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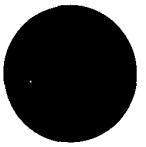

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Children At Risk: Final Documentation Report of the Demonstration Program

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Board of Directors

The Children At Risk (CAR) Program was managed by the National Center on Addiction and Substance Abuse at Columbia University (CASA). Three constituent agencies of the U.S. Department of Justice (DOJ)--the Bureau of Justice Assistance, the Office of Juvenile Justice and Delinquency Prevention, and the National Institute of Justice--have jointly funded CAR with the Annie E. Casey, Ford, Prudential, Rockefeller, and American Express foundations, the Pew Charitable Trusts, the Ronald McDonald Children's Charities, and United Technologies. This report is also supported by the CAR continuation (post-demonstration) study funded in part by the National Institute on Drug Abuse under a subcontract from The Urban Institute. This report does not necessarily represent the official position of CASA or program sponsors.

ACKNOWLEDGEMENTS

Many people assisted with the effort to document the Children At Risk program and with the preparation of this report. Numerous staff at each of the sites, including the collaborating agency partners, freely gave their time and contributed their insights about the operation of the program throughout the lifetime of the demonstration. Special thanks are due to lead agency representatives, Irma Camacho of Bridgeport, Jacqueline Elmore of Savannah, Alicia Locke and Lynn Walker of Austin, and Sandra DeGraffenreaid of Memphis, who arranged documentation visits to their sites. We also would like to acknowledge the assistance of the CAR case managers who described their jobs in detail and allowed us to observe their work.

CASA staff helped to shape the cross-site analysis through discussions about the characteristics of the various sites and offered constructive comments and criticisms in their reviews of drafts of the report. Jeanne Reid and Patrick Durning, site monitors at CASA, provided valuable insights both in conversation and in their written site reports. Mary Nakashian, CASA's Vice President and Director of Program Demonstration strongly supported the documentation effort and carefully reviewed earlier drafts of the report. Dominic Ellis compiled the information for the individual site profiles and prepared drafts of these sections. Betty Shapiro and Greg Armbruster graciously prepared countless revisions of the charts whose final versions are included in the report.

The report benefits from the earlier program documentation conducted by the former CASA Documentation Coordinator, Janice M. Hirota, who prepared initial and interim reports. Adele V. Harrell of The Urban Institute, Principal Investigator of the longitudinal evaluation, also provided valuable assistance through her recollections of the history of the program and implementation by the sites in the first two years of the program.

TABLE OF CONTENTS

I. EXECUTIVE SUMMARY

The Children At Risk (CAR) program is a substance abuse prevention program for especially high risk 11-15 year-olds and their families. The National Center on Addiction and Substance Abuse (CASA) managed the demonstration program, in partnership with the U.S. Department of Justice (DOJ). Using private foundation and federal funds, CASA and DOJ funded agencies in six communities to sponsor the CAR program.

CAR programs began in Austin, Texas; Bridgeport, Connecticut; Memphis, Tennessee, and Seattle, Washington in Autumn, 1992. Programs in Newark, New Jersey and Savannah, Georgia began in Spring, 1993. Over the course of the demonstration, these programs served more than 550 youth and their families.

CAR is a comprehensive program that involves bringing together social services and criminal/juvenile justice services to provide intensive prevention and intervention services to youth and their families so that they will become drug-free, while also coordinating these services at the neighborhood level. CAR is a targeted program, both geographically and in terms of the population served. Programs served youth living in small, well-defined, impoverished urban neighborhoods characterized by high crime and social distress. The youth were enrolled in the sixth or seventh grade at the time of recruitment and met specific risk criteria. They received services for a period of two years.

The development of CAR was based on an integrated theory of drug use and delinquency that combined social control theory, strain theory, and social learning theory. The CAR program tested the effectiveness of a strategy to:

- Improve youths' attachment to prosocial institutions and reduce their ties to deviant norms and groups
- Increase youths' opportunities for positive experiences and decrease their negative experiences
- Improve youths' socialization by strengthening their families, their ties to prosocial peer groups, other positive role models, and school.

Research on the CAR program consists of a longitudinal impact evaluation with randomly assigned treatment and control groups and a cost benefit analysis conducted by The Urban Institute, and qualitative documentation of program implementation by CASA. This report is the final documentation report of the demonstration program. Information for this report came from site visits, interviews, a review of reports prepared by CASA site monitors and by site personnel, and other written materials. A separate documentation report on program continuation and institutionalization of CAR collaborative strategies will be released at the end of 1996.

The Children At Risk Program Model and Strategy

The purpose of CAR was to prevent drug and alcohol use and delinquency among youth who are at extremely high risk for these behaviors because of their personal experiences and family histories, and because they are growing up in high poverty, high crime neighborhoods in which drugs are widely available. The CAR model proposed to do this through the implementation of a highly collaborative and intensive program that addressed problems at the youth, family, peer group, and neighborhood levels.

To be deemed high risk and eligible for services, the 11-13 year-old youth had to meet specific risk criteria. These criteria were based on the presence of problem indicators in at least one of three areas of youths' lives: school, family, or personal. These indicators included academic and behavioral problems at school, family member involvement in drugs and crime or violence in the home, or personal drug use or involvement in gangs or other delinquent activities by the youth.

The CAR model proposed that the lead agency in each target neighborhood create a collaborative network of agencies to design, coordinate, and implement a comprehensive set of services to eligible youth. The model also specified that there be enhanced law enforcement efforts throughout the neighborhood. Vehicles for multi-agency collaboration included the neighborhood service cabinet, for joint planning of services and allocation of resources, and case management teams, for sharing case level information across traditional agency boundaries and developing service plans. There were eight core services: intensive case management, family services, education services, afterschool and summer activities, mentoring services, incentives, community policing/enhanced enforcement, and juvenile justice interventions. Together, these services formed CAR's substance abuse prevention and education strategy.

The following sections of the executive summary present findings of the first section of this report, the cross-site analysis. The second section of the report contains descriptive profiles of the CAR programs.

Organizational Structure of CAR Sites

CAR programs were sponsored by a lead agency that was either:

- A citywide collaborative: Chatham-Savannah Youth Futures Authority, Bridgeport Futures Initiative
- A government agency: Austin/Travis County Health and Human Services Department

- A direct service provider: Youth Service U.S.A./Youth Service in Memphis, New Community Corporation in Newark.

The citywide collaboratives and the government agency were each already part of a larger network of agencies. The CAR model fit easily into these two types of sponsoring organizations and both were able to establish interagency structures to work specifically on the CAR program. The mission of the two Futures agencies was to bring together a wide array of agencies and institutions in their community to restructure services for at-risk youth. The government agency coordinated children and youth services for the City of Austin and contracted with community-based organizations for these services. The two direct service providers were unaccustomed to the type of collaborative relationships mandated by CAR. As a result, they had difficulty creating and maintaining relationships that were as successful as those at the other sites.

The two programs led by sponsoring agencies that were citywide collaboratives were characterized by the following:

- They were linked horizontally across service systems (services integration) and hierarchically (vertical integration).

- They established multi-disciplinary project teams that met weekly that included, at least, case managers, school personnel, police officers, mental health provider. One of the programs added the juvenile probation officer and welfare department staff to this core group. The other kept the project team small but established a broader project advisory group (neighborhood service cabinet).

- The programs were linked to the broad interagency governing boards of their lead agency.

- Although the programs contracted for some specific services, the basis of most relationships in these two programs was collaborative rather than contractual. The CAR partner agencies donated a substantial amount of in-kind services to the program.

- Front-line staff in all partner agencies were involved in many of the day-to-day program activities and personally knew program participants.

- One of them hired its own case managers, the other subcontracted with a counseling agency for case managers.

The program led by the government agency was characterized by:

- A dual contractual and collaborative arrangement among the CAR network of agencies that included a case management, mental health, juvenile justice agency and, during the first two years, the city's recreation agency. Network member agencies provided services under contract but contributed a significant amount of services in-kind.

- A tri-level structure (front-line staff, program managers, agency executives) for joint planning and implementation of all program services and activities. Front-line staff met weekly for case staffings. Program managers and agency executives met monthly. Representatives of the CAR network of agencies participated in this structure.

- A lack of participation by the police department, and a cooperative but less collaborative relationship with the target schools. The police and schools did not receive contract funds and did not assign staff to participate in any of the collaborative groups. They viewed the CAR program as one out of many that was available to serve youth.

The programs led by the two direct service providers were characterized by:

- Direct provision of many of the services, including case management.

- Relationships between the lead agency and others that were primarily cooperative rather than collaborative (involved in joint planning efforts). Outside agencies cooperated when approached, and generally received funding in return for providing specific services. The value of contributed, in-kind services was very small.

- Less success in forming and sustaining interagency advisory groups. One of these lead agencies attempted but was unable to gain support for a steering committee and neighborhood service cabinet. Instead, it established separate subcommittees of providers to coordinate educational services, family services, and afterschool activities which met several times a year to discuss their services. The school assigned several rooms for program space. The police provided enhanced patrols of the neighborhood but did not personally know program youth or become involved in program activities.

- The other agency, a large multi-service provider historically at odds with its city administration worked much more in isolation. It formed a service cabinet in name only. An interagency security task force provided some joint police patrols of the neighborhood.

Except for two programs, turnover of case managers during most of the demonstration period was unremarkable and one site experienced none at all. Some case managers left or were asked to leave before the end of the demonstration when funds to continue the program were in doubt. Among the sites with little or no turnover, some contracted out case management while others had lead agencies which hired their own. Under either arrangement, these sites offered strong staff development and supervisory support. However, the programs that had split program and clinical supervision, or that had inconsistent supervision, had considerable staff turmoil and turnover in case managers.

Strategies for Collaboration

CAR programs utilized two strategies to change the way services were designed and delivered. The first, services integration, involved collaboration or coordination of services across traditional agency boundaries. The second, vertical integration, involved communication between hierarchical levels of interagency groups of front-line, middle management, and executive staff around issues of policy, funding, or service delivery.

There were three primary forms of services integration and two other forms used by one or two sites.

- Case management: Three sites held regular meetings to discuss individual cases and share information; two of them established a formal case management structure for weekly interagency case planning and review. In its broadest form, this structure involved the participation of CAR project staff (coordinator, case managers and their supervisor), the target school (administrators, guidance and health clinic staff), a therapist, police (neighborhood police officers), juvenile court (probation officer), and the welfare department (designated staff). CAR programs that were not able to involve school personnel in these case conferences sent staff to teacher team meetings at the school so that information on participants was shared between the school and the program.

- Project advisory (neighborhood service cabinet): A group of agencies that served as program and policy advisor. Cabinet members had the authority to commit resources to the program or had access to resources.

- Locale: Three programs operated in physical space that crossed traditional agency boundaries. They included a jointly-operated police/case manager storefront office, case managers' offices in a multi-service neighborhood center, case managers based at a school, and police officers teaching classes in school.

- Community organizers: Two programs hired community organizers to work on CAR program goals that involved neighborhood safety. In one community, they organized community meetings and projects, and worked to establish drug/alcohol-free zones and safe houses. In another, they helped form a community council to addressed safety and other quality of life issues. Both served as a link between the program and community residents.

- Culturally-grounded shared vision: One community approached the CAR model from the perspective of the African-American culture of their community residents. The program formulated each service component in terms of Afrocentric principles that were accepted by the program's service providers and conveyed to participants through all of the activities. This type of strategy served to unify the various program components and communicated a coherent and consistent set of values to participants and the community at large.

Three programs had a hierarchical structure for vertical integration. The groups formed for services integration could communicate with groups of supervisors and agency executives around issues of policy, funding, service delivery and barriers. Communication was more effective when a mid-level group of supervisors served as an intermediary between front-line program staff and top agency executives.

Core Services

The eight core services were intensive case management, family services, education services, afterschool and summer activities, mentoring services, incentives, community policing/ enhanced enforcement, and juvenile justice. Since CAR was designed for children at highest risk of substance abuse, substance abuse prevention and education underlay these services. Although the local programs shared many similar elements, they also differed in the ways in which they provided or emphasized some of these services.

Case Management: Case managers had caseloads of 15-18 youth and their families. They were field-based, making regular and frequent home and school visits. They frequently worked evenings and weekends, and were on call 24 hours for emergencies. Some developed strong relationships with individual families, others worked more closely with the youth. Their responsibilities included:

- Recruiting participants

- Assessing youth and family needs, and developing service plans

- Linking to services and monitoring referrals

- Advocating on behalf of families and working to empower them
- Counseling and mentoring
- Planning and leading group activities
- Providing transportation.

Because families had many serious needs, case managers ended up providing crisis services and sometimes found it difficult to reach a point where more planned intervention could occur. Regular case reviews for the purpose of service planning or monitoring were sometimes set aside to deal with crisis situations.

The CAR program specified a maximum of two years of service to participants. Programs were reluctant to follow through with this directive, believing that many youth needed further involvement with case managers and program activities. All of them continued to serve "graduates" in some way, although not through intensive case management.

Family Services: Getting families to follow through with referrals to services and engaging them in group activities was difficult. The programs that involved mental health/counseling agencies in the CAR network of agencies had easier access to these services than those that did not. The programs that were most successful in attracting and engaging families offered:

- Regular social gatherings and celebrations some of which involved activities that adults did together with their children and other family members
- Educational seminars on subjects of interest to parents including topics related to their children
- Parent support groups that focused on substance abuse, relationships, parenting, and other topics.

Education: Case managers took an active role in the school life of participants, checking on them frequently, seeking them out between or after classes and in the lunchroom. They also were effective intermediaries between caregivers and school personnel who reached out to parents on behalf of the school, transported them to meetings with teachers, and translated conversations.

Tutoring was a core component of CAR. However, some programs found it difficult to attract participants. Programs were most successful when they linked participation to other afterschool activities, offered incentives, and monitored attendance. This was easiest to do when youth participated in a single afterschool program rather than programs scattered throughout the community.

The two programs that drew the most participants offered tutoring and most afterschool activities on-site at the school, according to a regular schedule. In one of these, youth went first to a schoolwide tutoring program and then to the project's group activities. The program awarded a stipend of $10/week to youth who attended daily and complied with other rules. At the other site, the lead agency operated a popular computer lab in the school and use of the lab was part of the project's offerings to participants. The program offered special trips and activities as rewards for regular attendance.

Afterschool and Summer Activities: Afterschool programs, other than tutoring, consisted of youth development activities, group counseling/therapy, and recreation. Programs organized these in the following ways:

- Case managers led activities, all of which were organized around a single theme
- Case managers led some activities, other service providers led others
- Participants attended programs operated by outside providers that were primarily recreational.

All programs took groups of participants on special trips, some of which involved overnight stays.

Summer activities combined recreation and other group activities including camp, and summer jobs or work experience for participants too young to hold jobs. One program ran its own residential camp for participants, using military base facilities. Two programs organized a variety of summer work experiences that exposed the youth to various occupations and community service, and offered stipends or wages.

Mentoring: Although the CAR model defined the mentoring component as linking participants with caring adults in a one-to-one relationship, most sites did not implement it in this manner. One believed, from the beginning, that the mentor role was part of the job of the case manager. Two sites utilized different mentoring programs operated by separate organizations but, either because the program ceased or because of administrative difficulties, these arrangements ended. Sites changed from individual to group mentoring.

Only one site implemented mentoring as planned and according to the CAR model. The site relied on an established agency, who mission was mentoring, to implement this service. The agency was one of the collaborative partners and involved in general program planning and activities as well as supervising mentoring. It offered a highly structured service in which the agency's case manager, working with CAR case managers, arranged and supervised matches.

Incentives: Programs used monetary and non-monetary incentives to encourage youth to participate in program activities and reward those who did. One program paid participants a $10 stipend at the end of each week if they attended afterschool activities and wrote in their journals every day. Later in the demonstration, this program awarded coupons at the end of each quarter which the youth exchanged for personal items and school supplies. The incentives also offered an opportunity for youth to learn the value of saving by allowing them to accumulate awards and exchange them for more expensive items. Another program used snacks and special trips as incentives, and found that involving participants in decisions about incentives helped to maintain interest.

Policing/Enhanced Enforcement: The closest collaboration with police occurred under the following conditions:

- There was high level police support for community policing
- The police department was willing to devote resources to the target neighborhood and the program
- Individual officers believed that being involved in the program and personally knowing participants was part of their job.

In the most collaborative programs, police officers assigned to the program participated in case conferences, made home visits alone and with case managers, and took participants on field trips. At one site, police officers taught classes in life skills nearly full-time, and one of them coached sports, at the target school.

There were different approaches to enhanced enforcement activities across sites. Examples of enhanced enforcement included the assignment of police to a neighborhood base of operations, patrol of the routes that target youth traveled to and from school (called safe corridors), a focus on streets or buildings known for drug crimes and violence, and designation of drug- and alcohol-free zones.

Another approach to improving neighborhood safety involved recruiting safe houses, residences identified as places of safety and assistance for children to be used in cases of emergency.

Juvenile Justice: Some programs used the local juvenile justice agency as a resource. Where collaboration was closest, juvenile probation officers attended case conference meetings, and used their authority in the service of program goals. Probation department monitoring of a participant, with requirements for school attendance, participation in activities, or receipt of counseling--was sometimes included in the CAR program service plan.

Continuation

The four CAR programs--in Austin, Bridgeport, Memphis, and Savannah--that had completed the full three year demonstration by the end of the period covered in this report continued to operate at their own expense. The Austin and Bridgeport sites received funding from new sources and planned to institutionalize their programs. Having started their demonstration later, Savannah's program relied on a combination of local funding and CASA/DOJ matching funds to continue through the end of June, 1996 and planned to continue the program after that date with existing or new funding. The Memphis program operated through the end of June, 1996. The program in Newark ended in December, 1995.

II. INTRODUCTION

Children At Risk is a substance abuse prevention program serving especially high risk 11-15 year-olds and their families living in impoverished and socially distressed urban neighborhoods. The program model brings together social and criminal/juvenile justice agencies to re-direct the lives of youngsters who are considered likely to end up in trouble--to use drugs, become delinquent, and drop out of school--and reduce and control illegal drugs and related crime in the neighborhoods in which they live.

At the national level, CAR was a partnership between the National Center on Addiction and Substance Abuse at Columbia University (CASA) and the U.S. Department of Justice (DOJ). A consortium of private foundations and federal agencies provided $12.7 million in funding. Foundation funds, managed by CASA, came from the Annie E. Casey, Ford, Prudential, Rockefeller, and American Express Foundations, the Pew Charitable Trusts, the Ronald McDonald Children's Charities, and United Technologies. Federal funds were provided by the Bureau of Justice Assistance (BJA), the Office of Juvenile Justice and Delinquency Prevention, and the National Institute of Justice, three constituent agencies of the Office of Justice Programs of the U.S. Department of Justice. Additional funding for research conducted by The Urban Institute came from the National Institute on Drug Abuse.

Under a Memorandum of Agreement between CASA and the Bureau of Justice Assistance, the lead DOJ partner, CASA served as the day-to-day manager of the demonstration, monitored program operation through regular site visits, documented program implementation, and designed the Management Information System (MIS). An automated

MIS was installed at each site which allowed for standard management reports on client intake, service delivery, and client termination data. CASA coordinated cross-site technical assistance. BJA took the lead for technical assistance related to the criminal/juvenile justice component of the program.

CASA entered into a formal, contractual relationship with the sponsoring agencies, known as lead agencies. The lead agencies were Austin/Travis County Health and Human Services Department in Austin, Texas, Bridgeport Futures Initiative in Bridgeport, Connecticut, Youth Service U.S.A. in Memphis, Tennessee, New Community Corporation in Newark, New Jersey, and Chatham-Savannah Youth Futures Authority in Savannah, Georgia. CASA and DOJ provided funding to these agencies for each year of operation. The lead agencies, in a joint planning process with other local organizations, decided on the allocation of these funds at each site.

CAR programs began operating in Austin, Bridgeport, Memphis, and Seattle in the Autumn of 1992. In the Spring of 1993, sites were added in Newark and Savannah. The program in Seattle ended in December, 1994.[1] By the end of 1995, CAR programs had served more than 550 high risk youth and their families through complex local networks of city agencies, non-profit providers, schools, police departments, and juvenile justice agencies.

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[1] The Seattle site encountered implementation problems that affected interagency coordination and information sharing, and also had difficulty obtaining a sufficient number of youth who lived within the targeted housing development and met program eligibility criteria. Therefore, CASA and DOJ made the decision to end the demonstration in Seattle after two years.

CAR was a three-year demonstration program in which cohorts of participants received services for a maximum of two years. Each program served youth who met specific risk criteria and attended a selected school or schools in the target neighborhood. Austin's participants, who lived in East Austin, attended Kealing and Martin Junior High Schools. Toward the end of the demonstration, 6th graders from Blackshear and Metz Elementary Schools also were recruited. Bridgeport's target school was the Luis Munoz Marin School, a kindergarten through 8th grade school on the City's East Side. The program also recruited some sixth grade students from the nearby Garfield School. The AdVance program in the western part of Memphis was based at Vance, a junior high school that became a middle school after the first year of the demonstration period. Newark served students living in the Central Ward who attended one of three schools: Newton Street School, 13th Avenue School, and Camden Middle School. Savannah served students who lived in "Area C" and attended Hubert Middle School. Seattle's students attended Denny Middle School in the Delridge area of Southwest Seattle.

Research on CAR includes a longitudinal evaluation of the impact of the program and a cost benefit analysis by The Urban Institute under contract to CASA, and qualitative documentation of the program by CASA. The impact evaluation was funded by the National Institute of Justice and the National Institute on Drug Abuse. It includes comparisons of randomly assigned treatment and control groups selected from within the target schools and a quasi-experimental sample from a comparable neighborhood. Baseline and follow-up interviews were conducted with the youth and their caregivers, and data were collected from

police, court, and school records to test a series of research hypotheses and the impact of the program.

The purpose of CASA's documentation study was to understand better the CAR model and the process of implementing the program in various localities. CASA documented the program through site visits, observation, interviews with key personnel, and analysis of program reports.[2] The documentation study provides a qualitative description of processes and activities (inputs) at each site against which the findings of the evaluation of program outcomes may be understood. It also informs CASA's program replication efforts, underway in several cities. Although primarily descriptive, the documentation study also served to analyze the process of implementation in order to identify pitfalls and to learn from the mistakes and successes experienced by sites.

Information for this report came from site visits, in-person and telephone interviews with personnel at each of the sites, a review of reports prepared by CASA site monitors, and quarterly and annual reports and other written materials submitted by program staff.

This report succeeds previous CASA documentation reports which followed the programs through demonstration mid-point.[3] It focuses primarily on what happened at the sites from that point through the end of the demonstration. For three sites--Austin, Bridgeport, and Memphis--this means the period from Spring of 1994 through the Summer of

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[2] See Appendix A for a list of previous CAR documentation reports published by CASA.

[3] The first 18 months of the demonstration was the subject of a previous CASA report: Janice M. Hirota, Children at Risk: An Interim Report on Organizational Structure and Dynamics, (New York: Center on Addiction and Substance Abuse at Columbia University, February 1995).

1995. However, since each of these sites received additional CASA/DOJ matching funds through the end of 1995 contingent upon a local commitment to raise funds to continue the program, and because the last cohort of "demonstration" youth completed participation in the program during this "continuation" period, the report follows these sites through December 1995. For Newark and Savannah, both of which started the demonstration later, the time period for this report differs somewhat. For Newark, the report covers the period from August 1994 through December 1995, when the project terminated at the end of the demonstration. For Savannah, it focuses on September 1994 through March 1996.[4]

Although the central focus of this report is approximately the last half of the demonstration, some aspects of the CAR sites can only be understood by examining the entire three years. This discussion is included in the analysis of CAR across sites.

Following an initial description of the purpose, vision, and strategy of the CAR program, this report consists of two major sections: a cross-site analysis and individual site profiles. The cross-site analysis discusses: (a) elements of organizational structure that are important to understanding local implementation of CAR; (b) strategies that the local programs used to coordinate and deliver these services; and (c) core services. Profiles of each local program, which summarize services and activities during the second half of the demonstration, follow the cross-site analysis.

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[4] A report on the continuation and institutionalization of CAR programs and strategies, following sites for 6-12 months post-demonstration, will be published by CASA at the end of 1996.

A. PURPOSE OF THE CHILDREN AT RISK PROGRAM

The purpose of the CAR program is to develop, implement and test the effectiveness of a strategic intervention intended to enable high risk youth to become drug-free productive citizens and to make target neighborhoods safer for the youth and their families by reducing drug trafficking, drug abuse and crime, as well as reducing the fear of crime among these youth and their families.

