

# Iowa Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders 1999 - 2000 Report

The Division of Criminal and Juvenile Justice Planning, as part of its duties to administer the Comprehensive Strategy in Iowa, compiled the information contained in this report. Staff persons involved in the preparation of this report include Dave Kuker, Steve Michael, Eric Sage, Kelly Howard, and Richard Moore, Administrator of the Division of Criminal and Juvenile Justice Planning, Iowa Division of Human Rights. Much of the report's description of community Comprehensive Strategy efforts and the summaries of the community plans come from documents submitted by the Comprehensive Strategy sites. We would like to acknowledge the efforts and contributions of these communities in the implementation and documentation of this process and in particular the site coordinators that include: Denise Dunn, Black Hawk County; Sally Schroeder, Clinton and Jackson Counties; Liz Zuercher, Marshall County; Gary Hoxmeier, Muscatine County; Denise Hotopp, Polk County; and John Calhoun, Woodbury County. Also, Bill Roach, Juvenile Division of the Iowa Attorney General's Office, the technical assistance providers, Lori Keller of Developmental Research and Programs and Dewey Willis of the National Council on Crime and Delinquency as well as Mark Matese, program coordinator federal Office Of Juvenile Justice and Delinquency Prevention.

A copy of the five-year Comprehensive Plans for these communities is available through the Division at the number listed below.

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September 1999

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# JUVENILE JUSTICE COMPREHENSIVE STRATEGY

## What is This Report?

The issues of criminal behavior among juveniles and the policies and programs that address juvenile crime are topics of on-going public concern and debate. Parents, youth, neighborhoods, businesses, schools, health and social service providers, law enforcement agencies, courts, civic and political leaders, and others continue to voice a need for more effective ways of preventing and responding to juvenile crime. One approach that addresses this concern is the community planning process known as the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders. This report follows the efforts of the six "*Comprehensive Strategy*" sites in Iowa and comments as to the individual community plans and lessons learned as part of the process. It provides a brief overview the **structured planning process** that communities used to create their plans as well as the ongoing implementation efforts at the local and state level following the creation of the 5-year community plans.

Iowa's Sites Receiving " <i>Comprehensive Strategy</i> " Assistance	
• Black Hawk County	• Muscatine County
• Clinton & Jackson Counties	• Polk County
• Marshall County	• Woodbury County

## "Comprehensive Strategy"

The "*Comprehensive Strategy*" is a community-focused, research-based approach to juvenile delinquency that builds on and unifies the efforts of all service and program providers and integrates the full spectrum of prevention and juvenile justice efforts in a community. This process provides a holistic approach to resource allocation, while contributing both short- and long-term solutions to juvenile crime and violence. The "*Comprehensive Strategy*" also calls for the mobilization of the entire community to share responsibility for its children and a community consensus on a blueprint for system change.

Communities reported benefits from use of the "*Comprehensive Strategy*" process that included:

- Increased collaboration that brought new people to the table by providing a process to accomplish tasks, that in some cases brought together the money and the momentum.
- An understanding and focus on community risk and protective factors.
- Consensus on an agreed upon planning process that gave the community a clear and defined sense of direction.
- Access to "best practices" and "best practice" techniques.

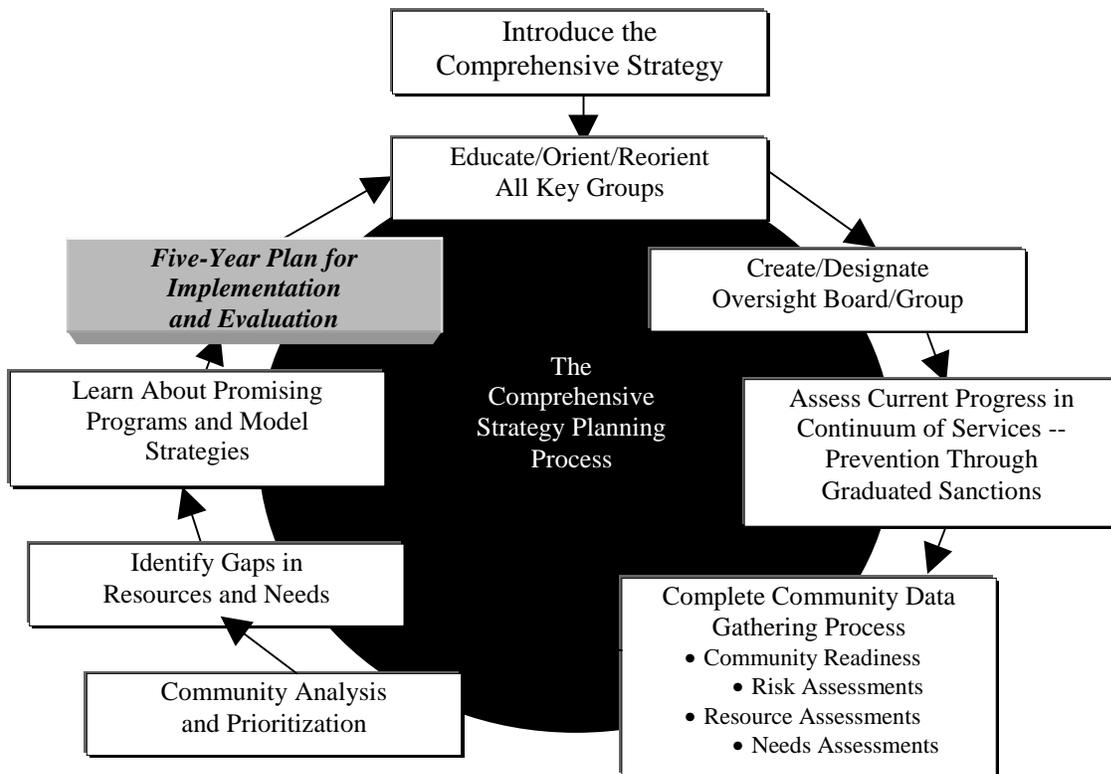
The "*Comprehensive Strategy*" assistance required each of the communities involved to perform extensive data collection and assessment activities and develop and implement a community plan. Sites worked to produce five-year plans that are data-driven and outcome-based. These plans were used as guides in helping "*Comprehensive Strategy*" sites decide what they could do to impact criminal behavior among juveniles in Iowa.

