DECATEGORIZATION AND STATEWIDE CHILD WELFARE REFORM: AN OUTCOME EVALUATION

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An Outcome Evaluation of

Iowa's Child Welfare Decategorization Initiative

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I. INTRODUCTION

Iowa's Child Welfare Decategorization Initiative began on a demonstration basis in two Iowa counties in August 1988. Decategorization was intended to "redirect child welfare funding to services which are more preventive, family-centered, and community-based, in order to reduce use of restrictive approaches which rely upon institutional, out-of-home and out-of-community services"[1]. Decategorization was envisioned as both a local planning and funding strategy, with emphasis on developing interagency collaboration for systems reform.

In September 1994, the Human Services Research Institute (HSRI) was selected by the Iowa Department of Human Services to conduct a process and outcome evaluation of decategorization. DHS had three primary purposes for the evaluation:

- to determine the potential of decategorization as a model for further child welfare/juvenile justice system reform, by learning about the process and impact in the participating counties;

- to assess the effectiveness of decategorization as a cross-system comprehensive planning tool, to make service delivery more flexible; and

- to demonstrate decategorization's effect on the state's desired outcomes of:

    - enhancing family-focused and community-based services;
    - promoting services driven by client needs rather than categorical criteria;
    - reducing out-of-home placements;
    - encouraging community involvement and collaboration in service delivery.

This report on the outcomes of Iowa's decategorization initiative takes a broad look at the impact of decategorization activity on desired system reform. The remainder of this section summarizes HSRI's methodological approach and describes the conceptual framework which has guided our outcome evaluation. Section II presents the findings, organized around a broad spectrum of outcome indicators relating to both family-level and systems-level change. Section III highlights the programmatic and methodological implications of the evaluation results.

A companion report, *Decategorization as a Strategy for Comprehensive Community-Based Planning: Lessons Learned in Implementation*[2], provides important complementary analysis of the impact of decategorization on families and on service systems.

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[1] Chapter 232, Section 188, Decategorization of child welfare funding, from Acts of the Seventy-Second General Assembly of the State of Iowa, Volume 1 (1987).

[2] Kimmich, M et al (1995) *Decategorization as a Strategy for Comprehensive Community-Based Planning: Lessons Learned in Implementation*, Salem, OR: HSRI.

A. Methodology

HSRI's evaluation of Iowa's decategorization initiative centered on a belief in the efficacy of collaborative planning: that the best way to assure that evaluation leads to change is to involve key stakeholders in the design and implementation of the evaluation. The first activity of the evaluation project was to create and support a decategorization project evaluation *Oversight Committee,* composed primarily of representatives from the seven decategorization sites. The Oversight Committee gave critical input to the design and focus of the evaluation. At its first meeting, members identified key objectives and expectations for decategorization; these became the reference point for the specification of family-level and systems-level outcomes for decategorization.

HSRI conducted four other major evaluation activities: two-day site visits to each of the seven participating counties, telephone interviews with key state-level officials, examination of existing materials and data relating to decategorization, and preparation of two formal reports (of which this is the second) describing the process and outcome results, in terms of the impact of decategorization on community-based services integration and on child welfare reform. The companion report contains more details about our evaluation approach and instrumentation.

It is important to note that this report reflects the experiences and perceptions of seven very different decategorization projects. Perhaps the most crucial dimension on which the sites differ is the length of time they have been in operation, from barely one year to over five years. This differing "experience horizon" limits our analysis from two perspectives: on the one hand, the newest sites have not had much opportunity to demonstrate substantive changes through interagency collaboration, because it takes at least a year to establish meaningful collaborative processes; on the other hand, the oldest sites may not have the full "institutional memory" because of changing involvement of key players, so that the people we interviewed may not recognize the magnitude of the changes which have occurred since inception of decategorization. We have sought to find a middle ground between these two sets of limitations, to offer insights into some of the principal components of the local initiatives and steps to successfully implementing decategorization.

As this document illustrates, the availability of actual outcome information is currently very limited. The information presented here has been gleaned from the committees, staff and families involved in decategorization, and from written documents. The paucity of comparable cross-site data is due to several factors: the state has to date required very little programmatic reporting from the decategorization sites, particularly regarding the provision of innovative services and supports; the annual progress reports from the sites vary considerably in what is reported and in the level of detail provided on site activities; and, perhaps most important, the sites have *by design and intent* evolved in very different ways and in greatly differing contexts, making it remarkably challenging not only to construct but also to measure meaningful cross-site outcomes.