The stated goals[5] of the program were to:

- Develop a comprehensive, experimental program that involves intensive education, social services and justice system activities for high risk youth in an impoverished neighborhood

- Enhance the real and perceived safety of program participants by reducing illegal drugs and crime in the neighborhood in which they live, go to school and engage in program activities

- Increase coordination in the design and delivery of services among human service and justice system agencies for program youth, their families and their neighborhood, and

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[5] Center on Addiction and Substance Abuse at Columbia University, "Program Guidelines - Strategic Intervention for High Risk Youth," (unpublished CASA document distributed to CAR sites during planning phase).

- Enable program participants to become productive, drug-free and law-abiding citizens.

The central premise of CAR is that while rates of experimentation with drugs and alcohol are roughly similar for adolescents from all backgrounds, young people in very poor neighborhoods, compared to their more affluent counterparts, lack the effective ties to mainstream social institutions--school, family, community organizations--that generally prevent experimentation from turning into addiction. Within these neighborhoods characterized by high poverty, crime, and the availability of drugs, are youth who have family histories and personal experiences that place them at greater risk of engaging in problem behaviors such as drug and alcohol use, delinquency, early sexual activity, and dropping out of school. These problem behaviors tend to co-occur so that the youth have multiple risk factors. CAR was designed to decrease these risks by improving ties to prosocial institutions and by improving the safety of the neighborhoods in which these children live.

The CAR model is based on an integrated theoretical explanation of drug use and delinquency that combines social control theory, strain theory, and social learning theory.[6] Through a coordinated and intensive program, CAR seeks to improve the youths' attachment

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[6] For an explanation of the theoretical framework as it relates to CAR, see: Adele Harrell, "The Children At Risk Program: Drug and Delinquency Prevention for Young High-Risk Adolescents," (Washington, D.C.: The Urban Institute. Paper presented at CASA's third Children At Risk program cluster conference in Austin, Texas, May 11, 1996). For the original source material on the integrated theory, see: Delbert S. Elliot, David Huizinga, and Suzanne S. Ageton, Explaining Delinquency and Drug Use, (Beverly Hills, CA: Sage, 1985).

to prosocial institutions and reduce their bonds to deviant norms and groups; to increase opportunities for youths to achieve positive outcomes and decrease their opportunities for exposure to negative experiences; and to have a positive impact on socialization by strengthening their families, their ties to prosocial peer groups, older positive role models, and school.

The CAR Model

CAR proposed to make drugs and crime less prevalent and drug and alcohol involvement less attractive to youth through an intensive and well-coordinated program that joined community-based preventive social, educational, and health services, and juvenile and criminal justice system intervention. This vision is based on the assumption that the social service and criminal justice systems working in tandem would be more effective than either system working in isolation. Local sponsoring agencies designed multi-faceted projects that anticipate and counteract familial, social, educational, and psychological factors that render youngsters vulnerable to substance abuse or involvement in criminal activity.

CAR has a dual focus. Some of its services address the needs of individual program participants and their families while other aspects of the program focus on improving safety in a well-defined target neighborhood:

> "It recognizes the young participants as individuals and as members of their families, and proposes neighborhood-based programs that offer a range of opportunities and services, including intensive case management, family intervention, after-school programs, therapy and counseling sessions, mentoring, tutoring, and summer activities. At the same time, CAR recognizes that participating youth are members of peer groups, schools, and communities in the crime- and poverty-marked neighborhoods in which they live. As part of the CAR model, local criminal and juvenile justice systems focus resources in these neighborhoods to reduce illegal drugs

> and crime, for example, through the creation of drug-free zones and safe-passage corridors for students going to and from school. CAR also calls for the development and implementation of community policing strategies in target areas as well as the involvement of justice system personnel in non-traditional activities such as participating as mentors or taking part in recreational activities with the youth."[7]

CAR presents a coordinated and coherent approach to substance abuse and delinquency prevention. In CAR, the organization of services into a comprehensive and coordinated system of delivery is as important as the delivery of specific services. The demonstration attempts to engage a wide range of stakeholders, leverage existing resources, and create community structures that can deliver these services comprehensively and more effectively. The CAR model does this through the creation of multi-agency collaboratives, such as neighborhood service cabinets and case management teams, for program planning and implementation. Agencies taking part in these collaborations agree to work toward common goals, share responsibility for program activities and coordinate services, and transfer information across traditional agency boundaries. These linkages are also designed to have a lasting effect on the delivery of services in the community as agencies begin to identify and address related program and policy issues.

The CAR Strategy

CAR is a highly focused program both in terms of geographic area, population served, and services. In order to participate in the program, youth had to live within the boundaries of a small area of a neighborhood and attend the targeted middle or junior high

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[7] Hirota, *op. cit.*, p. 4.

school. CASA and DOJ selected the neighborhoods on the basis of a concentration of problems which taken together indicated that the areas were deficient environments for youth growing up. Among the indicators were crime, neighborhood deterioration, poverty, and a lack of available services for youth.

Within the targeted neighborhood and school, not all youth were eligible to participate in the program. In a joint effort, the lead agency, case managers, school, law enforcement and juvenile court personnel identified high risk youth eligible for the program. These were children who were 11-13 years old at recruitment, attended the sixth or seventh grade of the target school(s), and resided in the target neighborhood. In order to be eligible for the program, the children had to meet specific risk criteria in at least one of three areas:

> Academic performance and school behavior. School risk criteria included a combination of performance and behavior problems such as poor grades, grade retention, or placement in special education, and truancy, tardiness, out-of-school suspension, or disruptive behavior in school.
>
> Family behavior. Family risk criteria included a known history of family violence, child abuse or neglect, family member convicted of a crime in the past five years, gang membership, known or suspected drug use or sales.
>
> Personal (the child's own) behavior or individual circumstances. Personal risk criteria included known or suspected drug use or sales, past arrest or delinquency, mental illness, gang membership, victim of abuse or neglect, and pregnancy or parenthood.

The high risk nature of the target population is illustrated by the following two case profiles:

> *Joel and Vincent, two brothers participating in the CAR program, were 13 and 11 years of age at recruitment. Joel, the older of the two, was eligible for the program because of behavioral problems at school, including fighting with other students and teachers and a general problem dealing with authority. At the time he entered the program, he was on probation for possession of a gun. Vincent, who did not himself meet any of the individual risk criteria, was eligible for participation because of the range of problems in his family.*

The family consisted of the two boys, their mother, and a sister, Stefanie, who was 15 when her brothers were recruited. Stefanie's 18-year old boyfriend and her two children (an infant and a child just under two years old) were also a part of the household. The boys' stepfather, who had lived with them, died in 1992. At the time of their recruitment into the program, their mother was suffering from a terminal illness that required home care and regular visits to a doctor. She was also functionally illiterate, and had difficulty dealing with the logistics of caring for a family and home.

Case managers felt that all three children were very intelligent and had the potential to excel academically. Vincent was an honors student. His behavior at school, while not as disruptive as that of his brother, seemed to suggest that he wanted attention, which he was not getting at home. Despite the range of problems at home, Vincent managed to benefit from the program, which awarded him a prize for leadership.

Stefanie continued to attend high school, putting her children in day care while at school. Unfortunately, she could not maintain a good attendance record because she was largely responsible for attending to her mother's needs; at least three times a week, for example, she had to drive her mother to a hospital for treatment. She also had to assume responsibility for most business matters in the house, and was in many ways quite mature for her age. She proved remarkably competent in dealing with her mother's illness, and aspired to become a nurse. On one occasion she cleaned and dressed an incision that began to bleed after the mother was released from hospital. However, she also associated with a group of girls that the case managers felt were a bad influence, and was in trouble with the law on more than one occasion. There also were indications that she and her boyfriend introduced Joel to marijuana, which she used herself.

Joel, being the oldest male in the family, felt responsible for protecting his mother and siblings. This sense of responsibility, case managers felt, was often the reason for behavior that got him in trouble. The most drastic example of this was an incident in which he shot a man who had been making persistent and unwanted sexual advances toward Stefanie. The shooting resulted in his release from the program, but his case manager worked to have him placed in a local youth detention center rather than in a facility for more serious offenders.

* * *

Lisa and her younger brother Martin were eligible for the CAR program because of behavioral and academic problems and a range of problems at home. Lisa was recruited into the program in 1993. Martin, though he received services as a sibling, was not officially a part of the program until 1995. Their mother had a history of drug abuse and other offenses such as prostitution. Their father was not present at the time they became involved with AdVance. They had two younger sisters aged seven and eight years.

At the time of Lisa's recruitment, their mother was making efforts to distance herself from her past, to provide more guidance and take more of an interest in her children.

Martin was very small for his age, but this did nothing to stop him from regularly getting into fights at school. On more than one occasion, he had been suspended for fighting. He also had a history of tardiness.

Lisa, in addition to regularly fighting at school, had a record of frequent non-attendance. The school eventually expelled her and she began to attend a special school for problem children. She also experienced problems of a more serious nature. While still very young, she became involved in prostitution, apparently after pressure from her mother who needed extra money to support a drug habit. As the case managers tell it, Lisa walked into the bathroom at home and discovered

her mother and a boyfriend having sex in the shower. Rather than being embarrassed and asking her to leave, her mother encouraged her to stay and watch so that she could "learn the ropes."

When the mother "reformed," she did her best to shelter the children from the repercussions of her former life. In particular, she pulled Lisa out of the prostitution business. However, Lisa missed the extra money she had made from prostitution, and began working (at the age of 14) in a local strip club. The mother did not find out about this until police raided the club and found the girl working there. Case managers say she did not realize she was doing anything wrong.

In each neighborhood, CASA contracted with a lead agency that coordinated a package of services. Lead agencies provided some of the services directly, other agencies provided additional services through a sub-contract or provided services in-kind (donated) to the program. The eight core service components are:

Intensive case management. Case managers work with caseloads of 15-18 youth and their families, preparing comprehensive service plans and working closely with the youth and family.

Family services. Including individual, group and family counseling, parenting skills training, identification and treatment of substance abuse, health care, connection to education, employment and training, income support, and social services.

Education services. Tutoring or homework assistance, referrals for educational testing and remediation.

Afterschool and summer activities. Recreational programs, life skills and leadership development activities, and other positive individual and peer group experiences.

Mentoring services. Arrangements with mentors who provide a caring relationship with the youth.

Incentives. Awards, special events, and stipends for youth who participate in program activities.

Community policing/enhanced enforcement. Direct participation of police officers in the CAR program. Community law enforcement efforts including patrol of safe corridors around school and development of relationships with community. Increased enforcement related to drug laws and drug offenders.

Juvenile justice interventions. Collaboration with juvenile court personnel on behalf of program youth in the juvenile justice system.

Programs offered most of these services only to the enrolled youth and their families. However, the community policing/enhanced enforcement not only benefitted program participants but improved the targeted neighborhood as a whole. In addition, it was expected that the collaborations that the programs formed would have a positive impact on services to all neighborhood residents.

Although all sites followed the basic CAR model, recruited youth according to the established eligibility criteria, and offered the core services, each one developed its own program and implemented the model in a way that responded to local resources and needs. In some cities, this included giving the program a locally-determined and relevant name. In Memphis the program was known as Project AdVance, in Newark as Allies for Youth (AFY), and in Savannah as the Uhuru Project, meaning "freedom" in Swahili. Seattle's program was called Positive Action for Southwest Seattle (PASS). Austin and Bridgeport called their program the Strategic Intervention for High Risk Youth (SIHRY)[8] program. Two sites also gave the case managers unique titles. In Bridgeport, they were called family mentors; in Savannah, Uhuru advocates.[9]

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[8] This was the national name of the program that preceded the use of the title, Children At Risk.

[9] For ease of comparison, the generic terms "CAR" and "case manager" are used in this paper except when a specific local program is discussed. The individual site profiles in Section V. use terms that are unique to each site.

III. CROSS-SITE ANALYSIS

This section of the report examines the organizational structures and relationships, lead agency and case management staff turnover, strategies, and core services across the five sites. These features are important to our understanding of how a nationally-developed model was transformed into distinct local programs and how these projects evolved over the course of the demonstration.

Chart 1 presents an overview of the organizational structure and relationships of the CAR programs as they existed in the third year of the demonstration.

A. ORGANIZATIONAL STRUCTURE OF CAR SITES

The CAR program model is a complex one that, by design, involved a variety of organizations in the planning and delivery of services. In each city, a lead agency collaborated with other agencies in the community on the planning of the CAR program and together they developed local agreements to allocate program funds for services. These networks of agencies established structured relationships within which the program operated. Characteristics of the lead agencies, agency decisions and personnel changes, and pre-existing relationships or a lack of them, influenced the way local programs operated.

Chart 1

CHILDREN AT RISK SITES: ORGANIZATIONAL STRUCTURE

(Year Three)

	AUSTIN	BRIDGEPORT	MEMPHIS	NEWARK	SAVANNAH
Local Name of CAR Program	Strategic Intervention for High Risk Youth (SIHRY)	Strategic Intervention for High Risk Youth (SIHRY)	AdVance	Allies for Youth	Uhuru
Lead Agency	Government: Austin/Travis County Health and Human Services Department, Community Services Division	Citywide collaborative: Bridgeport Futures Initiative	Community-based agency: Youth Service U.S.A./ Youth Service in Memphis, Inc.	Community-based agency (Community Development Corporation): New Community Corporation	Citywide collaborative: Chatham-Savannah Youth Futures Authority
Case Management Structure	Contract with Youth Advocacy	Contract with: Child Guidance Center of Greater Bridgeport, Inc. (1995) Family Services Woodfield (1992-94)	Youth Service in Memphis, Inc.	New Community Corporation	Chatham-Savannah Youth Futures Authority
Designated Police Personnel	Austin Police Department: police liaison (4 hours/week)	Bridgeport Police Department: 2 neighborhood police officers	Memphis Police Department: neighborhood mini-precinct, school officer	New Community Corporation security division	Savannah Police Department: 2 school (classroom)-based officers
Additional Key Agency Partners	Austin Child Guidance Center, Austin Public Schools, Big Brothers/Big Sisters, Travis County Juvenile Court	Bridgeport Public Schools, Bridgeport Health Department School-Based Health Center Division, State of Connecticut Superior Court, State Department of Social Services	LeMoyne-Owen College, M. K. Gandhi Institute for Nonviolence, Memphis City Schools, Memphis Parenting Center, Metropolitan Inter-Faith Association	Essex County Sheriff's Department, Newark Boys and Girls Club, Newark Police Department, Newark Public Schools, The University of Medicine and Dentistry Community Mental Health Center	City of Savannah Leisure Services, Chatham County Health Department, Department of Children and Youth Services, Frank Callen Boys and Girls Club, Greenbrier Children's Center, Juvenile Court Administrator's Office, Savannah-Chatham Public Schools, Tidelands Mental Health, Mental Retardation and Substance Abuse Center
Organizational Relationships: Services Integration and Vertical Integration Strategies	Mega Staffings: weekly case conferencing attended by staff of lead, case management, mental health, mentoring, juvenile probation agency staff Network: monthly program managers meeting Managers: monthly agency directors meeting Community policing: biweekly meeting of police, community organizer, program coordinator School-sponsored: case managers, coordinator attend teacher team meetings monthly	Co-location: weekly case conferencing and information-sharing attended by lead agency, case management agency, school administrators, school social worker, school nurse, neighborhood police officer, juvenile probation officer, welfare department	3 Neighborhood Service Cabinet committees meeting periodically with program coordinator and case managers: Family Focus Group (social service providers and police) Educational Focus Group (teachers & tutors) Extra-Curricular Focus Group (after-school and activities providers) School-sponsored: case managers attend teacher team meetings periodically	Service Cabinet (occasional): attended by lead agency, New Community Corporation Security, Essex County Sheriff's Office, Newark Police Department, U.S. Attorney's Office	Uhuru Service Cabinet: monthly advisory group attended by case managers and supervisor, school administrator, police, health department, mental health agency, recreation agencies, juvenile court, other programs of lead agency Case conference: weekly meeting attended by case managers, police officers, mental health agency School-sponsored: teacher teams meet daily; each case manager attends 1 meeting weekly

Lead Agency Auspice and Mission

Two characteristics of the lead agencies--agency sponsorship (auspice) and mission--shaped the collaborative aspect of the model as it was implemented at each site. These characteristics affected the extent to which the lead agency itself provided services or formed a collaboration with other agencies and institutions in the community, using these others to provide services.

Lead agencies were characterized by one of three types of auspice:

- Citywide collaborative
- Government agency
- Direct service provider

Citywide Collaboratives

Chatham-Savannah Youth Futures Authority (YFA) and Bridgeport Futures Initiative (BFI) are citywide collaboratives created in the late 1980's through The Annie E. Casey Foundation's New Futures initiative. The mission of these collaboratives, which brought together the major public and non-profit agencies, elected officials, businesses, and civic organizations in each city, was to restructure the planning, financing, and delivery of educational, health, and other services to at-risk youth.

Government Agency

Austin's lead agency was the Austin/Travis County Health and Human Services Department. The program was under the administration of the Community Services Division

which reports to the city manager. The mission of the Division is to coordinate children and youth services in Austin, and contract with community-based organizations for the provision of these services.

Direct Service Providers

Youth Service U.S.A. and its local affiliate, Youth Service in Memphis (YS)[10] and Newark's New Community Corporation (NCC) are both direct service providers. Youth Service in Memphis operates employment training, vocational exploration, and leadership development programs for youth and young adults. New Community Corporation is a community development corporation that provides housing, day care, health care, employment opportunities, and social services in Newark's Central Ward area.

Lead Agency Mission and CAR Collaboration

The mission of the lead agency affected the ability of local CAR programs to fully meet the CAR program's goal of collaboration. Lead agencies whose purpose included collaboration with other agencies and institutions already had in place structures and inter-agency relationships. This was the case with the lead agencies in Bridgeport, Savannah, and Austin. The lead agencies that had a more circumscribed mission, or those that relied on their own internal capacity to provide services to the community, had to create new

[10] At the end of May, 1996, Youth Service U.S.A./Youth Service in Memphis changed its name to "Bridges."

relationships for the CAR program. The lead agencies in Newark and Memphis were in this category.

Bridgeport's and Savannah's lead agencies had ties to their city's major agencies and institutions through their governing boards, called "Oversight Collaboratives." The Collaboratives were made up of the top decision-makers in each city's major public and private agencies and institutions, and civic leaders. Formation of these groups was a requirement for receiving funds from the Annie E. Casey Foundation and becoming a "New Futures City." Their purpose was to "have the authority to pool funding and programs in order to allow categorical institutions and staff to cross boundaries, blend their work, or, at the very least, coordinate better."[11] In Austin, the government lead agency had a citywide service coordination role through its planning and funding functions. The CAR model fit squarely within the widely-recognized missions of these three agencies.

The other two sites had a more difficult experience with this aspect of the CAR model. Newark's New Community Corporation's reliance on internal capacity reflected its own origins and development over a 25-year period, and the current environment in which it operated. Frequently at odds with city administration over community and economic development strategies, NCC had become a major service provider. The NCC umbrella encompasses 30 legal entities including six for-profit enterprises. The City of Newark's history of corruption charges involving city and county officials, and its failing school

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[11] The Annie E. Casey Foundation, The Path of Most Resistance: Reflections on Lessons Learned from New Futures, (Baltimore, MD: The Annie E. Casey Foundation, nd.), p. xi.

system, also made it unlikely that NCC would easily turn from a mission of self-sufficiency to collaboration which was a central part of the CAR model.

Youth Service in Memphis occupied a mid-point between NCC and the other CAR lead agencies whose mission was collaborative. However, although YS was a direct provider of employment and training programs, it also worked with other public and private agencies in Memphis. Although it tried, YS was unable to obtain a high level of commitment from government and other service providers in the implementation of CAR, perhaps because public and private interests in that city did not focus closely on the target neighborhood, or because YS and other agencies in Memphis were not accustomed to the joint planning and close collaboration that was part of the CAR model. Then, in the last year of the demonstration, the lead agency underwent a change in leadership and a period of agency self-examination as it focused attention on its own future. The retirement of Youth Service's founding director after 32 years of leadership began a process of redefining the agency's mission to one more responsive to the larger human resource needs of the City of Memphis. At this time, Youth Service began to focus its work even more than before on employment, leadership, and diversity training of the Memphis workforce.

Organizational Relationships

Cooperative and collaborative relationships between agencies, some in existence prior to CAR and others created for CAR implementation, were characteristic of the local programs. Organizations related to one another through governance structures (boards of directors), purchase of services (contractual), and through other types of working

relationships that involved the collaboration or cooperation of agencies or the coordination of services horizontally across agencies (services integration) and communication up and down the hierarchy of a group of agencies (vertical integration).

The donation of in-kind services to CAR reflected some of these collaborative working relationships. A study of project costs at four sites by The Urban Institute found that, overall, in-kind services made up 21 percent of project costs. However, the proportion of in-kind services at each site ranged from a low of 6 percent to a high of 29 percent. Contractual services accounted for 45 percent, with a range of 22 percent to 56 percent.[12]

The majority of agencies involved in CAR at each site stayed involved throughout the demonstration. However, some relationships ended because of disagreement over the division of responsibility or because of personnel changes in which very active members of the collaboration left their positions and were replaced by people less interested in working with the CAR program.

The following section describes the sites' organizational relationships and the changes in the involvement of key agencies.

Citywide Collaboratives: Bridgeport and Savannah

The CAR programs led by Bridgeport Futures Initiative (BFI) and Chatham-Savannah Youth Futures Authority (YFA) shared some features but also had major differences. Both organizations have a similar type of governing board (Oversight Collaborative). However,

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[12] This study examined project costs in the second year of the demonstration. Nancy Pindus, Costs of the Children At Risk program, (Washington, D.C.: The Urban Institute, May 9, 1996), Figure 2 and Attachment A.

even though the organizations were leaders in their communities in providing case management and both had existing case management units, they chose different case management structures for the CAR program. BFI contracted out case management while YFA provided this service directly. Both sites established multi-disciplinary project teams, but, in addition, YFA formed a project advisory group. Both programs also involved close collaboration between case managers, schools, police, and other agencies.

At the time BFI applied to implement SIHRY in Bridgeport, the Oversight Collaborative decided that all new projects should be contracted out rather than provided directly. Therefore, even though Bridgeport Futures Initiative employed case managers (family mentors) in other neighborhoods, it contracted out CAR case management and clinical supervision to a counseling agency while retaining overall control of the program. During the first two years, this contract was with Family Services Woodfield (FSW).

BFI allocated a small amount of funds to the police department for enhanced enforcement and prevention activities in the target neighborhood, but the primary basis of the relationship between the SIHRY program and the police was collaborative, not contractual. BFI also contracted with several afterschool providers to serve participants, and paid for a part-time school employee to monitor afterschool program attendance and collect data on participants.

At the SIHRY team level, the BFI coordinator, the family mentors, and local representatives of the primary institutions (school, police, juvenile probation, social services (welfare) department, but not the afterschool program providers, came together for case conferencing, a form of services integration. Called "co-location," the team met to discuss

specific cases and share information, strategies, and resources, and to share information on SIHRY activities.

The program was linked vertically (vertical integration) to agency decision-makers by the members of the co-location team whose executives sat on the Oversight Collaborative, and these ties may have been important in the program's efforts to obtain continuation funding. BFI had a case management committee of the Oversight Collaborative to address service barrier and cross-cutting issues. Prior to implementation of the SIHRY program, the committee had focused on school retention issues and the effect of youths' summer employment earnings on public assistance benefits to families. The co-location team communicated one policy issue to the Oversight Collaborative. It involved a SIHRY youth who "fell between the cracks" of juvenile justice, child welfare, and law enforcement agencies. The Committee began to make plans for a video to inform the public and policy makers about this service gap but the effort did not come to fruition. The case management committee met less frequently during the tenure of the SIHRY program.

The most fundamental change in Bridgeport's program occurred when BFI terminated its case management contract with Family Services Woodfield and contracted with Child Guidance Center of Greater Bridgeport. This happened primarily because of disagreement between BFI and FSW as to the scope of authority each had over project personnel. The dispute was largely between agency executives. However, the program's joint supervisory structure, in which family mentors were supervised by a BFI coordinator and an FSW clinician, also created staff tensions.

By design, BFI's coordinator was responsible for overall program direction and agency coordination and the FSW's supervisor provided clinical supervision to the mentors. This division of labor was confusing to SIHRY family mentors, however, since their responsibilities included both casework and program activities. The situation was further complicated by the amount of time each supervisor devoted to the program, the physical location of the supervisors' offices, and their areas of expertise. BFI's coordinator, who devoted nearly all of her time to the project, had an office on-site with the mentors, and had clinical expertise. The clinical supervisor was under contract for only a portion of her time to provide weekly clinical group supervision and consultation on an as needed basis, and worked out of FSW's offices located 15 minutes away from the SIHRY office. Therefore, family mentors tended to consult with the on-site BFI coordinator even on clinical, casework issues. Divided staff loyalties and tension among staff resulted from this unclear supervisory arrangement.