### Assistance Iowa received from the “Comprehensive Strategy”?

Each “Comprehensive Strategy” site has received a series of both structured and unstructured technical assistance training. The training events include a **key leaders orientation, community planning team orientation, community assessment training, and community planning training**. These training workshops provided information regarding how to utilize the “Comprehensive Strategy” process to unite juvenile crime and prevention programs that already exist within the communities through a structured planning framework.

### The Comprehensive Strategy Process and Plan Development

Communities received the technical assistance through on-site planning visits, support for community-wide conferences and training events, and hands-on help in developing community-specific data assessments, reports, plans, and activities. The following diagram (adapted from an OJJDP-developed graphic) illustrates the planning process supported through the *Comprehensive Strategy* assistance. The communities moved through the steps depicted in the diagram, using the training support to guide them through the process.



Along with this series of training workshops, workgroups were established within each of the six sites. These workgroups included **Data Collection and Analysis; Planning, Monitoring, and Evaluation; Legislative/Policy/Systems Issues; Structured Decision-Making; Resource Assessment; and Outreach/Communications/Media**. All communities have finalized their five-year strategic plans and have moved to

implementation. Information regarding the products produced by these workgroups is provided later in this report.

### **Using the “*Comprehensive Strategy*” assistance?**

In each of the six communities, the “*Comprehensive Strategy*” assistance was tailored as a resource to one or more existing community planning efforts. Various planning efforts were aligned to collectively take advantage of the new planning resources at each site. The main strength of the “*Comprehensive Strategy*” model is its ability to be adapted to the unique situations of different communities. Therefore, the focus of the Iowa sites’ use of this assistance has varied by community. However, a common feature of the use of the “*Comprehensive Strategy*” assistance across all six sites was work to mobilize community stakeholders and key leaders around the issue of juvenile crime.

The variety of benefits derived from the “*Comprehensive Strategy*” *planning* has grown. As this number continues to grow, the comprehensive needs assessment and planning that has been a product of this assistance also continues to expand. The following initiatives are required or designed to involve community-wide planning and consensus on goals and implementation. The initiatives all involve a collaboration of community agencies and key leaders. Each of the following initiatives was viewed in at least one of Iowa’s six sites as directly related to the “*Comprehensive Strategy*” process:

- Empowerment
- Decategorization
- County-wide public health assessments
- Substance Abuse Free Environment (S.A.F.E.) Communities
- School-based Youth Services & Family Resource Centers
- Promoting Safe & Stable Families
- Substance abuse prevention & coordination
- Juvenile Crime Prevention Community Grant Fund projects
- United Way planning
- Neighborhood councils and associations

During the Legislative Session of 1998, the Empowerment Area initiative was passed as part of an effort to drive decision-making down to a local level. The new initiative called for the establishment of state and local boards, consisting of a majority citizen membership, to carry out community planning activities. The Legislature, recognizing the importance of decision-making as a community effort, set aside almost \$10 million in funding. Sites receiving “*Comprehensive Strategy*” assistance, in pre-planning for the empowerment area grants, were able to use their knowledge of the “*Comprehensive Strategy*” process to complete their applications. Local community players involved in the empowerment process were able to take direct advantage of the planning groups, resources and funding of the “*Comprehensive Strategy*” process.

The technical assistance received by the communities has helped each understand the process and potential benefits of using the “*Comprehensive Strategy*.” The work of these communities should prove valuable to other communities in Iowa and across the nation.

**Accomplishments**

Representatives from each of the six Iowa sites and workgroups met in October 1998 and again in February 1999 for discussions of community planning issues. The goal of these meetings was to provide an opportunity to share input on issues related to the need for development and implementation of the five-year plans. Also, these meetings marked the start of sharing information relating to “lessons learned” for the potential expansion and replication of this initiative at the federal and state levels. Over 50 individuals, including representatives from each of the six sites, along with federal and state representatives attended each meeting. The sites had an opportunity to report the accomplishments of their workgroups and individual communities. The community accomplishments include forming new relationships with people in the community and enhancing collaboration by involving more people in the process. Communities also established goals, plans, and/or services based on a logical assessment process. The products completed by the work groups constitute the framework upon which communities constructed their five-year plans. An overview of the efforts of the individual work groups is provided below.

- Data Collection Workgroup

The Data Collection and Analysis Workgroups in each site compiled comparative data (past, state, and national statistics/data) and established a format for sharing the data with others. A Data Collection Workbook/Data Source Needs was completed and distributed. Communities gathered information on the 19 risk factors identified in the “Comprehensive Strategy” planning model (see graph below).

Community	Family	School	Individual/Peer
Availability of Drugs	Family History of the Problem Behavior	Early and Persistent Rebelliousness	Alienation and Rebelliousness
Availability of Firearms			Friends Who Engage in the Problem Behavior
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	Family Management Problems	Academic Failure Beginning in Late Elementary School	Favorable Attitudes Toward the Problem Behavior
	Family Conflict	Lack of Commitment to School	Early Initiation of the Problem Behavior
Media Portrayals of Violence	Favorable Parental Attitudes and Involvement In the Problem Behavior		Constitutional Factors
Transitions and Mobility			
Low Neighborhood Attachment and Community Disorganization			
Extreme Economic Deprivation			

Members of the Data Collection workgroup held community presentations for input on priorities and, as a result, were able to narrow down and prioritize risk factors. The graphic below provides information on common risk factors identified by the work groups in the six “Comprehensive Strategy” sites. These risk factors guided efforts in plan development in the six sites. These common risk factors are also being considered by state decision-makers as they develop plans to coordinate and collaborate resources at the state level.

### Risk Factors Identified by “*Comprehensive Strategy*” Sites

- **Family conflict issues\*** (early initiation of delinquency, family history of delinquency, favorable attitudes toward delinquency, family management)
- **Extreme economic deprivation\***
- **School issues** (lack of commitment to school, early academic failure)
- **Drugs** (norms favorable to drug use, availability of drugs, drug laws)

\*All six of the “*Comprehensive Strategy*” sites chose these as risk factors in their communities.

- *Planning, Monitoring, and Evaluation Workgroup*

The Planning, Monitoring, and Evaluation work groups have moved into the on-going planning phase. The work product of this group includes an outcomes worksheet and a joint matrix of current desired outcomes. In most communities, this is the group that authored the five-year plan.

