture-specific treatment and

intervention approaches appropriate for the Hispanic/Indian community of Phoenix and the East Valley. At the time of this writing, six professionals have committed themselves and their agencies to this endeavor.

Other Centro de Amistad efforts at establishing linkages have focused on the CASA program, discussed below.

GOAL 5

Collaborate with the COSSMHO National Office in supporting the CASA program in the Guadalupe/Phoenix community through interfacing with the National Council of Juvenile and Family Court Judges Permanency Planning Task Forces and/or Foster Care Review Boards.

OBJECTIVE 5.1. Identify and establish contacts with lead members of Permanency Planning Task Force and/or Foster Care Review Boards.

OBJECTIVE 5.2. Promote and encourage participation in the Permanency Planning Task Force and/or Foster Care Review Boards by Hispanic community agencies and other Hispanic human services providers.

OBJECTIVE 5.3. Coordinate and execute provision of technical assistance to the state Permanency Planning Task Force and/or Foster Care Review Board in order to establish or improve linkages and services being offered to Hispanic constituencies.

During the latter part of the first project year, Centro de Amistad was able to establish linkages with the Foster Care

Review Board system and the CASA-style project called SAFE (Special Advocate and Friend Extraordinary). This linkage was developed through Centro de Amistad working with the Administrative Office of the Arizona Supreme Court. Initial CASA efforts were limited due to difficulties in establishing a working relationship with the local officials of the Maricopa County Juvenile System. Eventually, however, Centro de Amistad established contact with SAFE, and made a presentation on Proyecto Esperanza at the Arizona Statewide Annual Foster Care Review Boards Conference (presentation given to 22 statewide board members, three administrative staff from the Court, and ten additional participants). In addition, Centro de Amistad displayed Proyecto Esperanza brochures at the Conference Resource Fair.

In addition, Centro de Amistad has contacted four agencies regarding their participation in activities and efforts of the two local Foster Care Review Boards in the East Valley (Objective 5.2) and has offered to provide the Boards with technical assistance (Objective 5.3).

Impact

Aside from the more obvious benefits the project has brought to the community, a major impact of Proyecto Esperanza has been on the agency itself, Centro de Amistad.

In particular, the management-by-objectives approach as reflected in Centro de Amistad's Goals and Objectives has had a widespread impact throughout the agency, being adopted for all agency components and operations. This has helped greatly to maximize the utilization of staff and resources. More important, it has provided a clear and realistic approach for implementing the project, helping Centro de Amistad's administration and staff become a more effective team for service delivery to the community.

At the community level, one significant impact was in the extension of the Fuerza Familiar approach to the area of child abuse/neglect. Families in the community became neighborhood advocates for Proyecto Esperanza who facilitated discussion (among friends, neighbors, and families) of youth problems and family needs. Through this means, both parents and youth were provided an opportunity to gain knowledge about sexual and physical abuse as well as related problems (alcohol/drug abuse, school difficulties, delinquency). Several parents in Guadalupe expressed the need for ongoing parent self-help groups; in Chandler, a group of adolescents want to develop a teen support/educational group.

Ironically, creating community awareness of the problems of abuse and the need to seek help has placed Centro de Amistad in a no-win situation which has yet to be resolved. On the one hand, Centro de Amistad has during the past eight years developed a trusting relationship with the Mexican-Yaqui people

who view Centro de Amistad as a helping agency in which they can confide. On the other hand, however, Centro de Amistad counselors are legally obligated to report all instances of abuse to proper authorities, thereby violating confidentiality of disclosures made voluntarily by persons seeking help at the agency rather than through the juvenile justice system. This places Centro de Amistad counselors in the difficult situation of betraying those who have come to them for help.

In order that this quandry not destroy community trust of the agency, Centro de Amistad accepts referrals for child abuse/neglect only from the Child Protective Services system, and not directly from clients themselves who are not already part of that system. In this way, Centro de Amistad can assume an advocate/helping role on behalf of the client from the outset without any concern for betraying confidence and trust. The next stage in community work for Centro de Amistad is to foster increased public awareness of the unacceptability of child abuse. In this fashion, the community will be more accepting of Centro de Amistad's reporting abuse cases and, thus, the agency will be able to report abusers without losing community trust.

Centro de Amistad's Proyecto Esperanza has had other impacts on the community. Parents and victimized youth have been helped directly by clinical and advocacy services, including education about legal requirements, procedures, client rights, and the availability of counseling/social services as well as how to utilize such services effectively. Human service

providers have received training to increase their awareness of Mexican/Indian cultural factors in child abuse and its treatment. Numerous interagency linkages have been established (including with the juvenile justice system, the state Supreme Court, and the Foster Care Review Boards, among many others) as has been an awareness of the value of an Hispanic/Indian organization addressing the needs of Hispanics/Indians.

From a community perspective, another impact of the project is that it brought together the leaders of Guadalupe so that, collectively, the community could realize another objective set forth in the Community Comprehensive Development Plan.

The community of Guadalupe itself began to organize as an independent municipality only eight years ago. Thus, community structures are at early stages of development, and community agencies are now in the process of developing a full scope of service delivery options. Prior to Proyecto Esperanza, Centro de Amistad had established social programs and acquired community development and organizational skills. Through Proyecto Esperanza, Centro de Amistad has successfully brought to bear its community development and organizational skills, placing child abuse/neglect at the forefront of concern and priorities of the social service network in which Guadalupe is embedded. It has accomplished such progress by initiating a program of re-education on a topic that, to date, had been taboo to discuss.

Since the clinical services provided in this project represent a new area of development for the agency, one important and lasting impact of Project Esperanza has been to promote further development of clinical expertise at Centro de Amistad.

HISPANIC HEALTH COUNCIL

Hartford, Connecticut

The Agency and the Community

Hispanic Health Council (HHC) is a community research, training, and advocacy institute. Its purpose is to address inadequacies in the health care system by improving the quality and accessibility of health, mental health and education related services in the Puerto Rican/Hispanic community of Hartford and Connecticut.

The Council strives to achieve this goal through a multi-pronged strategy consisting of three main components: research, training and advocacy. The main activities within these components include the following: establishing a comprehensive database on Hispanic health/mental health beliefs, practices, problems and problem-solving patterns; testing interventions addressing health/mental health problems and service delivery obstacles; training community members in research, community mobilization, and health promotion skills; providing a training site in community health participation and change for local and international health professionals; training health providers and medical students in Puerto Rican history, culture, and language as well as traditional health behaviors and medical understanding; preparing Spanish-language

health promotion materials; and utilizing established research to press for health policy/service changes at local, state and national levels.

Hispanic Health Council was formed from the Puerto Rican Health Task Force which consisted of residents of the Puerto Rican community, health/social services professionals, and faculty from the University of Connecticut. Task force members had worked previously with University of Connecticut faculty to document problems in employment, education and housing, and were interested in exploring the uses of research as a tool in health-related social change efforts.

Early activities of the Puerto Rican Health Task Force included data collection on children's health/mental health problems, recruitment of health professionals to serve Hispanics in the Hartford area, and research projects to gather baseline information on health/mental health coping behavior and epidemiological data in the Puerto Rican/Hispanic community. In 1977-78, several grants were combined to form an independent institution, the Hispanic Health Council.

The Council works collaboratively with local hospitals, clinics, community organizations, formal/informal community leaders, the school system, and colleges and universities to improve the quality and accessibility of health care to Puerto Rican Hispanics in the Hartford area.

Connecticut is the second wealthiest state in the nation. Hartford is known as a national banking/business center and as

the insurance capitol of the world, yet the city is actually the fourth poorest in the nation. This discrepancy is due to a shift in the economic base from manufacturing to services/high technology, a shift which has reduced the overall number of jobs while simultaneously raising the educational requirements for entry into the job market. As a result, individuals without a college education, especially non-English speaking recent arrivals from other countries, have great difficulty obtaining employment.

Puerto Ricans in Hartford find themselves considered an underclass. This is a consequence of the general lack of employment opportunities for Puerto Ricans--the overall unemployment rate is 30-40% for Puerto Ricans citywide. The unemployment rate increases for those aged 16-24, and is over 80% for women heads of household. Recent estimates suggest that female-headed households constitute over 60% of all households in the community.

Puerto Ricans constitute about 85% of Hispanics in Hartford, who in turn constitute about 30% of the entire Hartford population (134,000). Puerto Ricans began migrating to Connecticut during the 1950s-'60s in response to active recruitment for farm workers. As a result, Hartford is the fourth largest U.S. entry point from Puerto Rico, after New York, Boston and New Jersey. Hartford has the largest percentage of Puerto Ricans of any U.S. urban area; 50% of the

elementary age school children are Hispanic. The pediatric caseload of the area's largest hospital is 90% Puerto Rican.

Although the actual incidence of maltreatment of Hispanic youth in Hartford is difficult to document due to the general lack of information on maltreatment rates, available data strongly suggest that the antecedents of maltreatment are abundantly present. Hispanic Health Council data show that social support networks of Hispanics have been disrupted by migration from Puerto Rico, by housing dislocation, crowding and household crises, thereby making this population less likely to use available social services as surrogate supports. Lack of social supports also characterize certain families, including recently arrived monolingual Spanish-speaking households headed by young women with two or more children under five, long-term residents with a history of difficulties obtaining economic/social mobility, and dual-parent households in which neither parent is working. All of these factors are likely to lead to elevated levels of stress.

Hispanic Health Council data also show that domestic conflict constitutes the most frequent precipitant of situational crisis in the Hispanic community. Further, domestic violence is the most frequent type of family conflict situation, with psychological and/or physical abuse often present.

National data indicate that the vast majority of abusers of youth are young adult males aged 18-28. The median age for the

Hartford Puerto Rican community is 18, even younger than the national average age of Puerto Ricans (19.2 years).

Collectively, this information suggests that the potential for abuse is high. Limited social supports, economic marginality, evidence of family conflict and domestic violence, housing dislocation and overcrowding are widespread, making Hartford an important site for effective education, outreach and early intervention efforts.

This is especially the case for Hispanics since Hispanic Health Council research in Hartford suggests that there is a lack of the following: Spanish-speaking staff; crisis oriented services for Hispanic youth; education/prevention programs directed toward Hispanic parents or youth; coordinated service delivery; and ability to recognize/identify maltreatment among Hispanics.

The Project

Hispanic Health Council's (HHC) Proyecto Esperanza is different from projects at other sites. HHC's main activities and products are either data-based or conceptual in nature, rather than service oriented. As a result of this, the discussion below will focus on the phases in producing these products, as well as on the products themselves, rather than on the activities associated with each separate Objective as was done for service-oriented programs.

The project's Goals and Objectives are listed below as a group, after which the phases in conducting year one efforts will be described, followed by a description of each of the project products.

GOAL 1

Conduct a needs assessment of maltreatment (abuse, sexual exploitation, neglect) of Hispanic adolescents ages 10-18.

OBJECTIVE 1.1. Create advisory board of community members, youth service providers, and experts in the field to assist in project efforts.

OBJECTIVE 1.2. Develop intake process and forms for cases of maltreated Hispanic adolescents aged 10-18.

OBJECTIVE 1.3. Collect and analyze local and state secondary data on maltreatment of Hispanic adolescents aged 10-18.

OBJECTIVE 1.4. Develop draft of model for reporting and documenting cases of maltreatment of Hispanic adolescents aged 10-18.

OBJECTIVE 1.5. Collect and review information of national programs (emphasis on the eight sites of this project) addressing issues of maltreatment of Hispanic adolescents aged 10-18.

OBJECTIVE 1.6. Review maltreatment cases to identify key issues.

OBJECTIVE 1.7. Develop policy recommendations to better address the issues of maltreatment of Hispanic adolescents aged 10-18.

GOAL 2

Develop an approach to outreach and crisis intervention for Hispanic adolescents aged 10-18 who have been maltreated, especially sexual and/or physical abuse.

OBJECTIVE 2.1. Develop strategy for outreach and identification of maltreated Hispanic adolescents aged 10-18, especially those having experienced sexual and/or physical abuse.

OBJECTIVE 2.2. Develop conceptual framework and components of an intervention model for maltreated Hispanic adolescents aged 10-18, especially those having experienced sexual and/or physical abuse.

OBJECTIVE 2.3. Develop a model for interagency cooperative network regarding services for maltreated Hispanic adolescents aged 10-18, especially those having experienced sexual and/or physical abuse.

OBJECTIVE 2.4. Serve 15 Hispanic adolescents through the outreach and treatment program.

GOAL 3

Develop training program for Hispanic parents, Hispanic adolescents aged 10-18, and service providers regarding

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1 OF 3

prevention of maltreatment of Hispanic adolescents, particularly sexual and/or physical abuse.

OBJECTIVE 3.1. Develop curriculum on preventing maltreatment of Hispanic adolescents aged 10-18 for each of the target audiences: adolescents, parents, providers.

OBJECTIVE 3.2. Identify gaps in materials and resources needed for the training program and recommend additional materials and resources needed.

GOAL 4

Collaborate with COSSMHO National Office in supporting CASA programs in the Hartford area.

OBJECTIVE 4.1. Promote and encourage Hispanic community involvement in the CASA effort.

OBJECTIVE 4.2. Recruit and assist in the training of at least two Hispanic CASA volunteers.

OBJECTIVE 4.3. Coordinate all CASA-related Proyecto Esperanza program efforts with the local CASA Program Director and in collaboration with the COSSMHO Proyecto Esperanza Director.

Project Phases: Phase 1. One of the first activities of the project was to develop an advisory board. Local programs and social service personnel were contacted to assess their interest in maltreatment of Hispanic youth and to identify key persons working in this area. The board consisted of

representatives from public and private sector organizations, the State of Connecticut, parents, adolescents and others.

Following development of the advisory board, the main activities in the first phase centered on planning, organizing and making contacts with the youth programs in the city, Juvenile Court, and the State Department of Children and Youth Services to establish working relationships for gathering information for project products. In addition, efforts were made to arrange subcontracts with the YMCA and YWCA to develop the training programs for this project. However, neither of these organizations had the required expertise, making it necessary for HHC itself to assume the responsibility for developing the training materials.

It should be noted that it is a particularly difficult task for an agency like HHC, which does not have clinical services, to develop materials for training clinical service providers. Agencies which focus on research and development do not necessarily have interest and/or expertise in providing clinical programs, just as agencies with clinical programs may not have extensive research and development interests and expertise. It was for this reason that HHC initially chose to contract with an organization with clinical programs (i.e., YMCA/YWCA) for development of the training packages. Since these two agencies proved unable to provide acceptable products, HHC staff had to begin writing the training materials.

Project Phases: Phase 2. This phase included the following activities.

- a. Hiring of consultants to develop training materials and carry out data collection.
- b. Reviewing readily available materials on child abuse and maltreatment.
- c. Initial development of research questions and data collection forms to be used in obtaining information from other programs.
- d. Conducting initial negotiations with the State Department of Children and Youth Services to discuss the possibility of analyzing their reported case data. These negotiations were very important in that there is no other source of reliable secondary data on abuse cases in the state, and it is not typical for non-State agencies to analyze state data. However, the Department readily agreed both to provide its raw data and to collect additional data to complement the project.

Project Phases: Phase 3. The third project phase focused on intensive information gathering and the development of initial materials in each of the product areas. During this phase, Hispanic Health Council contacted numerous organizations and groups in Hartford, the state, and the nation, which work with abused Hispanic youth. A total of 77 questionnaires were sent to these organizations (in the U.S. and Puerto Rico) to request information in order to (a) develop a national directory

of services to abused Hispanic youth, (b) obtain curriculum and training materials in English and Spanish for review for HHC's training guides, and (c) obtain information on abuse of Hispanic youth, including incidence, type of abuse, and approaches to case management. Forty-six organizations responded. The usable information was compiled into a listing of child maltreatment programs serving Hispanic youth.

The literature search also occupied much effort during this phase. Although a great deal of material was reviewed and listed in the child abuse bibliography, little was found in the way of materials or research specific to Hispanic/Puerto Rican families.

Another activity during this phase was interviews with experts in the field, as a means of compensating for the paucity of written materials located in the literature search. Relevant material gathered in these interviews was incorporated into the project products listed below.

Project Phases: Phase 4. This is the last phase of the first project year. The primary focus has been to finish writing the products and circulate them among advisory board members, project staff, and others.

Project Products. These products can be grouped into those that are data-related and those that are more conceptual in nature. Data-related products include:

1. Intake information form and intake process;
2. Analysis of Hispanic child maltreatment in

Connecticut (1983-84);

3. Child maltreatment programs serving Hispanics; and
4. Child abuse bibliography.

Products that are more conceptual in nature include:

5. Child abuse cases in a Hispanic community: A teaching tool;
6. Conceptual framework for child abuse in Latino communities; and
7. The child witness: Problems, issues and recommendations.

Project products are described briefly below.

1. Intake information form and intake process. The goal of the intake form and process is to help child abuse workers gather the information necessary to develop an understanding of Hispanic needs and culture with the goal of determining the best possible treatment plan. Questions focus on the family, language preferences, how recently they had arrived in the U.S., support systems, and special circumstances of the youth (e.g., adolescent pregnancy, school drop-out). Part I gathers background information on the youth, including a brief description of the problem. Part II gathers information on the family and support system. Part III concentrates on school information to assess current performance and perhaps provide useful information to help resolve the problem (e.g., a teacher in school who can assist the youth). Part IV focuses on the abuse situation itself, from the youth's perspective. The

information gathered through this process is designed to give the worker data to help see culturally-specific attributes of the youth and the situation so that these can be incorporated into the treatment program and case follow-up. The questionnaire is sensitive both to the needs of youth and their families, and to interviewers' limitations, specifically their tendencies to be concrete which the questionnaire tries to prevent. Moreover, the questionnaire is user-oriented, a characteristic that will enhance its usefulness.

2. Analysis of Hispanic child maltreatment in Connecticut (1983-84). This report provides information on child maltreatment in general, but more specifically in the Hispanic community. To prepare the report, HHC analyzed data obtained from the Department of Children and Youth Services (DCYS) on confirmed cases of child maltreatment for 1983-84 of Black, Hispanic, and White youth. DCYS data are collected regularly as cases are reported from local offices. The process begins with a referral (e.g., from a friend, teacher, relative) alleging child maltreatment. If the caller's report suggests possible child maltreatment, a full investigation begins. If the investigation confirms child maltreatment, action is taken (e.g., removal of child from home, family referral for treatment, court proceedings). Data analyzed for this report consist only of confirmed cases.

Analysis of these data begin to illuminate the extent, patterns, differences and similarities of child maltreatment

among Hispanics and other groups in the population. Questions for which analyses were conducted include the following (summary answers are shown in parentheses).

- a. Is maltreatment more likely to occur among two-parent families than among other family constellations? (Nearly twice as many confirmed cases occurred in one parent families.)
- b. Are girls maltreated more frequently than boys, or younger children more frequently than older? (Girls--54%, boys--45%; median age--9 years, with nearly 75% of maltreated Hispanic youth under age 12.)
- c. Is maltreatment more prevalent in any region of the state? (Slightly over 50% from the Hartford region while only 22% of the Hispanic population lives in Hartford.)
- d. Is child sexual maltreatment increasing, physical maltreatment decreasing, and how frequently do they co-occur? (Physical and sexual maltreatment of Hispanics both increased, but the relative increase was greatest for sexual maltreatment, though physical maltreatment still predominates.)
- e. Are perpetrators mainly family members? Is maltreatment by step-parents increasing? (Across the two years, approximately half the Hispanic perpetrators were mothers acting alone, 23-25% were fathers acting alone, 6%-9% were step-parents acting alone, and 7% were relatives or guardians. In cases of Hispanics acting with others, 70% were parents acting jointly, followed by parent with a step-parent.)

f. What is the relation of alcohol and drugs to Hispanic child maltreatment cases? (Approximately 11% of the Hispanic perpetrators had a confirmed or alleged alcohol and/or drug problem.)

3. Listing of child maltreatment programs serving Hispanics. The intent of this document is to identify and obtain information about those programs as which in some way address Hispanic child maltreatment. An information guide of this sort has not existed prior to this time, despite the need and demand for it. One purpose in developing such a listing is to begin building a network of communication and cooperation among agencies/service providers in the area of child maltreatment in general, and of Hispanics in particular. A network could facilitate the sharing of treatment, prevention, and advocacy strategies, as well as research strategies. Further, such a listing would be helpful in making referrals for Hispanic clients who often are quite mobile in seeking employment in another part of the country.

The methodology for gathering the information consisted of a telephone call to all agencies/providers identified, followed by a mailed questionnaire (if the Hispanic caseload was sufficient to warrant inclusion in the survey), a follow-up call, letter and, if no response had been received within two weeks, an additional mailed questionnaire.

The response rate (59%--totaling 46 responses) was lower than anticipated but still quite good considering typical

response rates for mailed questionnaires. Although this reduced response rate made the listing less comprehensive than intended, it is, nonetheless, a useful initial step toward establishing a nationwide network.