B. Conceptual Framework for Outcome Evaluation

Iowa's child welfare decategorization initiative has a dual focus: improvements in families and reform of service systems. The specification of outcome measures has been a complex and sensitive task. Beginning with the goals expressed by the Evaluation Oversight committee, and borrowing from Bruner's framework for measuring the potential of comprehensive service strategies[3], HSRI constructed short-term and intermediate-term measures to supplement the hard-to-achieve ultimate outcomes for families and for systems. There are two parallel foci here: outcomes for individual families and outcomes for families overall, in terms of community/systems-level changes.

- For individual families, the short-term measures are in the arena of *service penetration*, the extent to which those who can benefit (the target population) are actually reached by the interventions; the intermediate-term measures are in the arena of *family engagement*, the extent to which the families who have been contacted actually participate and stay with the programs; and the long-term outcome, *family growth*, is expressed in terms of the progress made or goals achieved by a particular family.

- Parallel to these measures on the community/systems level are the short-term measures of *community embeddedness*, the extent to which agencies in the community understand and accept the new view of comprehensive service delivery; the intermediate-term measures of *system change*, the extent to which agencies have made changes in the way they each operate, internally and in relation to each other; and the long-term outcome of *community well-being*, expressed as aggregate changes in community-wide indicators of family functioning and status.

The outcomes examined here seek to answer the question: "How do we know we are accomplishing the things that decategorization was intended to achieve?" Specification of these outcomes is a major step for Iowa's decategorization effort as well as for similar endeavors in other states, since heretofore no systematic framework has been established for measuring the impact of comprehensive services reform initiatives[4].

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[3] Charles Bruner (1994). "A framework for measuring the potential of comprehensive service strategies" in *Making a difference: Moving to outcome-based accountability for comprehensive service reforms*. Falls Church, VA: National Center for Service Integration.

[4] See *The Evaluation Exchange*, volume 1, number 1, winter 1995, which initiates a process to generate professional exchange of information on innovative approaches to evaluating comprehensive system reform in the arena of child and family services.

C. Format of This Report

Each of 24 outcome indicators is systematically examined, using information from all decategorization sites. For each indicator, we provide six categories of information:

- *Measures*: some specific examples of how to measure the outcome indicator.

- *How selected*: the source of the outcome indicator, including the language of Iowa's decategorization legislation, the RFP issued by DHS for the evaluation, and the "brainstorming" meeting of the Oversight Committee.

- *Why selected*: the rationale behind selection of the outcome indicator, i.e. how having this information will be helpful to policy makers and practitioners.

- *Methodology*: the specific evaluation activities from which we gleaned the findings on the outcome indicator.

- *Data availability*: a general statement about how easily we were able to obtain the needed types of information. This was a combination of whether the data existed at all, and, if so, how labor-intensive it would be to retrieve it.

Findings: the "heart of the matter", what was learned about the outcome indicator.

II. FINDINGS

In the following discussion, we have highlighted the themes and patterns observed across the seven decategorization sites. In many cases the discussion is more about data availability than about outcome achievement. Selected examples are provided of specific site activities that have contributed to positive outcomes, or to the site's ability to assess those outcomes. Beyond these limited examples, however, are a very large number of valuable and exciting activities being pursued in the counties, many of which would be of interest to those in other decategorization sites. This document is only a beginning to the kind of information-sharing which could be beneficial across decategorization counties, especially as the number of participating counties continues to increase.

Definitions/ terminology

To minimize confusion, we have used the following terms consistently in describing some of the players and some of the components in decategorization. Some sites use these terms differently.

- Frontline workers – Staff of DHS, JCS and vendor agency programs who actually perform direct services with parents and families.

- Vendor agencies – Organizations with contracts funded through DHS/ decategorization funds to provide human services.

- Crisis services – Services which require an immediate response such as those relating to alleged abuse, neglect or criminal offense.

- Preventive services – Services which are designed to anticipate and forestall crisis situations through support services which meet the intermediary needs and build the skills of parents and families.

- Traditional/non traditional services – Traditional service are those typically offered by DHS (usually court ordered). Non- traditional services are those which provide other helpful supports to families but may not respond to needs identified through the courts.

- Formal/informal supports – Formal supports are the services typically contracted out to vendor agencies or provided by a government agency to a family. These might include transfer payments, foster care, group care, child care and transportation services. Informal supports are not necessarily paid for by a government entity or identified as uniquely 'social' services. Examples of these might include church groups, neighbors, civic organizations, the sales clerk at a store, all of whom may be counted on to help a given family without ever being formally recognized by the service system.