- *Legislative/Policy/Systems Issues Workgroup*

The Legislative/Policy/Systems Issues Workgroup in each site has completed a joint-effort mapping process with the Resource Assessment Workgroup and has developed outlines of policy issues already in progress. This group will remain active as the action plan goes into effect. Ongoing responsibilities include:

*Reviewing and recommending changes to be made to State and local laws and policies related to stages along the continuum.*

*Assessing and recommending changes to be made related to sharing information and management information systems among relevant organizations and agencies.*

*Reviewing and recommending changes to be made regarding case management functions currently in place.*

- *Structured Decision-Making Workgroup*

The Structured Decision-Making Workgroup in each site was able to identify key decisions made in the juvenile justice continuum and develop statistics for some decision-making points and a decision-making flowchart. This workgroup met with other groups and worked on graduated sanctions for Juvenile Probation (strengths, needs, gaps, and decision-making processes). Most sites utilized a variety of juvenile detention services, juvenile court services, and law enforcement data in taking advantage of this planning process.

- *Resource Assessment Workgroup*

This workgroup identified existing resources within the community. Surveys were sent to providers and youth serving agencies to inventory existing resources and identify gaps in local systems serving youth and families. Members of this workgroup found that the use of other workgroup products, such as a common definition list, (which included such

terms as graduated sanctions, prevention, intervention, aftercare, etc.) was helpful throughout this process.

- Outreach/Communications/Media Workgroup

The Outreach/Communications/Media Workgroup worked to improve both internal and external communications and also focused on increased youth involvement. Through the development of an internal communication structure, members of this workgroup set the groundwork for an external public relations plan that included presentation schedules and orientation packets for training and information. Also the workgroup developed a presentation for community groups to gain input on a risk factors assessment. This workgroup continues to function, placing emphasis on ensuring that everyone receives consistent information regarding the “*Comprehensive Strategy*” process.

## THE COMMUNITY PLANS

**The following section contains summaries of the six communities' 5 year plans and the actions that they have taken following the adoption of those plans:**

### **Black Hawk County**

***Vision:*** Each individual in the Cedar Valley will achieve their maximum potential living in our safe, healthy, and supportive community.

#### History and Planning Efforts

Cedar Valley’s Promise was formed in 1998 from several major area initiatives to express Black Hawk County’s concern for the welfare and healthy development of all its children and to mobilize resources throughout the community for their benefit. Cedar Valley's Promise encourages community groups and individual citizens to commit themselves to action and publicizes opportunities to do so. It identifies existing community resources and initiatives, identifies duplication in services for youth, and acts as a catalyst to strengthen community support for youth and children. The five-year plan for Black Hawk County includes both recommendations for specific measures that can be taken immediately and also recommendations for more complex systems and policy changes that must be addressed over several years.

#### Risk Factors

The list of primary risk factors affecting youth has been narrowed to fit the greatest needs of Black Hawk County. These factors increase the likelihood that young people will commit serious and violent crimes. By reducing these risks, the community can help prevent crime, violence, and substance abuse among adolescents and young adults.

- Lack of Commitment to School
- Academic Failure Beginning in Late Elementary School
- Family History of the Problem Behavior
- Friends Who Engage in the Problem Behavior
- Extreme Economic Deprivation

#### Resource Assessment

The Comprehensive Strategy process assisted in completing an inventory of community programs and services of the following types:

- programs for all youth
- programs for youth at greatest risk
- intermediate interventions for youth exhibiting problem behavior
- intermediate sanctions for youth exhibiting problem behavior and delinquency
- community confinement, training schools, aftercare programs for youth offenders

Gaps in available programming for children and youth were also identified that included:

- Provision of aftercare
- Reducing problem behavior
- Early identification of potential youth offenders
- Gathering and maintaining data

### Recommendations

Recommendations for the future of Cedar Valley's Promise include:

- Maintaining and increasing stakeholder involvement by recruiting Cedar Valley youth, individuals, and community groups participation in task teams developed to design specific community strategies to address identified risk factors. Task teams and standing committees' diverse memberships are led by community volunteers and Policy Board key leaders;
- Conducting, monitoring, and evaluating the plan by the establishment of a subcommittee to research outcome-based models, tools, and software; reviewing recommendations of the subcommittee; and designing a plan to integrate outcome measures into the plan;
- Assessing further resource and technical assistance needs by the establishment of a Management Information System; setting goals and target indicators; establishing and engaging youth focus groups; and integrating strategic planning into operations.

### Action Steps/Accomplishments

Black Hawk County through the Juvenile Accountability Incentive Block Grant (JAIBG) allocation, JJDP Act Formula Grant and Juvenile Delinquency Community Prevention grant funding have established the following initiatives related to the Cedar Valley's Promise five year plan:

- The School Violence Prevention Project - Creates a suspension intervention, a graduated sanction to youth not responding to the school prevention and early intervention alternatives to violence. Youth suspended from school due to violence would participate in an off-campus project designed to hold youth accountable and modify behaviors.
- Family Support for Youthful Offenders - Brings together law enforcement and human services to provide intensive services to families affected by generations of juvenile and adult criminal activity. The program uses a case facilitator to work with youth and families. The applicant is the City of Waterloo Police Department.
- Village Initiative Mentoring Project - A comprehensive community mentoring strategy has been developed and tested to facilitate healthy youth development in

concert with academic success. The dual approach of positive role modeling and quality programming in after school hours is designed to lesson the attraction of delinquent behavior, gang activity and drug use.

### **Clinton/Jackson County**

***Vision:*** People of all ages in Clinton and Jackson County working together to support, nurture, and empower al individuals towards creating productive, safe, and healthy communities.

#### *History and Planning Efforts*

Since 1989, Clinton and Jackson Counties, through the Clinton/Jackson Planning Council, have been engaged in the process of strengthening collaborative efforts to better serve the children and families of the two counties. These counties have been involved for the past several years in the process of merging multiple collaboratives and initiatives into one single effort for planning, funding, and implementing a wide range of human services and have incorporated local, state, and federal funding initiatives, and technical assistance into the comprehensive effort.