Nearly half the responses were from various Connecticut cities. Other responses came from California, Massachusetts, Nevada, New York, Texas, Utah and Puerto Rico. Agencies responding represented the spectrum of services: colleges and universities conducting research, hospitals providing direct treatment, community-based organizations providing counseling, advocacy and community education.

Types of activities pursued by the agencies were as follows. Seventeen indicated some form of research, with at least five using client caseload records for analysis of patterns, services needed, staffing patterns and training needs of staff. Other agencies are compiling case studies for teaching and community education.

Training is provided by almost three-fourths of the agencies. Although the training was diverse, the majority focused on community education programs. The second most frequently mentioned type of training was staff and professional development training in the area of child maltreatment. Several agencies also reported training volunteers, including one that mentioned training adolescents to work with other youth.

Direct treatment to victims and perpetrators of child maltreatment is provided by the majority of respondents;

slightly over half also provide some form of crisis intervention. Advocacy services are offered by nearly all of the responding agencies, with the majority of efforts focused on support/advocacy on behalf of the client.

The listing itself is divided into two sections: Part I lists programs that work through direct service to individuals; Part II lists resources that provide training, conduct research, provide advocacy, or develop materials.

4. Child abuse bibliography. This listing contains 164 entries of books, articles, monographs, and materials for both professionals and the lay public. Entries show author, title, and publication information. While Hispanic Health Council literature searches produced very little specific material on Hispanic/Puerto Rican issues, there is in the bibliography a wealth of articles, books, reports, pamphlets, and training materials on child abuse in general.

5. Child abuse cases in a Hispanic community: A teaching tool. This is an outstanding case book collection of child abuse cases from schools, hospitals, the courts, and social service agencies. These are designed to be used in training professionals. The facts of each case present different sets of issues and problems which are accompanied by a set of questions intended to guide discussions or enhance lectures. The case presentations are particularly thought provoking in that, although facts are presented, each case raises more questions than it answers, providing an excellent stimulus for discussion.

Although the case information was used to address child maltreatment in Hispanic communities, each case could be presented as if it were from any community. The examples include both generic aspects that pertain to child maltreatment in general as well as specific ethno-cultural issues relevant to Puerto Ricans in the Hartford area.

A sample of the case book approach is provided below with the brief summary of a maltreatment case, and a presentation of the accompanying discussion questions.

Maria, at age 14-15, disclosed to her sister her secret, that her father was no longer contented with fondling and masturbation with Maria but wanted full sexual relations, that he vowed that no other man would have intercourse with her until he did. When sister questioned father about the abuse, he slapped her. Afterwards, sister told mother what Maria had said. Not believing what she had heard, mother spoke with father who denied the abuse, and mother believed him. The following day a state child protection worker and police officer went to the home, explained the allegation to the mother who denied knowledge of the matter or that Maria's sister had told her. Maria was removed from home to a shelter, and did not want to return home until father were gone. She continued attending school and working parttime but, afraid that her father would harass her, she asked her older brother to walk with her between her job and the shelter. The worker explained to the mother that Maria was afraid to return home while her father remained

there and that Maria was very afraid and nervous. Eventually, after briefly reconciling with her husband, Maria's mother confronted the father and asked him to leave. Maria then returned home, and entered family therapy with her mother.

Discussion/instruction questions that accompany this case include the following:

- a. What are the issues in this case?
- b. What questions were left unanswered?
- c. What problems do you see in the intervention:
What recommendations would you make?
- d. It appears that the strategies used by the worker seem successful. Do you agree? If yes, please outline them. If no, why not?
- e. What additional information do you need to develop an effective intervention strategy?
- f. What recommendations do you make for providing services to Maria? her mother? her father? the other children in the family?
- g. Did you find any issues that were particular to this family, that you wouldn't find in Anglo or Black families?

Examples of other cases include: a 15-year-old female physically/sexually abused by an alcoholic father with a history of wife/child abuse; an "at-risk" case, a 14-year-old girl purportedly living with a 19-year-old man; a 15-year-old girl expelled from school for disruptive behavior, who claimed to be

physically abused by both mother and brother, allegations the mother denied--and for which the truth is not known even after investigation; a 17-year-old girl raped by a gang member and then emotionally abused by her father, whom she tried to kill with a butcher knife; a 12-year-old girl allegedly kidnapped by her 15-year-old boyfriend and imprisoned in a motel room for 10 days, who pressed but then dropped kidnapping charges (possibly due to threats), and who eventually claimed she had been beaten by her mother and run away from home.

6. Conceptual framework for child abuse in Latino communities. Rather than providing a unified framework, this report presents a number of different perspectives. These include the following: the social context of contemporary child abuse; medical, legal and psychosocial definitions of physical and sexual abuse; patterns of abuse as found in documented cases treated, research based on reported instances of abuse and neglect, and studies of child-rearing practices in different communities; antecedents to abuse in the Puerto Rican community in general, and in Connecticut; Puerto Rican case data; a framework for intervention in cross-cultural conflicts and adolescent abuse; policy recommendations; and, recommendations for intervention in cases of abuse in Puerto Rican/Hispanic families.

The section outlining potential areas of miscommunication in matters of child abuse between institutions/agencies and Puerto Rican/Hispanic families is particularly useful, and the

recommendations are germane. However, even though a great deal of information is presented in this report, the conceptual framework itself is not concisely and clearly delineated.

7. The child witness: Problems, issues and recommendations. This product was not originally part of the project contract for Proyecto Esperanza. However, in the course of the project, the court's crucial role in eradicating child abuse became clear to Hispanic Health Council and it was decided that an important contribution to clarifying this role would be to focus on children as witnesses in child abuse cases.

The need for greater attention to the child as witness is evidenced by the opening paragraph of the report which graphically portrays defense attorney techniques to intimidate and discredit a 6-year-old child witness in an abuse case. Indeed, special seminars teach lawyers how to frighten, cajole, and confuse children on the witness stand to show that they cannot be trusted as witnesses.

Some experts refer to the experience of the child witness as a second victimization. It makes parents and children less willing to come forward and, especially for Hispanic children who are culturally/ethnically different, it adds additional problems to an already overburdening experience.

The child witness document attempts to address this matter, for Hispanic as well as non-Hispanic children. Part one of the paper focuses broadly on the problem of physical/sexual abuse of children, providing definitions and data. Part two discusses

the Puerto Rican family as a system, describing the various family structures that exist in the Puerto Rican community, and cultural and family values. Part three deals with the criminal justice system and how it can better serve the abused child, the family and the community. Part four focuses on the child in the courtroom, exploring ways the experience can be made less frightening and damaging and examining the barriers to full prosecution of perpetrators of child abuse. Part five examines current legislation to protect children and what changes might better serve minority children, specifically Puerto Rican and other Hispanic youth. The final part consists of conclusions and recommendations.

CASA Effort. The Hispanic Health Council went far beyond the required activities in providing support for the CASA effort. Hispanic Health Council/CASA collaboration has led to the following:

- (1) Recruitment of two Hispanic volunteers for CASA;
- (2) In-service training for CASA volunteers on cross-cultural communication;
- (3) Two Hispanic volunteers participating in an hour-long Spanish-language radio program specifically to discuss CASA and answer call-in questions from the public;
- (4) Translation into Spanish of documents used in CASA court-related activities;
- (5) Invited presentation by the CASA Director to describe

the CASA program to the Hispanic community service providers; and

- (6) Collaboration between Hispanic Health Council and CASA to seek corporate funding.

Overall, CASA-related work, which was troublesome for most sites, was quite successful at Hispanic Health Council.

Impact

Before impact is examined, two comments are warranted on difficulties and problems in implementing Proyecto Esperanza at Hispanic Health Council.

First, the scope of the project was too broad. In its ambitiousness, Hispanic Health Council didn't anticipate, for example, that the data collection and analysis alone could constitute an entire project. Given the time and resources allotted to the project, the initial expectations were unrealistic, and thus the impact of the HHC first project year may have been more limited than might have been initially anticipated.

The conceptual framework could not be completed within the first project year. It has been outlined, but attempts to develop it illustrated the need for extensive research and review of existing materials to be done first. Synthesizing all of these findings into a unified framework is currently underway.

Second, the products outlined were too complex for subcontractors to successfully attain. Both the subcontractors (the YMCA and YWCA) proved to have insufficient resources to produce the quality product anticipated, and the subcontracts had to be withdrawn. This created an unanticipated workload for project staff.

Nonetheless, despite these problems, Hispanic Health Council produced an important set of products, several of which make substantial contributions to the field, and some which will require completion during the second project year.

Project impact has occurred at several levels--at the agency, in the community, and at the state level in planning and policy. These are discussed below.

Agency impact consists of making child abuse one of the priority areas of the Hispanic Health Council. Prior to Proyecto Esperanza, the issue of abuse had not been an immediate HHC priority. Other areas of impact include staff development, increased understanding of the complexity of treatment and prevention, creation of a foundation for training and prevention programs in maltreatment of Hispanic youth, and establishment of research priorities in this area.

Community impact concerns the following. The city's Department of Youth Services has requested Hispanic Health Council representation to ensure a Hispanic perspective on youth and abuse for a newly developed counseling/support program for delinquent youth, as an alternative intervention in delinquency.

Two youth service agencies requested technical assistance from Hispanic Health Council in developing services for maltreated Hispanic youth. Technical assistance requests also have been made for individual abuse cases. Hispanic Health Council was invited to provide the keynote speaker for the first day-long conference on abuse in Hartford. Members of the HHC Advisory Board have been further involved and educated in Hispanic child abuse issues and needs. Also, the project generated widespread support and cooperation from service agencies, the courts, institutions, state agencies and community-based programs in the Hartford area, and established a collaborative relationship with the CASA program.

State level impact occurred in planning and policy, as follows. For the first time, an Hispanic has been appointed to the statewide task force on children's issues, the group which provides recommendations of programs, priorities, and resource allocation. The state has just issued a Request for Proposals for child abuse programs that address needs of Hispanic and Black children, with Hispanics and Blacks emphasized separately rather than amalgamated into a general category of "minority". Further, the state Department of Children and Youth Services has begun to focus on improved methods of collecting and analyzing information on child maltreatment.

Finally, the intake process and form developed by Hispanic Health Council has been adopted for national use in Proyecto Esperanza as the standard intake form for use with abused Hispanic youth.

ASSOCIATION FOR THE ADVANCEMENT OF
MEXICAN AMERICANS

The Agency and the Community

The Association for the Advancement of Mexican Americans (AAMA) was incorporated in 1970 in direct response to a community need for services to decrease the school dropout rate for Hispanic youth. AAMA was initially located in a predominantly Hispanic barrio and staffed by community volunteers, but has since evolved into a community-based organization serving Mexican American youth throughout Houston.

AAMA programs and services include the following: drug abuse prevention and treatment; academic and career counseling; job development; runaway youth, child abuse/neglect and delinquency prevention; leadership development; day care; economic development; residential care for inhalant abusers. AAMA also sponsors the George I. Sanchez Junior/Senior High School, an accredited alternative high school for school dropouts.

La Esquina, the AAMA runaway youth program with which AAMA's Proyecto Esperanza is affiliated, was established in 1981 to provide bilingual, culturally-sensitive crisis intervention, outreach, emergency shelter, and treatment services to Hispanic runaways, youth in crisis, and their families. In its first three years of operation, La Esquina served over 1,000 youth and their families, providing shelter to over 100 youth.

Hispanic runaways are reported to be a serious problem in Houston. In 1983, the Houston Police Department reported receiving 4,468 missing juvenile reports, of which 1,009 (22.6%) were Hispanic. Harris County Juvenile Probation's 1982 statistics show a total of 6,653 referrals for runaway behavior, nearly 1200 (18%) of which concerned Hispanic youth.

Although these figures are substantial, they can be regarded as underestimates of the true magnitude of the problem. Many non-English speaking Hispanic families fail to file reports because they either perceive the reporting procedure as threatening, or as useless since police do not actively pursue a search due to lack of manpower, or they may have some idea of where the youth might be.

The few Hispanic youth who receive attention by youth service and diversionary programs receive the routine services extended to all youth coming through these programs. As occurs in many other cities around the country, there are frequent complaints in Houston that services for runaways fail to meet the needs of Hispanic youth.

In the view of AAMA, both the Hispanic runaway youth and their families are victims of these culturally inappropriate services to which they show little positive response. The Hispanic youth often are seen by service providers and those in the juvenile justice system as being indifferent or hostile, and their families as unconcerned and uncooperative.

Thus, the need in the Hispanic community is for a bilingual/bicultural model of intervention that is applied early in the runaway cycle. Additionally, there was need for a different type of shelter for Hispanic youth. The agencies and institutions available for temporary shelter care were unsatisfactory resources for the Hispanic youth and his/her family.

In the view of AAMA, these youth seldom benefited from their stay in institutional shelter care settings. Some of the problems with such shelters included:

- (1) Lack of extended family or shelters in close proximity to the youth's own neighborhood and school (there are no shelters in the two largest Hispanic barrios);
- (2) Lack of beds in institutional shelters (only 200 beds for all of the Houston area);
- (3) Lack of understanding of the Hispanic youth's language and cultural needs, leading to stereotyping which either disregards the youth's need for services early in the runaway cycle, or pushes the youth into the juvenile justice system prematurely.

AAMA's Proyecto Esperanza was designed to fill this gap in shelter care for Hispanic youth through the use of Host Homes, viewed by AAMA as a culturally appropriate alternative to the large group shelter.

The Project

The overall aim of AAMA's Proyecto Esperanza is to fill the gap in shelter care for Hispanic runaway youth through development of a Host Homes shelter program for emergency, short-term shelter. Advantages of these Host Homes, preferably in the youth's own neighborhood, include individualized attention from stable "parent figures" who are available on a 24-hour basis, continuity in school attendance, familiarity of surroundings, and maintenance of culture and language in daily life. In short, Host Homes are family settings, not institutions.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them during the initial start-up year.

GOAL 1

A host home shelter program will be developed to fill in the gap between existing shelters and Hispanic runaway and homeless youth.

OBJECTIVE 1.1. Apply and receive state licensing as a Child Placing Agency.

OBJECTIVE 1.2. Screen no fewer than 40 homes for possible certification as host homes.

OBJECTIVE 1.3. Certify and train 20 families as host homes.

OBJECTIVE 1.4. Develop a manual for implementing the host home program for Hispanic runaways.

OBJECTIVE 1.5. Develop and document the program's philosophy of maintaining the least restrictive and least intrusive setting for runaway youth so as to facilitate efforts to return youth home as rapidly as possible.

The Host Homes program developed by AAMA's Proyecto Esperanza represents the beginning of foster care services at this agency. Because of this, a number of issues had to be resolved and operational tasks completed before the service aspect of the project could begin.

The initial focus had to be on securing a state license from the Texas Department of Human Resources for AAMA's Proyecto Esperanza to provide foster care. A full investigation and set of recommendations was needed. Numerous meetings were required between Texas Department of Human Resources and AAMA's Proyecto Esperanza staff to determine the type of license most appropriate for the Host Home program because no one set of licensing standards exactly paralleled the AAMA concept of emergency foster care for runaway youth. The standards which Texas Department of Human Resources required the project to meet included that the AAMA Host Home program staff must be degreed professionals with experience in social services, and that an M.S.W. with child placement experience must supervise and approve Host Home study applications.

Unfortunately, due to personnel changes (resignation of the Project Coordinator and death of the Host Home Coordinator), Texas Department of Human Resources had to repeat the process in order to conduct a full investigation of current staff to assess compliance with mandated requirements. This added two additional months to the licensing review process, delayed the study process of potential Host Homes, and consequently delayed the start of services to Hispanic youth.

While the license review was underway, AAMA proceeded to develop materials necessary for recruiting and screening potential Host Home families so that recruiting and screening could begin upon receipt of the license. A bilingual screening application was developed and distributed.

Eventually, after a lengthy application process, by May of 1985 AAMA's Proyecto Esperanza was awarded formal authority to certify families to operate Host Homes. Recruitment produced a total of 38 applicants (15 from community presentations, 14 from media publicity, and 9 referred from other agencies in the Proyecto Esperanza interagency network). Of the 38 families initially screened, 22 were disqualified prior to the home study process for the following reasons: work schedules conflicted with program demands (6), inadequate space (5) or finances (4), illness (3), unemployment (2), and other (2). Sixteen began the home study, but only eight completed it. Seven were selected for certification as AAMA Proyecto Esperanza Host Homes.

Certification as a Host Home was a stringent process which involved a home interview and detailed study.

The interview covered the following topics: type of child desired; motivation to become Host Home parents; description of the family; background of applicants; courtship and marriage; attitudes toward a child in placement and his/her parents; discipline and childcare; references; and recommendations.

The detailed study involved securing the following: a signed convictions statement certifying that no individual or employee of the applicant Host Home has ever been convicted of any felony or misdemeanor classified as an offense against person or family, or of public indecency, or of violation of the Texas Controlled Substances Act, and that there are no impending charges of any such offenses; certification of current tuberculin tests for all family members; sketch of the household floor plan; a 22-item fire prevention checklist which includes extensive inspection of the premises, a fire extinguisher, a family evacuation plan and regular fire drills, a fire alert method (e.g., alarm or bell), and household routines that are appropriate for fire safety (e.g., storing flammable liquids in safety cans away from children, keeping premises free of rubbish, regular inspection of central heating system, and the like); a 24-item environmental health checklist which certifies that household practices are safe and hygienic; and at least three letters of recommendation testifying to the character of the applicant family.

Once the home interview and study were completed, and a Host Home agreement signed by the family, all documents were reviewed for approval by the M.S.W. with child-placement experience and then filed with the licensing agency.

To provide a sense of the types of families who have been certified as Host Home families, the following brief descriptions are provided.

Host Home Family 1. Leandro and Alice are an active, family-oriented couple with three boys aged 5, 8 and 10.. Their oldest son, Leandro III, is a Down's Syndrome child; the two others have no special needs. The couple spends a great deal of time with Leandro III as evidenced by his well-progressed development. He is limited, but functions well, has self-help skills, understands his environment, and interacts normally with his family.

Leandro and Alice are not socially active; they spend time with their children and work in the church. Alice teaches Sunday School and is considering becoming the Youth Director for the church. Their church involvement is a meaningful part of their life. Family outings generally consist of visits to other family or close friends, or going to the movies, out to eat, to baseball games and, during the summer, to the beach.

Leandro has been employed for 12 years with a major stable industry where he is a District Manager. Alice is a full-time housewife and mother. In addition, she works part-time at a friend's flower shop during the school day.

The couple's motivation for becoming a Host Home family centers on their realization that there is a great need for Hispanic families to open their homes to children who need a temporary home and they want to help provide this.

Host Home Family 2. David and Ann are an Anglo couple with four healthy, well-adjusted children, three boys aged 3, 5 and 8, and one girl aged 7. Both David and Ann are familiar with the Hispanic culture and speak some Spanish.

For the past six and a half years, David has been minister at Oakline Presbyterian Church, where approximately half the members are Hispanic. Ann is a nurse who works one day per week, in addition to being a housewife and mother. She also teaches piano on a volunteer basis one evening a week at St. John Lutheran School which the children attend.

Entertainment for this family usually consists of having friends over to visit. Three nights a week, David is involved in home Bible study or visitation. Two nights are set aside for the family alone. Other family activities include taking the children to the pool or beach, to the park or out for hamburgers, or playing games at home, working in the yard together, or having Bible study and prayer as a family.

The couple's motivation for becoming a Host Home family is that they are aware of the need and want to help. They are aware of the breakdown of the family unit in society and feel they should offer their family to help youth experiencing problems. David and Ann feel they can provide a child with a

stable home and a faith-oriented environment. They view this as a valuable learning experience. Further, they are exploring ways their church might be involved.

Once Host Home families, such as those just described, are certified, they are required by the certification process to receive a total of 15 hours of training. The required training developed by AAMA is described below.

(1) Introduction and orientation

Objectives:

- (a) Establish rapport between staff and families
- (b) Provide information about program, staff
- (c) Provide information about motivation and background of families choosing to operate Host Homes
- (d) Establish a working group for the training

(2) The normal developmental stages of children

Objectives:

- (a) Develop understanding of behavioral and physical stages of children 8-17
- (b) Provide insight into children's needs
- (c) Assess Host Home parents' working knowledge of normal childhood development
- (d) Discuss developmental aspects specific to Hispanic children 8-17, particularly the dilemma of the youth caught between two cultures

(3) Why things go wrong in a child's life: The incidence of abuse, neglect and runaway

Objectives:

- (a) Help families understand what aspects of a family system lead to mistreatment of a child
- (b) Discuss how Hispanic cultural factors affect the parental role

(4) Living with adolescents who have been sexually abused

Objectives:

- (a) Provide information to help families understand the behavior of adolescents who have been sexually abused
- (b) Discuss the potential for the risk of sexual abuse in Foster Care

(5) Being a competent Host Home parent

Objectives:

- (a) Establish specific behavior expected from parents
- (b) Help parents evaluate their potential to fill the expected role
- (c) Make clear the intangible supports that families need to provide for the youths in placement
- (d) Clarify struggles the family may experience while providing for the youth

- (e) Make parent aware how his/her family will be affected by the youth's presence

(6) Collaboration between La Esquina/Proyecto Esperanza staff and Host Home families

- (a) Establish lines of communication between staff and families
- (b) Establish foundation for networking for recruitment purposes
- (c) Present the procedure when a family leaves the Host Home program

To supplement the formal training, Host Home families received a schedule of TV programs to watch and articles to read. There is to be follow-up for this informal portion of the training to ensure that the materials were understood.