At the end of the second year of the demonstration, BFI issued a request for proposals and awarded the contract to Child Guidance Center of Greater Bridgeport. The family mentors became employees of Child Guidance, lost their accrued compensatory time, and were placed on probation for six months. The disruption affected staff morale and led to staff turnover, but there was some continuity because the Child Guidance therapist who became case management supervisor was already a member of the co-location team.

During the latter part of 1995, decreased core funding at BFI and instability at its executive level created an opportunity for Child Guidance to assume complete leadership of

the project. The Child Guidance supervisor gradually took over coordination of the program and supervised family mentors.

In Savannah, both Uhuru project coordination and case management functions were the responsibility of YFA. YFA employed case managers (advocates) for Uhuru in-house, creating a unit which was separate from YFA's other family advocates but which also participated in training sessions and meetings involving the entire agency staff. In addition, during the last year of the demonstration, as the agency began to incorporate CAR into its ongoing programs, Uhuru advocates received individual and group supervision from the agency's MSW case management supervisor.

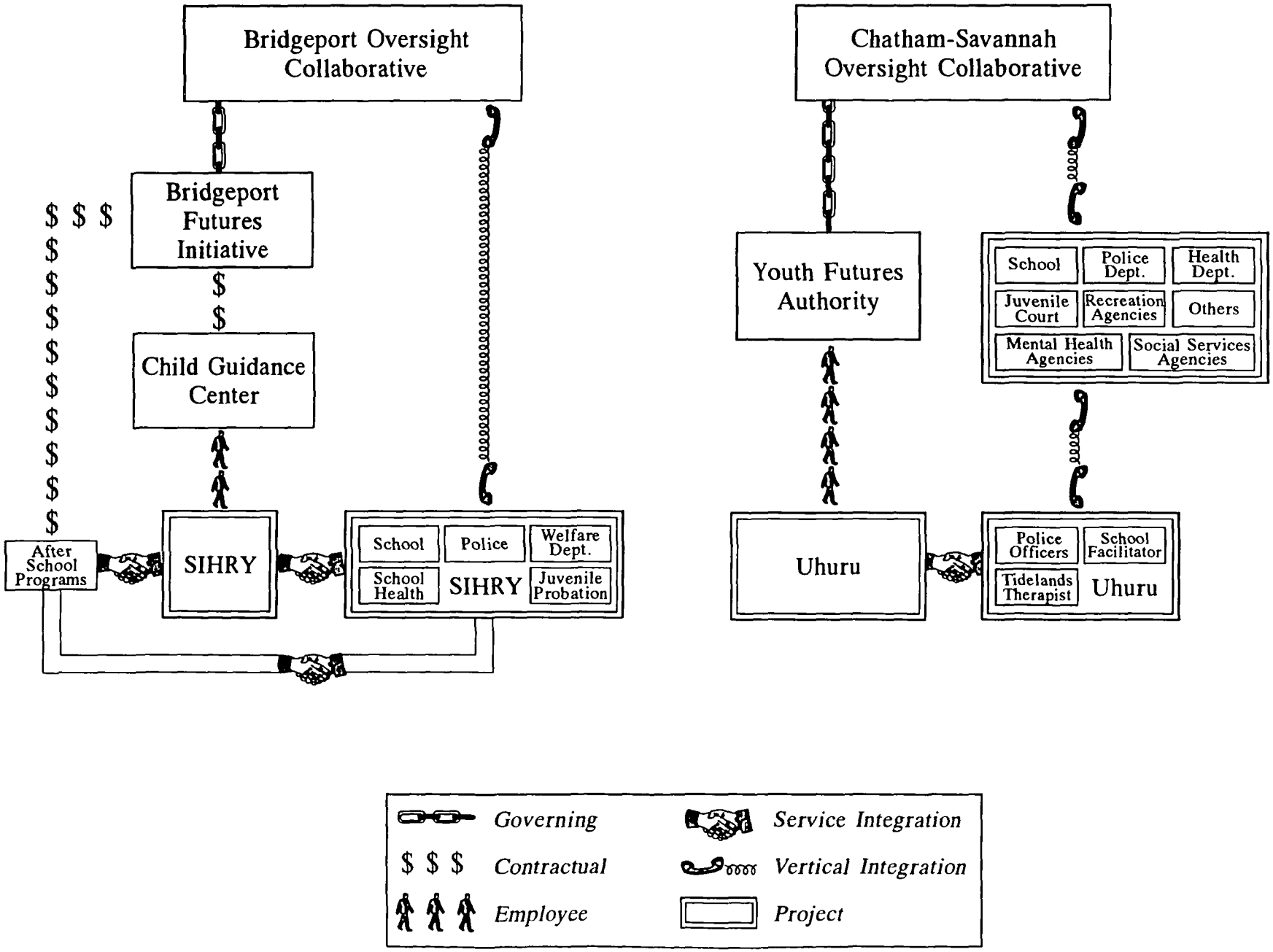
Uhuru advocates, together with two school-based police officers, a mental health agency therapist assigned to the school part-time, and the school's academic facilitator, formed the Uhuru project team. The collaboration continued at the neighborhood level in the form of the Uhuru Neighborhood Service Cabinet. Members of the cabinet included the supervisors of the Uhuru project team and other service providers with whom Uhuru collaborated. These included the Health Department; the City's recreation department (Leisure Services), the Boys and Girls Club, Juvenile Court, and other YFA projects. Thus, services integration occurred both at the project and the neighborhood level. The Neighborhood Service Cabinet, in turn, reflected some of the membership of the Oversight Collaborative. As in Bridgeport, program and policy issues could be conveyed from the project level to the neighborhood level and up to the citywide level either through the individual agency linkages or as a group.

Youth Futures contracted with some service providers, mainly the police, for services to the Uhuru project. However, a substantial amount of services (29 percent of program costs during Year Two), including additional police resources, were provided in-kind.[13]

[13] Pindus, *op. cit.*, Attachment A.

Chart 2A

Primary Organizational Relationships: Citywide Collaboratives



Government Agency: Austin

In keeping with its mission, the lead agency in Austin (Austin/Travis County Health and Human Services Department) contracted out all CAR services including case management, which was supervised by a full-time supervisor employed by the case management agency. Lacking an existing structure in which to place the CAR project, Austin's lead agency created a tri-level vertical and horizontal (integration) collaborative which reflected the SIHRY program's financial and working relationships. The executives and middle managers of the contract agencies, led by the SIHRY coordinator--a government employee--together assumed responsibility for project direction. The executives met in "managers" meetings and the middle managers met in "network" meetings; both groups met monthly. Each agency employed line staff who led project activities and coordinated case management at weekly case conferences called "mega staffings."

Missing from these decision-making and collaborative arenas were the police and the schools. Although the project coordinator invited these two institutions to become partners in the SIHRY collaborative, they never became part of the project's primary network. SIHRY based many activities at the schools and communicated with some police units, but strong interagency relationships never developed. The philosophy of the schools and the police department was that SIHRY was one project out of many in Austin to which they could not devote special attention, and Austin's lead agency and the SIHRY coordinator could not persuade them otherwise. Unable to achieve community policing goals directly with the police, the SIHRY project hired two community organizers--individuals who were active in their communities and on a local police advisory council--to be intermediaries and undertake

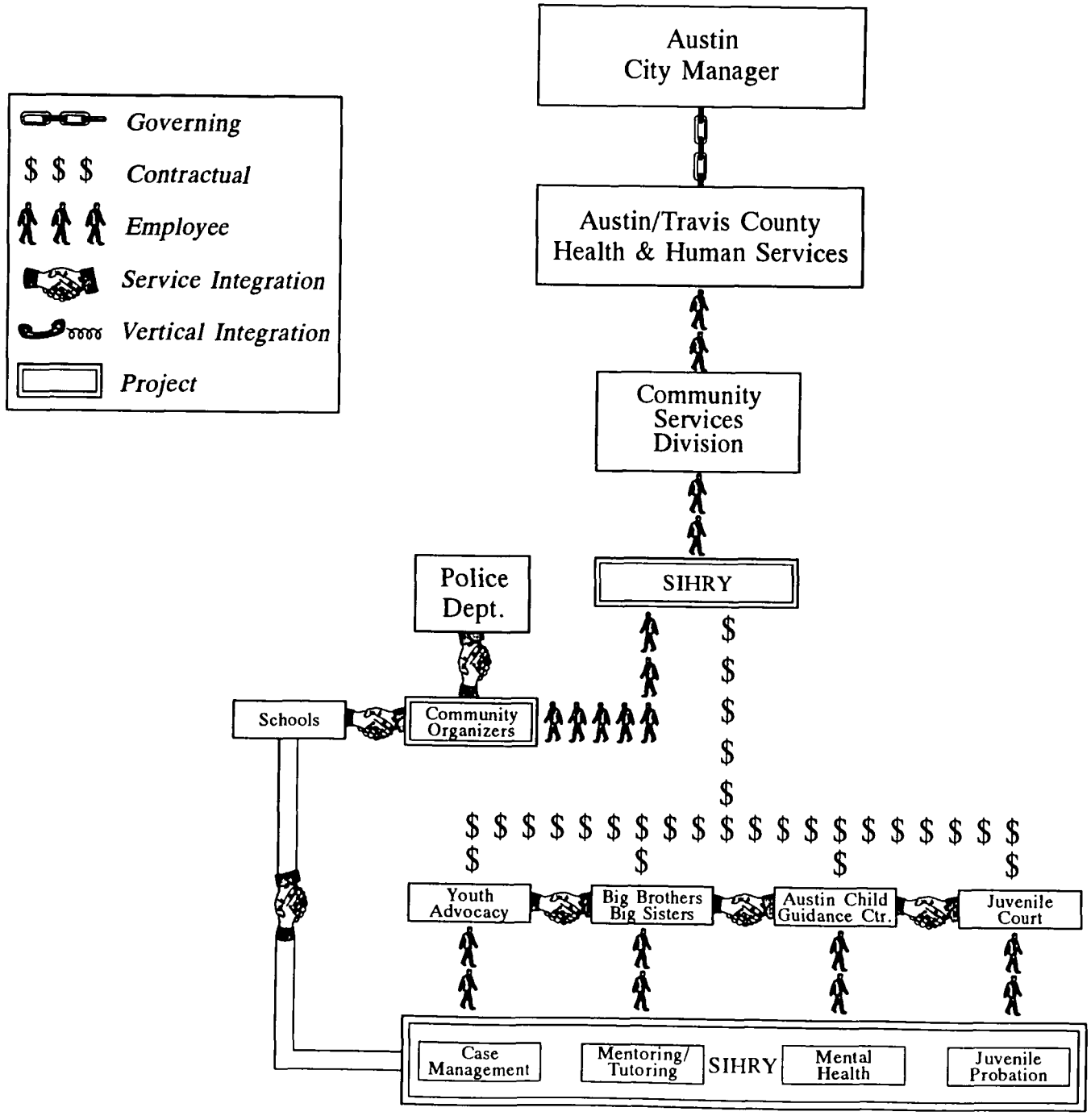
grass roots organizing around community safety issues. These community organizers also worked closely with the parent organizations and administrators at their respective schools.

Changes in key agency participation in Austin included the withdrawal of one of the program's originating agencies during the third year and the decreased participation of another. When the representative from Austin's Parks and Recreation Department (PARD), which planned Saturday outings, special events, and the afterschool program, received a promotion, PARD ceased participating in project planning meetings. Despite disinterest from her supervisor, the PARD staff person had been extremely active in SIHRY. When she left, there was no one in PARD who was a strong supporter of the program. As a result, the remaining agency partners asked PARD to withdraw from the project, and beginning in May 1995, case managers added recreation to their other responsibilities. The loss of this resource meant that there was a smaller range of activities available for participants.

Also in Austin, turnover in the supervisory position representing Juvenile Court in the partnership and the end of SIHRY funds for a designated part-time probation officer led to a lower level of participation by that agency in the project after the first two years. Thereafter, different probation officers attended mega staffings, usually only when a probation-involved youth was being discussed. This meant that the cross-agency sharing of information and case strategies with Juvenile Court was not as routine as it had been. However, unlike the situation with PARD, Juvenile Court remained a partner and the agency's casework manager continued to attend monthly managers meetings. In this case, strong support by an agency enabled the program to weather the change in individual personnel.

Chart 2B

Primary Organizational Relationships: Government Agency



Direct Service Providers: Memphis and Newark

As direct service providers, the lead agencies in these cities established CAR projects under their own jurisdiction, providing many of the services themselves and a few through contracts with service providers. As might be expected, these agencies hired case managers to be on their own staff and the project coordinator supervised them.

Although both cities tried to form cross-agency collaborative groups through which the projects would work, neither of them were able to make these groups function as planned. Since the groups did not become part of each site's primary organizational relationships, instead, the lead agency's relationship was with individual providers and agencies, the groups are not shown on the chart.

Youth Service in Memphis attempted initially to establish a steering committee but was unable to obtain a high level commitment of city agencies and others. Similarly, a single neighborhood service cabinet could not be sustained because the group was unable to identify common interests. In a further attempt to create a functioning collaborative body, Youth Service divided the cabinet into three groups during the second year of the demonstration period. The groups (Educational Focus Group for teachers at the target middle school and the college providing after-school tutors, Family Focus Group for social service providers and the police, and Extra-Curricular Focus Group for after-school activities providers) met several times during the school year to discuss issues affecting program participants and each provider group. Most of the agencies (primarily, the Parenting Center, the Gandhi Institute for Nonviolence, Metropolitan Inter-Faith Association, and LeMoyne-Owen College) attending these Focus groups had a contractual relationship with the lead

agency. As these relationships ended, so did the meetings. Data on the cost of the AdVance program provide evidence on the contractual nature of its organizational relationships. In-kind services accounted for only 6 percent of the cost of AdVance.[14]

AdVance project funds also supported an expanded police presence in the neighborhood through additional deployment of police at a mini-precinct police station close to the target school. Funding for the police accounted for over one-third of the cost of all program services in Year Two, and 71 percent of the contractual costs.[15] The working relationship between the AdVance project and the police at the mini-precinct, although cooperative, was not as collaborative as in some other CAR sites. AdVance case managers sometimes called on police officers to accompany them on home visits and shared specific case information on an as needed basis. The police responded cooperatively to these requests, but they did not know which youth were program participants and did not develop a personal relationship with them.

This relationship contrasted with the one between AdVance and the police officer assigned to school security (a position that did not report to the mini-precinct supervisor). During the first two years of the project, the officer in this position cooperated with AdVance. He taught anger management classes to AdVance participants and attended Focus Group meetings with other providers or school personnel. However, once this officer left the school he was replaced by a series of officers and the relationship between the school

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[14] Pindus, *op. cit.*, Attachment A.

[15] *Ibid.*

security officer and AdVance deteriorated. By the end of the demonstration period, there was little contact between them.

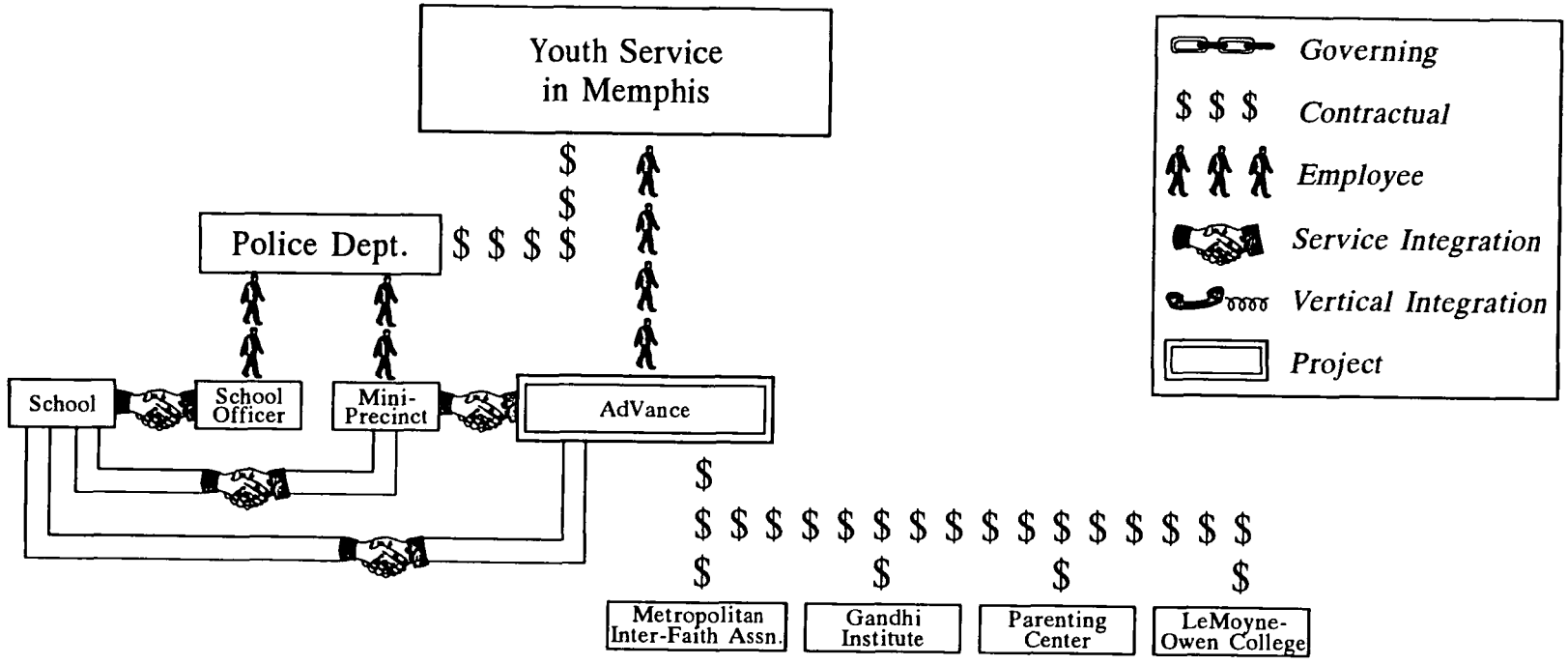
The Newark site exhibited the lowest level of interagency collaboration. The primary collaborative relationship of Allies for Youth was with an interagency security task force, which included the security division of NCC. Officers from NCC's security division, the Newark Police Department, and a detective from the Essex County Sheriff's Office Bureau of Narcotics joined together to patrol the neighborhood. NCC also cooperated with the security force that patrolled the property of the University of Medicine and Dentistry located close by.

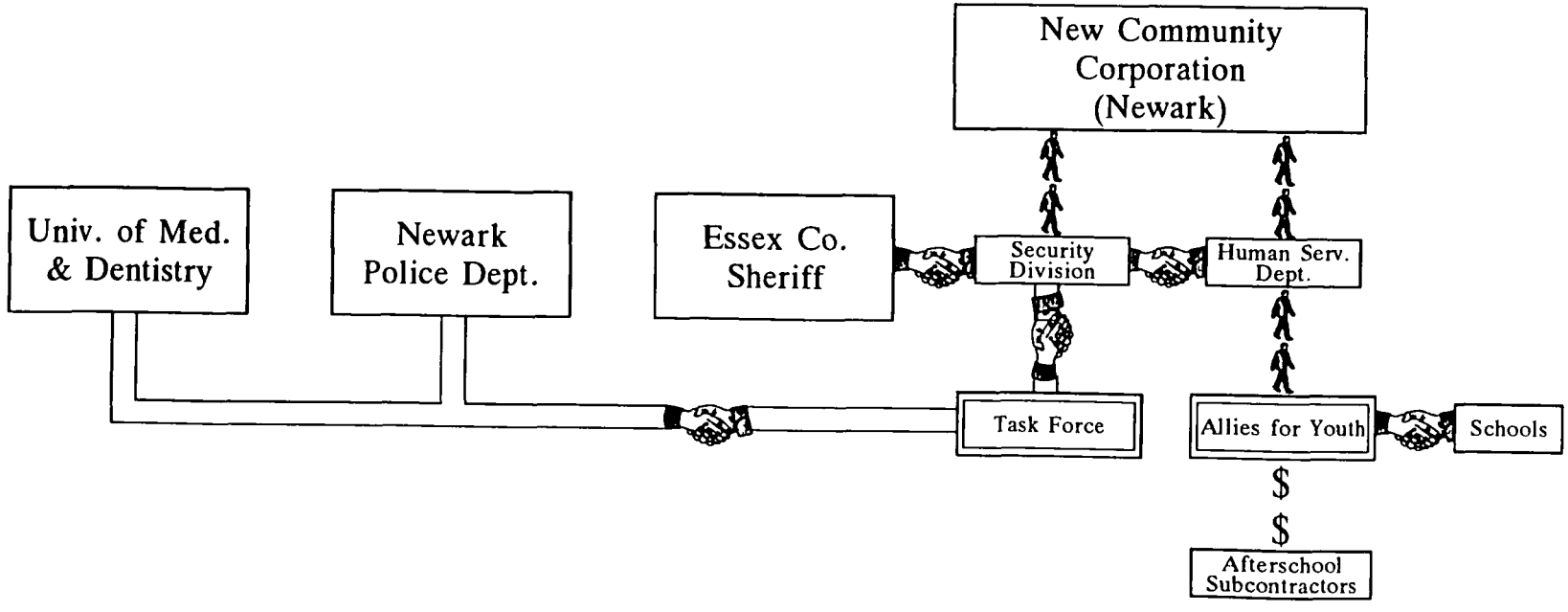
In compliance with CAR guidelines, NCC also established a service cabinet with membership drawn from area criminal justice agencies and a nearby community mental health center. However, since NCC itself is a major multi-service provider with its own security force, housing, health care programs, etc. (these programs were created to fill service gaps), there was little reason to collaborate with those outside agencies. The cabinet met only occasionally.

Allies for Youth recruited participants from three schools. During the first two years of the project, Allies operated afterschool activities at the school sites. The program subcontracted with a small number of providers offering peer group workshops and enrichment activities. The number of these providers decreased during the third year of the program as Allies staff directed more of the activities themselves.

Chart 2C

Primary Organizational Relationships: Direct Service Providers





Lead Agency and Case Management Staff Turnover

The CAR experience reveals that confusing or inconsistent supervision leads to high staff turnover, as was the case at two sites. It also shows that a clear mission and supervisory structure, present at three sites, leads to program stability.

The Bridgeport program experienced turmoil and turnover at the supervisory and line staff level, as well as at the agency executive level. (Chart 3A) The last six months of 1994, the demonstration's second year, saw the resignation of the agency's director of case management because of disagreement with the executive director. Around the same time, several SIHRY family mentors resigned. The program became stable again in January of 1995 with a new case management contract agency, Child Guidance Center of Greater Bridgeport, and a clearer delineation of roles between BFI and Child Guidance. A few months into the third year (Spring, 1995), BFI's executive director resigned. Reorganization of staff responsibilities at BFI later in the year resulted in a more dominant role for Child Guidance in SIHRY program coordination.

In Newark, staff turnover was constant throughout the demonstration. (Chart 3B) This was apparent in supervisory, case manager, and activities coordinator positions. Ineffective or insufficient supervisory support and, perhaps, incongruence between the agency's mission and CAR program goals contributed to staff turnover.

The other three sites had greater stability in terms of staffing. Indeed, Savannah maintained its original staff throughout the demonstration. (Chart 3C) The lead agency in Savannah articulated a clear mission, both for the agency as a whole and for the CAR project

specifically. The chain of supervision was clear and the Uhuru advocates received support in their jobs through supervision and ongoing staff development.