Through Comprehensive Strategy, Clinton and Jackson Counties are committed to including the following essentials in their efforts:

- A bi-county, community-wide approach
- Creation of ownership
- Extending to diverse groups in the community
- Including key elected officials and grassroots community leaders
- Giving priority to risk factors based on data
- Gaining the commitment of all stakeholders to a sustained effort

#### *Risk Factors*

After analysis and discussion, the list of risk factors was narrowed down to four that most accurately describe the current condition of the communities in Clinton and Jackson Counties.

- Extreme Economic and Social Deprivation
- Favorable Parental Attitudes and Involvement in the Problem Behavior
- Friends Who Engage in the Problem Behavior
- Early Initiation of Problem Behavior

#### *Resource Assessment*

Surveys taken from the Comprehensive Strategy guide were used to gather information. These surveys were sent to schools and agencies on the Clinton/Jackson Planning Council mailing list. During the initial process of individual program assessment, each program was categorized by which risk factor(s) it addresses. Each program was charted on a grid that further defined the purpose of the programs by providing specific information and grids that assessed the five A's: Availability, Accessibility, Adequacy, Appropriateness, and Acceptability. This completed work was shared at Clinton/Jackson Planning Council Comprehensive Strategy training.

Recommendations

In April 1998, Clinton and Jackson Counties began their process by identifying and prioritizing the specific initial tasks and functions to be addressed. These included:

- establishing a process for making recommendations to the State concerning funding mechanisms;
- making recommendations to the community regarding specific system process changes, including the establishment of an MIS system; identifying and pursuing funding streams to support the established continuum of services and new services required to fill identified gaps. The gaps identified are:
  - Temporary Detention
  - Detention
  - Disposition
  - Disposition Options
  - Residential Caps
  - Intake

Action Steps/Accomplishments

The Clinton/Jackson Planning Council’s five-year Strategic Plan, “Building Stronger Communities”, has brought together the collaborative efforts of the past nine years and allowed the establishment of a framework for planning, delivering, evaluating and funding the service continuum for Clinton and Jackson County. The following funding streams are or will be utilized to assist in implementing the plan:

Decategorization	\$ 400,000
Empowerment Area	\$ 226,000
Juvenile Accountability Incentive Block Grant	\$ 54,000
JJDP-FAST	\$ 75,000
Other JJDP Grants	\$ 40,000
School-Based Youth Services (Dept. of Ed.)	\$ 250,000
GASA-Substance Abuse Council	\$ 30,000
Dept. of Public Health-Tutoring Grant	\$ 47,000
“    -African/American Mentors	\$ 90,000

Clinton/Jackson in the implementation phase of the Strategic Plan is devolving several different initiatives into one single planning body that uses the Comp Strategy philosophy:

- Data-driven – An extensive Community Assessment has been completed in collaboration with the Board of Health and VNA, who is acting as the central data bank and will update the data on an annual basis. The four targeted priority risk factors were a result of the data analysis.
- Research-based – The Clinton/Jackson Planning Council is supporting and funding programs and services that target priority risk factors and are based on “Best Practices & Promising Approaches.”
- Outcome-focused – Outcomes have been established for the targeted risk factors and problem behavior indicators and the PME workgroup has been designated as

responsible for monitoring progress towards meeting these goals as well as monitoring programs that support desired outcomes.

Communication and governance processes are being established as well as funding mechanisms, such as the RFP and Application for funding process. Work Group recommendations, specifically Day Treatment and InfoSearch are in various stages of implementation. Clinton/Jackson is committed to using the Strategic Plan as the framework for all planning and believe that significant progress has been made in the implementation phase of the project. The Comprehensive Strategy philosophy with practical funding mechanisms that promote buy-in and long-term viability of the plan have been successfully melded.

### **Marshall County**

***Vision:*** All Marshall County community members will be physically, mentally, socially, and spiritually healthy and strong; all members of the community will assist families to nurture caring and respectful children who are responsible for their own actions and continually learning and contributing to the community.

#### *History and Planning Efforts*

Marshall County has an extensive history of community collaboration, as well as continued success in bringing competitive grant monies to the community to better serve children and families. Staff support for this effort is provided by the Marshelltown Youth and Violence Committee

The Marshall County Comprehensive Strategy plan, issued by the Comprehensive Strategy Community Planning Team, is a map that lays out the road that will lead Marshall County to achieve their vision.

#### *Risk Factors*

Marshall County identified the five risk factors that, according to the data, presented the greatest risk to youth and to the community. Input from the community was sought in order to prioritize the risk factors. Surveys were distributed to service clubs, church groups, and other community groups throughout the county. Three hundred youth, educators, government officials, clergy, and other citizens responded. The surveys were tabulated and the community prioritized the five identified risk factors:

- Family Management and Conflict
- Availability and Use of Drugs
- Community Laws and Norms Favorable Toward Drug Use
- Early Initiation of the Problem Behavior
- Extreme Economic Deprivation

#### *Resource Assessment*

Marshall County studied programs and services currently available to youth and families. Issues carefully considered were affordability, accessibility, and adequacy of the programs and services. Numerous programs and services were identified along the continuum from early prevention through intervention and sanctions.

### Recommendations

Marshall County made several recommendations for new or expanded services for children and families. They include:

- providing comprehensive assessment services to all children with serious behavior problems;
- maintaining and fine-tuning existing after-school programs; expanding Head Start programs;
- employing a chemical dependency specialist;
- fully utilizing existing first-time offender services;
- providing appropriate levels of mental health treatment to adolescents who suffer from acute/chronic mental health conditions;
- developing aftercare services to all children placed out of the home;
- implementing the Victim Offender Reconciliation Program;
- expanding the juvenile court tracking system; increasing the number of Outreach programs;
- implementing a comprehensive community education program;
- recruiting, training, and supporting mentors;
- expanding the two-year anger management/violence prevention/substance abuse prevention curriculum to elementary schools;
- creating an overnight crisis shelter for youth;
- expanding the delivery of information and education on sexual abuse of children;
- implementing group care for young, chronic offenders and at-risk youth;
- creating an assessment/intake center open twenty-four hours a day.

### Action Steps/Accomplishments

The completion of Marshall County's Community Plan, as stated in the document, has been the "most significant accomplishment in our community this year. It has given our community a clear vision, and attainable goals and objectives for the future of all our citizens." The Marshall County Plan was completed in April of this year, but there have already been positive outcomes as a result of the plan. Agreement was gained from school districts to collect school-related indicators across the county. Gender Specific Training sessions have been initiated. Members of the community have had the opportunity to present the Plan to DEA Administrator, Tom Constantine, General Barry McCaffrey, Director of ONDCP, as well as federal Senators and Congressman.