In addition to developing and providing a training program for Host Home families, AAMA's Proyecto Esperanza developed a manual for use by service providers to establish a Host Home program.

The manual, titled "The Family: The Hope for the Runaway Youth", is an outstanding contribution of the AAMA Proyecto Esperanza effort.

In language that is easy to understand, all aspects of the Host Home program are explained, with the manual forming a ready reference for use in replicating the program. The manual presents a description of AAMA and its delinquency-prevention programs, including Proyecto Esperanza, the goals and objectives

of the Host Home concept, and the value of using resources within the neighborhood/community to serve the youth population. The characteristics of the runaway youth population served by AAMA are described, as are the various phases of the runaway cycle and how youths' needs can be met at each phase of the cycle.

The Host Home program is described, including its goals and objectives, staffing patterns and job responsibilities. The process by which a family becomes certified to operate a Host Home is detailed from initial recruitment through home study and certification. The training curriculum is presented in detail, with the six topics (see above) and their objectives described, specific content provided, and methods and teaching material suggested. A final section describes follow-up with Host Home parents after certification and placement of youth.

The language and writing style of the manual warrant special mention. They are "friendly" to the reader, presenting information in a familiar and conversational, yet concise, to-the-point manner that conveys the essential information and enhances its usefulness.

As an example, in the section on the certification procedure, the final steps for approving the Host Home for certification are described in a way that helps the reader vicariously experience the process even before it occurs.

The manual states the following:

"During the home visits and the interim periods, as the Host Home Coordinator or working conducting the study, you have gradually gathered data and in your thoughts analyzed the information. You have discussed your impressions concerning the family in conferences with the Project Director, especially if there were issues you had questions about.

"After following the steps to get to know about the family, their stability, attitudes and ability to work with a runaway youth in their home and Project Hope/Proyecto Esperanza staff, you have come to conclusions as to approving or not approving the family.

"Assuming that you have decided that you will recommend the certification of the home, the procedure is to:

- a. Organize your analyzed data gathered, especially in the interviews and summarize your findings in writing for the record using the Host Home Study: An Outline for Recording as a guide.
- b. Review the Checklist for Host Home Certification to be certain all documents are in the record.
- c. Sign the Home Study Summary and route the record to the Program Director to review, sign and approve or not approve the study."

And, if the home is not approved, the manual helps the worker anticipate how to handle this, as illustrated by the following excerpt:

"Hopefully, this decision has been anticipated prior to the final interview so that you can help the family reach a decision to withdraw their application voluntarily.

"If the reason for not being approved could be resolved at a later time (for example, adequate sleeping space), the family should have a clear understanding that their application can be reactivated.

"If the reason indicates that referral to another agency is appropriate (for example, for marital and family counseling), offer to provide information and referral services and be a support in the referral process.

"It is important that the family be encouraged to maintain their positive feelings about themselves, even if not approved. Emphasize the strengths of the family. It is also important that, as the agency representative, you try to maintain good public relations, expressing appreciation for the interest they have taken in program participation."

While the majority of AAMA Proyecto Esperanza effort focused upon securing a license, certifying Host Home families and developing the manual, considerable project efforts also had to be directed toward outreach. The goals of this outreach were

twofold: (1) to seek prospective Host Home families to apply for certification to operate Host Homes; and (2) to generate sufficient awareness of AAMA's Proyecto Esperanza Host Home program among service providers to ensure referrals to Proyecto Esperanza. This outreach campaign is described in Goal 2.

GOAL 2

Conduct outreach to parents, youth, and community agencies and institutions and establish referral agreements with key youth services to ensure an adequate youth referral.

OBJECTIVE 2.1. Conduct monthly outreach campaign beginning in January, 1985, geared toward youth service agencies and institutions, parents and youth, and continue until the end of the project year.

OBJECTIVE 2.2. Establish referral agreements with two or more youth agencies.

OBJECTIVE 2.3. Obtain 100 referrals for host home shelter.

OBJECTIVE 2.4. Place 25 youth in host home shelters.

In order to promote, educate and recruit for AAMA's Proyecto Esperanza Host Homes, media consultants produced a bilingual brochure, flyer, bumper sticker and a slide show. By the end of the first project year, a total of 477 brochures, 202 flyers, and 75 bumper stickers had been distributed. Sites at which these were distributed included a Proyecto Esperanza press conference, the Mental Health Association, two conferences,

CASA, and Family Life/Houston-Galveston Diocese. The slide show was presented a total of 25 times at schools, churches, adult classes, service provider agencies, and at the two conferences.

To create referral sources for the project, AAMA established referral agreements with the Juvenile Division of the Houston Police Department, Harris County Community Youth Services, Travelers Aid Society, and two neighborhood centers (Ripley House, Chicano Family Center). These, combined with the community outreach campaign, resulted in a total of 104 telephone calls and six walk-ins regarding referrals.

Also, early in the project, AAMA's Proyecto Esperanza staff became involved with the various networks of youth and family agencies in the Greater Houston area. These contacts included the Interagency Foster Home Recruitment Committee, CASA-Houston, Houston Shelter Directors Coalition, Greater Houston Youth Council, Mayor's Committee on Children and Youth, and participation in activities sponsored by the Governor and the Houston Committee for Prevention of Child Abuse, NOVA Foster Parent and CASA training, and a statewide conference on runaway youth. In many of these organizations, AAMA's Proyecto Esperanza was invited to participate as the only representative of Hispanic youth.

Presentations to the Hispanic and service provider communities resulted in 183 referrals concerning youth/family problems. Of these, 70 received casework and/or referral beyond the initial telephone contact. Sources of these referrals were

as follows: social service agencies--59; schools--43; former clients--19; TV/radio--14; juvenile justice system--10; and unknown--38.

Due to the delay in starting Host Home services, only two Hispanic runaway youth were placed in AAMA's Host Homes before the project year ended. At the time this report was written, one of these youth had been discharged.

In addition to developing the Host Home program and establishing community awareness and referral sources, AAMA's Proyecto Esperanza conducted efforts on behalf of CASA, as outlined in Goal 3.

GOAL 3

Collaborate with COSSMHO National Office in supporting CASA programs in the Houston area.

OBJECTIVE 3.1. Promote and encourage Hispanic community involvement in the CASA effort.

OBJECTIVE 3.2. Recruit and assist in the training of at least two Hispanic CASA volunteers.

OBJECTIVE 3.3. Coordinate all CASA-related Proyecto Esperanza program efforts with the local CASA Program Director and in collaboration with the COSSMHO Proyecto Esperanza Director.

AAMA recruited one Hispanic CASA volunteer who participated in the 15-hour CASA training program.

Impact

Impact occurred at three levels: the agency, the local community, and at the national level.

Agency impact concerns the professional development of AAMA staff in foster care services, a totally new area for AAMA. The project has furthered staff abilities in working with outside agencies, forged new interagency linkages and referral sources, and enhanced the status and credibility of AAMA with both the professional community (e.g., judges, law enforcement officials, agency directors and service providers, major media personnel) and the Hispanic community.

Local community impact, although limited due to the small number of cases served, is potentially significant. This first project year has established the foundation for providing alternative, culturally sensitive foster care services to Hispanic runaway youth. The family-based Host Home approach provides a non-institutional alternative which has meaning for Hispanic youth and their families.

National impact is already significant as demonstrated by two Proyecto Esperanza sites having adopted the AAMA Host Home concept. Encouraged by the success at AAMA, modified versions of a Host Home program have been established at the Institute for Human Resource Development (Salt Lake City) and Nevada Association for Latin Americans (Las Vegas). The national potential for replication of the AAMA Host Home program is

substantial and an intensive dissemination program is highly recommended. The detailed AAMA Host Home Manual describes the entire program and process for implementation, thereby ensuring the program's replicability.

NEVADA ASSOCIATION OF LATIN AMERICANS, INC.

Las Vegas, Nevada

The Agency and the Community

Nevada Association of Latin Americans, Inc., (NALA) was formed in 1969. It is the largest and oldest multi-social service agency serving Hispanics living in Southern Nevada. NALA predominantly serves the economically disadvantaged (low income Hispanics with low educational achievement), the majority of whom represent single parent homes where unemployment and familial tensions are prevalent problems. The majority of those served by NALA are Hispanics who have difficulty mastering the English language.

Among the services provided by NALA are classes in English as a second language, day care services to Hispanic children, occupational training and job counseling as well as social and health care services. NALA also is involved in a college internship program and a high school work experience program.

Las Vegas, the community served by NALA, is in the far south portion of Nevada, in Clark County. This area has a population of approximately 370,000 which includes North Las Vegas, Henderson, and various townships close to the city limits. As a state, Nevada has grown slowly and has not yet hit the 1 million population mark. However, Las Vegas has entered a period of rapid growth, becoming the 10th fastest growing city in the nation.

According to the 1980 census, Nevada has 54,130 Hispanics (7.7% of the population), primarily Mexican-Americans and Mexican nationals, but also Cubans, Puerto Ricans, and Central and South Americans. Although religion and language are the same among the Latin population, there still exists a diversity within the beliefs and cultures of different Hispanic groups. This complicates the process of finding specific solutions for the problems confronting Hispanics because there are cultural differences among the many Hispanic cultures in Nevada.

In Nevada, the tourist trade provides the economic base for the state with the majority of gaming activities existing in the Las Vegas area. Because of this, Las Vegas is considered to be a very transient city. A large influx of Hispanics has moved here from the Los Angeles area to work in the gaming industry, many of whom are undocumented workers. Hotels and casinos offer many lower level jobs (e.g., porters, maids, kitchen help) which do not require command of the English language. This also has lured a large population of poor Central and South Americans. Therefore, Hispanics often hold menial jobs and lack immediate motivation to improve their grasp of the English language.

Las Vegas is unusual in that the gaming industry makes it a 24-hour city with three work shifts, meaning that many parents work evenings or nights. This is disruptive to families since many parents have to work at night and sleep during the day. Thus, they are either not home when their children are or may need to sleep during the hours children are at home.

Statistics for Hispanics are as discouraging in Las Vegas as they are in other cities with larger Hispanic populations. Hispanic families tend to be larger than Anglo families and more likely to be impoverished.

Lack of education remains the major obstacle for Hispanic youth seeking to break the cycle of poverty. Only 62.7% of Hispanics finish high school, as compared to 77.3% of non-Hispanics. The differences are even more dramatic for college: only 1.6% of Hispanics finish, as compared to 6.5% of non-Hispanics. Of greatest concern is that little progress is being made in the community to improve the problem of Hispanic school dropouts.

This lack of education leads to a lack of job opportunities for Hispanic youth. Unemployment among Hispanics tends to remain 60% higher than for non-Hispanics, regardless of economic conditions. Hispanic underemployment has been estimated at 40% or higher, with the majority working in service-oriented positions. In addition, gang activity is prevalent in the barrio area of Las Vegas, with police estimating that 500 youth are involved in gangs and drugs. Satan-related groups also exist in various parts of the community.

It is therefore not surprising, given the facts of unemployment, high dropout rates, lack of participation in mainstream society, and gang/Satanism activity, that Hispanic juveniles have a high rate of contact with the juvenile justice system.

It also is not surprising to find Hispanic youth, whose parents are recent immigrants who consider Spanish to be their primary language, to be torn between the culture taught at home and that taught in the larger society, including the schools. This cultural conflict, coupled with lack of hope and motivation which result from unemployment and high dropout rates, set the stage for large numbers of Hispanic youth to end up in the court system as runaways or juvenile delinquents.

Statistics provided by the Clark County Juvenile Court Services show that approximately 1,000 Hispanic youth were referred to Juvenile Court Services during 1984 for problems ranging from delinquency to abuse and neglect.

The Project

NALA's Proyecto Esperanza focuses on meeting the needs of Hispanic youth who are runaways, delinquent, or who have been neglected or physically/sexually abused.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them.

GOAL 1

Conduct a preliminary community assessment to more clearly define the prevalence of existing problems regarding sexually abused/exploited, physically abused/neglected, and runaway

delinquent Hispanic youth. Assessment includes a survey of existing service providers, Hispanic institutions, and capabilities of social service agencies to provide bilingual/bicultural services to Hispanic youth and their families.

OBJECTIVE 1.1. Identify the incidence of Hispanic youth and families currently being referred to existing social service agencies for the problems of abuse, neglect, runaways or delinquency.

OBJECTIVE 1.2. Survey all Hispanic institutions in the Greater Las Vegas area regarding the incidence of abuse/neglect and runaway/delinquency problems among Hispanic youth during the past three years.

OBJECTIVE 1.3. Identify, by specialty, the number of treatment providers who have the capability to provide bilingual/bicultural services to Hispanic youth and their families.

To determine the incidence of problems among Hispanic youth, and the capacity of community service providers to effectively address these problems, NALA conducted a survey by meeting individually with program managers of seven law enforcement and social service agencies. The survey approach used was a cost-effective method for obtaining an overview of the problem, and was not intended to be a rigorous research endeavor.

Survey results indicated that, during the preceding three years, over 2,000 Hispanic youth had been served by these agencies for problems related to delinquency, runaway, and abuse/neglect. However, there were only 12 counselors at these agencies who could provide bilingual/bicultural services, leading to the conclusion that the Las Vegas area lacked adequate resources to provide complete service to these Hispanic youth and their families. This view was shared by leaders of Hispanic institutions surveyed by NALA.

The next step was for NALA to begin efforts to expand culturally appropriate services to Hispanic youth, as discussed in the following Goal.

GOAL 2

Provide culturally sensitive and language appropriate counseling for victims and family members who have experienced child sexual or physical abuse, physical abuse/neglect, sexual exploitation, and runaway/delinquent problems.

OBJECTIVE 2.1. Identify qualified professional counselors and/or psychologists capable of providing consultation treatment services to Hispanic youth and families on a bilingual/bicultural basis.

OBJECTIVE 2.2. Arrange for counseling with existing social service agencies, or provide counseling, for a minimum of 40 Hispanic abused, neglected, exploited, runaway/delinquent children or their family members.

First, NALA identified all service providers in the Las Vegas area who were qualified to provide bilingual/bicultural treatment to Hispanic youth with delinquency, runaway, abuse/neglect problems. These were listed by agency and specialty of service, along with information about fee scales and time availability to accept referrals. NALA contracted with four of these professionals to provide services under Proyecto Esperanza.

To develop referral sources and ensure an adequate caseload, NALA established interagency collaboration with various agencies, including the Clark County Court Services and Juvenile Court Services, and Nevada State Welfare as well as with area police departments, service provider agencies, Las Vegas High School, and St. Christopher's Catholic church.

NALA either provided, or arranged for, counseling for a total of 82 cases during the first project year, 65 cases through the agency and 17 referred outside the agency.

One of the first steps in preparing staff to make appropriate referrals was training to familiarize project staff with other agency facilities and their policies and procedures. This training was conducted by the CASA office, the Metro Police Department, Juvenile Court Services, and WE CAN, a local agency.

The counseling provided by NALA's Proyecto Esperanza focused on the following types of client problems, here profiled by age group for 50 of the agency cases on whom data were available.

Client Problem Profile
January 15 to July 15, 1985

<u>PROBLEM</u>	<u>PRESCHOOL</u> Up to age 5	<u>ELEMENTARY</u> 6-11	<u>JR HIGH</u> 12-14	<u>SR HIGH</u> 15-18
Emotional Neglect	2	0	1	2
Physical Abuse	1	3	3	4
Sexual Abuse	1	2	2	3
Runaway/delinquency	0	0	10	16
<u>CATEGORY TOTALS</u>	4	5	16	25
<u>GRAND TOTAL:</u>	50 (33 from separated/divorced homes)			

The physical abuse experienced by NALA's clients took many forms: scalding, whipping, beating, slapping, burning with cigarette butts, and restraint (tying to chairs, locking in closets). According to the reports of NALA counselors, much of the abuse occurred at the hands of parents who had been drinking, and many of the parents had themselves been abused as children. The parents' frustration at their inability to escape their impoverished circumstances was seen by NALA counselors as a major precipitating factor in these cases.

It is suggested by NALA staff that the high rate of single parent families (33 of 50), reflecting a breakdown of the family structure, may underlie the overwhelming majority of cases referred to NALA. Further, even when parents are married, this often represents a remarriage, thereby making the children products of a previously broken home and causing the need to adjust to new step-parents. Single parent households in NALA cases are headed by the mother.

Case studies typical of those served by NALA's Proyecto Esperanza are presented in the following paragraphs.

Case Study: Physical Abuse. Jose' is a 5-year-old Cuban boy who is loving, and speaks both English and Spanish fluently. Currently he is attending the NALA Day Care Center where he is doing well. Since January, 1985, Jose' has been living with his grandparents who moved from New Mexico where Jose' was removed from his mother's care because of physical abuse by her boyfriend and emotional neglect by his mother. Jose' was undernourished, neglected in physical appearance, and had been beaten throughout his body for a prolonged period of time. He also had cigarette burns over different parts of his body. Reports from New Mexico stated that Jose' had been offered marijuana by the mother's boyfriend.

Adjustment for the grandparents has been difficult because of Jose's uncontrollable behavior, restlessness, and nightmares. The grandparents are in their mid-50's, have lived in the U.S. only four years, speak primarily Spanish, and have a job cleaning apartments. They contacted NALA seeking assistance for handling Jose's uncontrollable behavior, and also for dealing with the New Mexico court system, social workers, doctors, and the Las Vegas Clark County Juvenile Court Services. Counseling was conducted twice weekly in Spanish (the grandparents did not speak English) and focused on positive parenting and communication skills and, for Jose', drawings and storytelling. Reports were submitted regularly to the State of New Mexico via the Clark County Juvenile Court Services.

The New Mexico courts mandated a weekly telephone call from the mother to Jose', under the supervision of a New Mexico State Welfare social worker. Conversations were mainly in Spanish and were monitored in Las Vegas by NALA staff. During the early stages of treatment, the Proyecto Esperanza counselor advised against this telephone contact between the mother and Jose' for fear he would regress. However, the recommendation was denied by the court, and the telephone calls began. Jose' did regress, and became nervous and reluctant to talk to his mother on the phone. In one instance, the mother's boyfriend talked to Jose, at which point Jose' became violently upset, threw the telephone on the floor, and started screaming and shaking uncontrollably. After this incident, the boyfriend was prohibited from conversing with Jose'. Eventually, Jose' began to look forward to his telephone conversations with his mother but, whenever she brought up the boyfriend's name, Jose' became tense. The mother and boyfriend, now married, attended counseling in New Mexico.

In time, the grandparents returned to New Mexico for another court hearing at which they were awarded full custody of Jose'. The presiding judge commented on the remarkable changes that had occurred in Jose' since his first court appearance seven months earlier.

NALA is the only agency in Las Vegas with the capability to provide the bilingual counseling Jose' and his grandparents needed during their crucial period of adjustment prior to the

final custody hearing. Availability of day care services for Jose' under NALA's supervision greatly assisted in his progress.

Case Study: Runaway. Lucia is a 15-year-old of Cuban descent (American born) with a learning disability who presently functions at the intellectual level of a third grader. Lucia has two brothers (aged 10 and 17). Until four years ago, the family lived in an atmosphere of violence and fear until the mother and children left the father because of his excessive drinking and wife abuse.

Despite her learning disability, Lucia was placed in school classes offering a regular curriculum. Precipitating events leading to Lucia's running away from home involved Lucia engaging in a fight with a boy in her class. Lucia had complained to the teacher about him previously without success. While the teacher was trying to stop the fight, she was bitten on the arm by Lucia, who was automatically expelled from school.

After this incident, Lucia ran away with another teenage girl. She was caught stealing cosmetics at a local department store, at which time she gave the arresting officer a fictitious address and so was placed in the Clark County Juvenile Court Services.

Lucia was referred to NALA's Proyecto Esperanza because of her Hispanic background. The mother was contacted, and requested counseling for her daughter and assistance in having her released from detention. While detained, Lucia was nervous, unable to sleep, and uncooperative.

NALA's Proyecto Esperanza represented Lucia in a school district hearing which ultimately denied her return to the classroom. Proyecto Esperanza staff also met with her parole officer, who at the first meeting recommended incarceration. Project staff viewed this recommendation both as inappropriate and as reflecting a lack of sensitivity to the underlying problems being experienced by Lucia.