In the Memphis AdVance program, where staff also received strong support and supervision, turnover resulted more from individual staff decisions or circumstances beyond the program's control. One case manager relocated to another city after marriage, another returned to school. Toward the end of the demonstration, in mid-1995, extenuating circumstances forced the dismissal of two AdVance case managers when poor driving records left them uninsurable and, therefore, unable to drive the site's van to transport program participants and their families. (Chart 3D)

The CAR experience shows that contracting out case management can work if supervisory responsibilities are clearly delineated, as they were in Austin. Turnover in Austin's case management agency was minimal during the first half of the demonstration. The program phased out several SIHRY case manager positions toward the end of the demonstration when continuation funding was in doubt. (Chart 3E)

CHART 3A
CONTINUITY OF STAFFING IN LEAD/CASE MANAGEMENT AGENCY
BRIDGEPORT

	1992		1993										1994									1995									
	11	12	1/2	3	4/5	6	7	8	9	10	11	12	1/2	3	4	5	6	7	8/9	10	11/12	1	2	3	4/5	6	7	8/9	10	11	12
LEAD AGENCY: *Bridgeport Futures Initiative*	Executive Director												Executive Director																	Interim President	
	Director of Case Management																														
													Director of Applied Research																		
	Systems Manager																(promoted to Director of Case Management)														
CASE MANAGEMENT:	FAMILY SERVICES WOODFIELD																					CHILD GUIDANCE CENTER OF GREATER BRIDGEPORT									
	Clinical Supervisor																					Program Coordinator									
FAMILY MENTORS & EMPOWERMENT WORKERS: *(Supervised jointly by Bridgeport Futures Initiative and Family Services Woodfield through 12/94)*	FM #1																					(transferred to EW)									
																											EW #2				
		FM #2																				(promoted to Senior Mentor)									
			FM #3																												
									FM #4 (part-time)										(becomes full-time)													
										FM #5																					
												FM #6																			
																				FM #7										
																							FM #8								
																							FM #9								

CHART 3B
CONTINUITY OF STAFFING IN LEAD/CASE MANAGEMENT AGENCY
NEWARK

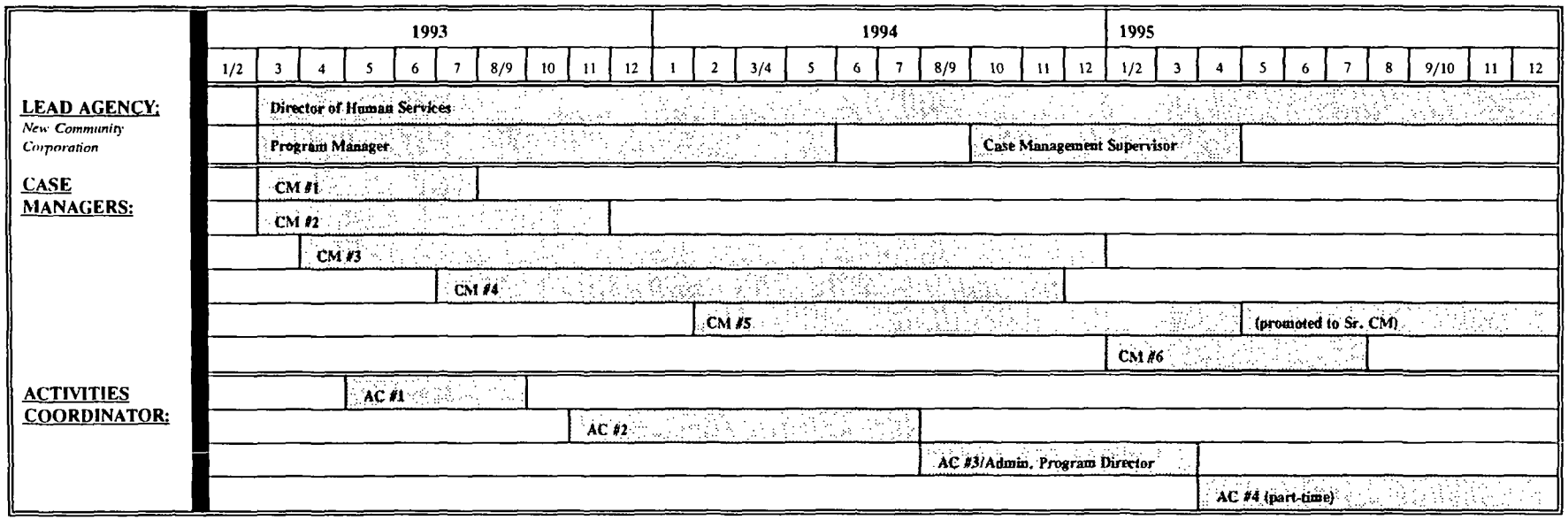


CHART 3C
CONTINUITY OF STAFFING IN LEAD/CASE MANAGEMENT AGENCY
SAVANNAH

LEAD AGENCY:
Chatham-Savannah Youth Futures Authority

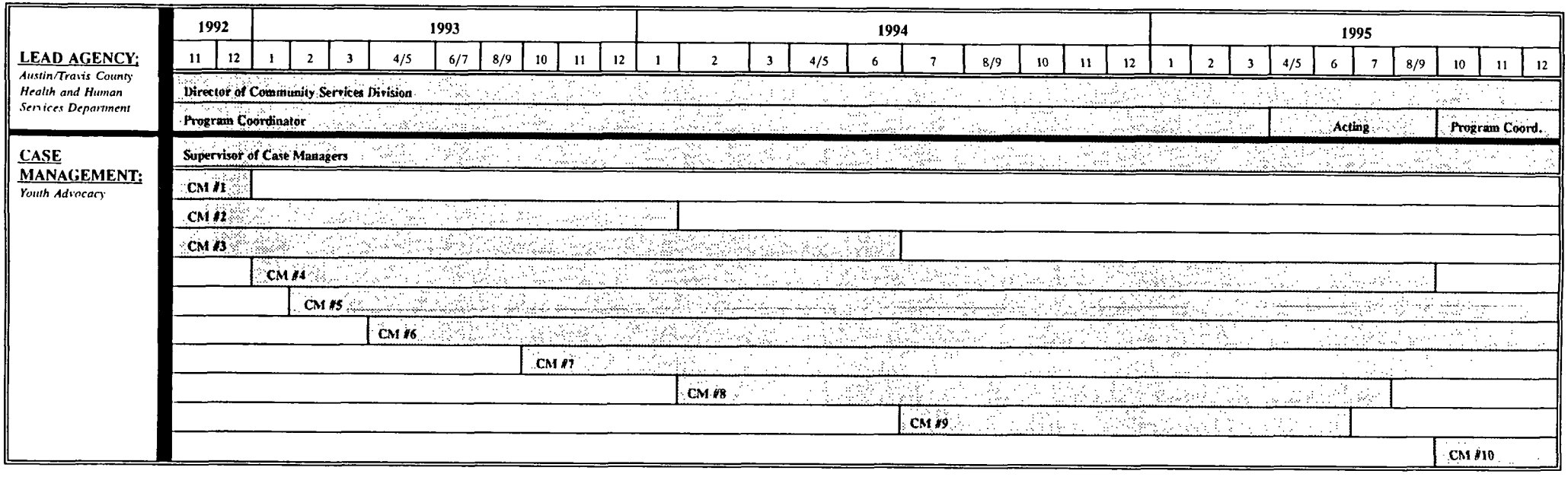
UHURU ADVOCATES:

	1993										1994										1995									
	1	2	3	4/5	6	7	8/9	10	11	12	1	2	3	4/5	6	7	8/9	10	11	12	1	2	3	4/5	6	7	8/9	10	11	12
Executive Director																														
Project Manager																														
UA #1											(promoted to Senior Advocate)																			
UA #2																														
UA #3																														
UA #4																														
											UA #5																			

CHART 3D
CONTINUITY OF STAFFING IN LEAD/CASE MANAGEMENT AGENCY
MEMPHIS

	1992				1993									1994											1995											
	9	10	11	12	1	2	3	4/5	6/7	8/9	10	11	12	1	2/3	4/5	6/7	8/9	10	11	12	1/2	3/4	5	6	7	8	9/10	11/12						
LEAD AGENCY: *Youth Service U.S.A./ Youth Service in Memphis, Inc.*	Executive Director																							Executive Director											
	Director of Operations																																		
	Program Director																																		
CASE MANAGERS:	CM #1																																		
	CM #2													(promoted to Lead Case Manager)																						
					CM #3																																
									CM #4																											
												CM #5																(promoted to Lead CM)								
																													CM #6						

CHART 3E
CONTINUITY OF STAFFING IN LEAD/CASE MANAGEMENT AGENCY
AUSTIN



B. STRATEGIES FOR COLLABORATION

Comprehensive and increased coordination of services between the human services and criminal justice sectors were among the goals of the CAR program. Program guidelines required that local programs develop a "service coordinating mechanism (such as a neighborhood service cabinet) to coordinate policy and to create and maintain the referral, consultative, and operational links necessary to make case management work."[16] In traditional "comprehensive" programs, services integration refers to the coordination between the social services, health, and, sometimes, the education sector. CAR takes this concept much further by adding the criminal and juvenile justice systems as essential elements of the partnership, extending these interagency relationships beyond the coordination of services to joint planning and implementation of the program, and linking services to individual youth and their families to community-wide interventions.

The sites developed different strategies, convening groups of agencies to focus their attention on various aspects of the program. These strategies can be categorized in terms of two types of integration: services integration and vertical integration. Services integration is a process by which a range of different services are brought together and delivered to clients in a coordinated way, so that, at the service delivery level, clients do not "fall through the cracks." Usually this involves coordination or collaboration across agency boundaries. Vertical integration refers to the communication of information and issues between the local service delivery level and the policy/program development level so that coordinated services are enhanced and barriers to coordination removed.

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[16] Center on Addiction and Substance Abuse, *op. cit.*, p. 19.

Services Integration

The major form of services integration incorporated by CAR programs was case management, a process through which agencies shared case-level information and developed and implemented service plans. Services integration also occurred through the creation of a project advisory group, and the sharing of physical space. In addition, two sites relied on other means to enable them to reach out to the diverse elements of their community. Not generally considered forms of services integration, these strategies nevertheless served that function. They involved the use of community organizers and the incorporation into the program of a culturally-grounded shared vision.

Case Management

Three sites (Bridgeport, Austin, and Savannah) held regular meetings in which individual cases were discussed. At two of the three (Bridgeport and Austin) these meetings consisted of structured interagency case staffings in which team members developed and reviewed case plans. Sites involved school personnel in case discussions either by including them in these meetings or by attending teacher team meetings.

In Bridgeport, the "co-location" team met weekly to discuss needs or issues related to specific children and their families and share other project information. Membership included the SIHRY project coordinator, the family mentors and the case management supervisor, the principal and assistant principal of the target middle school, a therapist, the neighborhood police officers, a juvenile probation officer, a welfare department worker, the school nurse, and the school social worker. Each week, prior to the co-location meeting, the

school's Student Assistance Team, made up of school personnel only, met to review their own information about their students who were SIHRY participants or who were being recruited.

Each agency represented on the co-location team agreed to share information on program participants and their families. To resolve the normally thorny issue of case confidentiality, SIHRY case managers obtained release forms from participants' caregivers at the time of recruitment. At co-location, members discussed this information, how it affected the child's behavior, and the program's response. Frequently, each co-location member had a different piece of information. Without co-location, obtaining this information would take a family mentor days, and the child's situation still might never be clearly understood. For example, at one co-location meeting, the police officers provided information on a father's involvement in the criminal justice system. The welfare department shared information on family income and entitlements. The school social worker, who believed there might be family violence in the home but was unable to confirm it, suggested that the family mentor follow up with home visits. The case manager discussed other information obtained in home visits such as the needs or strengths of other household members and how this impacted the youth. The team then developed service plans to meet the needs they identified.

The extent of collaboration and trust among Bridgeport co-location members was evident in an interchange between school administrator and family mentor. Together, they discussed the appropriate teacher assignment for a troubled youth. The family mentor, who knew the youth best, was able to recommend placement in a particular classroom with a teacher whose style best fit the student's needs.

Austin's version of co-location was called "mega staffing." Staff who participated in mega staffings met weekly, but the group was disadvantaged by the lack of participation from the police and school. Here, the interagency partnership involved the SIHRY coordinator, case managers and their supervisor, therapists from the mental health agency, a case manager from the agency that provided mentors and tutors (Big Brothers/Big Sisters), and, less frequently during the second half of the demonstration, the juvenile probation officer. Staff participating in mega staffings all shared in developing case plans. Toward the end of the demonstration, this already inclusive process evolved to the point where staff members jointly wrote the plans and each signed off on them. In Austin, SIHRY compensated for the absence of school personnel by having the project coordinator and case managers attend teacher team meetings at the school.

Mega staffing team members brainstormed strategies for serving children and family members. For example, they discussed ways to get parents to follow through on a psychological evaluation or counseling, or children into residential treatment. Team members consistently offered professional and personal support, and suggestions of additional resources to the case manager, particularly in difficult situations involving child abuse and suicide ideation.

Interagency case conferencing was less formal in Savannah. Sharing of case information occurred at weekly meetings of the Uhuru advocates, police officers, a therapist, and the school's academic facilitator. However, the latter participated less frequently in the third year because of additional school responsibilities. The purpose of these meetings was both to share information on specific participants and to update the staff on planned

activities. Later in the demonstration, each advocate participated in teacher team meetings once a week in order to discuss participants' progress or problems in school.

Project Advisory

The Uhuru Neighborhood Service Cabinet in Savannah served as a program and policy advisor to the project and was not regularly involved in discussing needs and service planning for specific participants, although issues concerning individual participants were occasionally raised. The cabinet, which had been involved in the initial planning of Uhuru, met monthly and consisted of the Uhuru project manager and advocates, the school principal, the captain of the police precinct covering the target neighborhood, the therapist from the mental health agency, the district director of the health department, a representative of a juvenile court judge, directors of public and non-profit recreation agencies, YFA staff working on related projects, and others. Cabinet members had the authority to commit resources to the program or used their knowledge of the program to garner additional resources for the project. For example, after the Uhuru advocates mentioned their desire to involve participants in economic development projects, the Health Department representative helped the Uhuru project apply for a contract to maintain the Department's lawns. The Health Department also waived the cost of obtaining copies of birth certificates for Uhuru youth. The Cabinet lobbied one of its members, the mental health agency, to restore the therapist to the target school, a service that the agency had withdrawn in response to a funding shortfall. During the first year of the program, the cabinet negotiated with the local public transportation system to bus Uhuru youth from school to a recreation center.

The various "focus groups" of the neighborhood service cabinet in Memphis and the service cabinet in Newark served more of an information-sharing and less of an advisory function. They were not closely involved with overall program operation, and met less frequently than the cabinet in Savannah.

Locale

At three sites, programs established bases of operation in which staff from one agency worked at the facility of another or in a shared location, transcending traditional institutional boundaries. Different sets of institutional partners were involved at each site.

In Bridgeport, the neighborhood police officers and SIHRY family mentors shared a storefront office (the P.O.S.T.[17]) and a secretary/receptionist. In Savannah, the two Uhuru police officers were present in the school building--teaching in their own classroom--for five periods every day. Savannah's Uhuru advocates had their offices in a Family Resource Center, a multi-service neighborhood center which includes offices of the health, mental health, and public assistance departments, and a child care program. In Memphis, AdVance case managers had their offices in the target school.

These locations were a means of services integration which allowed and encouraged sharing of information on a daily basis as well as the diverse views that can arise when staff come from different disciplines. With shared locales, contact between staff from different agencies did not wait for scheduled meetings but occurred more frequently and less formally. Staff observed each other at work and developed mutual respect. Stationing police officers

[17] Police Officer Sector Terminal.

and family mentors at the P.O.S.T. enabled the officers to gain a better understanding of neighborhood residents, enabled the mentors to learn some policing basics, and allowed both to closely coordinate their approaches to working with families. Similarly, AdVance case managers came to be relied upon as a resource for teachers and as a bridge between teachers and the youth.

Community Organizers

Two sites, Austin and Bridgeport, hired community organizers to implement some of CAR's community policing goals, although the initial design of CAR did not specify this type of strategy. In Austin, the SIHRY project hired community organizers to compensate for the weak involvement of the police. In Bridgeport, the city police commissioner assigned a police/community liaison to help implement his community policing initiative.

Austin's two community organizers, one of whom worked in the Hispanic section of the target neighborhood and one who worked in the African-American section, had pre-existing ties to their community and to their neighborhood police. One of them was co-chair of the school PTA. In their work for SIHRY, they organized community meetings, lunches, and marches to build awareness of drug- and alcohol-free zones and safe corridors in areas around the target junior high schools. They recruited "safe houses," residences designated as safe havens where children who found themselves in emergency or frightening situations could seek temporary assistance.

In Bridgeport, at the beginning of the project, the police department and SIHRY program employed a police/community liaison to involve residents and merchants in

community policing and to provide crime prevention training. The liaison worked most heavily in the target neighborhood during the first two years of the demonstration. Out of this process came the East Side Community Council, an organization developed to address quality of life issues in the neighborhood. The Council organized community cleanups, festivals, and other service projects (in which SIHRY staff and participants were involved), was involved in the implementation of the Phoenix Project,[18] managed mini-grants for neighborhood projects, and also was active in the development of grant applications for funding. The Council became an important source of grass roots community support for continuation of the SIHRY project after the demonstration.

Culturally-Grounded Shared Vision

CAR was designed to be a model for the coherent delivery of services to children and their families and to a neighborhood. In their own idiosyncratic ways, sites worked to develop their version of the model to accomplish this end. Each site adopted the goals of CAR and had a shared vision for the children and families they served, for the neighborhood, and for the project.

Savannah developed the CAR program and articulated its objectives and activities so that they would be accepted and embraced by the community within which it worked. The

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[18] The City's Phoenix Project consisted of creating a maze of looped streets by placing concrete barriers at intersections throughout the east side of Bridgeport. These roadblocks were intended to deter out-of-town drug buyers from entering the area to purchase drugs. The barriers were installed beginning in the Summer of 1993. Institute for Law and Justice, Children At Risk program. Review of Policing Activities: Austin, Texas, Bridgeport, Connecticut, Savannah, Georgia, (Alexandria, VA: Institute for Law and Justice, February 1996), p. 12.

project's name, Uhuru, is the Swahili word for freedom. The vision statement incorporated this concept, stating that all neighborhoods be "free of drug trafficking, crime, alcohol and other drug abuse and addiction, and drug and alcohol caused problems."[19] The African proverb, "It takes a whole village to raise a child" guided project activities. As articulated in Savannah's original proposal for the Uhuru Project, the major aspects of the Afrocentric concept are spirituality, self-identity, extended family, unity, a shared value system, conflict resolution, and rites of passage. This culturally-grounded shared vision became a powerful part of the strategy for bringing together decision-makers, service providers, and community residents to serve children and their families and increase neighborhood safety.

The values of the community--a community of African-Americans--were incorporated into the project as a whole and embedded in the design of each of CAR's core service components. For example, the Uhuru afterschool program named Kuumba (creativity) began with participants introducing themselves by name and by family affiliation (son/daughter of ..., sister/brother of ...). Sessions ended with an Imani Circle in which a pledge was recited and the group shouted a loud "harambee" which means "Let's pull together." Led by the Uhuru advocates, participants devised economic development projects that were planned and operated according to the principles of cooperative economics and creativity. The youth discussed these activities and the rules under which they would operate in the context of the Afrocentric principles.

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[19] Chatham-Savannah Youth Futures Authority, Annual Report for Fiscal Year July 1, 1992 - June 30, 1993, (Savannah, GA: Chatham-Savannah Youth Futures Authority, nd.), p. 13.

Vertical Integration

Vertical integration refers here to structures that allowed for top-down and bottom-up communication relating to issues of policy, funding, or service delivery. These issues may be identified by the project and carried up to key decision-makers for resolution or they may be issues decided at the top and transmitted down for local implementation.

In Austin, the SIHRY program established tri-level vertical integration through the linking of mega staffings (made up of line staff), network meetings (middle managers), and managers meetings (executive staff). Case conferencing occurred at mega staffings, program planning took place at the network level, and policy issues (funding, confidentiality, allocation of responsibilities) were decided at managers meetings. If resources were not available to meet a specific need or if an issue could not be resolved at the mega staffing level, they were brought to the network or managers meetings. For example, managers were able to access afterschool and community services affiliated with the City of Austin. When the SIHRY project no longer had funds for a designated probation case manager after the second year, the managers used their juvenile court representative to persuade the court to allocate a part-time probation case manager to work with the program and with SIHRY youth who were on probation.

Similarly, the Bridgeport and Savannah Oversight Collaboratives had administrative links to their CAR programs. The membership of the Collaboratives included executives of the agencies represented on program teams. These teams could communicate service and system issues or problems up the chain of command to their individual agency or to the Collaborative as a whole, and decisions made at the higher level could be communicated

downward. In practice, this was more easily accomplished in Savannah where the Neighborhood Service Cabinet and a strong lead agency helped convey issues to the Oversight Collaborative. For example, the Uhuru Service Cabinet supported the request of one of its members for funding to restore a baseball field adjacent to the school, and brought this proposal before the Collaborative. The result was that the City of Savannah allocated funds for this purpose. During the second program year, the linkage between the cabinet and the Collaborative, each of which had representation from the local school district, was instrumental in the program obtaining a school bus to transport program youth every week from school to a local recreation center.

In Bridgeport, a case management committee of the Oversight Collaborative was supposed to address service delivery barriers but little of this occurred much during the time of the SIHRY demonstration and, in particular during the last half of this period when the lead agency was having administrative and financial difficulties. Program staff singled out one issue brought that involved service gaps between juvenile justice, child welfare, and law enforcement. Although there was initial discussion and plans for a public information program, the committee subsequently tabled the item. Nevertheless, ties between the program and members of the Collaborative were important as reflected in the decision by two of the agencies represented to provide program continuation funds.

C. CORE SERVICES

The CAR program model incorporated eight service components: intensive case management, family services, education services, afterschool and summer activities, mentoring services, incentives, community policing/enhanced enforcement, and juvenile justice.

Although all CAR sites offered these services, they implemented them differently and with varying degrees of success. At the beginning of the program and throughout the demonstration, each site made decisions about service priorities and chose particular strategies for providing these services. A variety of factors including organizational structure, neighborhood resources and culture, the philosophies or outlook of participating agencies, and staff expertise, shaped the sites' priorities and strategies. During the course of the demonstration, sites maintained continuity in the way some of these components were delivered and made changes in others based on their past experiences, the identification of new needs, and the availability of resources.

This section of the report discusses and compares the basic approaches that sites took in delivering the core service components and highlights the changes that occurred during the second half of the demonstration. It also includes an analysis of those aspects of the sites' services that were more and less successful and program implications that one can derive from these experiences.

Case Management[20]

In CAR, case management was both a service provided by staff called "case managers" and a process for sharing information and coordinating services. This section of the report discusses the range of case management responsibilities that made up the job of the CAR case managers. Case managers were the hub of the CAR program. They recruited youth into the program, assessed the needs of the youth and their families, developed service plans, linked families with resources, monitored their progress, advocated on their behalf and worked to empower them, acted as counselors and mentors, planned and led activities, and provided transportation for clients if needed.

Most programs hired case managers for their personal life experiences, previous job experience--work with inner city youth or families or knowledge of adolescent concerns--and connection to the target community rather than for their educational credentials. Before working on CAR, case managers were counselors, youth and group home workers, teachers or teacher's aides, probation and police officers, artists, and secretaries. Some were recovering alcoholics or had been drug addicted; others had parents who had substance abuse problems. Many, but not all, case managers had a bachelor degree. Starting salaries ranged from about $18,000 to approximately $25,000.

Case managers were field-based staff. They worked flexible hours including evenings and weekends and were on-call 24 hours a day for emergencies. Supplied with the names of eligible youth and sometimes limited information, they recruited participants for the program.

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[20] See also: Donna Tapper, Case Management and Case Managers in the Children At Risk Program, (New York: Center on Addiction and Substance Abuse at Columbia University, March 1996).

Working with a caseload of 15-18 youth (and their families), they met with participants and their families in their homes and at school.[21]

In 1995, Savannah added an additional task to the advocates' responsibilities: asset mapping. Uhuru and other YFA Family Advocates went door-to-door to survey residents of the target neighborhood to obtain information about residents' skills and talents. The assumption underlying this activity was that each community has strengths within it which the community must build upon. The first step in this process was to identify these assets.

It was easy for case managers to get caught up with the problems and crises of their families. Regularly scheduled case reviews were postponed as members of Bridgeport's co-location team and Austin's mega staffing dealt with crisis situations, including child abuse, suicide, loss of housing from fire, illness, and death. Case managers in Bridgeport, who defined their job by their personal relationships with families, spent an overwhelming amount of time during the first two years of the program responding to crises. This situation eased during the third year with the increased supervision by Child Guidance Center, but the program still had difficulty completing its case reviews on schedule. This was true in Austin as well. However, despite the frustrations and intense discussions, participating agencies coordinated their responses so that they felt, in the end, that the delivery of service and participation in case staffings was an efficient use of their time.

The programs struggled with the reality that CAR was an intensive case management program that provided service for a defined period of time. The demonstration required that

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[21] One program, Newark's Allies for Youth, used its case managers to operate the afterschool program, leaving less time for individual casework.

local sites terminate youth from the program after they had received two years of service. The close relationship that often developed between case manager and child, and the belief that continued contact of some kind was important--either to maintain the progress that the child had made or to work on unresolved issues--made this directive difficult to execute. Therefore, although the graduates no longer benefitted from intensive case management, all sites continued to serve some of them in other ways. Austin's Child Guidance Center led therapy groups at the high school for project graduates. Bridgeport created an "Empowerment" program which offered peer health education training and opportunities for putting these new skills in practice with younger children. Memphis did not formally establish a program for graduates but those who dropped in at their offices after school were allowed to participate in activities. Savannah turned over its cases to the lead agency's regular case management unit to link families to services as needed, a resource that was available to any resident of the neighborhood. Some of Newark's graduates participated in an education and employment program operated by NCC and directed by a former case manager.