As a result of the community's plan for the expanded service recommendations, Marshalltown would cite many funding opportunities. The Juvenile Accountability Incentive Block Grant made it possible for the community to employ a Chemical Dependency Specialist, and expand services such as Aggression Replacement Training, Shoplifting Diversion Program and Community Service, Life Skills Program. The Plan was also very significant in receiving the Drug Free Community Support Program from ONDCP. This grant provides services to parents of newborns to empower them with parenting skills, job preparedness skills, smoking cessation classes, child development information, substance abuse education and intervention. Families will be safer, healthier, and less at risk of substance abuse and child abuse. The community has also

implemented a Victim Offender Reconciliation Program, and has expanded Youth Outreach Programs for at-risk youth to include a Case Facilitator, through a grant from the Governor's Alliance On Substance Abuse.

### **Muscatine County**

***Vision:*** Muscatine County is a safe and healthy environment where people of all ages can achieve their maximum potential.

#### *History and Planning Efforts*

In 1997, key leaders in Muscatine County agreed to participate in a countywide comprehensive planning process. The Muscatine Substance Awareness Coordinating Council submitted a request for technical assistance to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). After Muscatine was selected as one of Iowa's Comprehensive Strategy sites, the Muscatine County Health Association agreed to sponsor the initiative.

Muscatine County uses the Comprehensive Strategy process as a way to shape the future of Muscatine County through an alliance of systems and services for families and youth.

#### *Risk Factors*

Muscatine County gathered information on the nineteen risk factors and adolescent problem behaviors. The information was presented to the Muscatine County Planning Team and a facilitator guided the process of selecting the five risk factors that present the greatest risk to youth and the community. The chosen risk factors are:

- Availability of Drugs
- Family Conflict
- Family Management
- Economic Deprivation
- Lack of Commitment to School

#### *Resource Assessment*

Resource assessment in Muscatine County focused on the prevention side of the continuum. Products include an inventory of programs and services that serve youth, a matrix identifying their impact or potential impact on the selected risk factors and charts, which show the age groups served on a continuum. Gaps were identified along with general observations from service providers. A brief inventory was taken of Graduated Sanctions programs and promising approaches were identified.

A number of possible gaps in juvenile processing procedures were identified. Participants were asked to rank each gap on a scale of 1 (low significance) to 5 (high significance). The following shows the results from the gap survey analysis:

- Lack of in-depth profile information on juveniles 12-14 years of age
- Action teams needed to handle juveniles and their families
- Deliberate incorporation of "informal police interventions" with juveniles is needed before formal charges are instituted.
- Follow-through regarding "after-detention" needs deliberate attention

- Inability to handle families where most children being born into are at-risk and/or end up in the juvenile court system
- Lack of adequate funding to provide quality services to families
- Residential placement is located too distant from the juvenile's family
- Lack of meaningful consequences to parents who fail to meet court requirements relating to delinquency and/or truancy
- Under-funded mandates and/or grants
- Greater consideration of needs prior to making treatment/placement decisions
- Lack of communication regarding a juvenile's status between agencies
- Extension of action teams to problem areas
- Lack of buy-in by local service agency personnel to similar processes.

### Recommendations

The following recommendations reflect common themes identified by Muscatine County's Planning Team as they considered community needs:

- organize action teams;
- explore the development of a Managed Information System (MIS);
- become a Community of Promise and pledge to ensure that young people in the community have access to fundamental resources;
- ensure the participation of youth from Muscatine County in on-going planning, implementation, and evaluation of the Comprehensive Strategy process;
- investigate "promising approaches" and ways to enhance existing programs;
- consider the need for a countywide resource assessment and crisis management center; encourage consistent enforcement of laws and policies;
- promote the use of cross-functional or multi-disciplinary teams to provide seamless services to youth;
- develop or augment after care services for youth returning from residential treatment programs; placement decisions must match the youth's needs with available services;
- access funding necessary to sustain existing and new programs and services.

### Action Steps/Accomplishments

The Muscatine County Comprehensive Strategies Initiative completed a community-wide needs assessment which has been published in Muscatine County's Promise (the 5-year plan for Muscatine County). This information has been incorporated in grant applications and programs developed by the Muscatine Empowerment Board, Muscatine Decategorization Governance Board, the Great River AmeriCorps Project, Muscatine Community Schools, Community Health Resources, Muscatine Youth Coalition, Muscatine Police Department, and the Muscatine Center for Strategic Action.

Muscatine's Comprehensive Strategy Initiative has been used to leverage public and private funds for a pregnancy prevention program, latchkey services, summer day camp for youth, a teen drop-in center, a DARE mentoring/community youth outreach program, school community technology services, affordable housing and counseling services, homeless shelter services, and a domestic violence program.

The Comprehensive Strategy Initiative has served as a model for other local planning efforts which build on its data driven, research based community assessment. A good example of this would be the Empowerment Area planning effort. Other groups plan to use the initiative's recommendations as a guide to setting direction and goals for their individual agencies. In addition, the initiative lends support to the creation of a Public/Private Planning Partnership currently proposed by the Muscatine Chamber of Commerce. That Initiative will involve community-wide business, government, education and community sectors and begin to address issues even broader in scope than Muscatine's Promise.

### **Polk County**

***Vision:*** Polk County is a community of communities that is safe and healthy with productive residents who together build on the past, contribute to the present, and look to the future with confidence.

#### *History and Planning Efforts*

Polk County, Iowa is comprised of both rural and urban environments. Polk County leaders are determined to make this area an environment for the healthy development of youth and families. Many effective and quality services currently exist for youth and families in Polk County, but there is a need for assessment and expansion programming and services that succeed in appropriately addressing such issues as gender, culture, and language.

The Comprehensive Strategy came to Polk County at a time when several planning initiatives and special projects were beginning to merge together. With the assistance and collaboration of several other projects already in progress, the planning group agreed that Polk County should accept the invitation to participate in the Comprehensive Strategy process. The emphasis was placed on linking the Comprehensive Strategy process with existing planning efforts, (staffed primarily by Polk County Decat and the Polk County Human Services Coordination Board and managed by the Polk County Human Services Planning Alliance) already underway in Polk County and broadening the ownership of the process.