Lucia was held in detention for four months with very poor representation in court. Project staff felt that insufficient background information had been furnished to the judge. No follow-up was conducted before the second trial date. Also, Lucia's court-appointed public defender did not show up for her case and it was apparent to the judge that the law clerks sent to represent her were not knowledgeable about the case. Therefore, the judge rescheduled the case until a proper presentation could be made to the court. This action delayed Lucia's stay in detention for another month.

Throughout this period the mother, unable to speak or understand English, experienced great stress trying to communicate with attorneys, legal clinic staff, school psychologists, and others. NALA's Proyecto Esperanza recommended counseling for both mother and daughter to strengthen the family structure so that the court could release Lucia to her mother's care.

Lucia was finally released to go home, and was placed on probation for two months. She and her mother continue to

receive counseling through Proyecto Esperanza twice a week. Lucia's has been very cooperative. Both Lucia and her mother wished to remain united and are working hard toward improving their communication as a family.

Final disposition of her case will be based upon the success of counseling, her behavior at home, and recommendations made by her parole officer. Proyecto Esperanza staff also will be involved in reviewing case reports and making recommendations. The Association for the Handicapped has become involved and has determined that Lucia should have been placed in special education classes that address her needs as a learning disabled person.

This case illustrates the many difficulties encountered by Hispanics who do not have a good grasp of either English or the system in which they must function--in this case, the juvenile justice system--and of the great need for someone to play an advocacy role for these clients.

Lucia was fortunate to have the efforts of NALA's Proyecto Esperanza helping her and her mother wade through the justice system bureaucracy. Not only did project staff assist them with counseling and improving their family structure, they also provided a valuable service by accompanying them to interpret and explain in meetings with attorneys, school and court personnel, and others involved in this case.

The Proyecto Esperanza counselor determined that Lucia's runaway incident was caused by the extreme frustration and

agitation produced by attempts to have her participate in a regular school curriculum. The outlook for Lucia and her family appears to be favorable.

In addition to providing counseling and related services to Hispanic youth and their families, as illustrated by the case studies just presented, NALA provided shelter to those youth who required it, as discussed in Goal 3.

GOAL 3

Provide culturally sensitive and language appropriate home shelter services on a temporary basis for Hispanic youth, consistent with those outlined in the Runaway Youth Act for Treatment Intervention of Hispanic Youth Runaways and Their Families.

OBJECTIVE 3.1. Contractually arrange for temporary shelter for 20 runaway youths by February 28, 1985.

OBJECTIVE 3.2. Arrange or provide for counseling for a minimum of 20 runaway Hispanic youth and their families from existing social service agencies.

A total of 17 cases were counseled by NALA's Proyecto Esperanza. The case study presented here illustrates the type of case in which NALA's Proyecto Esperanza needed to provide shelter in addition to counseling services.

Case Study: Sexual Abuse. Daniel is a 15-year-old Mexican who is quiet, nonassertive, and who thinks of himself as ugly. He appears to be of average intelligence and performs

satisfactorily at school. Daniel comes from a divorced family where his mother is head of the household, supporting the family by working in a menial job in a casino restaurant. Daniel has experienced great difficulties at home, exhibiting sibling rivalry (19-year-old brother and 18-year-old sister) and violent outbursts and threats toward family members.

While looking for summer jobs, Daniel and another boy were "hired" by a 40-year-old Anglo male to clean apartments. He took the boys to a vacant apartment where they were offered money and pornographic magazines in return for sexual favors. Daniel and his friend both submitted to the requests and engaged in homosexual activities.

When Daniel's mother became aware of his involvement with this older man, she requested that Child Haven, part of Clark County Juvenile Court Services, admit him since his violence at home also had become uncontrollable. Daniel's placement at Child Haven met with minimal success, leading to his referral to NALA's Proyecto Esperanza for placement in one of the shelters under contract to the project. NALA placed Daniel in Mizpah House where he received bilingual/bicultural counseling from the Mizpah house staff. After two months, Mizpah House staff recommended that he be returned home, stating that his behavior and attitude had improved.

Daniel's return home proved to be disastrous, and he again became violent and abusive. His mother returned him to Clark County Juvenile Court Services. Institutionalization was sought

unsuccessfully, and so Daniel was returned to Mizpah house. This time, however, counseling was provided by a Proyecto Esperanza counselor under contract to NALA. Counseling revealed that Daniel received very little attention/affection during his childhood, felt alienated from his mother, and was unable to confide in her or seek the affection and acceptance he needs. Daniel also admitted to having practiced witchcraft which, although he has discontinued, leaves him feeling the existence of a "bad spirit" in his life.

The mother is very cooperative in counseling, and is learning how to communicate with her son and accept him for who he is. She has been able to admit her difficulties in accepting Daniel's homosexual tendencies, which is especially difficult to accept within the Hispanic culture.

Daniel has opened up to his Proyecto Esperanza counselor and has shown substantial improvement as a result of learning how to become more positive about himself and others. He is still living at Mizpah House and is being recommended for long-term counseling. The 40-year-old man was prosecuted and is now serving time in prison.

NALA had initially thought, when designing Proyecto Esperanza for Las Vegas, that a two-week provision for shelter placement would be sufficient. However, because of his great need, Daniel has been allowed to remain in the shelter for longer than two weeks. NALA has responded by taking steps to

give Proyecto Esperanza greater flexibility regarding length of stay in shelters.

GOAL 4

Conduct an awareness campaign about Proyecto Esperanza and the difficulties of Hispanic families in receiving services regarding problems of child abuse/neglect and runaway delinquents.

OBJECTIVE 4.1. Develop and distribute a brochure describing the services and eligibility requirements of Proyecto Esperanza to the major social service providers and key leaders of Hispanic institutions.

OBJECTIVE 4.2. Conduct at least three workshops for the Hispanic community, including a representative of the Court Appointed Special Advocate (CASA) program, to explain the services being provided by Proyecto Esperanza.

OBJECTIVE 4.3. Conduct at least four workshops for major youth service providers to explain how cultural differences may cause Hispanic families to resist seeking or accepting their services and how they can minimize the effect of these differences.

NALA's Proyecto Esperanza printed 3,000 copies of a bilingual brochure which has been extensively distributed--at community events, community settings (shopping center, apartment complex), and mailed to area service providers representing 80 agencies, to Hispanic social services and clubs, and to clergy.

As mentioned earlier, reaching Hispanic parents through workshops is particularly problematic since the gaming industry makes Las Vegas a 24-hour city. Consequently, parents are difficult to reach due to the three different work shifts and the need for night workers to sleep during the day.

The difficulty in reaching Hispanic parents through the traditional community workshop approach was illustrated by NALA's experience with the first parent education workshop offered. Despite publicity and appropriate location (in a barrio apartment building) that avoided transportation problems, not a single parent attended the workshop.

Consequently, since workshops and meetings called specifically to discuss runaway and abuse issues proved to be unsuccessful in attracting parents, NALA's Proyecto Esperanza had to use creative, non-traditional means of reaching parents in order to conduct preventive education sessions on child abuse/neglect and runaway issues. NALA scheduled mini-workshops as part of other activities and functions related to children (such as graduation ceremonies of the NALA Day Care Center, and a Multi-Cultural Conference held at an elementary school). These mini-workshops reached a total of nearly 200 parents.

For area service providers, NALA held three workshops to foster awareness of Proyecto Esperanza and of the need for bilingual/bicultural approaches to the problems of child abuse/neglect, runaway and delinquency among Hispanic youth. A total of 47 service providers attended the workshops which

covered topics such as basic counseling needs and cultural/language differences, the role of religion/tradition in treating Hispanics, and interagency networking to maximize use of resources to assist Hispanic youth.

GOAL 5

Provide bilingual public education and prevention information for Hispanic community about child abuse/neglect and runaway problems.

OBJECTIVE 5.1. Make the Hispanic community aware of the problems of runaways and child abuse/neglect and address the circumstances that exist within the Hispanic family structure that may promote the occurrence of these problems.

Media efforts to establish Hispanic community awareness were extensive and benefited from the already good relationship existing between NALA staff and the media. The two leading newspapers--the Review Journal and the Sun--published articles explaining Proyecto Esperanza to the general public. Newspaper coverage in Spanish was accomplished through the local Spanish-language newspaper, El Mundo (which published a weekly article on Proyecto Esperanza's activities in its column "Nuestra Comunidad", 20 articles total) and several articles in the Thursday publication of Spanish-language articles in the Sun. The El Mundo column warrants special mention. The articles, authored by the project coordinator, presented an

update of project activities in a homey and friendly manner that allowed readers to feel as if they were part of the project.

Radio spots were prepared by the project coordinator for presentation on the already established "Fiesta Latina" broadcast by the coordinator on Saturday mornings. PSA's also were broadcast on three TV stations (52 airings since late July, 1985) in addition to the four TV talk shows on which Proyecto Esperanza staff appeared.

GOAL 6

Collaborate with COSSMHO National Office in supporting CASA programs in the Las Vegas area.

OBJECTIVE 6.1. Promote and encourage Hispanic community involvement in the CASA effort.

OBJECTIVE 6.2. Recruit and assist in the training of at least two Hispanic CASA volunteers.

OBJECTIVE 6.3. Coordinate all CASA-related Proyecto Esperanza program efforts with the local CASA Program Director and in collaboration with the COSSMHO Proyecto Esperanza Director.

As is the case for most Proyecto Esperanza sites, CASA activities have been problematic for NALA. However, by the end of the project year substantial progress had occurred. Monthly meetings of CASA and Proyecto Esperanza staff have been held to discuss the CASA volunteer guidelines, recruitment efforts for Hispanic volunteers, and the media efforts for reaching this

goal. In addition, the frequent attendance of Proyecto Esperanza staff at Juvenile Court Services hearings keeps CASA and project staff in weekly contact.

NALA's Proyecto Esperanza is making considerable media efforts on behalf of CASA. In addition to describing project services, all radio and TV PSA's mention CASA efforts to recruit Hispanic volunteers as have two recent TV talk shows. Proyecto Esperanza staff also have contacted the Hispanic community through word of mouth and personal telephone calls.

NALA recruited and screened two Hispanic CASA volunteers, in addition to assisting in the screening of a third Hispanic CASA volunteer. NALA's screening for CASA involves interviewing potential volunteers before making a final decision to refer them for a second interview by the director/supervisor of CASA at Juvenile Court Services. NALA also assists CASA volunteers with any questions they have on Hispanic cases assigned to them.

In addition, to facilitate closer collaboration between CASA and the project, NALA's Proyecto Esperanza coordinator attended the nine hours of CASA inservice training provided to CASA volunteers. The content of this CASA inservice is described below in the section on training.

Comment: NALA Training

Even though acquiring specialized training was not reflected in any specific Goal or Objective, such training was

an implicit part of several of the Goals and was, in fact, essential for their successful accomplishment. For example, Goals 2 and 3 (counseling, referrals, and shelter) required staff to have extensive knowledge of service providers and agencies capable of serving Hispanic youth in order to make appropriate referrals. Goal 4 (parent education) and Goal 5 (public awareness campaign) both required that staff have considerable knowledge in order to be able to provide detailed information in public forums.

Accordingly, NALA's Proyecto Esperanza staff secured training to develop staff knowledge of the area of child abuse/neglect and runaways. The types of training secured by NALA staff are described below.

In order to become more familiar with agencies serving Hispanic youth, and their policies and procedures, NALA staff received training from the CASA office, the Metro Police Department, Juvenile Court Services, the University of Nevada, and WE CAN.

To secure more detailed knowledge about the field of child abuse, the project coordinator attended the nine-hour CASA inservice training for CASA volunteers. This training provided information on neglect, child physical and sexual abuse, the juvenile court system, child advocacy, parental rights and their termination, foster homes, writing concise court reports, coordination among case workers and agencies, and interview and investigation techniques. Training activities also included a

tour of Clark County Juvenile Court Services and attendance at a court hearing.

The project coordinator also attended the Southern Nevada Regional Juvenile Justice Conference, the purpose of which was to consider issues and problems associated with the institutionalization of status offenders and the detention of juveniles in adult jails. As a result of efforts by NALA's Proyecto Esperanza, two Hispanic representatives were nominated to serve on the community-based regional juvenile justice council that emerged from this conference.

Additionally, a project counselor attended a workshop on "Cults, Satanism, and Adolescents" relevant to the problem of runaway Hispanic youth in the Las Vegas area.

Impact

Perhaps the most important impact of Proyecto Esperanza was upon the agency itself. At the outset of the project the view of the National Project Director and the Project Evaluator was that if the project were simply to establish a trained staff, that would indeed be a major achievement and represent a successful local effort. This was because, when the project began, NALA had a new Executive Director who was faced with resolving pre-existing administrative problems, as well as the with the fact that NALA had no Spanish-speaking staff with the capabilities needed to conduct this project. Further, due to

the absence of qualified professionals in Las Vegas, NALA had no option other than to hire someone new to this field.

However, the project has achieved well beyond the initial expectations, as the foregoing narrative has demonstrated.

Staff development clearly has occurred for the NALA Proyecto Esperanza staff members. They have gained needed knowledge and experience in the areas of child abuse, sexual abuse, emotional neglect, and runaway/delinquent problems. Moreover, implementing the project has provided invaluable experience in establishing reporting and data gathering systems, in making presentations to generate support for the project, and in conducting workshops.

Also, NALA staff members in general, not only those associated with Proyecto Esperanza, have become more aware of child protection laws, of Nevada sexual abuse statutes, and of the various agencies which serve Hispanic youth in the area of abuse.

NALA's Proyecto Esperanza has been recognized in commendation letters (from the Clark County Juvenile Court Services, the Clark County School District, and the Nevada Equal Rights Commission) as an effective community resource that meets a need not previously addressed or emphasized, thereby increasing the capacity of these agencies to serve Hispanic youth. Further, Proyecto Esperanza has enhanced the credibility of NALA's commitment to serving youth in the Hispanic community.

A particularly direct impact of the project occurred during the cultural awareness workshops conducted by NALA when it became apparent that social workers and educators had little knowledge of Hispanic culture, and that Proyecto Esperanza had much to offer. In NALA's view, as a result of Proyecto Esperanza efforts to foster awareness of the need for bilingual/bicultural approaches to service, these providers now are able to better understand the cultural differences they can expect to encounter when serving Hispanic youth.

In addition to the above, there is the direct and indirect impact on the client population itself, Hispanic youth, as well as the awareness of child abuse problems and project services that has been established in the Hispanic community of Las Vegas.

LA FAMILIA
Sacramento, California

The Agency and the Community

La Familia Counseling Center, Inc., has served pre-delinquent and delinquent youth and their families in Sacramento County since 1973. During this time, La Familia has grown from one project to five and has established itself as a credible agency for meeting community needs.

One La Familia project researched the viability of a community outreach approach for working with pre-delinquents. Another project demonstrated the success of a youth employment program for ex-offenders and drop-out youth (attaining a job placement rate of 93%). A still different program focuses on the viability, for violent and chronic offender youth, of pre-release counseling at least six weeks prior to release from California Youth Authority facilities, along with follow-up into the community.

La Familia has been recognized at local, state and national levels for its services. Local recognition has come from the Mexican American Chamber in 1975, and the Sacramento Area Criminal Justice and Delinquency Prevention Planning and Coordinating Council in 1977. State recognition has come from the California State Assembly in 1975, 1979, 1981 and 1983. National recognition has come from COSSMHO in 1980, through an award for community services to La Familia's Director, and by Resolution in the Congressional Record in 1981.

Sacramento County was ready for a project such as Proyecto Esperanza. According to a Comprehensive Study of Child Abuse in Sacramento County, the reported incidence of child abuse increased an alarming 70% and child sexual abuse increased an even more alarming amount, 100%, from 1980 to 1983. Data currently available indicate that the severity of reported cases has increased, as has the reported degree of family dysfunction and complexity of investigations. These increases have strained the infrastructure of child abuse service delivery. Calls to the emergency response line of Children Protective Services are up 70% in three years.

The Hispanics served by La Familia constitute a mainly low-to middle-income population, representing about 12% of the county population. However, Hispanics account for over 25% of incarcerated youth statewide, one of only five states with rates of 25% or higher.

Providing services to this Hispanic population through mainstream service providers has been difficult because of the absence of bilingual and bicultural services. The Comprehensive Study of Child Abuse in Sacramento County recommended that existing child abuse service providers should receive training in bilingual/bicultural strategies for treatment of child abuse/neglect in order to provide services that are more appropriate for Hispanics. In addition, the study emphasized the need for prevention and early intervention.

The manner in which La Familia's Proyecto Esperanza has addressed these needs is described in the following section.

The Project

La Familia's Proyecto Esperanza general aim is to produce and pilot test an intervention model that could be utilized by other communities in training service providers to work with abused Hispanic youth and their families. The project would train service providers to work with Hispanic families within their community and cultural context, and would emphasize early detection and prevention. La Familia also aims to emphasize the need for child abuse prevention and treatment services for Hispanics. These efforts focus upon data collection and analysis, development of a bilingual child abuse directory, and impacting the policy-making process in Sacramento in regard to child abuse.

The specific Goals and Objectives of La Familia's Proyecto Esperanza are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them.

GOAL 1

Train professional staff in working with families that abuse and neglect Hispanic Children.

OBJECTIVE 1.1. Survey Project Coordinating Council to establish areas of need and develop curriculum for culturally appropriate service delivery.

OBJECTIVE 1.2. Establish commitments from at least 80% of the participating agencies represented in the Project Coordinating Council and which can send staff for training.

OBJECTIVE 1.3. Secure services of consultant who can provide training in areas of need identified under Objective 1.1.

OBJECTIVE 1.4. Provide expert training, including, but not limited to, cultural awareness and appropriate interventions for work in cases of child abuse and neglect, to approximately 50 trainees.

To ensure acceptance of, and support for, the service provider training to be offered through Proyecto Esperanza, La Familia established a Project Coordinating Council composed of key persons in child abuse services. Council members included representatives from the Child Abuse Council of Sacramento County, Children's Protective Service/Welfare Department, public schools, La Familia's Board of Directors, the Catholic Church, the Sacramento Police Department, the District Attorney's Office, and three persons from the community-at-large.

The Proyecto Esperanza Coordinating Council provided a means (1) to secure the views of representative recipients of training regarding their training needs and (2) to cultivate a commitment from various agencies to send staff to the training.

Council input regarding service and training needs was gathered through a survey administered to nine Council members and 13 persons outside the Council. Survey results were utilized by La Familia to create a "position paper" highlighting the three primary areas of need identified. These areas of need concerned:

- (1) A lack of bilingual service providers, particularly those who stress family approaches, have experience in child abuse/neglect, and who can provide support services to parents and children;
- (2) The need for bilingual/bicultural materials, including written materials emphasizing prevention as well as media exposure highlighting Hispanics; and
- (3) The need for education for both adults and children on what constitutes abuse, how to report it, and on appropriate use of discipline.

The survey report on which the position paper was based was thoughtful, with data reported carefully, including the method of collection, and the reasons reported by participants for their views. The position paper itself was very concise and explicit.

Both the survey and position paper have been used by La Familia to request the Child Abuse Council to include the three identified areas of need as targets of the Council's working plan. As noted in the next section of this report, La Familia's findings were also incorporated into the Council's Annual Report

for consideration in future planning of services for Sacramento. This is a particularly good illustration of how gathering and synthesizing information can be used to impact policy and planning regarding the availability and delivery of community services by providing otherwise unavailable information to decision-making bodies.

To ensure that the training materials developed and training provided would be of high caliber, La Familia retained the services of expert consultants Drs. Ray Valle and Bill Vega. These consultants both are nationally recognized Hispanic professionals who are highly respected and have considerable expertise in the areas of child abuse treatment/prevention that is culturally tailored to the Hispanic community.

While development of the training curriculum was underway, La Familia proceeded to establish commitments from Coordinating Council agencies to send staff to the Proyecto Esperanza training. Initially, Coordinating Council agencies were allotted ten slots per agency (totalling 50 participants). However, achieving ten commitments per agency proved unfeasible because agencies were unable to dismiss ten staff members simultaneously to attend a training workshop. Consequently, the plan for recruiting workshop participants was changed and the training was opened to agencies other than member agencies of the Coordinating Council. As a result, training was provided to a broad range of agencies outside the Coordinating Council. A total of 68 participants from 37 agencies attended the

workshops. The ethnic breakdown of workshop participants was about 55% Hispanic, 44% Anglo, and 1% other.

To enable those interested but unable to attend the workshops to receive the training at a later date, the workshop proceedings were videotaped by La Familia. This originated from a request from law enforcement agencies since, due to manpower shortages, officers could not be taken off assignment to attend the workshops.

Presentations at the training workshops were made by the expert consultants, Drs. Vega and Valle, as well as by Ms. Josie Romero, Director of the Santa Clara Mental Health Bureau/West Region, Ms. Ida Martinez and Ms. Patricia Osuna of the Sacramento County Child Protective Services.