Family Services

Family services in CAR included a wide range of therapeutic services, concrete services, and skills training to help families and adult caregivers improve their functioning. Case managers worked with family members to identify needs and connect them with services, frequently transporting them to the service. Individual and family counseling and therapy were available at three of the sites through a close organizational relationship with a

key mental health agency: Austin Child Guidance Center, Child Guidance Center of Greater Bridgeport, and Tidelands Mental Health, Mental Retardation and Substance Abuse Center in Savannah.

Although parents were willing to enroll their children in the CAR program, they were, themselves, reluctant to utilize services and attend program-sponsored activities. The programs recognized that engaging families was one of the most difficult aspects of the program to implement successfully. At all sites it was common for parents not to follow through on referrals for mental health services and substance abuse treatment, even when case managers monitored appointments and provided transportation. Case managers used their personal relationships with family members to persuade family members to access services. Programs also took advantage of collaborative members' expertise or case managers' knowledge of the community to identify others--agency staff or community residents--who could help the family.

It also was difficult for programs to engage parents in group activities, but three sites developed noteworthy strategies in this area. These are described below.

Memphis and Savannah: These two sites instituted regular group programs for parents that included social gatherings and celebrations, and educational workshops or seminars. Case managers transported many of the families to and from these programs.

The Memphis AdVance program for families had three components: Family Nights, smaller informal family outings, and Community Task Force meetings. Family Nights, held bimonthly at a YMCA were socialization as well as social events. Project staff designed activities that helped family members learn ways to relate and listen to each other,

compromise, and make joint decisions. Following a communal dinner, AdVance staff led activities (games, crafts projects) that each family selected and undertook as a family group. The second part of Family Night consisted of age-specific activities. Staff modeled social behavior during these evenings, helping parents learn how to interact with and care for their children. Although the substance of Family Nights was essentially the same throughout the demonstration, staff experimented with offering it at different times of the day or month. They found that dinner at the end of the month, when families had exhausted their public assistance and Food Stamps benefits, attracted the most families.

To further reduce the isolation that families felt, staff brought together a few families at a time for informal gatherings of dinner and a recreational activity such as bowling.

Educational workshops were the focus of the Community Task Force (CTF) which, since the second year of the program, was made up of parents and other caregivers of program participants. In the Spring of 1995, AdVance staff shifted the focus of the CTF to teaching job and parenting skills (including specific hands-on projects that parents could work on at home with their children), and providing information about what their children were doing in AdVance. Previously, CTF meetings dealt with community issues and were led by staff from an outside agency under contract to AdVance. When AdVance staff realized that parents were too absorbed in family concerns to confront community-wide issues, and that many community issues were beyond their project's authority, they shifted the focus of these meetings.

Family activities in Savannah's Uhuru program centered around the Saturday Academy which offered a mix of social, educational, informational, and recreational

programming. Held bimonthly at the Family Resource Center, one session each month was directed at caregivers alone and the other was for adults with their children together. The Uhuru program further promoted participation in the Saturday Academy by asking parents to assist in ceremonies that recognized the successful participation of their children in Uhuru including the awarding of incentives.

Austin: Weekly parent support groups were the primary means of serving groups of families at the Austin site. They tended, however, to attract primarily Hispanic families; the program had difficulty engaging African American families in these groups. To accommodate parents who did not speak English, a SIHRY case manager translated presentations and discussions into Spanish. Led by one case manager with the assistance of other program team members and outside speakers, beginning groups focused on substance abuse education, communication, and relationships. At the end of the third year of the project, an advanced parent support group, made up of parents who had participated previously, met for another series of sessions. Topics included job search/placement services, sexuality/AIDS, parental behavior and parenting skills, and family violence. In order to increase attendance at these groups and attract parents who were not attending because of a lack of child care, beginning in the Fall of 1995, all family members were invited. Depending on the age of the children, some played by themselves off to the side of the room, but children who were SIHRY participants frequently shared in the discussions.

Education

There were two aspects to CAR's education services. It consisted of case managers working with the target schools and academic enrichment. Each program arranged for case managers to have regular access to participants' grades, attendance records, and information on school behavior. They monitored these regularly and, in return, shared information about participants' family and home life with school personnel. They mediated the school-family relationship by serving as interpreters of language and school policies, and advocates during routine interchanges about a child's performance or behavior in school as well as in disciplinary or other special proceedings. Case managers were a frequent presence in the school. They knew their participants' school schedules and sought them out between or after class or at lunchtime to check on their behavior or other issues.

The direct service portion of this component was more difficult to implement. Some of the sites had difficulty engaging youth in afterschool tutoring and changed providers of these services because of dissatisfaction. Case managers found it difficult to attract students to an activity in which they were failing and which was difficult for students during the regular school day.

The programs with the most successful experiences, in terms of youth attendance, were Savannah and Memphis. In the Uhuru program, afterschool group activities directly followed tutoring. Thus, when regular classes ended, Uhuru advocates were present on-site at the school to ensure that students attended the schoolwide academic program, directed by the City's Leisure Services Department, and then proceeded to Uhuru group activities. Perhaps as important as the case managers' presence and a coordinated schedule was the use

of monetary incentives. The program awarded a monetary incentive of $10 per week to students who attended daily and observed the rules of behavior.

Memphis' academic afterschool component consisted of sessions in Youth Service's school-based SUCCESS computer lab, where students used individualized computer-assisted tutoring programs (WICAT), and participated in individual and group tutoring sessions led by tutors from LeMoyne-Owen College. The SUCCESS program was popular among the youth and remained essentially unchanged throughout the demonstration, although the number of days it was offered to students varied according to the scheduling of other afterschool activities. However, the program's relationship with the college tutors was not as satisfactory. Problems with the college paying the tutors on time led to most of them resigning from the program. Although project staff intervened to resolve this problem and the College recruited new tutors, AdVance staff continued to feel that the tutors were not sufficiently trained. Tutors were also unable to successfully engage the youth in activities that were educational and enjoyable, even when the project purchased materials designed for this purpose. Beginning in the Fall of 1995, project case managers themselves tutored youth. By this time, the Youth Service-employed teacher who was manager of the SUCCESS lab had become an AdVance case manager, bringing his educational skills more directly into the AdVance program.

Bridgeport's approach was less coordinated and, therefore, somewhat less successful. There, the lead agency subcontracted with several providers in the neighborhood and with programs that used the school's facilities, and youth selected the program they wanted to attend, if any. This arrangement made it difficult, however, for SIHRY family mentors or

the afterschool liaison to monitor attendance since youth were scattered in small numbers in separate programs. Furthermore, although the afterschool programs included tutoring, most youth chose to take part in recreation programs. Organizationally, the administrators of the afterschool programs were not part of the co-location team meetings, nor were they involved in project planning in other ways. Each of them served only a small number of project participants in their regular programs. To increase attendance, SIHRY began to offer a weekly stipend for participation during the program's third year ($10 for every 5 days of attendance), and relied more on afterschool activities that took place at the school. Still, these activities were largely recreational in nature.

Austin attempted several variations for providing education services in order to increase participation. At the beginning of the demonstration, SIHRY offered a tutoring program through the local library. Then, Big Brothers/Big Sisters (BB/BS) took over and offered weekly Saturday sessions on computer skills, homework, and test preparation. Later, BB/BS organized biweekly afterschool sessions using teachers from the schools, with assistance from their own staff and SIHRY case managers. Students also had access to the schools' computer labs. After concluding that this service still did not attract a sufficient number of students to warrant expenditures for teacher salaries, in the Fall of 1995, BB/BS began to use AmeriCorps volunteers as tutors. However, participation remained low especially at one target middle school where participants were not known personally to the BB/BS case manager who supervised the academic afterschool program.

Afterschool and Summer Activities

Afterschool programming encompassed a range of activities including youth development, group counseling/therapy, recreation, and education.[22] Often, these activities were combined and a single session had multiple goals. During the summer, the programs added opportunities for work experience and other types of recreation such as day or overnight camps. In general, they adopted one strategy for their afterschool component at the beginning of the demonstration and stayed with it. However, some programs modified their service over time, i.e., they replaced one provider with another or emphasized one type of activity over another.

The sites organized non-academic afterschool activities in one of three ways. In Savannah, case managers led activities, all of which were organized around one theme. In Memphis, Newark, and Austin, there was a mix of activities, some led by case managers and others by outside service providers. In Bridgeport, participants attended programs operated by outside providers that were primarily recreational. All sites also took their participants on trips, some of which included out-of-town overnight stays.

Savannah's afterschool program illustrated a central program theme, the Afrocentric value system and the seven principles of Nguzo Saba. These principles (Umoja (unity), Kujichagulia (self-determination), Ujima (collective work responsibility), Ujamma (cooperative economics), Nia (purpose), Kuumba (creativity), and Imani (faith), as already described, were reflected in all activities and woven into the fabric of the Uhuru program. The principles were constantly conveyed to the youth through group affirmation and self-

[22] Academic afterschool activities are discussed in the previous section on education.

esteem building rituals (Rites of Passage), discussions, and group projects. Over time, activities included economic development projects and interest groups (photography, art, chorus, etc.), all of which contributed to the overall Uhuru strategy.

Afterschool activities in Memphis, Newark, and Austin were a combination of activities led by case managers and by contracted service providers. In Memphis, case managers scheduled activities every day. They led dance and anti-drug clown troupes, took youth on cultural, educational, and recreational field trips, and contracted with other organizations to lead groups on sexuality/health education, conflict resolution, and drama. The Newark site utilized outside providers for conflict resolution and anger management sessions as well as specialty classes (martial arts, singing, etc.). Case managers directed other activities such as arts and crafts and drill team sessions.

Austin's case managers provided substance abuse education during the last period of the school day which the schools set aside for enrichment or remedial activities, and took over recreation activities after Austin's Parks and Recreation Department (PARD) terminated involvement in the program. Where PARD had offered a regular program of weekday and weekend activities, the offerings became less structured under the case managers who primarily arranged outings for the youth. Some youth also participated in an environmental education program operated by an outside organization. Therapists from Austin Child Guidance Center, joined in the last few months of the demonstration by the program coordinator, a social worker, led activities-based therapy groups either after school or during the last school period. They used games, exercises, and physical activity to help the youth learn how to express themselves and relate to one another. Initially, SIHRY offered some of

these groups during the school day, but this changed when, because of dissatisfaction over student standardized test scores, the school ended its policy of allowing students to be excused from class.

As previously mentioned, Bridgeport did not have an integrated afterschool component. Instead, participants attended activities scattered among several programs in the school and in the community.

Summer Activities: In general, summer activities were a mix of recreation and other group activities, and summer jobs or work experience. Sites scheduled a variety of day trips, some of which were led or chaperoned by the police officers. They arranged for youth to attend local day camps or overnight camps, or organized their own. Each summer, the Memphis AdVance program organized two week-long sessions of overnight camp at a military base led by AdVance staff and other service providers.

Two sites--Austin and Bridgeport--organized programs of summer jobs for youth who were old enough to work, or offered stipended work experience at community sites for younger children, generally those under 14 years of age.

For example, the 1994 summer program in Austin offered five different paid or stipended vocational exploration and work programs for SIHRY youth. These included environmental cleanups, work on a video documentary concerning neighborhood issues, tours of local industry, technology experience that taught youth to use computers to design and make jewelry and artificial bone replacements, and other educational enrichment and recreational activities. All of the SIHRY agency partners were involved in the planning and supervising of these activities. In 1995, Austin's youth received job readiness training from

the City before being placed in summer jobs. In addition, the youth spent one day a week on personal development activities.

In Bridgeport, SIHRY assisted youth in obtaining summer jobs through the Private Industry Council and some participants received training in peer counseling. Younger participants were placed at the P.O.S.T., with local merchants, with summer camps as aides, or with other social service agencies.

Mentoring

The intention of the mentoring component was to link participants with caring adults in a one-to-one relationship. However, most sites did not implement it this way. Among all the core CAR services, mentoring stands out in terms of its evolution during the demonstration. Some of the sites found it difficult to identify, supervise, or coordinate sufficient volunteer mentors who would be regularly available for the youth and also found it difficult to ensure that the youth remained involved. Instead, sites shifted to a group mentoring approach in which a group of youths participated in activities led by a smaller number of adults.

Only Austin was able to provide a mentoring component as initially conceptualized in the program model on a consistent basis throughout the project. Big Brothers/Big Sisters of Austin (BB/BS), one of the CAR partner agencies, operated a large, highly structured and closely supervised mentoring program. Although the agency acknowledged that the SIHRY youngsters had more problems and were older than other children they served (BB/BS accepted children starting in first grade), they were able to make matches nevertheless. In

fact, BB/BS found it more difficult to capture the youths' interests than to recruit volunteer mentors. The BB/BS case manager, who participated in mega staffings, met individually with prospective mentees to recruit them for this service. Youth participated in BB/BS's group activities until a match was made. Once a match was made, the BB/BS case manager had monthly contact with everyone involved in a match for the first year. After one year, she alternated monthly contact with the "big," the "little," and the caregiver. Even after three years, she maintained contact quarterly with someone from the match.

Two sites, Savannah and Memphis, went through several variations in implementing this component. Having started out with a program of matching individual participants with individual adult mentors, they became more like Newark, which relied on a group mentoring experience provided by an outside organization, and Bridgeport, where family mentors assumed this role.

In Savannah, mentoring evolved from reliance on an outside organization to recruit and match youth with individual mentors to a formal group mentoring program and, finally, to an emphasis on case managers and other adult leaders in the community as role models. At the beginning of the project, Savannah utilized the Chamber of Commerce's mentoring program. When the Chamber discontinued its program in 1994, YFA turned to Leadership Savannah, a group of local business people, to provide career-oriented activities and trips. At that time, mentoring became primarily a group experience for the youth. Mentoring changed again in 1995 when a new class of Leadership Savannah volunteers decided to devote its community service activities to other aspects of Youth Futures Authority. At that point, although some of the individual matches remained active, the Uhuru program no

longer had a formal mentoring component. Instead, it considered as a mentor each adult who came into contact with participants through Uhuru ongoing activities. Uhuru advocates, the Uhuru police officers, instructors who worked with the youth in their afterschool and Saturday activities, and other community leaders met this criteria.

Memphis tried several arrangements for identifying individual mentors until it resorted to a group mentoring program. For the first two years of the project, Memphis contracted with Big Brothers/Big Sisters for this service. However, frequent turnover in that agency hindered service continuity and communication with Youth Service. In addition, AdVance staff felt that the neighborhood in which participants lived, and the youths' family situations, made it difficult for Big Brothers/Big Sisters to solicit volunteer mentors. Program staff also attempted to identify mentors from among the faculty of LeMoyne-Owen College, sororities and fraternities, and local churches. None of these organizations proved feasible. Either extensive screening and monitoring was required by Youth Service, the potential mentoring organizations' energies were directed elsewhere, or individuals simply were not available. As in Savannah, Memphis turned to group mentoring during the third year. Beginning in early 1995, AdVance youth participated in the Family Life and Revised Real Men Experience, a program at LeMoyne-Owen College. Girls and boys met together with college student mentors, along with parents and other adult volunteers, on Saturdays during the school year and for five weeks during the summer. The focus of the sessions was on self-esteem, conflict resolution, and decision-making as well as education and trips. In addition, mentors were required to telephone mentees at least twice a week and also talk with parents. AdVance staff were satisfied with this service but, because the Family Life program

started later in the fall semester than AdVance, AdVance did not assign new students to it at the beginning of the 1995-96 school year. However, some of the youth who had participated the previous year remained involved.

Two programs met the challenge of providing mentors in other ways. Instead of relying on a separate organization, Bridgeport's approach from the beginning was to assign this role to their case managers, as reflected in their job title, "Family Mentor." The site's emphasis on a close, one-to-one relationship with the youth and their adult caregivers made the mentoring role a natural element of their job. Newark, which emphasized group activities in all aspects of the CAR program, structured its mentoring component as a group experience.

Incentives

Some sites offered incentives for youth who participated regularly in program activities and complied with rules regarding acceptable behavior. Some paid monetary stipends; others used non-monetary incentives such as tickets that could be exchanged for trips, candy, or other special treats.

Savannah implemented the most developed system of incentives. Throughout the demonstration, Uhuru advocates paid participants a stipend of $10 per week if they attended afterschool Kuumba activities and wrote in their Uhuru journals every day. Then, toward the end of 1994, the site began to award "Uhuru bucks" to youth who showed improvement in positive indicators or a decrease in negative indicators of attendance, behavior/attitude, school progress reports, and suspensions. The youth redeemed "Uhuru bucks" at the "Uhuru

Store" held at a Saturday Academy at the end of each quarter. They exchanged them for caps, calculators, notebooks, markers, hair accessories, and other items the Uhuru program had purchased or received as donations. Youth also could accumulate "Uhuru bucks" and exchange them for more expensive items, a strategy the program adopted to encourage planning and saving.

Memphis found that even small incentives such as candy could be effective. To maintain the youths' interest over time, AdVance varied the types of incentives and the youth participated in their selection. The program also used special trips as incentives, allowing only those youth who participated in regular activities and whose behavior was acceptable over a period of time to attend.

During the last year of the demonstration, the Bridgeport SIHRY program adopted a strategy, similar to Savannah's, of monetary incentives ($10 for every 5 days of attendance) to encourage attendance at afterschool activities.

Policing/Enhanced Enforcement[23]

One of the unique features of the CAR model was incorporation of police into the program. The policing component had two main objectives:

(1) To improve neighborhood safety by reducing drug trafficking, drug abuse, and crime

[22] For detailed information on the police component in three sites, see: Institute for Law and Justice, *op. cit.*

(2) To involve the police in activities which help to develop participants' pro-social behavior.

CAR programs worked toward these objectives through different strategies. Police involvement varied according to the extent to which the city and its police department embraced community policing, the willingness of high level police management to devote law enforcement resources to the program, and the extent to which individual officers became involved in the day-to-day life of the program and participants. Programs located in cities implementing community policing, and which enjoyed strong support from the police chief, had a closer collaborative relationship with the police at the neighborhood level. The existence of close ties made a difference when there was turnover in police personnel. Strong police administrative backing meant that the close relationship continued even after officers originally involved with the program left.

Two sites had a high level of police collaboration with close ties between neighborhood police officers and program staff, and little or no change in police activities throughout the demonstration. In Bridgeport, the SIHRY program began at a time when the police chief was beginning to re-engineer the police department in response to widespread disorder and a high level of crime in the city. Around that time, he began three initiatives which had a substantial impact on the target neighborhood. The initiatives included establishing a system of concrete barriers to divert traffic flow, eliminating two very violent gangs operating in the area, and opening, in conjunction with SIHRY, the East Side Police

Officer Sector Terminal (P.O.S.T.) staffed by two neighborhood police officers.[24] SIHRY family mentors shared this storefront office.

The officers provided enforcement and prevention activities community-wide, and gave the SIHRY program and its participants special attention. They patrolled the neighborhood and taught Drug Awareness and Resistance Education (DARE) classes in the target elementary school (2-3 days a week for 2-3 hours each day). Their involvement in SIHRY included participating in weekly co-location meetings, visiting the homes of participants, attending SIHRY activities with the youth and forming individual trusting relationships with them, and chaperoning trips. Both have held their positions since the program's inception.

SIHRY also paid for some of the services of a community liaison employed by the police department. This staff person was responsible for organizing neighborhood residents and helped to establish the East Side Community Council. During the last half of the demonstration, the liaison's efforts focused more broadly on the community as a whole as well as on other Bridgeport neighborhoods, and, as a result, the SIHRY program phased out financial support for this position.

Not long before the Uhuru program started, Savannah's police department was decentralized into precincts, and precinct commanders became responsible for the deployment of officers. Despite turnover in the precinct commander position (there were three during the demonstration period), collaboration between the precinct and Uhuru remained close; the three commanders all attended service cabinet meetings. Unlike Bridgeport, the design of

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[24] Institute for Law and Justice, *op. cit.*, p. 8.

Savannah's Uhuru program called for assigning two officers to the target school. They patrolled safe corridors to and from school at the beginning and end of school, escorting students along several routes home. The majority of their time was spent in the classroom where they taught classes in life skills. All students took these classes at some point during their time at the school, and the officers became familiar with many of them, but they also knew which students were Uhuru participants. Although the officers reported to the precinct before and after their workday, they reported to the principal while at the school.

As a member of the Uhuru team, the officers met with the Uhuru advocates every week, attended monthly service cabinet meetings, made home visits, and took participants on field trips during school vacations. The male officer voluntarily coached sports at the school. Although there was turnover in police assigned to Uhuru during the demonstration, including one who the police terminated from the force for a violation of police procedure, the collaboration in Savannah was consistently strong and close.

The Memphis AdVance program occupied a middle ground in terms of police involvement in CAR. Although the police enhanced enforcement in the target neighborhood and cooperated with AdVance, they were never close collaborative partners in the development of the program. With the availability of CAR funding, a mini-precinct near the target school, open since 1988, became fully staffed with five officers and a supervisor during the day.

The relationship between AdVance and the police may have been affected by turnover in the police director position that occurred just prior to and during the demonstration period. A new director took over just before the start of CAR in 1992 and served until May, 1994

and his administration emphasized enforcement and security issues, while the previous director had emphasized community relations. In May, 1994, a third director, who emphasized linkages with the community and initiated the use of task forces of officers assigned to work with high-visibility crimes in each precinct, was appointed.[25]

Using the mini-precinct as a base, the police patrolled safe school corridors in an area that included two elementary schools, a middle school, and a high school, and responded to calls for service. For most of the demonstration, the mini-precinct was responsible for enforcement in two of the three housing projects located in the target area. The third, a large housing project, was patrolled by officers of the West Precinct until the end of 1995 when it came under the jurisdiction of the mini-precinct. Officers from the mini-precinct also spent time in Vance Middle School, checking in with the principal and visiting students in the cafeteria. The mini-precinct offered some prevention activities of its own. During the summer, it sponsored a drop-in camp with recreational activities, guest speakers, and movies, and its supervisor directed a youth choir year-round.

During the last half of the demonstration, most of the AdVance program's contact with police was with officers at the mini-precinct and its police supervisor, in particular. A police representative attended neighborhood service cabinet (Family Focus or Extra-Curricular Group) meetings, and AdVance staff attended the mini-precinct's own Community Action Committee, made up of social services, local businesses, residents, and churches, during its brief existence. Although there was no regular structure for case conferencing or

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[25] Adele Harrell, "Evaluation of the Children At Risk Program, Summary Description of the Police Enforcement Activities: Memphis, TN," (June 10, 1995), p. 1. (unpublished paper).

planning, as in Bridgeport and Savannah, the AdVance coordinator and case managers did call on the police in specific instances. However, unlike Bridgeport and Savannah, the police from the mini-precinct did not establish a personal relationship with AdVance participants; the officers did not always know which youth were project participants and which were not.

The working relationship between AdVance staff and the police did not extend to the police officer assigned to school security, a position which did not report to the mini-precinct supervisor and which suffered from high turnover from mid-1994 to the end of the demonstration period. After close to two years of stability, during which a single officer who worked closely with the program was assigned to the school, there were three different officers from May, 1994 to the end of 1995. The most recent officer had little knowledge of the AdVance program. Her contact with the mini-precinct was limited to calling the supervisor to sign off on felony arrests.

Police collaboration with CAR was weakest in Austin and Newark. In Austin, the police department maintained that it could not focus police resources on a single special project, which was just one of many in the city. Instead, neighborhood police officers and supervisors of several units agreed to take on additional responsibilities. During the first half of the demonstration, one neighborhood police officer in each of the target areas became involved in the process of establishing drug- and alcohol-free zones and in neighborhood cleanups. The officers' involvement did not, however, extend to participation in any of the interagency program planning meetings.

Police involvement diminished during the last half of the demonstration after one of the neighborhood police officers was replaced and another officer, who had been active in

working to establish the drug/alcohol-free zones, was promoted. In part because of the weak program-police relationship, SIHRY hired two community organizers to organize neighborhood residents and recruit safe houses. One of the community organizers also assisted with the development of a student community policing afterschool club at one of the target schools.

Newark's lead agency maintained its own security force. For the CAR program, NCC formed a task force, which consisted of two Newark Police Department officers and a detective from the County Sheriff's department to respond to incidents in the target neighborhood.