#### *Risk Factors*

Polk County has experienced an increase in juvenile problem behavior. In response to this increase, juvenile justice officials have gone through a process of extensive examination of the juvenile problem behavior trends. The five risk factors identified by Polk County focus groups are:

- Family Management Problems
- Availability of Drugs
- Academic Failure in School
- Extreme Economic Deprivation
- Low Neighborhood Attachment/Community Organization

#### *Resource Assessment*

Through interviews with the community and social service agencies, information was collected regarding existing prevention and graduated sanctions programs. A continuum was developed for each of the five priority risk factors and key issues and gaps were identified that related to the programs. Throughout the assessment process, gaps in current programming were identified. For each gap identified, a set of outcome statements, desired participant outcomes, desired program outcomes, and action steps were established. Outcome statements are the goals or benchmarks that are recognized as needing to be achieved. Desired participant outcomes are the anticipated impact that the programming will have on the recipients of the programming. The desired program outcomes are described as the process by which a program or activity effects the desired change and the description of what the program will include, who will participate and how much and how often they will participate. Finally, the action steps include a description of tasks to be completed, people involved in completing the task, a target date for the task completion, and resources needed to accomplish the task. The gaps identified are also accompanied by a timeline. The gaps identified are:

- Social Support Programs for Families
- Quality and Affordable Day Care
- Early Childhood Programs Impacting School Readiness
- Substance Abuse Education
- Work Preparation Programs
- Diversion Programs for System-Involved Middle School/Junior High Students
- Aftercare
- Standardized Community & School Policies for Substance Abuse
- Affordable Housing
- Inventory & Assessment of Resources
- Integrated Family-Centered Service System
- Effective Management Information System

### Recommendations

Specific recommendations are made for change in the community in these general areas:

- community mobilization to support youth and families;
- delivery of services change so that consumers are treated with respect and dignity; sensitivity in the provision of services that recognize and effectively address cultural and gender differences;
- a commitment from treatment providers and agencies to discuss and agree on what information can and cannot be shared in regard to protecting the rights of clients
- the creation of juvenile court systems that are responsive and proactive in order to decrease the number of offenses committed by juveniles.

### Action Steps/Accomplishments

The community has used the Comprehensive Strategy Plan to write several collaborative grants that will address one or more identified gaps. The following are brief descriptions.

Safe Schools/Healthy Students Initiative Grant Proposal was submitted June 1, 1999 to U.S. Departments of Education, Health and Human Services, and Justice (Agencies) by the Des Moines Public Schools. The goals of the initiative is to provide students, schools, and communities the benefit of enhanced comprehensive educational, mental health, social service, law enforcement, as juvenile justice system services that can promote healthy childhood development and prevent violence and alcohol and other drug abuse. The three-year project would total \$7,852,096 (1<sup>st</sup> year - \$2,627,405; 2<sup>nd</sup> year - \$2, 620,405; 3<sup>rd</sup> year - \$2,604,141).

Safe Start Initiative Grant Proposal was submitted June 10, 1999 to OJJDP by Polk County Department of Human Services. The goal of the initiative is to create a holistic approach to prevent and reduce the harmful effects of exposure to violence on young children by improving access to, delivery of, and quality of services to children and responding to the needs of children and their families at any point of entry into relevant systems. The first year planning request is \$215,002. If the plan is approved, there is funding available for a 2<sup>nd</sup> and 3<sup>rd</sup> year – approximately \$670,000.

A Youth Employment Opportunities Grant Proposal is being developed for the September 30, 1999 Department of Labor deadline by the Central Iowa Employment Training Consortium. This will address youth in- and out-of-school in the Des Moines Enterprise Community through a “one-stop-shop” with case managers and support services. The five-year project will total approximately \$15,000,000.

#### Implementation of Goals/Objectives of Comp Strategy Plan

The following gaps have received full or partial funding.

1. Substance Abuse Education
  - Employee & Family Resources has contracted with the Colorado firm which developed the Life Skills Training Program to provide technical assistance for implementation and train their staff and the staff at three Des Moines Middle Schools in the curriculum.
  - Students participate in 15 sessions, 10 sessions, and 5 session's classes during three years.
  - \$60,000 is available to implement this substance abuse curriculum (Training and Technical Assistance for Drug Prevention Program Grant from OJJDP).
2. After Care for Youth Returning to the Community Following an Offense
  - Decat recently released an RFP providing funding for after care services for female juvenile delinquents returning to the community after placement in the training school or other facilities.
  - \$56,560 will be available to implement this program (funding is provided through JAIBG).
3. Management Information System
  - Decat is taking the lead on conducting a thorough and comprehensive feasibility study regarding implementation of a management information system that would support collaborative service delivery

- The study will define the scope, phasing, overall technical architecture, and data and processing requirements for implementing those portions of the system found to be feasible
  - It is assumed that a repository of information on Polk County’s children will eventually contain information regarding court involvement, arrest records, family information, educational information, mental health information, problem areas or areas of concern, and service and referral history (approximately \$115,000 in funding is provided through JAIBG)
  - Polk County Sheriff's Department will be adding to the mobile data communications system, that was begun with the City of Des Moines, by adding laptop computers for their officers and officers from other towns in the county (approximately \$1,000,000 in funding is provided by the U.S. Department of Justice, Office of Community Oriented Policing Services). This will provide the hardware and software needed to implement the system that Decat is developing.
4. Quality and Affordable Day Care
- Through the Early Childhood Partnership collaborative group, Polk County is upgrading the educational programs available to children at the nine child care centers that receive public subsidies.
  - \$400,000 for each of three years will be provided, with community commitment to continue support after the State Empowerment funds are not available.

### **Woodbury County**

***Vision:*** Our community will provide opportunities for youth and families to be healthy and resilient contributors.

#### *History and Planning Efforts*

Over the past few decades, census information has shown a dramatic transformation of the make up of Woodbury County. A population that had been decreasing for many years is now showing significant growth. The physical size of Sioux City has increased along with the diversity of employment and population. The percentage of minority students has doubled over the past ten years and, while the number of juvenile arrests has declined slightly, the figure has remained almost twice what it was in the early nineties.