The training curriculum was organized in the following manner. Session 1: Knowledge and skills needed to make cultural assessments, including knowledge of the Hispanic family and the implications of this for service provision. Session 2: Assessment skills and intervention techniques for Hispanic child abuse victims and their families. Session 3: Culturally relevant strategies for Hispanic communities, particularly emphasizing natural helpers and the development of a bicultural approach to intervention. Session 4: Agency networking and sharing techniques. Session 5: Development of child abuse policy efforts (both agency and legislative) regarding the Hispanic community.

Each workshop participant received a packet containing much useful resource material, including the bilingual child abuse services directory. The training package created by La Familia is scheduled to be included in a March 1986 multi-cultural child abuse training workshop sponsored by the Child Abuse Council.

It should be noted that, at this point, La Familia has conducted excellent workshops with the training curriculum, which shows great promise. The curriculum, however, must be considered only an outline insofar as replication at other sites is concerned. What remains is for La Familia to make the training curriculum fully replicable by writing out the specific content addressed in each workshop session.

GOAL 2

Conduct an action-oriented campaign on the need for prevention and treatment services for Hispanic families that abuse and neglect children.

OBJECTIVE 2.1. Achieve separate identification of Hispanic clients served by the following agencies: (a) Children Protective Services, (b) Child Sexual Abuse Project, and (c) District Attorney's Office.

OBJECTIVE 2.2. Achieve a redirection of services such that there is a 20% redirection of services for new Hispanic clients served by Children Protective Services.

OBJECTIVE 2.3. Impact the policy-making process with specific emphasis on the Child Abuse Council of Sacramento.

OBJECTIVE 2.4. Develop a bilingual community-wide Directory for Child Abuse Services in Sacramento.

One of the problems faced by all sites in the Proyecto Esperanza national demonstration, and which greatly complicated project planning, was the absence of a comprehensive data base on Hispanic child abuse/neglect and runaways.

La Familia addressed this problem in Sacramento by establishing a procedure to collect data to identify Hispanics served by the three child abuse reporting agencies in Sacramento. These agencies are Children Protective Services, the Child Sexual Abuse Project, and the District Attorney's Office. A standardized data collection form designed by La Familia was approved for use by these agencies for monthly reporting to La Familia of Hispanic child abuse cases.

What La Familia discovered in attempting to secure this information is that none of these agencies is set up to collect data specifically for Hispanics. In addition, getting permission from these agencies to allow La Familia (an outside agency) to collect data from their data files, proved to be greater challenge than had been expected. This necessitated establishing a delicate relationship with these agencies in order to secure even minimal information without damage to the working relationship. Moreover, discrepancies in the figures reported by agencies whose figures should coincide proved to be another problem La Familia had to address with great diplomacy.

It should be noted that La Familia seriously underestimated the difficulties involved in using outside data sources for gathering information necessary to achieve La Familia Objectives for this project. In the absence of a direct investment in, or linkage with, the project, there is little to compell outside agencies to alter their normal operating procedures or to assume an extra unremunerated workload. In such a case, the requesting agency (in this case, La Familia) would have to possess highly sophisticated skills in the very specialized area of organizational entry and program change. Therefore, La Familia experienced difficulties in establishing the degree of collaboration necessary to acquire the specific data regarding Hispanics.

Further, establishing such collaboration with outside agencies involves a delicate timetable that cannot be rushed if a useful linkage is to be established for purposes of generating assistance from, or change within, the outside agency. This is the case when the collaboration focuses upon data collection (as with La Familia's Proyecto Esperanza) as well as when the collaboration is service-oriented.

The data which La Familia was able to gather and verify suggest that during the three months from May to August, there was a 7% increase of Hispanic abuse cases reported through Children's Protective Services. The percentage was much lower at the District Attorney's Office (2 to 4 Hispanics in each month that approximately 50 cases were reported) but higher at

the Child Sexual Abuse Treatment Program (Hispanics totalled 5 of 34 cases in April, 10 of 38 cases in May, 11 of 23 cases in June, and 22 of 34 cases in July).

Due to the absence of systematic data, it was not possible to ascertain whether the desired redirection of services for new Hispanic clients was achieved at Children's Protective Services.

To impact the policy-making process, specifically through the Child Abuse Council of Sacramento, La Familia used the survey and resulting position paper to provide the Child Abuse Council with information to incorporate into its annual report to the County of Sacramento Board of Supervisors, the primary policy development mechanism for planning future services for the community. To enhance the collaboration between La Familia's Proyecto Esperanza and the Child Abuse Council, a project staff member was assigned to work with the Council. This project staff member was assigned to the Council's multi-cultural committee. In addition, to ensure that La Familia's Coordinating Council had an impact on the Child Abuse Council, a member of the Child Abuse Council was appointed to La Familia's Coordinating Council.

To facilitate the reporting of abuse cases by both professionals and community members, a bilingual service directory was developed by La Familia. The directory is an excellent, highly professional publication which lists 30 service provider/referral agencies concerned with treatment and/or prevention of child abuse in the Sacramento area.

Included with the directory are two bilingual brochures, one on prevention of child sexual abuse, and one on "latchkey" children. Also included is an evaluation page for securing feedback on the usefulness of the directory as a resource for service providers.

The directory was publicized through a community awareness campaign to encourage reporting and seeking assistance. This campaign included a bilingual poster (placed in child abuse service agencies, Big Brothers/Big Sisters, and similar settings, for a total of 203 distributed) and a slide presentation to be completed in Fall, 1985, for use by agencies working with Hispanic families. In these activities, as with the training curriculum, extensive input was sought through the Coordinating Council members and key service agencies before materials were finalized.

A final area of endeavor concerned the CASA effort which is discussed next.

GOAL 3

Collaborate with the COSSMHO National Office in supporting the CASA program in the Sacramento community through interfacing with the National Council of Juvenile and Family Court Judges Permanency Planning Task Forces and/or Foster Care Review Boards.

OBJECTIVE 3.1. Identify and establish contacts with lead members of Permanency Planning Task Force and/or Foster Care Review Boards.

OBJECTIVE 3.2. Promote and encourage participation in these two efforts by Hispanic community agencies and other Hispanic human services providers.

OBJECTIVE 3.3. Coordinate and execute provision of technical assistance to the state Permanency Planning Task Force and/or Foster Care Review Board in order to establish or improve linkages and services being offered to Hispanic constituencies.

At present, there is no CASA effort locally in Sacramento and permanency planning is done through administrative review. However, La Familia has secured the support of a Juvenile Court Judge for spearheading a CASA effort as a demonstration project. The judge is to provide La Familia with a letter of support which La Familia will use to explore with Children's Protective Services and the Welfare Department the possibilities for such an effort. If support is received, La Familia's Proyecto Esperanza will be totally responsible for developing and implementing a CASA effort in Sacramento.

Impact

La Familia's Proyecto Esperanza has achieved impact in several ways.

Expert training of service providers has been designed in a manner that shows considerable potential for being replicated at other sites, once the writing of the curriculum content is completed. In addition, the training has directly impacted an even larger number of agencies than was initially intended, resulting in the expert consultants who conducted the workshops having contact with, and influence on, a broad range of service providers. As a consequence, La Familia has taken an important step to address the need for preparing service providers who are better trained to work with Hispanic youth and their families.

The survey conducted by La Familia to determine the training needs of service providers in the Sacramento area, and the resulting position paper, were effectively used as the means to achieve an impact on the policy-making process through the Child Abuse Council and ultimately, through the Coordinating Council's recommendations, on the Sacramento Board of Supervisors.

Perhaps even more significant is that La Familia's Proyecto Esperanza has encouraged other community agencies to examine their own capabilities for working with Hispanics. This goes beyond the project's specific Goals and Objectives. For example, the Child Sexual Abuse Treatment project has hired two

bilingual counselors to accommodate Hispanic referrals. The Sacramento Rape Crisis Center asked La Familia to be a subcontractor for its Child Assault Prevention Project. The Sexual Abuse Treatment Center from Yolo County asked La Familia to participate in networking meetings to discuss the need for group therapy for Spanish-speaking child sexual abuse offenders. The La Familia Proyecto Esperanza staff is also working with the Sacramento Child Abuse Council's Multi-Cultural Committee in planning multi-cultural workshops, for 1986, in which Proyecto Esperanza materials will serve as a model. Further, two local agencies have requested La Familia consultation/assistance for cases.

In effect, the project has enhanced La Familia's role as an advocate for Hispanic needs and issues, a position which will help further La Familia's efforts to extend the Proyecto Esperanza training model to other agencies and communities in the Sacramento area.

INSTITUTE OF HUMAN RESOURCE DEVELOPMENTSalt Lake City, UtahThe Agency and the Community

The Institute of Human Resource Development (IHRD) is a private, nonprofit, community-based organization that for ten years has provided services to the Hispanic community in Utah. Over this period, IHRD has contracted with various governmental units and other sources to serve Hispanics who were not being reached through traditional service delivery systems. The Hispanic population served by IHRD is largely low-income, poorly educated, and of rural background.

Services offered by IHRD are largely clinical in nature, including individual, group, and family therapy, using models that have been culturally adapted for use with Hispanics. IHRD also offers other support services, including outreach, educational remediation, and assistance in job development and training. In addition, IHRD serves as a training site for graduate departments of the University of Utah. IHRD also acts in an advocacy role for the Hispanic community and consults with other agencies/service providers to advise them on treatment issues with Hispanic clients.

Currently, IHRD offers the following clinical services: residential treatment for youth in Ogden and Salt Lake; foster care services to ethnic minority youth throughout the state; treatment for adult Hispanics suffering drug/alcohol dependency;

drug/alcohol prevention for adolescent youth experimenting with substance use; and rehabilitation for disabled migrant and seasonal farmworkers.

In Salt Lake County, as well as statewide, IHRD reports that the Hispanic population is experiencing an upsurge in the problems of abused and runaway youth. The number of identified runaways has increased steadily over the past six years, having more than doubled in that time. In fiscal 1983, a total of 2633 referrals were made to the Youth Services Center, the primary recipient of runaway youth in the County. Nine percent of these youth, or 228, were Hispanic.

Additionally, 32% of this population reported a history of abuse. The Utah Child Abuse and Neglect Advisory Committee reports that reporting of neglect and abuse has risen 27% during the past four years. According to the 1983 Youth Corrections Annual Report, 15,000 youth were referred to Juvenile Court in 1983, 47% reportedly having suffered physical abuse, suggesting that the problem of abuse in Salt Lake County is substantial. In fact, IHRD data indicate that approximately one-fourth of the seriously delinquent youth served by the agency had histories which included first referrals for neglect or lack of care as young children. Approximately 20% of the Juvenile Court population in the IHRD target area is Hispanic.

Furthermore, as a consequence of the high birth rate among unmarried Hispanic adolescents, there is a large population of Hispanic children at risk for abuse/neglect and later

delinquency. The young Hispanic mothers are characterized by a low level of education (less than nine years) and minimal pre- and postnatal care, leading to a high number of at risk babies (e.g., prematurity and low birth weight). These teenage mothers are unprepared to parent and, for that reason, their children would be at risk for abuse. Given that the fertility rate in Utah for 15-19 year-olds is 69%, it follows that there is a large population of at risk children.

The Project

The Institute of Human Resource Development's Proyecto Esperanza addresses four problem areas: runaway Hispanic youth; Hispanic youth who have been abused or neglected; pregnant adolescent Hispanic youth; and court representation for Hispanics through the CASA program.

The specific Goals and Objectives of the project are shown below. Each Goal and its related Objectives are followed by a brief description of the project activities undertaken to accomplish them.

GOAL 1

Reduce the incidence of Hispanic juvenile runaways in Salt Lake County through family stabilization.

OBJECTIVE 1.1. To identify and locate 120 Hispanic youth runaways.

OBJECTIVE 1.2. Assist in crisis intervention and stabilization of identified runaway youth and their families.

OBJECTIVE 1.3. Provide family-oriented intervention to 80 of the identified runaways and their families.

OBJECTIVE 1.4. Enhance family support systems by networking and providing referral to other service agencies.

The target population for this phase of the project consisted of preadolescent and adolescent Hispanic youth who have run away from home, or are judged by the Youth Services Center to be run-risks.

Since the overwhelming majority of runaway youth are processed through the Youth Services Center, the primary recipient of runaway youth in the County, it was extremely important that IHRD negotiate a referral agreement for receiving clients from Youth Services Center. This was achieved, and Youth Services Center became the primary referral source for runaway youth served by IHRD's Proyecto Esperanza. The referral agreement also was important because it eliminated a potentially time consuming process of generating referral resources, thereby speeding project implementation.

By the end of the first project year, the number of identified youth referred to IHRD totaled 114, very close to the anticipated goal of 120 youth. During the last Quarter of the project year, referrals from Youth Services Center decreased from 40, as experienced in the prior quarters, to 24.

IHRD suggests that Proyecto Esperanza may have played a role in helping bring about the reduced rate. The Youth Services Center recidivism rate (number of runaways processed who return to Youth Services Center as runaways) for 1984 was 22%. However, the recidivism rate for Hispanic runaway clients of IHRD's Proyecto Esperanza is presently only 3%. If, in fact, the project is reducing the number of repeat runaway episodes among Hispanic youth runaways, then this would be reflected in a reduction of referrals from Youth Services Center to the project. While it is too early to make judgments regarding the impact of Proyecto Esperanza on the incidence of Hispanic youth runaways, if the decreased referral rate continues and is not spurious (e.g., due to seasonal variations, or some other unidentified factor or factors), then the project may be providing a critical service to the population of Hispanic runaways and their families.

Services to the identified population in IHRD's Proyecto Esperanza have focused primarily on crisis intervention and family therapy. Crisis intervention was used when the family was experiencing such significant disruption, stress and "chaos" that there was an immediate need to stabilize the family and/or situation by mobilizing family coping skills. The family therapy provided by IHRD focused on the following: (1) teaching families to communicate in non-destructive ways; (2) improving family and individual problem-solving skills; (3) improving the family social environment; (4) building self-esteem for

appropriate behaviors; and (5) developing productive attitudes and coping skills.

A valuable aspect of IHRD's Proyecto Esperanza is the use of the ICARE Form (Information Collection and Research Evaluation Form, of the Youth Development Bureau Runaway Youth Program) for systematically gathering runaway client information. The ICARE Form allows for the collection of detailed information about numerous dimensions of the runaway's experience (e.g., living situation/home, including family composition; runaway status; current and previous runaway episodes; referral source; presenting problems, including those related to parent figure, siblings/other youth, school, and the youth himself), and about the services provided (e.g., type of services, reason for termination, aftercare services, and placement/living situation). ICARE documentation modeled after the IHRD experience has been adopted for use in all sites of Proyecto Esperanza for runaways.

The following case study illustrates the type of runaway cases served by IHRD's Proyecto Esperanza.

Runaway Case Study. A 12-year-old Hispanic female, referred by her mother, was reported to be failing in school and to have run away several times. An older sibling had similar problems, in addition to reported drinking and theft problems. The family situation was characterized by inconsistent parenting and physical abuse. At the time of the girl's entry into the project, the mother was being treated/medicated for extreme

anxiety. Her behavior culminated in a suicide attempt occurring at the peak of her daughter's crisis.

IHRD staff worked with the family to establish appropriate communication skills and mutual problem-solving strategies. In addition, the family was taught how to establish realistic expectations and negotiate needed changes from family members. For the mother, a parent support group was utilized and recreation time was scheduled.

For two months, there have been no runaway episodes. Problem-solving and negotiation are occurring, and more realistic expectations have been established.

GOAL 2

Gain knowledge in the identification and treatment of Hispanic families where youth have experienced sexual or physical abuse.

OBJECTIVE 2.1. Identify 10 Hispanic youth and their families who have experienced this problem and provide clinical intervention to this group.

OBJECTIVE 2.2. Increase staff knowledge in identifying and treating Hispanic families with sexual or physical abuse of youth.

In order to deliver effective services to abused youth through IHRD's Proyecto Esperanza, IHRD staff attended workshops on child abuse provided by a variety of experts. To integrate and consolidate this knowledge, IHRD staff prepared a report

reflecting the knowledge gained from this training. According to this report, training addressed the following areas: (1) Physical abuse, including identification, incidence and prevalence; (2) Legal matters, including the recently developed program through the County Attorney's Office for victims and witnesses which collaborates with other service providers, and prosecution and related legal issues; (3) Implications for Hispanics; (4) Investigation, specifically the work of Protective Services; and (5) Treatment, including a treatment model which aids in determining the approach to treatment for individual cases.

This treatment model, as shown in the figure on the following page, utilizes two axes, representing dimensions of family functioning, as tools for understanding the type of family behavior that is associated with particular types of abuse.

implementation, concerned data collection and analysis to document the nature and extent of abuse of Hispanic youth. Even though IHRD was not able to conduct the extensive data collection and analysis originally envisioned, a more limited data collection was nonetheless achieved. During the course of working with runaway youth, IHRD identified 40 of these cases which also involved abuse. Data collected regarding the source of the abuse in these cases indicated that parents were reported as the primary source for physical abuse (8 fathers, 15 mothers, 5 stepfathers), sexual abuse (2 fathers, 5 stepfathers), and emotional abuse (4 mothers). Jointly, these comprise 42 of the 51 perpetrators reported (thus some youth had been abused by more than one person). Other reported sources of abuse were as follows: physical abuse from siblings (3 brothers, 1 sister) and nonrelatives (3); and, sexual abuse from relatives (2).

In addition to an interest in reducing the incidence of abuse and delinquency as presented in Goals 1 and 2, IHRD also is concerned about preventing abuse among offspring of young Hispanic mothers who are unprepared for parenting. These young "at risk" mothers were the target of a component of IHRD's Proyecto Esperanza, as described in Goal 3.

GOAL 3

Identify young Hispanic mothers in "at risk" conditions regarding possible future delinquency of offspring and provide these mothers with parenting education to reduce risk status.

OBJECTIVE 3.1. Identify 90 young Hispanic mothers in "at risk" status regarding possible future delinquency of offspring.

OBJECTIVE 3.2. Provide a ten-week parenting course in preventive parenting techniques to young Hispanic mothers identified as "at-risk".

OBJECTIVE 3.3. Prepare manual for conducting ten-week course in preventive parenting techniques for young "at-risk" Hispanic mothers.

The target population for this Goal, young Hispanic mothers at risk regarding possible future delinquency of their offspring, was defined as follows:

- (1) Age 12-18
- (2) Single or recently married
- (3) Sporadically employed or underemployed
- (4) Lower middle class or indigent
- (5) Personal history variables, including at least one runaway experience; living alone or having weak support system; at least one incidence of abuse (physical, emotional, sexual); history of violent behavior; criminal record or threat to the community; early age sexual activity.

The aim was to identify and serve 90 at risk young Hispanic mothers. However, a total of only 60 at risk young Hispanic mothers were identified and provided with training in positive parenting skills. The lateness of staff training, which delayed

the start of services under Goal 2 as well as reduced their scope, also affected services provided under Goal 3.

The following listing shows demographic characteristics of the 60 mothers attending the two MOMS courses held by IHRD.

Average age: 15-17 in the two courses
Living situation: Parents--37, family--9, self--7,
 others--7
Marital status: Married--13, unmarried--47
Baby's father: Involved--20, limited involvement--30,
 not involved--10
Income: Low--43, middle--17
Employed/School: Employed--7, attending school--13
Previous pregnancies: Total of 20 pregnancies
Abuse history: Physical--11, emotional--13, sexual--7
Juvenile court involvement: 14

What is not clear regarding the total of 60 MOMS clients is how many of these attended regularly and completed the entire course. Since transportation was indicated as a problem for some of these women, attendance was sporadic, consequently affecting the benefit of the course in building positive parenting skills. This issue warrants attention in the future.

A noteworthy occurrence in the MOMS courses is that approximately one-third of the participants brought another person with them (e.g., family member, friend). As a result,

the courses provided training to a larger number than the 60 actually enrolled.

The curriculum for the MOMS program was intended to address the knowledge and skill deficiencies that place young Hispanic women at a disadvantage for parenting, and consequently at risk for rearing abused children with a potential for delinquency. These young Hispanic women are characterized by a high fertility rate, late obstetrical care, a high dropout rate from school, and un/underemployment, which combine to foster a lifestyle of dependence on public assistance and support from social service agencies.

IHRD staff identified the topic areas listed below as important to include in a training program addressing these problems. The curriculum was designed to devote at least one class to each topic. The topics include the following:

Classes 1 and 2: Phases of pregnancy

Class 3: Caring for and nurturing an infant

Class 4: Parenting a young child

Class 5: Life skills

Class 6: Legal rights

Class 7: Family planning

Class 8: History of Hispanic women

Class 9: Career awareness/Financial building goals

Class 10: Support group development

The MOMS curriculum as outlined is promising, and the course itself has potential for making a contribution to this

field. IHRD has prepared a manual that provides the didactic content for the curriculum. However, working with teenage mothers is far more complex than simply presenting didactic information. Thus, how the curriculum materials are adapted to the classroom for use with this population (i.e., the human element) needs to be further specified if the MOMS program is to reach its full potential for a national demonstration. In effect, it is unclear that what actually occurred in the classroom is what is outlined in the manual. The manual does not presently reflect the level of concerns and abilities that this target population would be likely to bring to the classes.