Juvenile Justice

During the last half of the demonstration, the closest affiliation between a program and the local juvenile justice agency occurred in Bridgeport and Austin. At both sites, probation officers participated in case conferences. In Bridgeport, the juvenile probation officer regularly attended co-location meetings, shared information, and sometimes used her authority to require that SIHRY youth, as a condition of probation, participate in specific activities at school or in the community. In Austin, however, when the number of SIHRY participants on probation dropped below the level that made a designated probation officer feasible, the probation department's attendance at mega staffings became less frequent. The probation officer generally attended only when there was going to be a discussion about a participant on probation. Nevertheless, Austin's SIHRY case managers and probation officers communicated with each other outside of these meetings and, as in Bridgeport, case

managers sometimes elicited the support of probation officers in order to keep a youth engaged.

Although Austin's target neighborhood had the highest concentration of youth on probation in the city, there were few youth on probation among the last cohorts served by the program. One possible explanation for this was that the program was recruiting younger participants who did not yet have any probation involvement. But, without a designated probation officer, identification of project youth who came into probation for the first time was more difficult because the department had to manually check the list of new probationers. This was done every few weeks by the probation casework manager who remained closely involved with the program and still attended monthly meetings of SIHRY managers. Through her involvement, the juvenile probation department continued to be an important resource to the program. For example, when participants on probation were found to be truant from school, SIHRY case managers called the probation officer for assistance in getting them to return to school.

The Savannah and Memphis programs also had a good relationship with their juvenile court and probation services. Both had access to these personnel on an as needed basis. A representative of Savannah's juvenile court served on the Uhuru service cabinet. Both sites recruited some of their participants from the juvenile court, since these youth met the personal risk eligibility criteria of CAR.

D. CONCLUSIONS

This report examines the experiences of five local Children At Risk programs. The local programs followed a nationally-designed model, but they were not "cookie cutter" programs. They differed according to the community and organizational contexts in which they operated, the collaborative structures they formed, and the ways they delivered these services. Although it is sometimes difficult to draw conclusions based on a small number of cases, because of idiosyncratic conditions and characteristics, there were enough common experiences and similarities, as well as differences, among sites to be able to make generalizations and learn from them collectively.

Organizational Structure: The mission of the lead agency and the willingness of participating agencies to assign resources to the program affected the extent to which CAR programs were able to become collaborative. The lead agencies that were citywide collaboratives and the government agency already had working relationships with other agencies and were able to build upon these for their CAR programs. The CAR programs led by the citywide collaboratives, although they subcontracted with other agencies to provide services, benefitted from the substantial donation of in-kind services from these agencies, making the basis of these relationships collaborative rather than contractual. This differed from relationships in the government-led CAR program. These relationships were both contractual and collaborative in that the government agency subcontracted for services, but the agencies providing the services also came together into a collaborative network and contributed additional resources. In this case, however, agencies not under subcontract (i.e., police and schools) to the lead government agency, although they cooperated, were not

willing to participate in joint planning and implementation activities, and therefore did not become true collaborative partners.

The lead agencies that were direct service providers had a more narrow mission and relied more on their own internal capacity to deliver services. They were at a disadvantage at implementing the collaborative aspects of CAR. Although the latter type of agency still was able to serve youth and their families during the demonstration, the absence of strong interagency linkages meant that they did not undertake the interagency planning and delivery of services that the CAR model envisioned. Instead, the primary organizational relationships in these programs were contractual, with contracts covering the provision of specific services. Only a small proportion of the program cost in these sites was contributed in-kind.

The local programs that reflected the greatest amount of collaboration included organizational relationships that were both horizontal and vertical. That is, these relationships occurred across traditional agency boundaries, such as between social service and criminal justice, as well as vertically, between groups of front-line staff, managers, and executive-level policy makers.

It did not seem to matter whether a lead agency used its own staff to do case management or contracted case management out to another agency. Either way, it was more important to program stability that the agency have a clear mission and a clearly defined and supportive supervisory structure. Programs that did not have these elements experienced substantial turmoil and high staff turnover.

Strategies for Collaboration: CAR was not just a series of services to high risk youth and their families, it offered a way for communities to combine these services across

traditional service boundaries into a coherent program that served the target youth and the community at large. The way local CAR programs accomplished this was through two general strategies: services integration and vertical integration.

In CAR, services integration was accomplished most often at the case level through case management which allowed for sharing of case information and joint planning and delivery of services. At the neighborhood level, it was accomplished through the creation of a project advisory group which could commit its own resources to the program or gain access to other resources. It was also generally accomplished through the physical location of services, i.e., the sharing of office space by staff of different agencies. Some sites also used community organizers or adopted a culturally-grounded shared vision as strategies for integrating services. The national CAR model did not anticipate use of these two forms of services integration, but they were seen by the communities that used them as effective ways of increasing collaboration. The most collaborative programs incorporated more than one form of services integration.

The most collaborative services integration programs also utilized vertical integration. Here, the interagency group functioning at the direct service level identified issues or needs and communicated them to a higher-level interagency group which took up the issue or advocated on behalf of the program. This type of communication did not happen frequently but the linkages were effective in specific instances.

Core Services: The analysis of the core services that comprised the CAR program raises many implementation issues. There were a variety of means of providing some of these services and presented challenges.

CAR case managers had wide-ranging responsibilities that included traditional as well as non-traditional functions. They recruited, assessed, planned, linked, monitored, and advocated. They also empowered, mentored, planned and led activities, and provided transportation. In some programs, case managers developed strong individual relationships with families, in others they focused more on the youth who participated in the program.

The initial vision of case management in CAR was that case managers would work intensely with youth and their families for a short period of time--perhaps several months at the beginning--to address their most pressing needs. Then, once a family's situation became stable, the case manager would make less frequent home visits and assume more of a monitoring function of the comprehensive services that CAR brought together on behalf of the family. Instead, programs found that the families they worked with had serious and multiple needs. Families went from crisis to crisis, making it difficult for case managers to reach the point where they could establish a regular pattern of services. At some sites, the regular review of cases in which participating agencies discussed service needs and constructed service plans took a back seat to a constant "putting out of fires." Despite this, case managers employed at the end of the demonstration period expressed little "burnout." They attributed this to the support they received from their supervisors and from their colleagues who were part of their collaborative network.

It was a challenge for programs to balance the need to deal with family crises and the need for core services with the two-year time limitation that the demonstration imposed. Nearly all of the sites found it difficult to terminate services to youth, so they developed components to maintain a link to those youth who desired it. Programs also felt that the

transition to high school was a critical time when they needed to monitor the youth, but also that they needed to begin working with children earlier, from age 9 instead of 11 years of age.

Getting families to follow through with referrals for services, particularly for substance abuse treatment and mental health services, was difficult, even when case managers provided transportation. Three programs included mental health/counseling agencies within the CAR partnership for easier access. Case managers also relied on their own personal relationship with a family, or on the relationship a member of the collaborative had with a family, to encourage utilization of services. Programs also changed the focus of activities in ways they thought would attract more families. Over time, some of the sites developed strong strategies for accomplishing this, including dinners and activities that encouraged the participation of parents with their children and whole family groups together.

The education component of CAR included improving the linkage between youth and school, and providing an enriched academic experience through individual tutoring and group experiences. Case managers accomplished the first by a frequent presence at the school, ongoing communication with teachers and other school staff, and acting as intermediary between parent and school. CAR's interdisciplinary team approach eliminated barriers to sharing information between schools and other service providers.

Programs that linked the youths' participation in tutoring to other activities, offered incentives for participation, and closely monitored attendance, had the most effective tutoring component in terms of engaging youth in this activity. This was true also for other types of afterschool and summer activities.

Most sites found it difficult to implement or sustain a mentoring program that matched participants with individual mentors. Instead, they switched to providing group mentoring experiences. The one CAR program that sustained this component as planned collaborated with an established and successful agency whose basic mission was mentoring. That mentoring agency offered a highly structured service with its own case manager who paid close attention to arranging and supervising matches.

Incentives were powerful tools for engaging youth. Sites were creative in what they used as incentives and the ways in which they used them. Over time, some sites found that the criteria for earning incentives could be made stricter, and also that awarding them was a way of engaging parents in the lives of their children.

The closest collaboration between program and police occurred when there was high level police support for community policing, when the police department was willing to devote special attention and resources to the target neighborhood and the program, and when individual officers saw that being involved in planning program activities and getting to know participants personally were part of their responsibilities. Even without all these conditions, the police-program relationship could still be cooperative in terms of responding to requests for assistance, but the joint planning and integrated preventive approach that CAR envisioned did not occur.

Like the police, the juvenile justice system had authority that it could wield on behalf of CAR. The programs that worked collaboratively with their juvenile probation department, sharing information about individual youth and undertaking joint service planning, had an additional tool for engaging and maintaining youth in prosocial activities and relationships.

At the end of the period covered by this report, December, 1995 for four sites and March, 1996 for one site, four of the five CAR programs remained in operation with new funding or plans to continue through the end of the school year or beyond. Newark closed its Allies for Youth program at the end of December. The post-demonstration status of these programs, and institutionalization of any of their collaborative elements, will be the subject of a separate documentation report.

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V. SITE PROFILES

This section of the report describes the five CAR programs. The profiles begin with a brief description of the target neighborhood. This is followed by a summary of the second half of the demonstration period which, depending on the site, began in March or August, 1994. The program descriptions first present the major organizational events that affected program implementation at a site and then describe the sites' activities within each of the core service components.

AUSTIN, TEXAS

Target Area:[1] The Austin target area, the 78702 zip code in East Austin, is bounded on the north by Martin Luther King Jr. Boulevard, on the east by Airport Boulevard, on the south by the Colorado River, and on the west by Interstate Highway 35. The area, which suffered a loss of services and jobs as the city grew outward toward its suburbs, lost more than a third of its population between 1970 and 1990.[2] Over the same period, the percentage of female-headed families increased from 28 percent to 44 percent,[3] and the area has been left with the highest concentration of low income families in the city.[4] Housing throughout the area consists mostly of single-family, one-story homes, with a few two-story homes. Most of these are not in very good condition, though some are well maintained. There are also four public housing developments in the area, consisting of row houses, town houses, and duplexes.

The area's population in 1990 was about 59 percent Hispanic and 35 percent African American,[5] with Hispanics mostly living in the southern half of the area and the African

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[1] Target area description excerpted from: Hirota, Janice M., Children At Risk: An Interim Report on Organizational Structure and Dynamics, (New York: Center on Addiction and Substance Abuse at Columbia University, February 1995), pp. 94-100.

[2] Urban Institute, underclass Database, variables constructed in 1993 using census data: 1970 STF4-A; 1980 and 1990, STF3-A.

[3] *Ibid.*

[4] City of Austin, "Strategic Intervention for High Risk Youth (SIHRY)" proposal, March 1992, p. 11.

[5] Urban Institute, *op. cit.*

Americans confining themselves to the area to the north. The informally recognized boundary between these two ethnic neighborhoods was East Seventh Street, though there has been some recent northward movement by residents of the Hispanic neighborhood.

The SIHRY Project: March 1994 - December 1995

One major change at the Austin site during the second half of the demonstration period was the promotion of the program coordinator to the position of acting manager of youth services for the Austin/Travis County Department of Health and Human Services (the lead agency for SIHRY). In April, 1995 the Department assigned an interim coordinator. He came to SIHRY from Austin's Youth Services Department, where he had organized a summer employment program. Unfortunately, his relationship with the partner agencies was a difficult one. When he left in September, the city appointed a permanent coordinator, a social worker also reassigned from another city department. This transition was smoother than the last, and she remained with the project through the end of the demonstration period and into the continuation period.

In preparation for the final year of the demonstration period, case managers and key service providers met during the week of August 8-12, 1994 to discuss and review all cases and to assess needs for the coming school year, with particular emphasis on the 40 youth whose participation in the program would soon be ending. They also worked to develop an aftercare plan for graduates that would provide for a smooth transition out of the program. The Austin Child Guidance Center (ACGC) and Big Brothers/Big Sisters (BB/BS) both

agreed to provide in-kind services as a part of this aftercare program, with ACGC continuing individual and family counseling and BB/BS maintaining their mentoring and tutoring activities. Two months later, in October, the group met again. They participated in a ropes course, a series of group problem-solving activities, designed to help with the winding down of the program and graduation of SIHRY youth, and the concomitant release of case managers.

In January of 1995, the SIHRY program received a $55,000 grant from the City of Austin Electric and Utility Department, to serve a group of 6th graders at Metz Elementary school, a feeder school for Martin Junior High. At the end of February, 25 Metz youth began receiving services from the SIHRY program. In September, the Austin City Council allocated $200,000 to serve youth in the Martin-Metz area for the city's fiscal year beginning in October. Services to Kealing Junior High (and Blackshear, its feeder elementary school) ended in December 1995 since those schools were not part of the "continuation" program.

Case Management: Youth Advocacy has maintained its role as the case management provider for the Austin SIHRY program. The budget for the final year of demonstration provided for six case managers. The site planned to phase out case management positions as the end of the demonstration period approached, with one leaving four months into the third year and another leaving seven months into the period. However, several case managers found other employment before these dates, and the site ended the demonstration period with three case managers on staff. The grant from the electric and utility department enabled

some case managers to remain on staff, and a fourth case manager was added for three months beginning in October of 1995, when continuation funding was secured.

Case managers and staff from the SIHRY partner agencies continued to discuss cases and to develop case plans in weekly "mega case staffings." Case managers were responsible for rotating cases in and out of discussion on a regular basis, and used the advice and information shared by other participants to take the lead in formulating service plans.

Afterschool: The Austin Parks and Recreation Department (PARD) continued to be the central provider in the SIHRY afterschool program through the Spring of 1995. Participants were allowed to choose from a list of possible activities, including:

> High Adventure - outdoor activities including camping and hiking, with a general emphasis on environmental issues
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> Sports - tennis and volleyball and other team sports (this component of the afterschool attracted the most youth)
>
> Kajukenbo - a martial art
>
> Culture Club - a group that explored, and made presentations on, various other cultures through such mediums as dance and cooking.

PARD also managed a weekend activity program called Discovery Day, which met from noon to four every Saturday. The program involved educational field trips or sports, and drew between 15 and 20 youth on a weekly basis. During the 1994 spring break, they sponsored bowling, skating, and other athletic group activities for program youth. About 25 youth participated in these activities daily.

With the beginning of the third program year, the site chose to reduce the reliance on the PARD afterschool program, in part, because of low attendance at most of the daily

activities. In addition, the promotion of the PARD staff representative prompted an increase in case manager involvement in the afterschool component and case managers gradually assumed responsibility for activities previously organized by PARD. There was little support from PARD's upper management and the PARD supervisor did not attend project meetings. By May of 1995, PARD was no longer involved in the SIHRY program.

The site chose to emphasize "skills building" in the third year's afterschool program. For example, SIHRY youth had the option of joining Riverwatch. This educational and environmental awareness program, which met in three hour-long sessions a week, emphasized science and math skills. Youth learned how to take water samples and test for the presence of chemicals, and received tutoring. SIHRY youth who joined the program were paid minimum wage for their time, and were allowed to participate on the condition that they consistently attended school. About 12 SIHRY youth took part in the program and had the option of continuing in the program through their senior year of high school.

A donation from the Elizabeth Ney Museum made possible another type of activity. An intensive six-week program, "The Journey," worked toward increasing participants' self awareness through meditation, crafts, and therapeutic games. The program's facilitator attempted to help youth confront traumatic experiences in a non-threatening environment, and encouraged discussions with their parents and the use of journals to help them to explore their feelings. The program met three times a week for two hours. Seven youth completed the program and received a $50 stipend. One six-week session began in the Fall of 1994, but lack of funding prevented SIHRY from placing youth in subsequent sessions.

In order to ensure that youth attended afterschool activities, case managers began to attend activities and took attendance at the end of each day. Two interns from the University of Texas at Austin Graduate School of Social Work assisted them.

Tutoring: Big Brothers/Big Sisters continued to serve approximately 20 program youth every Saturday in its tutoring program. Youth prepared for the Texas Assessment of Basic Skills (a standardized test), did homework, and worked on computer skills. In addition, BB/BS managed afterschool academic enrichment programs which met twice a week at the Martin and Kealing Junior High Schools. SIHRY proposed the Kealing program in October of 1994, and it began in January of 1995, using teachers from the schools. In the Fall of 1995, BB/BS decided to use AmeriCorps volunteers as tutors in order to lower the cost. Neither of the two programs received a particularly strong response from youth, with only about 10 to 12 youth showing up consistently. Eventually, the site decided to use the various tutoring programs not as general assistance program for all SIHRY youth, but to specifically target youth who were failing classes.

Mentoring: The site continued to utilize a mentoring program operated by Big Brothers/Big Sisters. The organization recruited, screened, and trained volunteer mentors, and a BB/BS case manager oversaw all matches. Both the BB/BS and SIHRY case managers made a home visit to each youth selected for the mentoring program to explain the program. Once a mentoring match was active, the BB/BS case worker tracked each match. By early November 1995, 42 of the 57 SIHRY youth referred for matches had been paired. While

youth waited to be matched with a mentor, they participated in regular activities run by BB/BS, and the BB/BS case manager had monthly contact with them outside of these activities.

Peer Groups and Therapy: During the second 18-month period, approximately 65 youth from the Blackshear, Kealing, and Martin Schools participated in the Austin Child Guidance Center's in-school discussion groups. These groups, run by an ACGC staff person assigned to SIHRY and an ACGC assistant, used games and other activities to explore issues relevant to the participants. In the Fall of 1995, ACGC started recreation therapy groups at Martin and Kealing Junior High Schools. In addition, Youth Advocacy continued to offer the case manager-run in-school substance abuse education classes every week at Martin and Kealing, with an average of 10 participants at each school. These classes focused on the physical and social implications of substance abuse.

By the end of July 1995, ACGC had provided individual therapy to 51 program youth and siblings, psychological evaluations to 43 youth, and 76 youth had been through a ropes course. They had also provided therapy to 7 families.

Parent Support Groups/Family Intervention: One of the SIHRY case managers led weekly evening parent support groups to provide an opportunity for parents to discuss their own or their children's substance abuse, treatment, parenting, and other issues. Approximately 15 families attended each 12-week long course. During the final year of the demonstration period, SIHRY opened these sessions to entire families since parents had

complained of difficulty obtaining child care. In addition, SIHRY offered a monetary stipend incentive to encourage families to participate in program activities. The program awarded $100 to families that participated in activities such as family counseling, outings, and parenting classes. By the end of April 1994, five families had been nominated for stipends. However, only three of the families followed through, and SIHRY discontinued this plan because of lack of funding.

Health Services: No major changes occurred in the program's health services during this period. All program youth were eligible for a free physical, and approximately 100 had received one by the end of July, 1995. About 20 program youth had participated in the City of Austin Community Outreach Unit's Healthy Choices classes. The classes took place Fridays, after school during the 1994-95 academic year. Topics included peer pressure, teen pregnancy, and birth control methods, with the goal of encouraging "a lifetime of healthy choices."

Special Events: In November of 1994, SIHRY staff hosted an open house for youth attending the Martin school and their parents to inform them of SIHRY's academic enrichment (tutoring) program at the school and to encourage attendance. About 15 youth and their families attended. In April of 1995, SIHRY held a similar event to highlight the program at the Kealing School. Again, about 15 youth and their parents attended.

In December of 1994, SIHRY staff organized a graduation ceremony for youth from the first two cohorts. Approximately 25 youth and an additional 150 parents and family

members attended the event. Youth were presented with flowers and certificates of achievement, and a pot luck dinner provided by the parents followed the ceremony. A similar ceremony for the next graduating cohort was held in September of 1995.

In February 1995, program staff organized a Black History Day showcasing art, music, literature, and ethnic food. Leaders from the black community were present to speak to the audience about their experiences and achievements. About 50 people attended.

In March, of the same year, there was a reception to welcome the newly recruited Metz youth into the program. About 25 children and five parents attended. In May, the site organized a "Cinco de Mayo" party/cultural event which was attended by 25 youth and 5 family members.

Summer Activities and Employment: The site's 1994 summer program consisted of a range of academic, vocational, and recreational activities. A job fair in the early summer, attended by about 125 youth and 50 family members, introduced youth to prospective employers to start the employment plan. The Austin Public Library placed 15 SIHRY youth in a six-week volunteer job program that included educational activities, arts, sports, and field trips. Participating youth earned a weekly stipend of $20. Twenty-four SIHRY youth participated in a program called the Technology Exploration Experience in which they learned to use computer design software, and took industry tours related to what they learned. Youth received a weekly stipend of $60 for participation in the six-week program. On the 14th of July, approximately 80 people attended a showcase of articles made by participants. SIHRY participants who were 14 or older had the opportunity to earn minimum

wage working a 25-hour week as part of the Texas Natural Resource Program. Youth learned about pollution and recycling, and worked on environmental cleanup efforts in the Blackshear neighborhood. Four youth worked with the American Institute for Learning on a six-week video documentary program. Youth earned $20 a week working five hours a day on a documentary about issues in the workplace.

Also during the Summer of 1994, Big Brothers/Big Sisters operated an academic enrichment program that focused on reading and writing skills, PARD managed two six-week recreation programs, and 15 youth graduating from Blackshear Elementary School participated in a program designed to ease their transition into Kealing Junior High. The transitional program involved field trips and educational activities, and paid participants a stipend of $10 a week. Finally, a dance was held to celebrate the end of the summer program. Organized by a committee of 13 youth, the event included displays on the various summer activities and refreshments. Over 100 people attended.

The site began preparing for its 1995 Summer program as early as April, 1995. Through a program run by the Community Services Division of the Austin Health and Human Services Department, 54 SIHRY youth joined over 500 other local youth to receive 10 hours of job readiness training which covered interviewing skills, work etiquette, and application completion. Then, in three sessions lasting six to eight weeks each, youth were placed in summer jobs at various state and city agencies and businesses. These jobs ranged from office positions to graffiti removal to assisting in animal shelters and urban gardening. Youth aged 14 or older worked a 20-hour week at minimum wage, while younger participants were paid a stipend of $3.00 an hour. Each Friday, youth met for personal

development activities and additional training. At the end of each employment session, participants attended a recognition luncheon.

At other times during the Summer of 1995, SIHRY arranged for a number of youth to work part-time (four hours a week) doing office work in neighborhood police offices in the target neighborhood.

In addition, eight youth participated in a five-week summer camp offered at Metz and run by SIHRY staff. The camp focused on job readiness skills and academic enrichment, with each of the five weeks devoted to a specific job-related theme. Case managers worked with the ACGC therapist to provide structured therapeutic activities and games and to organize field trips that emphasized the weekly themes.

Criminal Justice: The site's criminal justice component continued to focus largely on organizing community residents around issues of neighborhood safety. The CommUNITY Task Force, consisting of community members led by two neighborhood residents employed by the site as community organizers, was the center of community policing activities in the second half of the demonstration period. In addition, site staff began to organize an afterschool community policing club for students at Martin Junior High School.

The Task Force continued to work on such activities as the posting of signs designating drug/alcohol free zones, the creation of maps showing safe corridors in the target neighborhood, and a cleanup of the Blackshear neighborhood involving about 30 community residents. The two community organizers and the SIHRY project coordinator decided to use the related issues of safe corridors, safe houses, and drug/alcohol free zones to increase

interest in the Task Force. Task Force meetings, which had previously been open only to designated neighborhood residents, were opened up to all who wished to attend them. After having merged from two separate neighborhood groups in the Fall of 1993, the Task Force split into two distinct groups for the Blackshear and Martin neighborhoods in May of 1994. Both the Mayor and the Chief of Police attended June meetings of the newly reorganized Task Forces.

Publicity generated by the various drug-free initiatives increased attendance at meetings, and on September 9, 1994, the Martin and Kealing schools held a "Day of Safe Passage for Our Youth" celebration. The celebration involved parades from each of the schools, ending with assemblies in Fiesta Gardens and Kealing Park. Austin's Chief of Police and other dignitaries spoke at both assemblies.

Training for the McGruff safe house program, part of a national network established by the National Crime Prevention Council, began during the month of September 1994. Two community residents recruited at the Task Force meetings completed the training program and registered their houses during this month. In early 1995, SIHRY held a lunch for safe house program participants, at which they reported no incidents. By April 1995, 6 community residents had completed the safe house training program, and by the end of July 1995, 12 safe houses had been established in the target area. The program completed production of a training video in June of that year. By November of 1995, there were 12 safe houses in the Kealing neighborhood and 3 in the Martin neighborhood. The site had some difficulty recruiting safe houses, particularly in the Martin area, which may have been

related to residents' unwillingness to submit to the background check required of all occupants.

The Task Forces continued to meet regularly throughout the third year of the demonstration period, and their efforts resulted in an increase of police activity in the safe corridors (mostly focused on "hot spots"), the planned posting of an additional 25 signs marking the safe corridors and drug/alcohol free zones, and a planned beautification project involving the planting of trees and shrubs and a neighborhood cleanup. By the end of 1995, there were 15 distinct drug and alcohol-free zones.