Woodbury County has demonstrated a growing ability to respond collaboratively to the needs of its communities. As cooperation among funders, service providers, and policy makers has increased, so has the realization that in order to foster true collaboration, comprehensive county-wide data collection, assessment, and planning is crucial. The Comprehensive Strategy planning process (coordinated by juvenile court services) has been key for positioning this community for success in meeting the needs of their children and families. The result will be the ability to deliver through the "SHIP" program (Siouxland Human Investment Partnership) “the right resource for the right youth at the right time.”

#### *Risk Factors*

The comprehensive collection and analysis of data over a five-year period resulted in the prioritization of five risk factors present in Woodbury County.

- Availability of Drugs
- Academic Failure Beginning in Late Elementary School
- Early Initiation of Problem Behavior
- Extreme Economic Deprivation
- Family Conflict/Family History of the Problem Behavior

### Structured Decision-Making

In addition to collecting the pertinent data, interviews were conducted with Juvenile Court Officers, Department of Human Services personnel, and employees and agencies that provide services to clients of Juvenile Court Services. The major concern focused not on the ability or willingness of the community to make the necessary adjustments, but rather on the insufficient and inflexible funding sources currently existing in the state. The five-year plan for Woodbury County also includes narrative on the process of moving through Juvenile Court Services, from referral and intake to placement or release.

### Resource Assessment

The resource assessment process revealed three main ways to develop and mobilize support for communities in Woodbury County. These include: identifying and prioritizing problems; creating opportunities for meeting challenges and implementing solutions; and strengthening and enhancing existing coordinated efforts focused on prevention. Additional information was gathered concerning existing prevention and graduated sanctions programs. Recommendations were made for addressing the gaps and issues discovered in the assessment process. The gaps identified are:

- Community Mobilization
- Community Risk and Resource Assessment
- Substance Abuse Prevention Efforts
- Community Planning for Continuum of Care
- Equity of Services

### Recommendations

Several data source needs and barriers became apparent as relevant risk factor data was gathered in Woodbury County. The recommendations presented in Woodbury County's five-year plan are a result of discovering these needs and barriers. Recommendations include:

- a local central collecting point
- development of a common intake form;
- advocacy for a coordinated statewide information system;
- mandatory law enforcement agency reporting;
- adoption of instruments and protocol to assess and identify local community needs; expansion and availability of mentoring and parent education classes;
- providing on-going evaluation of services to ensure effectiveness;
- development of innovative approaches to fill aftercare treatment gaps;

- development of a management information system that links private and public agencies; adoption of innovative approaches to improve gender equity;
- development and implementation of services to provide expanded culturally sensitive options;
- adoption and implementation of a process to effectively measure outcomes; significant increase of resources for prevention services; and
- Identification and incarceration of serious, violent offenders in the Juvenile Justice System.

#### Action Steps/Accomplishments

Woodbury County has started the process of implementing the 5-year plan, listed below are some of the projects driven by this process:

Data Collection and Analysis work group has completed the youth survey in all Sioux City, Sergeant Bluff, and South Sioux City schools. Thirty percent of the students in grades 6, 8, 10 and 12 were surveyed to learn their responses to questions addressing alcohol, tobacco and other drug issues.

Resource Assessment has been working on a project regarding geomapping. This will be a valuable tool and will assist in the planning of services to be implemented. This will help match the location and the community need.

Management Information System work group has received approval from the Dept. of Justice for technical assistance to identify the next steps and cost factors identified with this project. The group also identified the target population, specific information and member partners to be included in the project. This group has also been informed that they will be receiving assistance for this project from the "Gateway Guardians", an organization formed at Gateway Computers, a company located in the area. In addition, a request for assistance in regard to determining procedures in matters of confidentiality has been approved through the Iowa Attorney General's Office.

Objective Decision-Making Criteria work group has been focusing on the implementation of risk and needs assessment instruments at detention and intake. Technical assistance has been received from the Department of Justice and the Criminal and Juvenile Justice Planning Division of the Iowa Department of Human Rights. The goal is to implement these instruments by September of this year.

In addition to the continued work of the above mentioned groups the community has used the Comprehensive Strategy plan and process to apply for several funding opportunities to assist in the implementation of the 5-year plan, including:

- Drug Free Community Grant
- Edward Byrne Grant for drug treatment
- Substance Abuse and Mental Health Service grant
- Community Crime Prevention Grant
- Juvenile Incentive and Accountability grant
- Community Collaboration and Compliance with the OJJDP Act

## LESSONS LEARNED

As part of the process in the community training events, state level meetings, individual interviews with *key leaders*, and other activities, communities shared the benefits and issues relevant to the implementation of the "*Comprehensive Strategy*" process. They also discussed areas for federal officials to consider as they look to support existing sites and /or expand to new sites.

### Strengths of the Technical Assistance and the Comprehensive Strategy Process

- The "*Comprehensive Strategy*" training is the most complete technical assistance these communities have ever received for a planning process. The communities report the training has been a valuable component to their planning.
- Participating communities welcomed the "*Comprehensive Strategy*" process as a framework for structured community planning, which is a positive method to unite a variety of existing programs and services.
- The comprehensive planning process lends itself readily to identifying a variety of unmet needs in a given community. As a result of this process, sites were able to quickly recognize and take advantage of a number of potential technical assistance opportunities on issues related to -- MIS, structured decision making, community mobilization, etc.
- Communities particularly liked the fact that the process was structured in a way to provide "hands-on" technical assistance throughout the project period.
- There was consistent leadership from the TA providers that allowed communities to mobilize to move the process forward.
- The model provided a solid research base with which to educate invested planners and assisted in outreach efforts to expand engagement at the community level.
- *Communities also were able to establish or strengthen linkages with other existing collaboratives.*

### Issues for Future Implementation

#### Resources

- There is a need for continued technical assistance in the existing sites. Ongoing technical assistance needs would include:
  - a. the early identification of at risk children,
  - b. assistance with the establishment of management information systems and communication issues around the use of confidential information,
  - c. legislative/policy issue identification and development,
  - d. development/ implementation of structured decision making instruments,
  - e. further refinement of resource assessments,
  - f. implementation of promising approaches into a continuum of services,
  - g. *community mobilization related to implementation, etc.*
- There will be resource issues related to expansion to additional sites. It is our understanding that outside of the county lines in the original six Iowa sites it would not be possible to duplicate certain materials developed by DRP (i.e. trainers manuals, transparencies, etc.) without potential copyright infringement. Additionally,

there are resource issues related to the use of certified DRP trainers. We would have a difficult time garnering the resources to fund an expanded initiative utilizing a model similar to that experienced in our six original sites.