In addition to the direct service components of its project, IHRD's Proyecto Esperanza collaborated with COSSMHO in supporting CASA program development as described below under Goal 4.

GOAL 4

Collaborate with the COSSMHO National Office in supporting CASA program development in the Salt Lake area.

OBJECTIVE 4.1. Assist in promoting and establishing CASA in the metro-county area by becoming an active participant of the CASA Program Co-Sponsoring Planning Committee.

OBJECTIVE 4.2. Establish a linkage with the state's Permanency Planning "lead judge" (The Honorable Robert L. Newey, District Judge, Ogden) to offer assistance in local efforts pursuant to Hispanic constituencies.

OBJECTIVE 4.3. Once the CASA program is fully established, assist in recruiting and training Hispanic CASA volunteers.

IHRD's initial intent was to work with a local CASA effort. However, due to problems with local CASA coordination, it was decided that a more effective route would be to work with the Guardian Ad Litem program. Although there had been efforts in Utah to develop a Guardian Ad Litem program, these efforts had not focused on the needs of Hispanics.

To remedy this situation, IHRD's Proyecto Esperanza contacted the Director of the Guardian Ad Litem program. This resulted in an agreement in which it was made clear that IHRD Proyecto Esperanza assistance was welcome, and the the project would actively recruit and help train two Hispanic volunteers to be Guardians Ad Litem.

Two Hispanic volunteers have been recruited, both native to Utah. One is a Hispanic male with a Juris Doctorate degree who is an administrative law judge for the Division of Adult Corrections. The other is a Hispanic female currently enrolled in the University of Utah graduate program in Educational Psychology.

In addition to recruiting volunteers, IHRD has become active in policy level work in this area, demonstrating innovativeness in carrying out the intent of this Goal. In fact, IHRD's coordinator for Proyecto Esperanza was named an advisory board member for the Guardian Ad Litem program and was

invited to participate with the Permanency Planning Council for Utah.

These two efforts will serve the dual purpose of impacting court decisions and policy issues that pertain to Hispanic youth.

Impact

Perhaps the most important impact of this project was on IHRD itself, in further development of staff knowledge and skills in the areas of Hispanic youth runaways, and in establishing program components that addressed abused Hispanic youth, and pregnant at-risk young Hispanic women. Overall, this constitutes an investment in the long-term development of resources to prevent and treat problems of Hispanics in these three areas.

Further, the introduction of Proyecto Esperanza to IHRD caused a sizeable increase in the degree and scope of the agency's contacts with other service providers, including initial contacts with groups with which there had been no previous association.

For example, the runaway component resulted in the development of a working agreement with the Youth Services Center and the strengthening of IHRD's relationship with the Division of Family Services and the Police Department. The abuse component resulted in the development of a cotherapy

agreement with the Family Support Center in addition to cooperative arrangements with Protective Services and the County Attorney's Office. And the MOMS program resulted in the establishment of working relationships with the Teen Mother's Program at the University of Utah and the Phoenix Institute, among others. Finally, the CASA effort resulted in IHRD's first attempt to influence policy at the state Permanency Planning level.

IHRD's Proyecto Esperanza also enhanced the agency's position in the community. Prior to the project, IHRD had been a somewhat low-profile agency in terms of public exposure. The need for high exposure, through extensive media coverage and open houses involving Utah's Governor and Congressional Delegation, made IHRD a more prominent service provider.

Moreover, IHRD's scope of direct services has been expanded (e.g., runaways, abused youth, and pregnant teens) as has its consultative relationships with other service providers. Particularly promising is that new avenues of collaboration have been established with Youth Services Center that may lead to a collaborative host home program between these agencies. Youth Services Center has indicated an interest in making joint application with IHRD for funding to establish Hispanic host homes for which IHRD would be the primary source of care.

As has been the case in other sites, initiating services new to the agency was far more difficult than expected. Thus,

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for sexual abuse and the MOMS program, IHRD clearly underestimated the complexity of the work required.

Quite apart from its impact on the agency and community, IHRD's Proyecto Esperanza has made a substantial contribution to the national demonstration through use of the ICARE Documentation Form for use with runaways. This has been adopted at all Proyecto Esperanza sites for use with runaway service delivery components.

Highlights of the Launching

Having described Proyecto Esperanza's Goals, Objectives and activities both for the National Office and its eight community programs, a more comprehensive overview of what the national demonstration accomplished, and what was learned in the process, is warranted.

This section presents a synthesis and analysis of COSSMHO's experience in implementing Proyecto Esperanza across the eight communities involved in the national demonstration. This concluding section is divided into the following parts: Accomplishments, which presents a summary of accomplishments for each of COSSMHO's Goals; Knowledge Gained, which presents a discussion of what was learned, and what were the difficulties in implementing the diverse local projects in this national multisite demonstration; and, Innovations for Replication, which presents a description of the products or concepts emerging from Proyecto Esperanza sites which can already be recommended for national replications.

Accomplishments

COSSMHO's Goals for Proyecto Esperanza focus on the following four areas: Treatment and prevention (Goals 1 and 2); CASA efforts (Goal 3); and monitoring and evaluation (Goal 4). Accomplishments of the sites and the COSSMHO

National Office for each of these areas are summarized in the following paragraphs.

Treatment and Prevention: Goals 1 and 2. Collectively, these two Goals address treatment and prevention of abuse, neglect and runaways among Hispanic youth. As noted in the first section, these two Goals constitute the major programmatic component of Proyecto Esperanza and encompass project implementation at each of the eight local sites in addition to the National Office coordination.

The activities for Goals 1 and 2 that were undertaken at each of the eight sites are shown in Table 1 to provide an overview of how these two Goals were implemented.

TABLE 1
Proyecto Esperanza Programs at Local Sites

<u>Site</u>	<u>Target Group</u>	<u>Program Components</u>
Youth Development Inc. (Albuquerque, NM)	Runaway Hispanic youth	<p><u>Counseling:</u> Assessment, information, referral, follow-up, support services and shelter</p> <p><u>Outreach:</u> Linkages established with community agencies Resource cards distributed describing project services--through police, high schools, community agencies, bus stations</p> <p><u>Service Provider Training:</u> Education regarding needs of Hispanic runaway youth--for law enforcement officers and social workers</p>

TABLE 1 (continued)
 Proyecto Esperanza Programs at Local Sites

<u>Site</u>	<u>Target Group</u>	<u>Program Components</u>
PROCEED, Inc. (Elizabeth, NJ)	Sexually abused, neglected, physically abused, delinquent Hispanic youth	<p><u>Treatment and Prevention Services:</u> Counseling, home visits, follow-up, coordination with other agencies for services, referrals, and case consultation for Hispanic families</p> <p><u>Staff Training:</u> Abuse-related topics, including judicial system and child abuse court-related issues</p> <p><u>Parenting Group:</u> Self-help group organized for parents</p> <p><u>Community Awareness Campaign:</u> Print and broadcast media (PSAs and talk shows) Distribution of leaflets, brochures and posters Four workshops for on child abuse/neglect for Hispanic parents</p>
Centro de Amistad (Guadalupe, AZ)	Sexually abused, exploited, neglected Hispanic and Indian youth	<p><u>Community Survey:</u> Assessment of local agency capabilities to meet problems of Hispanic/Indian youth</p> <p><u>Treatment program:</u> Clinical and casework services provided to youth and their families</p> <p><u>Community awareness/education program:</u> Media saturation Five community workshops for parents Four workshops for professionals (human service, school personnel)</p> <p><u>Interagency Networks:</u> Plan developed and network team of six agencies established</p>

TABLE 1 (continued)
 Proyecto Esperanza Programs at Local Sites

<u>Site</u>	<u>Target Group</u>	<u>Program Components</u>
Hispanic Health Council (Hartford, CT)	Sexually, physically abused Hispanic youth	<p><u>Research Documents:</u> Assessment/analysis of maltreatment of Hispanic youth in Connecticut Nationwide listing of programs addressing maltreatment of Hispanic and/or minority youth Case Book of Hispanic child abuse cases Literature review of child abuse Bibliography of information sources about child abuse</p> <p><u>Training Materials:</u> Intake form and process to help service providers gather information relevant to Hispanic issues and needs Pending: Training packages that are culturally sensitive and oriented toward prevention--for parents, youth, and service providers Pending: Development of conceptual framework for identifying and intervening in cases of maltreatment of Hispanic youth</p>
Association for the Advancement of Mexican Americans (Houston, TX)	Runaway, homeless Hispanic youth	<p><u>Host Home Program:</u> Licensing, screening and certification of families to provide an alternative to shelters Training program to prepare Host Home families to address needs of runaway/homeless Hispanic youth Pending: Host Home manual for family use</p> <p><u>Community Outreach:</u> Presentations to schools, church groups, youth service organizations, community centers, Press conference Distribution of bilingual brochures and flyers</p>

TABLE 1 (continued)
 Proyecto Esperanza Programs at Local Sites

<u>Site</u>	<u>Target Group</u>	<u>Program Components</u>
Nevada Association for Latin Americans (Las Vegas, NV)	Sexually, physically abused, exploited, neglected, runaway Hispanic youth	<p><u>Community Survey:</u> Assessment of service providers and Hispanic institutions--documented area-wide lack of bilingual/bicultural services for Hispanic youth</p> <p><u>Counseling/Shelter Services:</u> Site agency provided counseling/shelter services</p> <p><u>Community Awareness:</u> Bilingual brochure describing project--distribution at community events and at community settings, and mailed to service providers, Hispanics and clergy Three workshops for Hispanic community to explain project, with workshops integrated into other community events Three workshops for service providers and clergy</p> <p><u>Bilingual Community Education:</u> Prevention-oriented education for Hispanic community Staff training to prepare staff to educate the community</p>
La Familia Counseling Center (Sacramento, CA)	Abused Hispanic youth	<p><u>Needs Identification Survey</u> Areas of need identified: bilingual service providers, bilingual/bicultural materials, child abuse education</p> <p><u>Service Provider Training</u> Curriculum developed to address identified needs Workshops for professionals</p> <p><u>Child Abuse Directory</u> Bilingual listings for 30 area agencies</p> <p><u>Outreach Campaign</u> Bilingual poster, slide presentation</p> <p><u>Policy-Level Efforts</u> Position paper, based on survey results, presented to Child Abuse Council</p>

TABLE 1 (continued)
 Proyecto Esperanza Programs at Local Sites

<u>Site</u>	<u>Target Group</u>	<u>Program Components</u>
Institute of Human Resource Development (Salt Lake City, UT)	Runaway, abused, neglected Hispanic youth and Hispanic teenage mothers	<p><u>Identification/treatment of runaways</u> Crisis intervention and family services ICARE Form used for gathering client information</p> <p><u>Identification/treatment of abused/neglected Hispanic youth</u> Co-therapy collaboration with agency specializing in abuse cases</p> <p><u>Teenage Hispanic Mothers</u> Parenting education course to reduce risk of child abuse among at-risk teen mothers Parenting education manual developed</p>

In order to fully appreciate the scope of what was accomplished in the national demonstration coordinated by COSSMHO, a summary of year one accomplishments for each site is presented below. This review of year one site activities also illustrates the remarkable diversity among the sites, both in local site capabilities and in the unique needs of each community as reflected in the varied program designs. For the reader's convenience, key program components/goals are underlined.

1. Youth Development Inc. (Albuquerque, New Mexico). Identifying and providing counseling to Hispanic runaways was a primary aim of the Youth Development effort. A total of 436 runaways were identified and provided with services which included intake, case assessment, information,

referral, follow-up and/or support services. Shelter was provided for 51 cases. Outreach linkages to encourage referrals to Proyecto Esperanza were established with 19 community agencies. Outreach also included the distribution, through the police department and at high schools, bus stations, and other community agencies, of hundreds of resource cards describing Proyecto Esperanza's services. Service provider training regarding the needs of Hispanic runaway youth was provided to 13 law enforcement officers and over 60 social workers.

2. PROCEED, Inc. (Elizabeth, New Jersey). PROCEED efforts focused on providing prevention and treatment services for Hispanic families in the areas of juvenile delinquency, child sexual abuse, and child abuse and neglect, and have included home visits, counseling, extensive follow-up, and comprehensive coordination with other professionals/agencies for services, referrals and case consultation. Twenty-six families, representing a total of 90 clients, received in-depth services. Training for five staff members and two nonstaff was provided on various abuse-related topics (e.g., incest victims and their families, family therapy, holistic approaches to child abuse prevention and treatment, the judicial system and child abuse court-related issues). A self-help parenting group was initiated for Hispanic parents. A Spanish-language

community awareness campaign included the efforts of both print and broadcast media (one TV and four radio PSAs; two TV and two radio talk shows), the distribution of 2550 leaflets and 2400 brochures describing project services, and 2500 posters. Also, four workshops on child abuse/neglect were held for a total of 67 Hispanic parents.

3. Centro de Amistad (Guadalupe, Arizona). Central to project efforts was a community survey to determine local agency capabilities to address the problems of Hispanic youth, the results and analysis of which were shared with appropriate local agencies. Based on survey findings, a treatment program was designed and established by Centro de Amistad to address the unmet needs of sexually abused, exploited and neglected Hispanic and Indian youths and their families. Within this program, 117 hours of clinical and casework services were provided. A community awareness and prevention/education program resulted in media saturation (491 radio and four TV PSAs, one talk show and one live news interview, and one newspaper article) as well as five community workshops (totalling 58 participants) and four workshops for human service/school professionals (68 participants representing 22 agencies; 19 additional agencies identified for future training). An interagency networking plan was developed and a network team representing six agencies was established.

4. Hispanic Health Council (Hartford, Connecticut).

The work of the Hispanic Health Council focused on research and the preparation of training and assessment materials. This resulted in several research-based products. One is a document assessing and analyzing maltreatment (physical and sexual) of Hispanic adolescents aged 10-18 in the state of Connecticut. This document is based on analyses of confirmed cases of child maltreatment for 1983-84 for Black, Hispanic and White youths, with data provided by the Connecticut Department of Children and Youth Services. Other research-based products include a nationwide listing of programs addressing the maltreatment of Hispanic and/or minority youth, a case book of Hispanic child abuse cases, a literature review of child abuse, and a bibliography of information sources about child abuse. Hispanic Health Council also developed assessment materials. These include an intake form and process to help service providers gather information addressing the issues and needs of Hispanics. The goal is to help child abuse workers determine the best possible treatment plan, based on the most accurate and culturally appropriate information. Currently underway is the preparation of training packages that are culturally-sensitive and are oriented toward prevention for parents, adolescents, and service providers.

5. Association for the Advancement of Mexican Americans (Houston, Texas). Proyecto Esperanza efforts in Houston focused on the development of a Host Home Program to fill the gap between existing shelters and Hispanic runaway and homeless youth. The purpose is to provide Hispanic youth with a culturally sensitive, non-institutional placement that would work to resolve intrafamily problems, strengthen family relationships, and hasten the youths' return to their homes of origin. The project secured the appropriate state licensing for placements, and family certification was completed for seven families to serve as Host Homes. A 15-hour training program was developed for the Host Home families. Six families have completed the training in the first year. The Host Homes were fully functional by the end of the first project year, by which time placement in Host Homes was made for two youths. A comprehensive, detailed Host Home manual was developed to ensure replicability of the program at other sites. Outreach to families and to youth services agencies and institutions was conducted throughout the first project year to (1) recruit Host Home families and (2) ensure youth referrals from service provider agencies. This included 25 presentations (to schools, church groups, community centers, youth services agencies, radio and TV--including a press conference resulting in print and broadcast media coverage) and distribution of bilingual brochures and flyers. AAMA's

program is experimental in design, with the first year devoted to establishing the basic infrastructure for the program, developing the manual, and testing of the Host Home model on a limited number of cases; the second year is devoted to full implementation of the Host Home model.

6. Nevada Association for Latin Americans (NALA) (Las Vegas, Nevada). As with the Guadalupe site, developing an accurate data base from which to plan treatment and outreach programs was an initial concern. Consequently, a survey of service providers and Hispanic institutions was conducted. Survey results documented an area-wide lack of resources for providing bilingual/bicultural services to Hispanic youth. To address this need, NALA developed counseling and shelter services, providing counseling for a total of 65 clients/families (projected goal: 40) and shelter for 18 youths (projected goal: 20). Community awareness efforts were threefold: (1) a bilingual brochure (3,000 copies) describing Proyecto Esperanza services and eligibility requirements, distributed at community events, community settings (shopping center, apartment complex), and mailed to area service providers, Hispanics, and clergy; (2) three workshops for the Hispanic community to explain Proyecto Esperanza services; and (3) three workshops for youth services providers (a total of 57), including clergy, to explain the impact of cultural factors upon service

delivery. A final project effort focused upon bilingual public community education and prevention for the Hispanic community. These efforts included dissemination through radio and TV PSAs, a TV talk show, and five articles in a Spanish-language newspaper weekly column, and were preceded by staff training to acquire the necessary knowledge to conduct such efforts.

7. La Familia Counseling Center (Sacramento, California). La Familia conducted a needs identification survey of service providers which identified these priority needs: bilingual service providers, bilingual and bicultural materials, and child abuse education. To address the need for training service providers, La Familia developed a comprehensive training curriculum which it presented in workshops to 68 service providers representing 37 agencies. To facilitate appropriate referrals and reporting of abuse cases by the community and professionals, La Familia developed a bilingual Child Abuse Directory which includes two bilingual brochures (on sexual abuse prevention, and "latchkey" children), an evaluation page for securing feedback on the Directory's usefulness, and listings for 30 service provider and referral agencies. The Directory was publicized through an outreach campaign which included a bilingual poster (over 200 copies distributed), and development of a slide presentation. Also, La Familia

used the survey results to develop a position paper to impact the policy-making process and that led to the priority needs being adopted by the Child Abuse Council as areas of work.

8. Institute of Human Resource Development (IHRD), (Salt Lake City, Utah). IHRD's project focused on runaway and abused/neglected Hispanic youth, and young Hispanic mothers "at risk" for rearing abused children with a potential for delinquency. Identification and services to runaways resulted in 114 runaways being identified, and crisis intervention and family services being provided to 58 cases. Also, IHRD systematically gathered runaway client information through the ICARE Form (which has been adopted by other sites). Identification and treatment to abused youth resulted in services for 10 youth and their families through a co-therapy collaboration between IHRD and another agency specializing in treating abuse cases. IHRD staff attended staff development workshops to acquire expertise in the area of abuse. For at-risk young Hispanic mothers, efforts focused on identification and provision of a ten-week parenting education course, called the MOMS program, to 60 participants. The MOMS curriculum is intended to address the knowledge and skill deficiencies that place these mothers at a disadvantage for parenting, and consequently at risk for rearing abused, delinquent

children. Completion of a manual for the MOMS course is underway.

CASA Efforts: Goal 3. Despite difficulties encountered in some communities, substantial progress has occurred overall in CASA-related work. At the national level, an excellent working relationship has been established with the President of the National CASA Association. In particular, there is an interest in COSSMHO's role in CASA training. To this end, Proyecto Esperanza has begun developing a media manual for the recruitment of Hispanic CASA volunteers.

In collaboration with the CASA Association, the National Office developed specific Proyecto Esperanza Objectives for three levels of local site CASA efforts (i.e., when local CASA efforts are ongoing, when local CASA efforts are being established, and when local CASA efforts do not exist). Sites have made considerable progress in the CASA area but, it should be noted, this has occurred at considerable cost in effort. Since Proyecto Esperanza collaboration with CASA was undertaken at the initiative of the funding agency, CASA represented a new area of endeavor for which the sites were unprepared. As a consequence, CASA accomplishments proceeded at a slower pace than was the case for other project areas.

An overview of CASA accomplishments at each of the eight sites is provided in the following brief summary according to the three levels of local site CASA efforts.

1. CASA efforts ongoing. The Hispanic Health Council (Hartford, CT) is one of the few agencies which did not have difficulties with CASA efforts and, in fact, far exceeded the required activities. Hispanic Health Council recruited two Hispanic CASA volunteers, provided in-service training for CASA volunteers, participated in a Spanish-language radio program on CASA, translated CASA court-related documents into Spanish, had the CASA Director describe the CASA program to Hispanic community service providers, and began collaborations with CASA on joint fund-raising efforts.

Nevada Association for Latin Americans (NALA; Las Vegas, NM) recruited and screened two Hispanic CASA volunteers and assisted in the screening of a third, obtained media coverage for CASA, established monthly meetings with CASA staff to discuss progress of CASA efforts among Hispanics, and assists CASA volunteers with their Hispanic cases as needed. In addition, the NALA project coordinator attended the CASA inservice training.