1. SERVICE PENETRATION: Measures of the extent to which those who can most benefit are reached by the service system.

Indicator 1.1: Increasing proportions of identified target families are contacted by frontline staff. *Measures:* (a) Identification of the target population, for particular programs and/or for decategorization efforts overall; and (b) identification of families who have come into contact with the programs, by program and by subgroup.	*How selected:* RFP concern about having clearly defined target populations for services changes, and interest in how sites decided how to target.	*Why selected:* Basic measure to establish direction for activities; to be used as a comparison to determine how far programs have gone in contacting the families they intended to, and how far they still want/need to go.

Methodology: Site visit interviews and follow-up calls, and review of needs assessments and other documentation.

Data Availability: Most counties have some documentation about general population trends through census data. Others have gathered information which specifically regards the needs of children and families in their regions. Some counties are beginning to track families contacted; none has complete information on target families reached by decategorization efforts.

Findings:

Counties have used a variety of approaches to identify the service population. Some, such as Pottawattamie, Scott, and Polk, have conducted local needs assessment surveys designed to identify unmet needs in their area. Others, such as Scott and Clinton/Jackson, have used secondary information from the state or from United Way (these data are comparable to what is available from the U.S. Census). Other counties have relied upon their Decategorization planning committees for the identification of the population to target with decategorization funds. These groups have relied on their experience with the service system and the community to target areas for additional services.

County efforts to understand community needs have led to changes in service offerings and in population focus. In some counties, where community forums or focus groups have been held to query families receiving services and service-providing agencies about the service needs which they perceive, the results have been used for prioritizing new service initiatives and for broadening the target population for the services. Some counties have significantly increased the range of service recipients; others have stayed with the more traditional definitions of eligibility, focusing their efforts on court adjudicated cases; still other counties have seen a gradual, informal, relaxation of their eligibility criteria and are having ongoing discussions about whom they wish to serve with decategorization dollars.

- Dubuque County has an ongoing Prevention and Resource subcommittee which meets monthly to identify unmet need areas and develop the resources to meet those needs.

- Johnson County convened task forces to assess needs in several areas, including mental illness, substance abuse, and maternal and child health. The information gathered was used in the planning process to identify the areas on which the organization would focus its resources.

- In 1994, Scott County conducted the Child Health Survey, which assesses a broad base of community opinions regarding children's health status, ranging from standard health measures such as access to adequate medical care regardless of ability to pay and availability of child care, to well-being indicators such as school drop-out rates, suicide rates and levels of domestic violence.

Indicator 1.2: Frontline staff are increasingly aware of the variety and amount of resources available in the community. *Measures:* (a) Range of generic and population-specific services and supports available in the community/catchment area, including both formal and informal resources; (b) extent to which frontline staff are aware of these resources.	*How selected:* Legislative intent to "identify existing service networks in which growth and change can occur fairly rapidly"; brainstorming goal to decrease service duplication.	*Why selected:* Indicates extent to which decategorization staff are knowledgeable about community resources which exist, so that decategorization doesn't have to create them.

Methodology: Site visit interviews with frontline workers, their supervisors, and families receiving services; at some locations additional information came from committee meeting minutes.

Data Availability: Some sites have compiled lists of available resources in the community. All sites have lists of their own services (those funded through DHS/Decategorization). No sites have a systematic way to assess workers' knowledge of these resources.

Findings:

Decategorization meetings, to which the broadest range of participants are invited, are typically the forum for sharing information about available resources, both formal and informal. DHS/JCS/decategorization and vendor agency frontline workers appear to be informed about the variety of services available to those whom they serve; they tend to be more aware of formal resources than informal ones. As staff become more neighborhood-based, their ability to learn about informal networks of support increases. Indeed, of all the workers interviewed, those from vendor agencies and from family resource centers appeared to be the most familiar with where to find non-traditional supports.

Most decategorization sites use newsletters to help communicate about ongoing service efforts and new initiatives. The newsletters are mailed to staff, families, agencies, schools and any others identified as interested or involved in decategorization.

Information about the specific array of services funded through decategorization is available through the budget tracking documents in the counties.

- Clinton/Jackson County staff maintain resource books of service information.

- In Scott County, the United Way is developing an information system which will include all services and supports from public, private and voluntary organizations.

- In Polk County, forums/conferences were held with many agencies participating, which helped to share information about ongoing program activities and need areas. This information included both the effectiveness of existing programs, and services needed from future programs.

- Johnson County has a "Family Resource Center Abstract" which lists all of the agencies and programs with which it interfaces. It also maintains a "Service Index" listing all services available within the county. This listing is available to DHS and vendor agency staff and, through them, to families.