- The use of the Comprehensive Strategy process also enabled the sites to identify some common gaps that included: Limited availability of service continuum (that would include diversion programs, out of home placement options and treatment services that include substance abuse treatment, aftercare services, and in many cases detention or other suitable short term crisis services): Limited knowledge and the need for technical assistance in the development of management information systems as part of the resource assessment process.
- State and site officials had some difficulty at times maintaining the resources necessary to support initiative of this size. Both parties must have a clear sense of the resources necessary for successful implementation of the comprehensive strategy.

#### State Implementation

- Iowa's effort could have benefited by more consistently engaging state level officials. Participation of the individual state agencies varied throughout the process, partly due to the change in administration from the November 1998 elections (Iowa elected a new Governor for the first time in 16 years). Specialized technical assistance, or some form of a structured planning model for use at the state level would have been useful.
- Our state implemented the comprehensive strategy in sites that may not have otherwise solicited involvement in the process. A fair amount of effort was necessary to encourage community-wide participation. Regardless, all of our sites concluded that the comprehensive strategy was a valuable process – all produced five-year plans. Future sites might best be chosen from a competitive application process.

#### Site Implementation

- The representatives from the sites commented on the need to continue and increase collaboration in this effort. In order to do this, it was determined that each site must continue to bring together key people in the community. Along with this collaboration, a need for increased cross-site communication and assistance are recognized by all communities.
- The need for more documentation was recognized by several of the “*Comprehensive Strategy*” sites. This documentation needs to include information as to where each site is at in the process and where each site is going in the future. All site representatives agreed that the retention of key people in the community within this process is the cornerstone in the continuation of the “*Comprehensive Strategy*” process.
- Many of the sites planning team members had difficulty in attending two or three day training sessions. There was a fairly consistent request that the training's not exceeding one day. Each of the six sites indicated a need for increased site visits. The sites contend that more site visits will assist in maintaining the structure of this program within the communities. Representatives have underestimated the amount of time and effort that this project takes. They expressed concern that the time being

taken away from their regular jobs in order to keep up with the project is frustrating and sometimes difficult

- A number of communities suggested that a formal plan structure for the “final” 5-year plan be provided earlier in the TA process.
- Communities struggled with integrating the incremental products produced in the comprehensive strategy process into a single community plan. A single training for development of the final plan or ongoing assistance with implementing the ongoing products into a final plan may be useful.
- All of the sites had some difficulty with the resource assessment process. None got to the level of actually “assessing” the effectiveness of programs. The actual products produced are resource inventories that allow for identification of gaps in the service continuum. Consideration could be given for "promising approaches" to be presented as part of the resource assessment process as it would be of some assistance to have a program measure to hold the communities existing programs up against as attempts were made to look at program effectiveness.
- Most of the sites had some common issues with the process that included;
  - (1) difficulty engaging the juvenile court, law enforcement and the county attorney with issues and data relating structured decision making;
  - (2) difficulty in engaging or keeping engaged communities of color or grassroots organizations;
  - (3) And legislative and policy work groups that had trouble getting started but for the most part will begin their work as the plans go into use in the communities

### Technical Assistance

Sites identified a number of issues related to technical assistance requests.

- Too much time was required between a request for technical assistance and actual provision of the assistance.
- There was, at times, confusion on the roles of the parties (OJJDP, DRP, NCCD, CRA, and others) involved in the TA process.
- The comprehensive strategy itself largely follows the community planning model developed by Developmental Research and Programs. The technical assistance package includes training on issues related to structured decision making and the development of a continuum of services including services for court involved youth. Additional technical assistance should be included in this package on issues related to MIS, legislative and policy, resource assessment.

### **Where do we go from here?**

The five-year plans are locally developed and driven. Additionally, the five-year plans reflect issues that need to be addressed at the federal and state level.

- Community

Communities are currently working on the implementation of their five-year plans. The plans prioritize risk factor priority areas, identify resources and gaps in existing services and resources, and identify additional resources required. Communities also designed plans for monitoring their own progress.

- State

CJJP has reviewed the community plans and in this document and elsewhere identifies and summarizes their collective findings and recommendations. Information from these plans will be provided to the Governor and other state agencies, the General Assembly, OJJDP, the "*Comprehensive Strategy*" communities Iowa's Juvenile Justice Advisory Council, Iowa's Criminal and Juvenile Justice Planning Advisory Council and a recently established Positive Youth Development Collaboration Committee. This group will be the repository of the five-year plans developed by each community.

The Positive Youth Development group; comprised of members from the Departments of Public Health, Human Services, Economic Development, Education, Workforce Development, CJJP, Iowa State University Extension Services, The Governor's Alliance on Substance Abuse, researchers, program specialists, community service Providers, and others; is looking at a variety of issues related to better coordinating and improving state and community planning and service delivery strategies. Currently the Youth Development Group has had discussions centered on four themes: (1) Planning, (2) Policy Development, (3) Youth Involvement, and (4) Communication, Information Sharing, and Training Opportunities. This group is planning on taking the lessons learned from the "*Comprehensive Strategy*" and finding ways to apply them to the improvement of state program policies and practices and to develop better state-local training and planning partnerships and activities.

In addition, at the state level, CJJP has developed a Request for Application (RFA). This application aligns a number of CJJP's funding initiatives. The alignment makes it possible for communities that have developed a unified planning process to use one RFA to apply for funding in 5 different program areas through the Juvenile Justice and Delinquency Prevention Act Formula Grant Program, the Juvenile Crime Prevention Community Grant Fund Program, and the Juvenile Accountability Incentive Block Grant Program.

- Federal

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been providing support for the development of "*Comprehensive Strategy*" for several years. This project will complete ongoing strategic planning efforts and provide some funding for the continuation and growth in six States and expand to two additional States, Oregon and Wisconsin. OJJDP internal technical assistance capacity will be developed to further assist States through training and technical assistance. Implementation support will also be provided to the six States and one pilot site scheduled to complete the "*Comprehensive Strategy*" process in 1999. Further development and updates of the "*Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*" will also occur in FY 1999.