Association for the Advancement of Mexican Americans (AAMA; Houston, TX) recruited one Hispanic CASA volunteer who participated in the CASA training program.

2. CASA efforts being established. At Youth Development, Inc. (Albuquerque, NM), although the unsettled nature of the CASA program made establishing a linkage quite challenging, progress was made which may result in Youth Development participating in future CASA training. In addition, three Hispanic CASA volunteers were recruited and a linkage established with the permanency planning lead judge resulted in Hispanic youth referrals to the project.

Institute of Human Resource Development (IHRD; Salt Lake City, UT) directed efforts toward the Guardian Ad Litem program. IHRD recruited two Hispanic volunteers and became active in policy level work in this area through the appointment of the IHRD project coordinator to the Permanency Planning Council for Utah.

3. CASA efforts nonexistent. PROCEED (Elizabeth, NJ), established a collaborative working relationship with the New Jersey Child Placement Review Board on behalf of the Hispanic community, sent letters to other Hispanic agencies to promote their participation in the Child Placement Review process, offered to provide orientation to these agencies regarding their participation, and translated materials into Spanish for the Child Placement Review Board.

Centro de Amistad (Guadalupe, AZ) established a linkage with the Arizona Supreme Court which resulted in linkages with the Foster Care Review Board system and the CASA-style project called SAFE (Special Advocate and Friend

The specific accomplishments of the monitoring and evaluation process include the following:

1. Structuring project implementation into a management-by-objectives approach, utilizing the Goals and Objectives of the Action Plans for each site as well as the National Office pre-funding proposal submitted to OJJDP;
2. Collaborating with the National Office in developing a technical assistance approach for local programs that would teach local sites how to function within such a management-by-objectives framework and provide appropriate documentation of work accomplished;
3. Providing the sites and the National Office with evaluation feedback that allowed meticulous assessment of progress as well as early identification of problem areas, reasons for these, and recommendations for action, and development of feedback in collaboration with, and channelled through, the National Office to the local programs; and
4. Developing a year-end report on the Launching of Proyecto Esperanza, to serve as a comprehensive overview of the project as a whole as well as an examination of its components.

Extraordinary), encouraged four Hispanic agencies to participate in efforts of local Foster Care Review Boards, and offered to provide the Boards with technical assistance.

La Familia (Sacramento, CA) has secured judicial support for spearheading a CASA demonstration effort, the potential for which is being explored with the appropriate state governmental agencies.

Monitoring and Evaluation: Goal 4. A process/formative evaluation was conducted for Proyecto Esperanza with impact also assessed in a number of areas.

This was accomplished by generating measurable Goals and Objectives for both the sites and the National Office and then establishing, for each Objective, criteria for assessing progress toward full attainment of each Objective. Thus, a strict management-by-objectives approach was implemented, based on the Action Plans developed by each participating site.

Subsequent to this assessment, both the sites and the National Office were provided with feedback about the amount and nature of the progress. This feedback served two purposes: (1) to help monitor the adequacy of project progress toward meeting Objectives, and (2) to identify problems, and provide recommendations for resolving them, so that Goals could still be achieved despite the difficulties encountered in project implementation.

Apart from assessing project progress, through this Goal the experience in implementing Proyecto Esperanza was distilled. This generated considerable knowledge about how a multisite national demonstration is best implemented, and what problems may be encountered. This knowledge gained is described in the following section.

Knowledge Gained

From a national perspective, much was to be learned as this was the first time that such a complex Hispanic service program was undertaken in any area, much less on the topic of child abuse. As information poured in and discoveries were made, knowledge was gained that was immediately applied to program implementation.

Consequently, programs changed and evolved rapidly and continuously over the first year of Proyecto Esperanza. Had it not been for such rapid knowledge development and for the willingness of all to grow and adapt quickly, it would not have been possible to achieve so much in so little time. Since this knowledge will be of benefit to those who will be launching multisite projects in the future, it is important to share some of the most critical concepts learned in this first year of Proyecto Esperanza.

As part of this national demonstration, COSSMHO developed and successfully tested a model for launching complex, innovative service programs in multiple sites across the country, and for providing the leadership required to ensure goal accomplishment at each site.

The model is one in which a managing organization, in this case, COSSMHO, becomes a "broker" to facilitate program development in communities with great need but that otherwise lack organizational capabilities and/or experience to implement federally-funded programs independently. This model is particularly useful when funding agencies wish to launch programs nationwide in neglected or underserved communities. In such cases, the broker bridges the gap, providing the technical assistance local communities require for successful program implementation and which is beyond the amount of technical assistance and guidance that most federal agencies are equipped to provide.

It should be noted that, although in this project the model was applied to certain problem areas of Hispanic youth, the model itself transcends the particular ethnic group or problem addressed. That is, the model can be applied whenever a problem would benefit from multiple site interventions where each site's program is tailored to its community's needs.

In the process of implementing Proyecto Esperanza, certain issues surfaced as central considerations in this

broker model of launching a multisite project and are discussed in the paragraphs which follow.

Some of these issues emerged from the experience of the National Office in coordinating the multisite implementation of the project. These are discussed under Managing the Project and include the following:

1. Organizational Capability to Direct a National Multisite Program;
2. Organizational Linkages for Identifying Local Agencies;
3. Management by Objectives.
4. Local Interest in National Agendas;
5. Program Flexibility.
6. Time Frame; and
7. Preparation for Multisite Management.

Other issues emerged from experiences at the local sites. These are discussed under Implementing Site Programs and include the following:

8. Staff Resources;
9. Site Preparedness;
10. Community Readiness for Programs;
11. Direct versus Indirect Efforts; and
12. Outcome Orientation.

Managing the Project. These issues warrant attention regardless of the particular problem or topic area being addressed and are central to the success of the multisite

broker model used by COSSMHO. The first three represent important prerequisites to being able to conduct a project of this scope.

1. Capability to Direct a National Multisite Program. An organization must have the required infrastructure for providing all aspects of national leadership to undertake a multisite project.

At the start of Proyecto Esperanza, COSSMHO possessed the requisite infrastructure. Nonetheless, this project allowed the infrastructure to develop further. Through the experience of this project, COSSMHO has acquired a greater understanding of the kind of organizational leadership required to undertake a program of this kind, particularly in a relatively new area, i.e., neglect and abuse of Hispanic youth, where little work had been done either by the field or by OJJDP.

COSSMHO's ability to provide this assistance was directly linked to its organizational infrastructure. COSSMHO's experience conducting national demonstration efforts was already established, and did not need to be simultaneously developed. This infrastructure for providing ongoing project leadership is especially crucial in areas where needs for program support are likely to be high, as with programs for minority groups or programs which address relatively new topics.

Much effort was required on the part of COSSMHO to assist local site agencies with varied capabilities to successfully implement their diverse programs in this area.

2. Organizational Linkages for Identifying Local Agencies. COSSMHO had prior, well-established relationships with most of the agencies that were to collaborate in Proyecto Esperanza. For those with whom it did not have an established relationship, COSSMHO was a visible and respected entity. Thus, a degree of trust and comfort existed, creating a cohesion that facilitated project implementation.

Additionally, and just as important, is that COSSMHO's recognition as a national leader provided substantial leverage in convincing the site agencies to conduct a large amount of work for relatively little money. What agencies received in return for their hard work was enhanced prestige in their communities by virtue of having been selected by COSSMHO to participate in the national demonstration, as well as the opportunity to develop a heretofore nonexistent service delivery component for their target populations. As a result, the enhanced position of these agencies in their own communities placed them in a more advantageous position to receive both local funding and strong support when seeking outside funding.

3. Management by Objectives. Establishing a management-by-objectives approach with abundant

communication between the sites and the National Office, including frequent reports for COSSMHO to monitor site progress, was a central aspect of all of COSSMHO's work in Proyecto Esperanza. This approach was crucial for successfully implementing the project because effective management requires a clear sense of direction and ample information to assess progress toward objectives.

In essence, COSSMHO cultivated among sites an orientation toward outcomes to facilitate sites functioning on a goals and objectives basis. To help foster this approach, COSSMHO required that Action Plan proposals be developed in terms of measurable Goals and Objectives. This was necessary for accountability to the funding source as well as for keeping COSSMHO informed about project progress.

4. Local Interest in National Agendas. An important benefit in a project brokered by a national organization is that local interest in national agendas can be generated. As a result of the broker's efforts, sites learn about the potential for linking with national programs that emphasize issues such as prevention, community education, and greater development of community resources. Through the national collaboration, local communities have the opportunity of learning about national solutions to local problems. Thus, the focus at local site agencies evolves from one of addressing immediately pressing needs with local solutions

to one of applying broader perspectives espoused in agendas with a broader national scope.

One example in Proyecto Esperanza of such broadened perspective and fostering of local interest in national agendas is found in the work related to CASA. At five of the sites, CASA programs did not even exist at the start of Proyecto Esperanza. Consequently, local site agencies were only minimally, if at all, aware of CASA and Permanency Planning efforts, or of how sites could contribute to helping establish these efforts as viable forces in their communities. The CASA component of Proyecto Esperanza facilitated local agency efforts on behalf of CASA where none existed before. Also, in the three communities where CASA efforts were already established, the recruitment and training of Hispanic volunteers has been facilitated, representing local partnerships between CASA and the Hispanic community that did not exist prior to Proyecto Esperanza.

Perhaps most important is that, through Proyecto Esperanza, eight Hispanic agencies have developed working relationships that will help make CASA and Permanency Planning efforts a continued part of site activities. Equally important is that, in all eight communities, and at the National Office, Hispanic involvement in CASA has been firmly established.

5. Program Flexibility. The broker model employed in Proyecto Esperanza assured that the project was sufficiently flexible to address the varied needs of a multisite project. Such flexibility is integral to the broker model and clearly made a substantial contribution to project success.

It should be noted that while multiple sites and differing local programs offer substantial benefits to a nationwide project, their diversity also creates problems. In particular, project implementation is more complex, necessitating that national project management efforts be highly tailored to each site to ensure overall project accomplishments. The various types of flexibility embodied in Proyecto Esperanza are discussed in the following paragraphs.

Flexibility was reflected in the development of locally-designed Action Plans that met the national project goals in a community-specific fashion.

Flexibility was also reflected in the design of the overall national demonstration itself. Local sites not only could conduct programs tailored to local community needs, these programs could address vastly differing domains of the problem of abuse/neglect of Hispanic youth. The national demonstration design allowed for not only direct service programs (such as Youth Development in Albuquerque), but also for programs focused on developing research and training materials (such as Hispanic Health Council in

Hartford), as well as for programs focused on alternative and highly innovative modes of intervention (such as AAMA's Host Home program in Houston) and the Mothers on Mothering Safety (MOMS program at IHRD in Salt Lake City).

Flexibility was embodied in the kind and amount of training and staff development that needed to be incorporated into the project design for each site. Sites entered the project with varied levels and areas of capability. Gaps in the skills required for carrying out the work needed to be addressed directly through project Goals and Objectives.

Flexibility of a different type is reflected in the amount and type of work (i.e., project products) that each site could be required to conduct or produce.

Because of the need for flexibility at so many levels of the project, there also was a need for flexible leadership from COSSMHO in managing the project to ensure success at many levels and in so many different programs. Some sites (e.g., Youth Development in Albuquerque) required little from COSSMHO. Others (e.g., AAMA in Houston, and IHRD in Salt Lake City) required close monitoring, with sanctions imposed at one point in the Houston project. Still others (e.g., NALA in Las Vegas) required considerable technical assistance of varied kinds while others (e.g., Hispanic Health Council of Hartford) required renegotiations throughout the project.

The following two issues which emerged from COSSMHO's experience in coordinating the multisite project represent problems that affected the ease of implementation.

6. Time Frame. In Proyecto Esperanza, substantial problems in implementation arose due to the compressed time frame in which the project was conducted. Since the initial funding period was for only one year rather than the three requested, this meant that project start-up needed to occur quickly in order for the project timetable to be met. This was done successfully, but required an intense effort to focus the work, and tremendous dedication on the part of the National Office and the eight sites.

7. Preparation for Multisite Management. Although COSSMHO was experienced in coordinating multisite programs, this was the most complex and challenging national project COSSMHO had undertaken, both in number of sites and in variety of programs. COSSMHO grew to meet the challenge, made even more difficult because of the compressed time frame and the consequent need to collaborate with sites closely and frequently.

To facilitate multisite management as well as to focus site efforts, the national Project Director and the Youth Services Consultant met with each site prior to the subcontracting. The national Project Director briefed site staff on the Goals of Proyecto Esperanza and helped direct their planning toward project Goals. The Youth Services

Consultant, Dr. Orlando Martinez, then helped each site develop a specific Action Plan that was closely tailored to site needs and capabilities while still addressing overall project Goals.

Because of the need to get programs underway quickly, much of COSSMHO's initial efforts focused on organizational and programmatic concerns. While these efforts were undoubtedly needed, they prevented a comparable focus on training in the programmatic areas at the outset of the project. Thus, in terms of a learning experience, the lesson is that the substantive areas of runaways, abused, and neglected youth, and staff skills development in these areas, needed more attention at the outset.

Implementing Site Programs. Although the issues discussed in this section emerged from local site experiences, nonetheless they transcend their locales of origin and provide generic guideposts in implementing projects. Collectively, these issues concern determining what is the proper amount of work expected from a site. This is difficult to determine, yet it is crucial to both site and project success.

When expectations outweigh site capacity to produce, successful implementation of the project is likely to require expert assistance from the national project management body. If such assistance is needed extensively across sites in a multisite project, obviously the resources

of the national project management entity can become severely strained, a circumstance to be avoided. However, without such national level assistance to overextended sites, the project is likely to be poorly implemented--also a circumstance to be avoided. Hence the importance of considering the issues discussed below in matching project work requirements with site capacity to produce.

8. Staff Resources. Staff training, kinds and levels of expertise, and staff availability are crucial considerations. When these are in accord with the demands of the work, project goals can be met more effectively and with greater ease than when there is a mismatch.

For example, at PROCEED (in Elizabeth, New Jersey), the direct service demands of the project were well-matched with the staff's capability to provide treatment, resulting in an effective treatment component that was readily implemented. However, at the Hispanic Health Council (in Hartford), the subcontract for developing training materials had to be abandoned because the subcontractor did not have the capability to deliver an acceptable final product. This forced the site to assume this task. Unfortunately, the staff member with the capability to accomplish this task did not have the time available, thereby forcing a delay until project year two in completing the training package.

The Hispanic Health Council experience also illustrates the importance of matching the type of agency expertise with

the type of work that needs to be done. This site's expertise is largely in the realm of action research; the agency provides no direct services. Yet, the training package that needs to be developed requires expertise in direct client services. This means that the site will need time to acquire this expertise, and it is likely to take more staff effort and time to develop these training materials than it would to implement a more action research product.

The CASA effort in general provides another example of the importance of work demands and project resources being well matched. The CASA component was a very ambitious and complex undertaking. Both the national office and the sites lacked adequate resources to carry out the CASA effort in addition to the direct service mandate which was the thrust of the project.

Even a well-trained staff, with the necessary expertise and time availability, is not sufficient to guarantee the success of project efforts, however. Site preparedness for undertaking the effort also is crucial, as discussed below.

9. Site Preparedness. If a site has not had prior experience in a topic area, project implementation takes more time and effort. If, in addition, the site has not had sufficient start-up time to prepare to undertake a new area, the task is doubly difficult, and project success can be threatened. It should be noted, however, that a balance

needs to be reached, as it was at Proyecto Esperanza sites, in utilizing existing staff capabilities, on the one hand, and in providing challenges that facilitate site ventures into promising new areas.

For example, a major project component at Youth Development concerned providing training for police officers. This was both a new area of work for Youth Development and one for which very little preparation had been completed prior to the initiation of this project. It was added to the site's original project proposal at the recommendation of COSSMHO because collaboration with police was seen as critical to reducing the high rates of incarceration of Hispanics in New Mexico. Although Youth Development made earnest efforts to provide police training, this proved to be a problematic area throughout the first project year. Nonetheless, the directive from COSSMHO was precisely the approach that was needed to establish a diversionary effort. However, because Youth Development had not previously attempted such complex collaboration with police, great effort was required to launch this program. By the end of the project year, after there had been sufficient time for Youth Development to establish itself as a credible resource to the police department, significant progress occurred. Establishing such a linkage simply cannot be rushed.

Another example concerns the efforts of AAMA to secure a license for certifying families to operate Host Homes for temporary placement of Hispanic youth. The licensing procedure, with its specific requirements and time frame, has to be adhered to exactly, and aberrations (such as the resignation of a staff member, or the need to establish new licensing standards due to the uniqueness of the Host Home program) merely lengthen the procedure. Due to a considerable delay in overcoming a series of obstacles to obtaining the license, AAMA was not able to complete certification and training of Host Home families until near the end of the first project year. However, having overcome the initial challenge, AAMA has established a new, important and cost effective approach for providing Hispanic youth with shelter in home environments.

The CASA effort at virtually all sites also reflects the implementation difficulties caused by lack of preparedness. The sites had no prior experience with CASA work and lacked the linkages that would facilitate CASA efforts. Consequently, acquiring knowledge about CASA and establishing the necessary linkages took considerable time and effort. Also, since the linkages were new, they were not always immediately successful and generating results was an uphill battle.

Further complicating matters were the varying levels of CASA development found in the communities, the differing

degrees of initial receptivity to Proyecto Esperanza CASA efforts, and the complexity of the system in which CASA is found which, in addition to CASA, includes Permanency Planning Task Forces and Foster Care Review Boards.

CASA was added to Proyecto Esperanza at the initiative of the funding agency and, although this created implementation difficulties, in retrospect it was a good decision. There was a dire need for Hispanic community involvement in CASA/Permanency Planning/Foster Care and, the implementation difficulties notwithstanding, Proyecto Esperanza CASA efforts have resulted in greater Hispanic input to CASA programs as well as extension of CASA efforts to better reach Hispanic communities.

Quite apart from organizational preparedness, if the community is not ready to accept the premises on which the program is based, or if program strategies are unacceptable, project success will be greatly affected as suggested below.

10. Community Readiness for Programs. When a project's "time has come" in a community, when it is consistent with the community's norms and concerns, project implementation is greatly facilitated. In such a case, community readiness works in favor of the project. When a project works against the community's norms, or when awareness and concern are nonexistent, however, the project will be considerably more difficult to implement. Less

readiness requires greater skill and effort from the site agency.

Centro de Amistad's Proyecto Esperanza (in Guadalupe, Arizona) provides an illustration of the type of difficulties that can be encountered when community readiness is low. Within Guadalupe's Hispanic community, awareness of treatment and prevention of child abuse were minimal. Even more striking was the absence of a community norm that viewed child abuse as unacceptable. Moreover, it was taboo even to discuss the topic of sexual abuse.

Consequently, Centro de Amistad found itself in the position of not only not having community support for reporting abuse cases, but to Guadalupe's Hispanics the agency's effort to report abuse cases appeared to be violating the community's trust in the agency. As a result, in the first year of the project, Centro de Amistad was able to provide treatment only for abuse cases already identified as such by a source other than the agency itself. Rather than confront directly the community's denial of the problem, Centro de Amistad undertook a wiser, long-term strategy of creating community awareness of the problem of abuse, and of the need for treatment and prevention. Clearly a goal for the second project year will be to continue to cultivate the development of a community norm that will find abuse, and the nonreporting of it, to be unacceptable.

Other issues, unrelated to aspects of the staff or community readiness, also can affect project success. One of these concerns the degree to which the site agency must depend upon outside resources to accomplish project aims, as discussed next.

11. Pitfalls in Depending Upon Outside Resources. To the extent that the cooperation of outside resources is essential to project success, to that extent the project's success is in jeopardy...unless the outside resources have a vested interest in the project. This is simply because, without the motivation to cooperate that a vested interest supplies, outside resources have little reason to justify carrying out additional work, often unremunerated, or disrupting normal procedures to accommodate the requests of another agency.

La Familia (in Sacramento) experienced just this sort of difficulty in attempting to meet its aim of collecting data to determine the incidence of abuse, and extent of need, among Hispanic youth. The data were to be gathered from existing data banks at outside resources. La Familia negotiated an agreement for access to the data, and established a procedure for doing so that was acceptable to all of the outside resources. Notwithstanding their intent to cooperate, these agencies ultimately failed to deliver the information that La Familia required in order to fully meet its Goal. Had the data gathering been fully under the

control of La Familia, it is likely that the outcome would have been more positive.

A final issue concerns the administrative perspective of the site agency itself. As the paragraph below explains, a qualified and well-prepared staff, a receptive community, and cooperative resources are not enough to guarantee project success. The degree to which agency efforts are focused upon highly specific and concrete outcomes also is a determinant of project success.

12. Outcome Orientation. Proyecto Esperanza instituted a rigorous management-by-objectives program which required an orientation toward specific outcomes and products. Such an orientation is to be credited for contributing significantly to the broad success of the project. It should be noted, however, in order to facilitate both project implementation and evaluation, organizations wishing to duplicate such methods need to have staff trained in this particular management mode.