In the Fall of 1995, the site started an afterschool student community policing club, the Eagles Club, at Martin Junior High. Led by a city employee assigned part-time to SIHRY, the Club was open to SIHRY youth and other Martin students who had been trained in peer mediation during the previous year. Club members participated in various community service projects in the neighborhood, and planned to conduct a house-to-house survey to recruit additional members for the McGruff safe house program. Between 10 and 15 youth, including 8 from SIHRY, regularly participated in these activities.

Police personnel involvement in the SIHRY program has not been as active as the community organization efforts. In October 1994, the SIHRY program lost its designated police officer. The officer who had been working full-time on SIHRY issues was promoted, and thus his relationship with the project ended. Not until February of 1995 did the Austin police department assign a replacement, who worked with SIHRY four hours a week.

By the end of August, 1995, a total of 20 SIHRY youth had been involved in Austin's Juvenile Court program because of their contact with the justice system. These youth

participated in SIHRY activities whenever possible, but were required to give priority to special activities and outings organized by the Juvenile Court. Juvenile probation involvement in SIHRY decreased somewhat during this period. During the first 18 months, there was a full-time probation officer assigned to work with SIHRY youth. As the probation caseload dropped, Juvenile Court replaced the full-time officer with one devoted to SIHRY only part-time. Also, in the second half of the demonstration period, Juvenile Court no longer assigned SIHRY youth who were on probation to a single designated probation officer. However, the SIHRY coordinator provided an orientation to the regular probation officers.

Post Graduation Services: A publicly-funded program called RAYS, which provided case management services to families and children in Austin, offered to serve SIHRY youth as they ended their participation in SIHRY at the end of 1994. ACGC and BB/BS agreed to provide in-kind services, with ACGC offering therapy to SIHRY families and leading discussion groups at the high school, and BB/BS maintaining mentoring relationships with SIHRY graduates. Youth Advocacy also had plans to continue counseling families once their children graduated. The Riverwatch program offered its afterschool program to high school students. The SIHRY case managers encouraged program youth to enroll in school-wide activities such as band, debate club, college-bound tutoring, and sports teams.

BRIDGEPORT, CONNECTICUT

Target Area:[6] In Bridgeport, the target neighborhood is the northern half of an area known as the East Side. Once a fairly affluent neighborhood populated by factory owners and workers, the East Side's 19th century prosperity is only hinted at by the burned out husks of houses scattered throughout the area today. Recent efforts to board up dilapidated homes have decreased their use for illicit purposes if not their negative aesthetic impact on the neighborhood. East Main Street, which runs north and south through the East Side and divides it in two, is the heart of the target area. In the southern half of the East Side area it is lifeless, with only a few stores and many vacant lots piled with debris. When it enters the target neighborhood, however, it becomes a more viable commercial street. On this section of the street is the storefront Police Officer Sector Terminal (P.O.S.T.), the epicenter of Bridgeport's SIHRY program.

The neighborhood is ethnically mixed: In 1990, about 57 percent of the population was Hispanic, 21 percent African-American, 17 percent Caucasians, and the remainder consisted of Asians or other minorities.[7] The Hispanic population is increasing rapidly, up from 15 percent in 1970.

Unfortunately, the years since 1970 have also seen an increase in crime in the neighborhood. In the early 90s, this neighborhood of roughly 13,000 people accounted for 10 percent of the homicides in the state of Connecticut. Since the implementation of the

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[6] Target area description excerpted from: Hirota, Janice M. (Feb. 1995), pp. 118-126.

[7] Urban Institute, *op. cit.*

program and various policing initiatives, though, the area has seen a significant decrease in criminal activity.[8]

The SIHRY Project: March 1994 - December 1995

The second half of the program demonstration period was marked by administrative change at the Bridgeport site, as reflected in the lead agency's management of SIHRY's case management component. The lead agency in Bridgeport, the Bridgeport Futures Initiative (BFI), lost its executive director in early March, 1995. Disagreement over management issues between the executive director and three of her associate directors led to intervention by BFI's executive committee, and finally to the executive director's resignation. Her replacement, a member of the BFI oversight collaborative, filled the position on an interim basis and took a more distanced approach to management of the SIHRY project.

Attempts by BFI to secure continuation funding for SIHRY were initially unsuccessful, so the executive committee recommended that the project be closed on December 15, 1995. This deadline was subsequently extended into January of 1996 to allow time for continued fundraising. During this time, program staff rallied neighborhood supporters of the project, who signed a petition of support for the program. Connecticut's Department of Social Services and Department of Children and Families came forward with temporary financial support. This was followed by additional funding from Bridgeport's

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[8] Institute for Law and Justice, Children at Risk program. Review of policing activities: Austin, Texas; Bridgeport, Connecticut; Savannah, Georgia, February 1996, p. 3.

Mayor's office. Financial commitments from these and other sources have allowed the site to enter into the continuation period while it seeks long-term funding.

Case Management: Family Services Woodfield (FSW) continued to oversee Bridgeport's family mentors from the 18 month point until January of 1995. Because of irreconcilable disagreements between FSW and BFI, FSW's contract as the SIHRY case management provider ended. Another local provider, the Child Guidance Center of Greater Bridgeport (Child Guidance), assumed operation of the case management component after successfully responding to a Request for Proposals issued by BFI. The family mentors were now directly supervised by a Child Guidance therapist who had previously been involved with the program through the site's co-location meetings. The new supervisor, in turn, reported, for program purposes, to a BFI administrator. Although some of the family mentors remained the same, the switch to Child Guidance meant that they lost the compensatory time they had accumulated as employees of FSW, and that they were placed on six months of probation as new employees of Child Guidance. In addition, Child Guidance imposed stricter measures of accountability and documentation of staff time and home visits.

Supervision of the family mentors changed under Child Guidance. Family mentors had previously received administrative and logistical guidance from a representative of the lead agency (who worked part-time at the P.O.S.T. and part-time at BFI's main office), and had received clinical case supervision through regular meetings with an FSW staff person. This somewhat unwieldy supervisory arrangement changed so that mentors were responsible to only one person, ensuring that they would not receive conflicting orders. The lead agency

representative now only spent 40 percent of her time working on CAR, and the Child Guidance supervisor assumed most day-to-day program management responsibilities.

BFI and Child Guidance continued to arrange bi-monthly staff development sessions for family mentors and other outreach staff of the two agencies. Beginning in 1995, family mentors also attended in-service training sessions at Child Guidance when the topics were relevant to their work. These sessions included child development, crisis intervention, stress and time management, gangs, domestic violence, engaging difficult clients, and health issues. In addition, the Child Guidance supervisor instituted weekly case conferences in which all Child Guidance outreach workers, including SIHRY family mentors, shared cases and information on resources and strategies. Family mentors also attended weekly group and individual supervisory meetings with the supervisor.

Perhaps because of the unstable situation resulting from the shift in case management agencies, there was considerable turnover among the family mentors in the last half of 1994 and early 1995. During this period, three of the mentors left the program; two were replaced. In early January of 1995, one of the family mentors officially became the "senior mentor." While he had been performing the administrative duties associated with the senior mentor position since early 1994, disagreements over the issue between BFI and FSW delayed the official promotion.

In August of 1994, the program rented an apartment above the P.O.S.T. to provide additional office space and an area for the mentors to meet privately with families. The Army National Guard donated furniture for the new space. Family mentors continued to work downstairs on a rotating basis.

In November of 1994, one of the family mentors began developing a youth leadership group to serve the Cohort 1 and 2 youth who would soon be graduating from the program. This leadership group was the precursor to the more formal Youth Empowerment group that the site began to organize in early 1995. In January of 1995, one of the family mentors assumed the full-time position of Youth Empowerment worker, and worked solely with the program's graduated youth.

As in the first 18 months of program operations, the family mentors continued to be an integral part of the co-location team meetings that brought them together with police officers and staff from collaborating agencies in order to deal with the problems faced by youth in the program. The team began to plan for the termination of Cohorts 1 and 2 in late 1994, and held a graduation ceremony on the 27th of March 1995 at Fairfield University. Twenty-two youth and their family members, along with staff representing most of the agencies involved with the program, attended the graduation.

Afterschool: As in the first year and a half of program operation, the Bridgeport site's afterschool program continued to rely heavily on the target school's existing afterschool activities. In the last half of 1994, several youth participated on the Luis Munoz Marin School's boy's and girl's basketball teams, bocce league, cheerleading squad, chess club, school newspaper, and band. In addition, ten youth were enrolled in two tutoring programs offered at the school, four in the TOPS program and six in the Aspira Lighthouse program which offered tutoring with an emphasis on math and science. The goal of the Aspira program was to help minority students move into higher education, and it included college

preparatory activities. By the start of the January 1995 term, 35 of the 40 CAR youth enrolled at LMM were participating in the school's afterschool program. The neighborhood McGivney Center's afterschool program also continued to serve some SIHRY youth. Although the Center reserved 25 places for SIHRY youth, only a few of these places were filled.

In addition to their regular participation in the LMM and McGivney programs, CAR youth in Bridgeport took advantage of a number of other opportunities coordinated by the family mentors. In April 1994, an organization called the Progressive Training Associates began a peer leadership program for SIHRY youth. Twelve youth were selected to receive training on decision-making, teen sexuality, HIV prevention, gang involvement, substance abuse, and other related issues. Meetings for the group were held at the target school. Some of the youth later used their training to present these issues to younger children.

A group of about 30 youth continued to meet weekly with a local producer to create an anti-drug rap video. Although filming for the video ended in July of 1994, editing work meant that the video was not ready until October of the same year. It premiered at a special dinner at LMM, attended by representatives of many organizations involved in the program as well as youth and their families. About 150 people attended.

Also in October of 1994, SIHRY created a school liaison/afterschool coordinator position to allow for more thorough monitoring and organization of the afterschool program. The liaison/coordinator gathered information on programs for which SIHRY youth were eligible, assisted the family mentors in locating youth at school, tracked participation in afterschool programs, and assisted Urban Institute researchers in tracking youth who left

LMM. She also attended the school's Student Assistance Team (SAT) meetings. These meetings, which brought her together with the principal, psychologist, and a health clinic staff member to discuss students with problems, served to keep track of SIHRY youth having problems at school and to flag potentially eligible LMM youth for involvement in the program. The school liaison position was part-time, with the worker spending about 19 hours a week on work related to SIHRY.

One of the family mentors, with the assistance of a graduate social work student intern, facilitated a six-week afterschool arts and crafts program at LMM during the Fall of 1994. Though the program was for LMM students in general, six SIHRY youth attended regularly. Two of them served as assistants to the facilitators, and the program rewarded them with an evening out, including dinner and a film, upon completion of the course. The intern also led a nine-session babysitting course sponsored by the American Red Cross. In April of 1995, nine participants became certified babysitters.

Counseling and Therapy: In addition to the informal counseling conducted as necessary by the family mentors, the program continued to offer a variety of counseling and therapy options to participants. The Child Guidance Center of Greater Bridgeport sponsored a four-week substance abuse prevention group for project youth and their families. Three families comprised of 12 individuals participated. As an incentive to participants, SIHRY arranged outings to the Great Adventure amusement park and to a skating rink. Seven families engaged in regular family counseling with a therapist from Child Guidance. The organization also continued to offer individual therapy sessions to program youth.

Peer Group Activities: The program's emphasis on group activities continued into the second 18 month period with regular SIHRY celebrations on holidays and numerous trips at other times. These events have included a pumpkin-picking trip to a farm in Shelton, Connecticut at Halloween, a Christmas tree-trimming party at the P.O.S.T., trips to the Great Adventure amusement park, the Basketball Hall of Fame, and Port Jefferson, New York, a staff vs. youth softball game, and a summer cookout and picnic. Family mentors played a central role in leading these events, and many were attended by SIHRY parents, neighborhood police officers, and other service providers.

Summer Activities: During the Summer of 1994, 10 SIHRY youth received jobs through the Private Industry Counsel (PIC). The employment program was open to youth who were 14 years old. Six of the SIHRY youth involved with the PIC program received training from Progressive Training Associates in order to work as peer counselors for elementary school students. They were trained to disseminate information on the AIDS virus and to promote abstinence or the use of condoms.

Younger program participants, who were not eligible for the PIC jobs, received stipends for summer volunteer work. Working for 10 hours a week at $5 an hour, youth held a range of positions in the community. Two worked at the POST, one answering phones and doing photocopying and the other painting and cleaning. Two worked at a local fruit market, stocking shelves and offering assistance with other basic tasks, and two others held similar positions in a hardware store. Some worked as aides in the McGivney Center's summer program, and two worked sorting and hanging clothing donations at the local

Salvation Army store. Though SIHRY did not have enough money to provide stipends to all of the participating youth, a special grant from the East Side Community Council supported some of them.

In addition to the summer employment programs, ten youth attended two two-week recreation camps held in August 1994, one in Connecticut and one in Massachusetts. The program's community/police liaison worker arranged for the donation of these camp slots. Some of the younger clients also attended local day camps based out of the McGivney Center and the Orcutt Boys and Girls Club.

During the Summer of 1995, SIHRY youth once again found jobs either through PIC or the stipended volunteer arrangement. Limited funding restricted the number of SIHRY youth in the PIC program to seven, but SIHRY found stipended volunteer work for those who wanted it. It placed 4 at Orcutt, 11 at the LMM summer camp, 7 at the Salvation Army store, 2 at Hall Neighborhood House, and 2 at the McGivney summer camp. Some youth ran booths at the Special Olympics in July. They worked for 20 hours a week, again at $5 an hour.

Unfortunately, in 1995, lack of funding prevented SIHRY youth from being able to participate in any of the summer camps to which they had been sent the previous year even though there were slots reserved for the youth. There were, however, two day trips made to a horseback riding camp, and a trip to Great Adventure. In addition, 20 program youth received peer mediation training from 3 program graduates who were part of the Empowerment Program.

Criminal Justice: The policing component at the Bridgeport CAR site remained one of the most stable aspects of the program. The Neighborhood Police Officers (NPOs) assigned to the program at its inception remained in their positions, and their involvement in program activities was as intense as it had been during the first half of the program demonstration period. Based at the Police Officer Sector Terminal (P.O.S.T.) along with the family mentors, the NPOs interacted regularly with program youth and other neighborhood residents. Their proximity to the family mentors meant that they often became involved with the social services side of the program, helping mentors in crisis situations. To a certain extent, the police officers also functioned as mentors; while they did not become as deeply involved with a family's problems as the family mentors, they served as role models and as advisors, and, at times, as advocates. They interacted with youth at the target school, and at other neighborhood schools, where they taught DARE classes. In addition to the above, they engaged in more traditional policing activities, providing security for various program events, patrolling the target area, responding to calls, and making arrests when necessary.

The community/police liaison, who was housed at the P.O.S.T. for much of the first half of the demonstration period, was not heavily involved with the project after the 18 month point. In the Spring of 1994, his involvement with SIHRY decreased to half-time and within six months of this point it was phased out completely as he devoted his community organizing efforts to other Bridgeport neighborhoods.

The Phoenix project, a police initiative that employed a system of concrete barriers to disrupt the flow of drug traffic, was in place at the end of January, 1995. This may have

affected crime in the target area; residents claim they noticed a reduction in outdoor drug sales, though the barriers initially also disrupted legitimate commercial traffic.

MEMPHIS, TENNESSEE

Target Area:[9] The Memphis program targeted a neighborhood close to the Mississippi River, in the western part of the city. The area, located in the oldest inhabited part of the city, forms a rectangle of land a mile and a half long and a mile wide. Though the area is visibly poverty-stricken, it contains several historic landmarks and tourist attractions including Beale Street of musical fame and the national temple of the Church of God in Christ, where Martin Luther King, Jr. spoke the night before he was assassinated. Union Avenue, the northern boundary of the area, is a viable commercial street accommodating an eclectic range of businesses.

Single family "shotgun" homes are common, and there are four large public housing developments in the area, with many units abandoned and boarded up. Though it was once on the National Register of Historic Places because of the high concentration of large residences built in the late 19th and early 20th centuries, arson and neglect have all but destroyed these structures and the area was removed from the National Register in 1987.[10] Now, the area's population, 99 percent of which is African-American, includes 70 percent living below the federal poverty level, 79 percent unemployed, and 85 percent households headed by single women.[11]

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[9] Target area description excerpted from: Hirota, Janice M. (Feb. 1995), pp. 141-147.

[10] Memphis Heritage, Inc., "City of Memphis Cultural Resource Survey." November 1992.

[11] Urban Institute, *op. cit.*

Project AdVance: March 1994 - December 1995

Reverend Donald Mowery, the founding president of Youth Service USA (YS), began a six-month sabbatical on January 1, 1995 and retired in June. He was replaced by Reverend James Boyd, who accepted the position of president in February and began working half-time until June, when he assumed the role full-time. Mowery had directed YS since 1963, and his reputation played a large part in its fundraising success. With his departure, the agency had to develop a new fundraising strategy. In March of 1995, the agency surveyed 56 business and political leaders in preparation for a Fall fundraising campaign. Based on their responses, the agency's board of directors and staff began charting a new course, which included a narrower program focus, less dependence on government funding, and an expansion of job training efforts. They prepared a three-year strategic plan which outlined their goal of changing "the organization from a traditional social service agency supported mainly by government into a true entrepreneurial institution" supported by private funding.

This change in institutional emphasis affected the future of Project AdVance. Citing a lack of available funds from within the lead agency, YS withdrew its request to CASA for continuation funding, which required that they produce matching funds. Although YS did eventually enter the continuation phase after negotiations with CASA, it was not clear how the program would fit into their long-term plans. While YS agreed to maintain the program through the end of the continuation period, efforts to institutionalize the CAR model were not realized.

Case Management: At the beginning of the second half of the demonstration period, there were about 86 youth enrolled in Advance. By the beginning of November, 1994, this number had dropped to 71. Over the next few months, the site's termination schedule led to a decline in the number of participating youth, and all youth except those recruited for Cohort 4 were terminated by the end of August, 1995. This left six participating youth in the program. At the beginning of the 1995-96 school year, AdVance staff, with the assistance of school staff, selected a new cohort of 15 youth. The Vance Middle School principal asked teachers to select students they believed would be appropriate for AdVance, and the lead case manager used the CAR criteria to select participants. In addition to these 21 active youth, the AdVance staff continued to serve some former AdVance youth who were still Vance students. While staff did not actively solicit the participation of graduated youth, staff permitted them to join in activities whenever they wished.

From the beginning of the program until the Fall of 1994, AdVance had four active case managers, including a lead manager who had a reduced caseload and additional administrative responsibilities. One of these case managers left the program in August of 1994, and the AdVance program's fiscal situation contributed to the dismissal of two more in the early summer of 1995: two of the staff members had poor driving records that came to light when they attempted to register for licenses for a new van that YS acquired. The increased premiums that would have been necessary to insure these two staff was deemed excessive by YS, which terminated their employment. However, the planned caseload reduction would have resulted in the eventual reduction of case managers in any case.

The agency's financial situation also resulted in the termination of one of the agency's two SUCCESS computer lab workers. Although YS eventually rehired her, the event underscored the changes that AdVance was undergoing. The other computer lab worker transferred to Project AdVance as a case manager, so that, by September 1995, the site had two case managers.

For some of this period, case managers and the program coordinator continued to convene meetings of its Neighborhood Service Cabinet committees: the Family Focus Group (a committee of social service providers and police), the Educational Focus Group (a committee of Vance teachers and afterschool tutors), and the Extra-Curricular Focus Group (a committee of afterschool activities providers). As the program began to rely less on external providers, these groups ceased to meet.

Afterschool: The afterschool component featured tutoring offered in the SUCCESS computer lab operated by Youth Service, and services and workshops provided by outside agencies: tutoring by LeMoyne-Owen College students, drama by staff from the Creative Life organization, teen sexuality workshops by the Memphis Parenting Center, counseling groups by the Gandhi Institute, and snacks provided by the Memphis City Schools' Nutritional Services Department. YS also organized a youth group, the AdVance Task Force, to develop the leadership skills of participants. The Task Force elected its own officers, learned to run meetings according to parliamentary procedure, and planned activities for AdVance participants as a group. The Task Force eventually changed to a more informal operating procedure when the parliamentary methods proved difficult to enforce. The drama

group ended after the 1994-95 academic year when its sponsor, Creative Life, began to work in another school. AdVance staff felt that this activity occurred too far from Vance for them to transport youth on a regular basis.

Two activities that started after the 18 month point were the Pride Team and the Clown Troupe. The PRIDE Team, part of the national America's PRIDE network of drug abuse education/prevention programs, was an anti-drug dance group led by one of the case managers. The Clown Troupe was a performance group that used humor to convey an anti-drug message. In order to participate in the Clown Troupe, youth had to sign a contract including such phrases as "be the best you can" and "always be proud of who you are and what you represent." They were also expected to adhere to a code of Clown Ethics that governed their behavior as clowns. During the 1994-95 academic year, the Troupe focused mainly on their anti-drug skits, but for the following year, program staff decided to include more entertaining skits.

As mentioned above, Youth Service's financial situation meant that the SUCCESS lab was temporarily closed. Since this occurred during the summer when the lab was not utilized by AdVance youth, there was no disruption in services. At the start of the 1995-96 academic year, the terminated SUCCESS worker was rehired and thereafter staffed the lab by herself.

The LeMoyne-Owen College tutoring program continued through the end of the 1994-95 academic year, though at times there were as few as three tutors working with program youth. Tutors began to use educational games such as math bingo to encourage attendance. Some of the tutors continued to offer their services even after the College's academic year

had finished. For the 1995-96 academic year AdVance staff decided not to make use of the program, and instead tutored program youth themselves.

The afterschool schedule for the 1995-96 academic year was as follows:

Mondays	-	AdVance Task Force
Tuesdays	-	Counseling group led by the Gandhi Institute (see below)
Wednesdays	-	Clown Troupe or Pride Team
Thursdays	-	Parenting Center/Success Lab (alternating males/females)
Fridays	-	Incentive activities or special trips

Counseling and Peer Groups: In addition to the teen sexuality workshops that the Parenting Center provided as part of the AdVance afterschool program, they also became involved with youth on an individual basis whenever necessary. For example, they conducted eight weeks of home visits with a child who had been sexually abused. They also made special presentations to AdVance parents on Family Nights. The afterschool sexuality workshops were designed to fill the void in the Vance curriculum, which has no sex education component. The workshops consisted of a five-week curriculum. It was soon discovered that many of the participating youth were already sexually active, and staff changed the content of the workshops to reflect this.

In the Fall of 1995, the Gandhi Institute began an eight-week course called "Peacekeeping," which they led as part of the afterschool program. Participants met weekly for 90 minutes to engage in activities that helped with self affirmation, communication skills development, problem solving, and conflict resolution. Participants also went on field trips.

Because of inter-housing project rivalry resulting in fighting among Vance students during the 1994-95 academic year, the principal of Vance Middle School created in-school guidance counseling teams. Each team consisted of a mix of 25-30 students from different housing projects. Teachers met to discuss problems experienced by students on their teams and, for the 1995-96 academic year, AdVance case managers were invited to attend any sessions that involved AdVance youth.

Mentoring: During the 1994-95 academic year, 12 AdVance youth participated in the LeMoyne-Owen College Real Men group mentoring program. The program operated on Saturdays during the school year, and ran for five weeks during the summer. Participants attended sessions on self esteem building, conflict resolution, and decision making, and also went on field trips. LeMoyne-Owen College had not completed training for the new group of mentors in time for the start of the 1995-96 academic year, but the mentoring program eventually continued with the group of 8-10 youth who had been involved during the preceding year.

Family Intervention: For most of this period, with the exception of the summer months, Family Nights were held twice a month at the Abe Scharff YMCA, with attendance ranging from about 40 to well over 100. The sessions, lasting from about 6:00 to 9:30 p.m., began with refreshments and socializing followed by a family activity time and then age-specific group activities. During the family activity, entire family groups had to select one activity in which to participate together. Activities included exercise in the fitness center, swimming,

board games, team sports, and movies. By the Fall of 1995, as the program served fewer families, Family Nights were held in smaller church halls. Although these halls did not offer the extensive recreational facilities of the Y, AdVance staff led families in a variety of activities. Smaller-scale Family Events also continued to be held. These social events were designed to make families comfortable with each other by introducing them in informal gatherings, and involved meetings of two or three families for dinner and an activity such as bowling.

The program's Community Task Force (CTF), consisting of parents and caregivers of AdVance youth coming together for presentations by service organizations, discussions, and trips, underwent some changes during the last half of the demonstration period. A staff person from the organization Choices Unlimited continued to facilitate the meetings until the Spring of 1995 and to meet individually with parents when possible, but later meetings were led by the AdVance project manager. The meetings became less formal in structure, with more of an emphasis on discussion of issues raised by parents and less on presentations made by service providers. The meetings were also moved to the last hour of Family Nights, though on some nights parents elected to participate in activities rather than hold the meetings. The CTF continued to organize outings for small groups of parents, such as a trip to the Mid-South Fair in September of 1994.