Innovations for Replication

A demonstration project seeks to show whether something can or cannot be done, and if it can be done, how best to do it. In other words, the purpose of a demonstration project is to learn and to teach by demonstrating. In that spirit, a number of specific findings and products of this project

are exemplary, and warrant national replication. These are outlined below.

Youth Development, Inc. (Albuquerque, NM).

- o Wallet-sized referral/resource cards: These are a highly successful alternative to the brochure format for disseminating project information. They are easy to carry, making them easily accessible for distributing to youth, community members, and service providers.
- o Follow-up program for runaway youth: This contact-by-mail or phone campaign for families of youth identified through police runaway reports has been so successful that the police department is planning to institute a similar mailing campaign to encourage parents to seek diversionary services.

PROCEED, Inc. (Elizabeth, NJ).

- o In-depth clinical treatment of child abuse: The culturally-sensitive clinical treatment program for child abuse/neglect and juvenile delinquency is particularly notable for its sound clinical knowledge and approach.

Centro de Amistad (Guadalupe, AZ).

- o Neighborhood advocates: The "Fuerza Familiar" approach, as it is called, establishes families as neighborhood advocates who gather friends and neighbors to promote discussion and awareness of the abuse

problem as well as of the needs of youth and their families.

Hispanic Health Council (Hartford, CT).

- o Intake process and form: Already adopted for national use for the second year of the project as the standard intake form for abused youth, this process and form help child abuse workers gather, in a standardized format, the information necessary for understanding Hispanic youth needs and culture.
- o Child abuse case book: This collection of child abuse cases from varied settings is an excellent resource for training professionals and stimulating a deeper understanding of both child abuse issues in general and ethno-cultural issues specific to child abuse among Hispanics.

Association for the Advancement of Mexican Americans (AAMA; Houston, TX).

- o Host Home program: National impact is already evident in that two project sites have adopted the AAMA Host Home concept of temporary foster care in a natural home environment that is sensitive to the needs of Hispanic youth.
- o Host Home manual: To facilitate replication at other sites, AAMA developed a comprehensive manual which details the procedure for establishing Host Homes. It is an excellent resource that guides the reader through

all the necessary steps as well as presents the human element of the process.

Nevada Association of Latin Americans (NALA; Las Vegas, NV).

- o Reaching difficult-to-reach parents: Since parents would not attend meetings/workshops specifically about abuse and neglect, NALA found that embedding these meetings/workshops as part of other events, as well as disseminating information at "natural" community gathering places, were highly effective ways to reach parents.

La Familia (Sacramento, CA).

- o Culture-specific training of professionals: A team of expert trainers was assembled to prepare and present a comprehensive training curriculum for preparing service providers to work more effectively with Hispanic youth and their families. The curriculum emphasizes assessment skills and techniques from a cultural perspective, culturally relevant intervention approaches, agency networking and development of child abuse policy efforts.

Institute of Human Resource Development (IHRD; Salt Lake City, UT).

- o ICARE Documentation Form for runaways: This intake form for systematic information gathering has been adopted at all project sites for use with runaways. It is a significant contribution toward collecting

information about numerous aspects of the runaways's experience that are relevant both to treatment and prevention efforts.

- o **MOMS program:** This program provides a ten-week course in preventive parenting techniques for teenage Hispanic mothers who are "at risk" of abusing their offspring. The curriculum addresses various deficiencies that place these young Hispanic mothers at a disadvantage for parenting and has potential for making a significant contribution to prevention efforts.

A Final Note

The first year launching of Proyecto Esperanza was a welcome challenge to COSSMHO and to the participating communities, and was a benefit to the Hispanic youth and families served. Perhaps most important is that, as a demonstration activity, the project encouraged innovation, adaptation, and flexibility that resulted in programs that are more cost-effective, more skilled, and more appropriate to community needs. As a demonstration activity, the focus of the project was both to provide service as well as to establish solid foundations on which future programs can be built. Both were accomplished.

Further, COSSMHO learned much about its leadership capabilities, its ability to organize and quickly begin to

implement a project as complex as Proyecto Esperanza. In retrospect, however, this very quickness gave the project a breathless quality which made it difficult to find sufficient time for the thoughtful reflection that is so essential in order for knowledge to be gained from the experience of implementing such a project. Hence, the importance of this report which constitutes that reflection, particularly the final section which delineates project accomplishments, knowledge gained, and innovations for replication.

From both a national and local site point of view, the first year of Proyecto Esperanza was indeed a success. The project continues, and now is in its second year during which the programs will be refined to facilitate national replication and the base of financial support expanded, with 25% from local funding.

As always is the case, success resulted from hard work, skill, and commitment of the professionals who collectively launched Proyecto Esperanza and from the support received from their communities.

Also, credit must be given to OJJDP and the Department of Justice for funding programs such as this one which is at the cutting edge of program development for minority and at-risk communities with a high incidence of abuse-related problems.

APPENDIX:

Sample
Project Accomplishment Evaluation Form

COSSMHO
Projecto Esperanza

Project Accomplishment Evaluation Form

Youth Development Inc.
Albuquerque, New Mexico

On the following pages are the Goals, Objectives, and evaluation criteria for COSSMHO Projecto Esperanza activities to be carried out by Youth Development Inc. of Albuquerque, New Mexico. By accepting the COSSMHO Projecto Esperanza contract, Youth Development commits itself to collaborating in this project evaluation by fulfilling the Goals, Objectives and evaluation criteria as set forth in this evaluation document. Youth Development also certifies that services reported as provided under this contract have not been recorded as provided under any other funding source, except when so specified with the evaluation data submitted.

This master copy of this evaluation document is to be filled out quarterly by Youth Development as called for in the project contract, photocopied, and then the photocopy submitted to the COSSMHO Projecto Esperanza National Office which will forward a copy to the Project Evaluator. The master copy of this evaluation document is to remain with Youth Development during the project to be updated quarterly. This will provide Youth Development, as well as the Project Evaluator, with an up-to-date profile of the progress of Youth Development in implementing Projecto Esperanza.

Note that documentation is to be offered for the evaluation criteria for each quarter regardless of whether the Goals, Objectives, and evaluation criteria for that quarter have been fulfilled. In the event of noncompletion of project Objectives, justification is required. This justification will serve to explain to the COSSMHO National Office and the Project Evaluator the reasons for the noncompletion, and should be entered on the evaluation form in the space provided for the appropriate quarter. This information is essential as it will allow the Project Evaluator to properly assess project efforts in light of constraints encountered.

Information to document evaluation criteria is requested in this document to be submitted to the COSSMHO National Office. This occurs either during the first month of the project, quarterly, or at the end of the project as noted in this document. Note that dividing the project year into quarters results in three quarters of three months each, ending March 15, June 15, and September 15.

Site: Youth Development Inc.

GOALS AND OBJECTIVES

GOAL 1 Identify and provide counseling to approximately 136 Hispanic runaways.

OBJECTIVE 1.1

Develop and implement non-residential counseling program which will provide crisis intervention and counseling services to Hispanic runaways. (Date operational: January 1, 1985)

OBJECTIVE 1.2

Identify and provide referral services to approximately 136 Hispanic runaways.

OBJECTIVE 1.3

Conduct and document individual, group and family counseling and crisis intervention services for youth admitted to the program.

GOAL 2 Establish linkages with both juvenile justice system agencies and social service agencies.

OBJECTIVE 2.1

Establish outreach linkages to encourage referrals from juvenile justice system agencies and social service agencies to the project.

OBJECTIVE 2.2

Establish working relationships with social service agencies that permit utilization of those services by clients participating in the project.

GOAL 3 Increase awareness of the needs of Hispanic juvenile runaways among law enforcement and social service agencies.

OBJECTIVE 3.1

Develop a referral process for use by the Albuquerque Police and the County Sheriff's department.

GOALS AND OBJECTIVES (continued)

OBJECTIVE 3.2

Conduct service providers training for law enforcement officials on the needs of Hispanic runaways and on communicating the referral process.

OBJECTIVE 3.3

Conduct service provider training to Social Service intake staff.

OBJECTIVE 3.4

In order to encourage self-referrals, develop and print information about the project for distribution in fourteen (14) local high schools, in addition to the bus station and other places identified as being frequented by runaway youth.

GOAL 4 Collaborate with the COSSMHO National Office in supporting CASA program development in the Salt Lake area.

OBJECTIVE 4.1

Assist in promoting and establishing CASA in the metro-county area by becoming an active participant of the CASA Program Co-Sponsoring Planning Committee.

OBJECTIVE 4.2

Establish a linkage with the state's Permanency Planning "lead Judge" (The Honorable John E. Brown, District Judge, Albuquerque) to offer assistance in local efforts pursuant to Hispanic constituencies.

OBJECTIVE 4.3

Once the CASA program is fully established, assist in recruiting and training Hispanic CASA volunteers.

GOAL 5 Develop and implement a systematic process for accumulation and analysis of project data and evaluation of project goals and objectives.

OBJECTIVE 5.1

Develop a process for gathering required evaluation materials of data-oriented objective documentation, interpretive self-reports, and face-to-face interviews between the Project Coordinator and the Project Evaluator.

OBJECTIVE 5.2

Submit evaluation reports each quarter to COSSMHO office.

COSSMHO
Proyecto Esperanza

Project Accomplishment Evaluation Form

Site: Youth Development Inc.

GOAL 1 Identify and provide counseling to approximately 136 Hispanic runaways.

OBJECTIVE 1.1

Develop and implement non-residential counseling program which will provide crisis intervention and counseling services to Hispanic runaways. (Date operational: January 1, 1985)

EVALUATION CRITERIA

Document counseling program developed

By end of first month submit in writing:

Procedure/form for identifying and assessing service needs of each referred youth, including crisis needs, immediate survival needs, appropriate services and referrals: date submitted _____

Procedure for explaining available services, program requirements, and for securing voluntary consent of youth to participate: date submitted _____

Procedure for assigning case manager and description of case manager's duties: date submitted _____

Definition of population of runaways: date submitted _____

Description of counseling program developed: date submitted _____

GOAL 1 (continued)

OBJECTIVE 1.2

Identify and provide referral services to approximately 136 Hispanic runaways.

EVALUATION CRITERIA

Document intake for approximately 136 Hispanic runaways

Quarter 1: # Hispanic runaways identified _____

Hispanic runaways completing intake _____

Quarter 2: # number new Hispanic clients _____

Police Department referrals _____

Cases identified by Proyecto Esperanza through community agency linkages _____

Community Referral Sources # Referrals

Hispanic runaways for whom attempts at contacts were made but were unsuccessful _____

families of Hispanic runaways contacted and provided with program information and referral services who were identified through the Albuquerque Police Department _____

Hispanics provided with referral services, case assessment, and/or other support services only _____

Hispanics provided with intake for ongoing counseling services directly by project staff _____

Hispanics receiving shelter and counseling Shelter only _____

OBJECTIVE 1.2 (continued)

Carry-over cases from Quarter 1 _____
Shelter only _____ Outreach counseling only _____
Both shelter and outreach counseling _____
new Hispanic runaways completing intake _____

Quarter 3: # Hispanic runaways for whom attempts at contacts were made but were unsuccessful _____

families of Hispanic runaways contacted and provided with program information and referral services who were identified through the Albuquerque Police Department _____

Hispanics provided with referral services, case assessment, and/or other support services only _____

Hispanics provided with intake for ongoing counseling services directly by project staff _____

Total all quarters:

nonduplicated runaways identified _____
nonduplicated runaways completing intake _____

GOAL 1 (continued)

OBJECTIVE 1.3

Conduct and document individual, group and family counseling and crisis intervention services for youth admitted to the program.

EVALUATION CRITERIA

Document provision of counseling and crisis intervention

Design and attach individual client log sheet to document counseling conducted for each client.

Report the following data, suggested as minimal client log sheet information to be reported in the evaluation. Also include demographic/background data, any relevant information needed, and significant events/discussions occurring during sessions. Sample log sheet enclosed.

Individual client log sheets are to be submitted quarterly for clients completed. Remainder to be submitted at end of project.

Quarter 1: Contacts: # clients _____ # family members _____
collaterals _____ # human service personnel _____

hours clinical service provided _____

Clients: total # _____ = # continuing _____ + # new _____

hours of service offered:
crisis intervention _____ individual counseling _____
group counseling _____ family counseling _____

GOAL 1 OBJECTIVE 1.3 (continued)

(Wording of evaluation criteria amended for Quarters 2 and 3, as per agreement with Youth Development)

Quarter 2: Contacts:

- # youth provided with individual counseling: _____
- # clients provided with family counseling: _____
- # clients provided with shelter and counseling: _____
- # clients provided with both individual and family counseling: _____
- # clients provided with referral/other support services: _____

- # hours of service:
crisis intervention _____ individual counseling _____
group counseling _____ family counseling _____
other related services _____

hours total service offered _____

Clients: total # _____ = # continuing _____ + # new _____

Quarter 3: Contacts:

- # youth provided with individual counseling: _____
- # clients provided with family counseling: _____
- # clients provided with shelter and counseling: _____
- # clients provided with both individual and family counseling: _____
- # clients provided with referral/other support services: _____

- # hours of service:
crisis intervention _____ individual counseling _____
group counseling _____ family counseling _____

hours total service offered _____

Clients: total # _____ = # continuing _____ + # new _____

OBJECTIVE 1.3 (continued)

Total all quarters of nonduplicated clients _____

Total all quarters of nonduplicated hours clinical service provided (all categories of service) _____

nonduplicated hours crisis intervention _____

nonduplicated hours individual counseling _____

nonduplicated hours group counseling _____

nonduplicated hours family counseling _____

GOAL 2 Establish linkages with both juvenile justice system agencies and social service agencies.

OBJECTIVE 2.1

Establish outreach linkages to encourage referrals from juvenile justice system agencies and social service agencies to the project.

EVALUATION CRITERIA

Document linkages with juvenile justice system agencies

Quarter 1: List juvenile justice system linkages established:

Total # juvenile justice agencies involved _____

Quarter 2: List juvenile justice system linkages established:

Juvenile justice agencies involved:
total # _____ = # continuing _____ + # new _____

STATUS

Quarter 3: List juvenile justice system linkages established:

Juvenile justice agencies involved:
total # _____ = # continuing _____ + # new _____

Document linkages with social service system agencies

Quarter 1: List social service system linkages established:

Total # social service agencies involved _____

Quarter 2: List new social service system linkages established:

Social service agencies involved:
total # _____ = # continuing _____ + # new _____

Quarter 3: Describe social service system linkages established:

Social service agencies involved:
total # _____ = # continuing _____ + # new _____

GOAL 2 (continued)

OBJECTIVE 2.2

Establish working relationships with social service agencies that permit utilization of those services by clients participating in the project.

EVALUATION CRITERIA

Document
working
relationships
established

Quarter 1: Describe working relationships established with social service agencies:

Total # social service agencies involved _____

OBJECTIVE 2.2 (continued)

Quarter 2: Describe new working relationships established with social service agencies:

Social service agencies involved:
total # _____ = # continuing _____ + # new _____

Quarter 3: Describe new working relationships established with social service agencies:

Social service agencies involved:
total # _____ = # continuing _____ + # new _____

GOAL 3 Increase awareness of needs of Hispanic juvenile runaways among law enforcement and social service agencies.

OBJECTIVE 3.1
Develop a referral process for use by the Albuquerque Police and the County Sheriff's department.

EVALUATION CRITERIA

Document referral process developed Quarter 1: Describe referral process developed:

Total # referrals from police and sheriff _____

Quarter 2: Describe adequacy of referral process functioning, including any problems and how they have been addressed:

Total # new referrals from police/sheriff _____

OBJECTIVE 3.1 (continued)

Quarter 3: Describe adequacy of referral process functioning, including any problems and how they have been addressed:

Total # new referrals from police/sheriff _____

Total all quarters # nonduplicated referrals _____

OBJECTIVE 3.2

Conduct service provider training for law enforcement officials on the needs of Hispanic runaways and on communicating the referral process.

EVALUATION CRITERIA

Document service provider training for law enforcement officials

Quarter 1: Submit copy of training program: date submitted _____

Total # law enforcement officials trained _____
police _____ # sheriff's department _____
other _____ (specify roles):

Quarter 2: Total # additional trainees _____
police _____ # sheriff's department _____
other _____ (specify roles):

Quarter 3: Total # additional trainees _____
police _____ # sheriff's department _____
other _____ (specify roles):

GOAL 3 (continued)

OBJECTIVE 3.3

Conduct service provider training to Social Service intake staff.

EVALUATION CRITERIA

Document
service provider
training
for social
service intake
staff

Quarter 1: Submit copy of training program:
date submitted _____

Total # social service staff trained _____
Describe types of personnel and types of
agencies:

Quarter 2: Total # additional trainees _____
Describe types of personnel and types of
agencies:

Quarter 3: Total # additional trainees _____
Describe types of personnel and types of
agencies:

GOAL 3 (continued)

OBJECTIVE 3.4

In order to encourage self-referrals, develop and print information about the project for distribution in fourteen (14) local high schools, in addition to the bus station and other places identified as being frequented by runaway youth.

EVALUATION CRITERIA

Document
production and
distribution
of printed
information

Quarter 1: Submit copy of printed information: date
submitted _____

Distribution information:
high schools _____ : total # copies _____
copies to bus station _____
copies to other places _____ specify types
of sites:

Total # self-referrals _____

Quarter 2: Distribution information:
high schools _____ : total # new copies _____
new copies to bus station _____
new copies to other places _____
specify types of sites:

Total # self-referrals _____

Quarter 3: Distribution information:
high schools _____ : total # new copies _____
new copies to bus station _____
new copies to other places _____
specify types of sites:

Total # self-referrals _____

Total all quarters nonduplicated distribution figures:
high schools _____ # copies _____
copies to bus station _____
copies to other sites _____

GOAL 4 Collaborate with the COSSMHO National Office in supporting CASA program development in the Albuquerque area.

START-UP PERIOD

Describe the CASA-related activities were conducted during Quarter 1 which reflect start-up efforts prior to the initiation of the formal CASA activities of Quarters 2 and 3:

OBJECTIVE 4.1

Assist in promoting and establishing CASA in the metro-county area by becoming an active participant of the CASA Program Co-Sponsoring Planning Committee.

EVALUATION CRITERIA

Document efforts to participate in Co-Sponsoring Planning Committee

Quarter 2: Negotiate working agreement that permits site to participate as a CASA Program Co-Sponsoring agency and/or as a recognized Advisory Board Member of the CASA program efforts: date submitted _____

Quarter 3: Describe co-sponsoring/advisory board activities during this quarter: date submitted _____

GOAL 4 (continued)

OBJECTIVE 4.2

Establish a linkage with the state's Permanency Planning "lead judge" (The Honorable John E. Brown, District Judge, Albuquerque) to offer assistance in local efforts pursuant to Hispanic constituencies.

EVALUATION CRITERIA

Document efforts to establish "lead judge" linkage

Quarter 2: Describe activities toward establishing this linkage: date submitted _____

Describe nature of the linkage established: date submitted _____

Quarter 3: Describe activities this quarter that pertain to this linkage: date submitted _____

Document local assistance offered

Quarter 2: Initiate dialogue with the local Permanency Planning lead judge regarding Proyecto Esperanza objectives, and submit description of this assistance offered: date submitted _____

Quarter 3: Describe activities to offer assistance in local efforts pursuant to Hispanic communities: date submitted _____

OBJECTIVE 4.3

Once the CASA program is fully established, assist in recruiting and training Hispanic CASA volunteers.

EVALUATION CRITERIA

Document assistance in recruiting and training Hispanic CASA volunteers

Quarter 2: Describe recruiting and training activities on behalf of CASA volunteers, including number of volunteers recruited and trained: date submitted _____

Quarter 3: Describe recruiting and training activities on behalf of CASA volunteers, including number of volunteers recruited and trained: date submitted _____

GOAL 5 Develop and implement a systematic process for accumulation and analysis of project data and evaluation of project goals and objectives.

OBJECTIVE 5.1

Develop a process for gathering required evaluation materials of data-oriented objective documentation, interpretive self-reports, and face-to-face interviews between the Project Coordinator and the Project Evaluator.

EVALUATION CRITERIA

Document process for gathering required information

By end of first month, submit description of process for gathering required evaluation materials: date submitted _____

GOAL 5 (continued)

OBJECTIVE 5.2

Submit evaluation reports each quarter to COSSMHO office.

EVALUATION CRITERIA

Submit evaluation reports each quarter to COSSMHO office

Quarter 1: Data-oriented evaluation submitted _____
Interpretive self-report submitted _____

Quarter 2: Data-oriented evaluation submitted _____
Interpretive self-report submitted _____

Quarter 3: Data-oriented evaluation submitted _____
Interpretive self-report submitted _____
Annual face-to-face interview _____

Final report submitted _____

CONTINUED

3 OF 3