Special Events: On June 18, 1994, a picnic was held to celebrate the end of the academic year. It was attended by 4 caregivers, 18 program youth, and a total of 21 other family members. For the 1995-96 academic year, AdVance staff decided to take program youth on

more trips outside of the Memphis area, and to allow them to assist in the planning of these trips. One such trip was to a NASA facility in Huntsville, Alabama. They also took AdVance youth to author Alex Haley's house, to a "Black Nativity" play and, along with other Vance students, to a mall for a Christmas shopping trip which included lunch and a movie.

Summer Activities: During the Summers of 1994 and 1995, youth participated in the AdVance summer camp, which involved activities led by many of the program's regular service providers, who donated their time. The camp, organized into two week-long residential sessions at the Naval Air Station, attracted over 70 youth during the Summer of 1994. Some youth went to camps operated by recreation programs they attended during the school year. Others worked in the summer youth employment program and attended daily activities organized by other local agencies such as the Boys Club and Streets Ministry.

Criminal Justice: Police officers operating out of a mini-precinct near the Vance School continued to patrol safe corridors to protect children on their way to school and on their way home. Near the end of the third program year, the mini-precinct's jurisdiction was extended to LeMoyne Gardens, a housing development that was home to many Vance students. Another police unit previously patrolled this area. The new arrangement meant that the same police officers patrolled all of the areas that Vance students passed through on their way to and from school.

The lieutenant in charge of the mini-station in the AdVance target area organized a Community Action Committee that, it was hoped, would organize additional recreational activities for the area's youth. Although AdVance staff felt that the group's goals would overlap with those of the AdVance program's Neighborhood Service Cabinet Extra-Curricular Focus Group, they nevertheless encouraged the police initiative. Unfortunately, the idea never came to fruition. The police mini-station did manage to secure a donation of a large projection television and videos to show to area youth during the summer, but neighborhood residents never showed an interest in participating in the meetings, and there was resistance from the leadership of local housing projects and churches.

In early 1994, the officer stationed at the Vance school and designated the AdVance officer started a conflict management group. The group was supposed to meet for eight weeks, after which point participants would share what they had learned through a performance. Although the group began meeting, the officer was transferred from the school before the term ended and the next officer assigned to Vance did not continue this work.

During the summer vacation of 1995, the school-based officer worked out of the mini-station and around the target area's housing projects. She also accompanied case managers on some home visits. A new officer was assigned to the Vance Middle School at the beginning of the 1995-96 school year. Aside from giving a presentation on gangs to AdVance participants, there was little contact between her and the project.

NEWARK, NEW JERSEY

The Target Area:[12] In Newark, the CAR program's target area is located west of the city's business district, deep in the Central Ward, and is bounded by Interstates 280, 78, and the Garden State Parkway. Still recovering from the riots of 1967, the Central Ward, and indeed the whole city of Newark, is struggling with a steadily declining population and loss of prosperity. Of the almost 16,000 people living in the target area in 1990, 35 percent lived below the poverty level. About 91 percent of area residents were African-American, 6 percent were Hispanic, and 2 percent were Caucasian. Seventy-one percent of area families were headed by women.[13]

In the center of the target area, some land razed in the aftermath of the '67 riots was developed into a large commercial district, and is now the location of the University of Medicine and Dentistry of New Jersey (UMDNJ). This university is emblematic of many of Newark's efforts at restructuring; although employees and students of the university and its hospital use some local services, most commute in and have little contact with area residents. Thus, pockets of prosperity and affluence do not really benefit the communities around them and local residents must live with a growing urban blight; rampant drug dealing, one of the highest car theft rates in the nation, and a history of corruption in the city's government. Though the problems are citywide, their consequences are nowhere more evident than in the Central Ward.

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[12] Target area description excerpted from: Hirota, Janice M. (Feb. 1995), pp. 166-171.

[13] Urban Institute, *op. cit.*

The Allies For Youth Project: August 1994 - December 1995

The Newark Allies for Youth (AFY) program, like Savannah's Uhuru program, began operations approximately six months after the other sites. Unlike Savannah, Newark's New Community Corporation (NCC), the lead agency, opted not to extend their program into the continuation period offered by CASA. The program closed down completely in December of 1995. NCC's decision not to follow through with the CAR program may have been motivated in part by their very different institutional agenda; as an organization used to serving large numbers of people through community development activities, the type of intensive case management and service linkage promoted by the CAR model might not have seemed appropriate, and their historical independence certainly made meaningful collaboration with non-NCC partners difficult. In addition, after prolonged negotiation with CASA over the final 18 months of the program budget, the site received less money than it had expected. As a result, NCC implemented changes in the program's structure which reflected the lead agency's tendency to rely more on its own staff resources than on collaboration with other groups, and the fact that the site was approaching the end of the demonstration.

Case Management: At the start August, 1994, the Allies For Youth program had three case managers working with youth. A few months after the beginning of this period, one of the case managers resigned. NCC hired a replacement in early January of 1995. Also in January, another case manager left the program, this time to head another NCC program for

high-risk youth. He continued to work out of the same office as the AFY case managers, and his program was occasionally used as a transitional program for graduated AFY youth. By the end of the month, the site had only 2 case managers serving the 60 program participants. In May of 1995, one of the case managers was promoted to senior case manager, which gave her added administrative responsibilities and the job of overseeing the work of the other case manager. The second case manager was, however, terminated from the program in July of 1995, leaving only the lead case manager to handle the full complement of program youth for the last five months of program activity.

The site also replaced its activities coordinator, who went on to a position as the deputy director of NCC security, in August of 1994. The activities coordinator managed the afterschool program and organized special events for program participants. The case managers and activities coordinator all worked out of offices at the West Side Boys and Girls Club, which was also the site for most of AFY's afterschool activities. Before the end of the first 18 month period, the site implemented changes to the afterschool in order to allow case managers to spend more time interacting with individual participants and less time coordinating group activities and doing paperwork. However, as before, case managers, spent their mornings doing paperwork and making telephone contacts (with occasional home or school visits) and spent their afternoons preparing for or leading the afterschool program.

In October of 1994, NCC added a case management supervisor with an MSW degree to the program's staff. In addition to her job of coordinating case management activities, she had some administrative responsibilities and provided some counselling assistance to AFY participants and their parents. She also assumed responsibility for the case manager's

caseloads in their absence (as in the interim between the departure of one case manager and the hiring of a replacement). The activities coordinator shared some of the program's administrative duties, and together he and the case management supervisor met with the NCC project manager (the director of NCC's Human Services Department) to report on program activities.

While these meetings had been conducted monthly under the previous management structure, they now began to be held on a quarterly basis. Case conference meetings, involving the case managers and the case management supervisor, were usually held once a month. In February of 1995, the NCC project manager decided to institute a number of monthly meetings to discuss various aspects of the program. According to the new meeting schedule, there would be: 1) a clinical casework meeting with the case management supervisor and individual case managers to review cases; 2) weekly case management meetings to plan home visits and other visits for the week; 3) monthly case conferences to discuss difficult cases, which were supposed to involve case managers in addition to outside providers as necessary; 4) monthly staff meetings, to plan activities for the month, involving the case managers and either the NCC project manager or the AFY activities coordinator; 5) brief weekly staff meetings (no more than 15 minutes) to check on the status of ongoing activities and to discuss last-minute activities. Despite the original intention of introducing a higher level of organization and accountability into the program, it does not appear that any of these meetings occurred anything other than sporadically.

Near the end of January 1995, the NCC project manager decided to discontinue the case management supervisor's involvement in the AFY program. Case managers had

reported that they did not feel the need for her clinical expertise often enough to warrant a full-time presence, and that most of the administrative work she had been employed to coordinate was adequately performed without her supervision. In addition, there was tension between the supervisor and the case managers that the project manager felt was detrimental to the program. Despite the fact that this decision was made in January, the case management supervisor continued to work with AFY until April of 1995.

Afterschool Program: During the numerous personnel changes and the chaotic shifts in supervisory procedures, the program continued to serve youth. The extent to which case managers met with youth and their families on an individual basis is unclear, but they had extensive contact with them through the afterschool program and through planned special events. The turmoil in the case management component was, to a certain degree, offset by the relative calm of the afterschool program. After a fairly ambitious restructuring of the program in early 1994, the site began a gradual but constant downsizing process that resulted, by the Summer of 1995, in a program based at the Boys and Girls Club and led almost exclusively by case managers and the activities coordinator. Until the end of the 1994-95 school year, the site utilized an alternating afterschool program developed the previous project year. The schedule involved alternating two groups of youth between activities held at the Newton School and activities held at the Boys and Girls Club on a weekly basis.

The activities coordinator hired in August of 1994 left the program in April of 1995, and was replaced by a part-time coordinator who, despite devoting a considerable amount of

time to her other NCC responsibilities, was also the only direct link between the program and the NCC project manager. The new coordinator, after discussions with the youth and an evaluation of the effectiveness of the components of the program, began to sever ties with most of the non-NCC providers. The first to be eliminated were computer classes and homework tutoring, because it was felt that tutoring could be provided by AFY staff, and that the computer classes were not well-attended enough to justify their expense. Additionally, the contract with an arts instructor was not renewed when it expired, because the activities coordinator felt that her background in art (she had studied art in college) qualified her to lead this activity. Also dropped from the afterschool program, again in the name of cost-cutting, were the hot meals that had been provided to youth by an NCC-owned restaurant. Whereas participants had previously received a full hot meal at the Boys and Girls Club, they now received a snack consisting of juice and cookies.

One component that was added to the program was a 13-week course of anti-violence workshops led by the University of Medicine and Dentistry Community Mental Health Center. These classes, which began in April, were held twice a week.

Community Policing: NCC continued to have difficulty implementing the community policing requirements of the CAR model. Although the organization (with its large private security force) had considerable resources, it seemed reluctant to focus its attention on the AFY program and its participants. Instead, they devoted themselves to activities that affected NCC properties within the Central Ward. While this is likely to have resulted in benefits for some AFY participants and their families, the fact remains that NCC did not

specifically aim community policing activities at program youth, their families, or their neighborhoods; case managers estimated that no more than 20 percent of program youth lived within the NCC community.

The NCC security force primarily patrols NCC properties in the Central Ward. Collaboration with the Essex County Sheriff's Department resulted in NCC officers receiving 40 hours of policing training on topics ranging from first aid to policing techniques. Further NCC collaboration with law enforcement agencies resulted in the NCC special task force, consisting of three NCC officers, two officers from the Newark Police Department, and a detective from the Essex County Sheriff's Department Bureau of Narcotics. The task force responded to problems in the target area, and for the second 18 month period of program operations, made an effort to be more aware of the needs of the AFY clients. In addition, for the second 18 month period, NCC tried to deploy more officers in the safe corridors traveled by AFY youth. It does not appear that this goal was ever reached. However, there was an NCC security officer assigned to ride the AFY bus (which transported AFY youth to and from the Boys and Girls Club) at least some of the time. Most of the time, the person on the bus was an intern working with AFY. NCC security guards also provided transportation after some special events.

Other: In addition to the services described above, the site continued to organize numerous special events, celebrations, and trips. These included graduation ceremonies for youth leaving the program, and outings to movies, concerts, museums, and a fair, among other activities. The site also extended its activities at the Boys and Girls Club into the summer

vacations, with youth spending the full day at the Club. The summer program's content, aside from the lack of a tutoring program and a concomitant focus on recreation, did not differ significantly from the regular afterschool program.

Despite the wide variety of special activities, the site continued to overlook core CAR services such as mentoring and counseling. There was no attempt made at a regular mentoring program after funding ended for the group mentoring program using staff from the U.S. District Attorney's Office in Newark. Furthermore, counseling primarily occurred in the form of brief conversations with youth before and after activities, or sporadically organized workshops by guest speakers. Even these activities began to wane as the demonstration period moved to a close and the site abandoned altogether its attempts to involve other agencies in the program.

SAVANNAH, GEORGIA

The Target Area:[14] The section of Savannah that comprised the CAR target area is known as "Area C," a name derived from a police study that divided the city into 12 areas for statistical comparison purposes. The study found that in 1990 the four-square-mile Area C, while home to 19 percent of the city's population, accounted for 32 percent of its homicides, 41 percent of its robberies, 43 percent of its aggravated assaults, and 43 percent of its drug and sex offenses. In fact, Area C led the city in every category of criminal activity except for traffic violations and public drunkenness, in which it placed second. Furthermore, the police found that the area headed the list on most measures of social and physical disorder, including poverty, unemployment, substandard and vacant housing, juvenile unrest, domestic disturbances, and reports of child abuse.[15]

Area C is far from homogeneous, though; a 1992 report divides it into 21 distinct neighborhoods, ranging from the Central Historic District (which is on the National Register of Historic Places for its numerous restored 19th century homes) to the deteriorating neighborhoods surrounding three public housing projects. While African-Americans accounted for 83 percent of the population of the area as a whole, they made up 100 percent of residents in the projects; residents in the Central Historic District were 92 percent Caucasian.

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[14] Target area description excerpted from: Hirota, Janice M. (Feb. 1995), pp. 187-193.

[15] City of Savannah Police department, "Comprehensive Community Crime Control Strategy," 30 August, 1991, Executive Summary, pp. 17-18.

The Uhuru Project: August 1994 - March 1996

The Savannah site was extraordinarily stable following the midpoint of the demonstration period, with no turnover among key staff. The same case managers (locally called Uhuru advocates) hired at the beginning of the demonstration were with the program when the period ended, and remained with it into the continuation period. The same is true of the program manager and executive director of the Youth Futures Authority (YFA), the lead agency. Furthermore, of all the providers associated with the project, only one had discontinued its involvement by the end of the demonstration period. This overall stability was reflected in the site's grounding of the program in both a cohesive cultural context and in a wider context of neighborhood service delivery, exemplified by the YFA Family Resource Center. The Center, located in a renovated building in the target area, housed project staff along with other YFA staff, as well as a range of services, including public assistance, health, and mental health offices, a Head Start program, and a day care center.

Case Management: The Uhuru family advocates continued their practice of making regular contacts with their client families. The program required them to make contacts with each family in their caseload at least once a week.

Recruitment of youth for the final year of Uhuru ended in October 1994, with a total of 69 youth identified for participation. With regular terminations (at the end of two years of service) the number of participating youth declined, so that by the end of September 1995

there were 38 active youth in the program. The site began recruiting in October of 1995, and set a goal of having 60 active youth.

In the Fall of 1994, the Uhuru advocates began to attend the Hubert Middle School's teacher team meetings. The five teams, consisting of one teacher from each of the school's four major subjects (math, science, reading/language arts, and social studies/history), meet to discuss academic issues and problems affecting students. Each Uhuru advocate met with a team once a week. They provided the teachers with background information on participants, and assisted in the formulation of plans to remedy whatever problems the student were experiencing. The advocates also continued to hold Uhuru team meetings, which were attended by the Hubert academic facilitator, the Uhuru officers, and the Tidelands therapist. The Uhuru program manager, school principal, and police precinct captain attended periodically. These meetings served to share information and to discuss issues concerning Uhuru youth, and to plan project activities.

At the end of the 1994-95 academic year, budget cuts in the Chatham County/Savannah school district resulted in the elimination of some school staff positions. The one that most obviously impacted on the Uhuru program was that of academic facilitator, a position that served as a liaison between Uhuru and school staff. Through the efforts of Hubert Middle School's principal, the facilitator position was not eliminated completely; the facilitator worked in her original role part-time and taught classes at Hubert part-time. The fact that advocates had begun to attend the teacher team meetings mitigated the impact of this staff reduction, as did the development of a more formal weekly student progress card that advocates asked teachers of Uhuru youth to complete.

Afterschool, Tutoring, Recreation, and Peer Groups: The structure of the Uhuru afterschool program remained essentially unchanged during this period, though some of the specific activities changed. As in the first 18 months of program operation, Uhuru youth spent four days a week in the schoolwide afterschool activities run by City of Savannah Leisure Services and then in the advocate-led Uhuru Project Kuumba and Rites of Passage activities. The schoolwide program involved tutoring followed by arts and recreation. One example of the arts activities undertaken during the afterschool program was a student fashion show, featuring clothes designed and made by Uhuru youth using material and sewing machines provided by Leisure Services. On Fridays, Uhuru youth used the recreational facilities of the Frank Callen Boys and Girls Club.

The Rites of Passage meetings included discussions of the seven principles of the Uhuru Project, with encouragement by the advocates that program youth relate the principles to their own lives. One such discussion, based on the Kuumba (creativity) and Ujamma (cooperative economics) principles of the Uhuru concept, resulted in the development of what has become a series of thriving business ventures by program youth. The female Uhuru participants decided to manufacture hair bows and barrettes out of recycled materials, and the advocates enlisted the help of a local businesswoman and community volunteer in selling the items. They were sold initially at a local craft store, and later from booths at a Family Day held at the Resource Center, and at a presentation made to the Youth Futures Authority Oversight Collaborative.

The Uhuru males, encouraged by the success of the females, decided to work on an economic development project of their own. Because of the range of ideas and interests that

arose when they discussed their project, they formed three teams to work on separate projects. One team planned to run a car wash, one to do lawn work, and one to design and sell T-shirts. The lawn work team proved to be the most successful, with the other two projects eventually abandoned in favor of unified support of the lawn work project. Initially, the group solicited work from community residents. Then, with the assistance of the Uhuru Service Cabinet, the team received a $3,900 contract with the Chatham County Health Department and a year-round $350 per month contract with the Parent and Child Center. Once these contracts began, responsibility for lawn work at individual residences was transferred to parents, who also participated by supervising youth at work.

Early in the Fall of 1995, each of the five advocates started a new activity group based on their personal interests. The new activities available to program youth included: research and debate, in which youth researched and reported on lesser known African-American figures; video and photography, which enabled youth to see how they appeared to others; visual art, which focused on the importance of using creativity to convey a positive message; drama, in which youth wrote and performed their own plays; and music, which involved on vocal performances.

In order to encourage participation in the various afterschool activities, the site offered youth a weekly stipend of $10. The stipend, which was contingent on regular attendance, good behavior, and weekly completion of a journal, was handed out every Friday at the afterschool program. The program required that youth write in their journals every day to reflect on their experiences and to practice expressing themselves in writing.

In November of 1994, the program introduced the "Uhuru store," an arrangement through which youth earned "Uhuru bucks" for perfect attendance, good progress reports, and other types of good behavior and exchanged them for popular items such as notebooks, markers, or baseball caps. More than three quarters of the Uhuru youth participated in the grand opening ceremony for the store.

Summer Activities: In July 1995, a group of 50 children comprised of Uhuru youth and their siblings attended a week-long overnight summer camp. The camp, operated by a citywide coalition of social service agencies, combined Uhuru youth with other local youth in activities and discussions designed to help them develop "healthy minds and bodies." Case managers attended during the day to assist camp staff and to observe Uhuru youth.

Family Intervention: Saturday Academies were held twice a month on alternating Saturdays. They evolved into one session a month directed at caregivers and another for youth and families together. Topics covered in these meetings were often chosen by Uhuru youth and their families. They included a session on voting, with voter registration materials on hand, led by a county commissioner, and one on self-discipline, led by a local karate instructor. Saturday Academies also celebrated special events. For example, the annual Uhuru family banquet was held at a Saturday Academy, as were their quarterly pot-luck dinners. In an attempt to involve family members in activities, the site started to have caregivers participate in the awarding of incentives to youth at the Saturday Academies. For example, parents became involved in the awarding of "Uhuru bucks," mentioned above.

Counseling: A therapist from Tidelands continued to be involved in the Uhuru program, but in the third year was based at the Family Resource Center instead of at the school because of financial cutbacks at the mental health agency. These cutbacks meant that the informal "lunch bunch" counseling sessions conducted at the Hubert School ended soon after the beginning of the 1995-96 academic year. The therapist still counseled Uhuru youth who were referred to her.

Mentoring: The program's formal mentoring component ended in 1994 when volunteer mentors affiliated with Leadership Savannah, a civic organization, completed their two-year commitment to the Uhuru project, and the next group of volunteers chose a instead to work with the YFA Family Resource Center. In place of a separate mentoring component, the site considered the Uhuru Advocates, and all of the adults who came into contact with youth through the program, to be mentors and role models.

Special Events: The Savannah program organized several special events in the second half of the demonstration period. Near the end of 1994, Uhuru youth participated in the decoration of a tree that was entered in the Festival of Trees, sponsored by Parent and Child Development Services. The tree was decorated with symbols representing Nguzo Saba, the seven principles of the Uhuru program. The tree was donated by a corporate sponsor, and the decorations were made by Uhuru youth under the supervision of parents, Uhuru staff, and local artists. Also in celebration of the Christmas season, the Uhuru parents organized and prepared a Christmas family dinner attended by several Uhuru youth and their families.

Kwanzaa festivities began the day after Christmas and ended on the 30th of December. Gatherings were held on each of the five days. Uhuru youth participated by reciting the seven principles daily, and three youth recited praise poems on the second day. The youth and their families celebrated the final day of Kwanzaa with a feast at the Resource Center. Uhuru youth were also active participants in the Family Resource Center's Black History Month celebrations, which were organized by YFA staff and community residents.

Local business and social service agencies sponsored Uhuru youth at the Frank Callen Boys and Girls Club's annual fundraising dinner early in the summer of 1995. Club staff and Uhuru advocates selected five youth whose behavior and academic performance had shown improvement to attend.

In September, the Uhuru program held a "Back to Schoolfest," an event that brought neighborhood youth and families together to celebrate and prepare for the coming school year. School staff offered advice on how to prepare for a successful year. Over 200 people attended the event, including about 30 Uhuru youth and their families. It was broadcast over a local radio station.

In November of 1995, the advocates led an overnight trip to Atlanta for 25 Uhuru youth and 10 parents. The group visited several sites which allowed them to explore aspects of African-American history, such as the African American Panoramic Exhibition, the Auburn Street Research Library, and the King Center. They also visited a flea market. The youth photography group, led by one of the advocates, documented the trip.

Criminal Justice: The school-based Uhuru officers continued to teach classes attended by program youth in addition to other Hubert students; all students at the school take the police-taught course at some point during their years at Hubert. The course followed the same "Skills for Life" curriculum that it did when it started, and focused on such topics as handling stress and peer pressure, developing interviewing and general communication skills, and avoiding substance abuse. In the Spring of 1995, one of the officers began to assist in coaching the Hubert football team.

The officers also continued to support the advocates in a number of ways. In addition to making home visits during school vacations and attending Uhuru events, they became involved with some youth on a more personal level. For example, after an incident of suspected child abuse, one of the officers assisted the Uhuru advocate in visiting and counseling the caregiver while the other officer engaged in informal individual counseling with the affected youth. The number of ways in which the Uhuru officers have become involved in the life of the program and the school was by no means limited to these examples. Their presence in the school meant that they were available whenever program youth needed someone to talk to, and in some instances they became as close to program participants as the Uhuru advocates.

The increased emphasis on non-traditional policing activities did not negate the officers' law enforcement role. They provided a police presence that helped to ensure the safety of the school and its grounds, and they patrolled the target neighborhood's safe corridors in the mornings when area youth made their way to school and after school as they made their way home. Early in the 1995-96 academic year, the Uhuru officers worked with

other police officers to apprehend a man who had been wandering the safe corridor and exposing himself to children. They also were involved in an effort to protect youth from a man who had been reported driving around the school trying to convince children to ride in his car. Police stopped a car matching the description that had been given to them, but were unable to level any charges because of lack of evidence. However, the man had not been seen in the area since.

The Savannah Police Department continued to organize special trips for program youth. In the Summer of 1995, for example, they took Uhuru youth to Hunter Army/Air Force Base. After lunch at Precinct 2, about 20 youth took a tour of the base that culminated with the opportunity to enter the base flight simulators. The same summer, the officers led an outing to the Ft. Stewart Museum which featured a picnic lunch and a viewing of video footage of Desert Storm, and a fishing trip to a local fish farm.

In late October 1994, a follow-up Community Oriented Policing (COP) workshop was held at the Family Resource Center. The session allowed the groups that had formed for the original COP workshop to reconvene for the purpose of discussing their progress on the tasks they had previously selected. The Captain and crime prevention officers facilitated. One of the groups had developed plans for a project in the target area that would post inspirational messages and art designed by Uhuru participants on billboards in the target area.

During the Spring of 1995, the site lost one of the Uhuru officers when he was dismissed from the police department for a breach of police procedure in an incident involving a program participant. The department assigned a replacement, who assumed his

responsibilities without incident, a testament to the strength of the program's policing component and to the relationship between police, program staff, and participants.

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APPENDIX

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