Indicator 1.3: Families have increased knowledge of available resources. *Measures:* Among families who have been in contact with the decategorization project, the extent of families' knowledge of available resources.	*How selected:* Brainstorming goal to decrease service duplication, and to make real the empowering of families.	*Why selected:* One important aspect of helping families to develop the capability to support themselves is assuring they have information and understanding about what resources they can tap.

Methodology: This information was primarily gathered through interviews with frontline workers, vendor agency staff, and families receiving services. The primary source was families, only a small number of whom were reached through forums. This data is anecdotal and non-representative of all families.

Data Availability: Families appear readily available and willing to share information about this outcome area. In many cases ongoing parent meetings may provide a good forum to gather this information more routinely.

Findings:

Parents get their information about available resources from many sources including frontline workers, schools and other parents. Although parents do not generally identify with the term 'decategorization', this lack of recognition is not important; what

is critical is that they are familiar with and willing to talk about access to specific services. Parents across many sites noted that participation in parent groups brought with it increased opportunities for information sharing. They also noted that their knowledge of available resources had increased as a result of this association. Where newsletters are produced, they contain service information and are sent to parents. Many parents have taken advantage of information offered by different decategorization programs about service availability and how to access resources.

Parents at several sites noted that they did not have a sense of available resources in their community, but felt that the *workers* with whom they had contact would provide them with any necessary information. Perhaps the most vital opportunity for information exchange between workers and parents is through case facilitation meetings. Parents interviewed in school based programs, such as family resource centers, noted that school staff are their primary contacts for information about services. (This reinforces the importance of indicator 1.2, concerning workers' knowledge of community resources.)

Indicator 1.4: Frontline workers are readily available to families who seek assistance. *Measures:* Accessibility of frontline workers, by phone or in-person; welcoming nature of the office, including hours of operation; whether frontline workers come to recipients' homes; whether families can get child care and transportation to facilitate their meetings with workers.	*How selected:* Brainstorming goal to make families less isolated from services, and to give caseworkers opportunity to think more creatively about how to meet needs and create supports.	*Why selected:* The willingness of families to "engage" with the service system depends heavily on how accessible and supportive they judge the system to be when they first make contact with it.

Methodology: Site visits, interviews, family forums.

Data Availability: Reports from family members in forums is anecdotal. One measure of accessibility and responsiveness is crisis/on-call response. Information about these systems can be gathered from DHS case worker supervisors and frontline workers. Information is not available, however, to give a broader sense of families accessibility to workers - - including location of workers' offices and hours they are available, whether they will meet the family at other locations, and what assistance families get (transportation, child care) to make meetings with workers easier. Collecting this kind of data would likely require a survey.

Findings:

On-call services for crisis situations appear to work well in the counties visited, and much emphasis is placed on this response. Workers were also reportedly responsive when families made use of the opportunity to contact them during their off-hours, if the family was facing a particularly difficult situation.

The accessibility of DHS, JCS and Decategorization workers for more routine or preventive services is harder to assess. As the sites move more from crisis-related services towards an emphasis on prevention, we might expect that families may not yet know 'what to ask for' other than what they have received in the past. There may also be a 'homeostasis effect' operating, where those families who are not experiencing a crisis may not call on the service system, although they require some support. A tension exists between encouraging independence and assuring adequate support to prevent families from entering crisis.

Parents at several sites noted that they considered their service providers to be their primary contact within the system. A few parents interviewed seemed to perceive contacts with DHS as negative, perhaps in part due to DHS' focus on court-ordered services, and were to be avoided. In many counties, vendors (purchase-of-service agencies) have most of the non-crisis contact with families.

- In Dubuque County, the purchase-of-service agencies have created a crisis intervention program in order to respond quickly to families. This deflects potential cases from the DHS system by providing intensive short-term services up front and makes referrals to community resources.

- In Linn County, the PATCH program provides a service entry point for families both in and out of crisis. This program provides drop-in accessibility by creating a physical space in the community where families can go for services and support.

2. FAMILY ENGAGEMENT: Measures of the extent of participation and retention of target families.

Indicator 2.1: Increasing numbers of families participate voluntarily in decategorization programs. *Measures:* Number of participants per program offered; whether or not they stay through the entire program [e.g. parenting class] or continue to come with some regularity [e.g. Family Resource Center].	*How selected:* Brainstorming goal of intervening before crisis; RFP concern whether services developed through decategorization are more family-friendly and family-focused, and focus more than previous services on preserving/supporting families and preventing placement.	*Why selected:* To reach families before crises occur means they come forward voluntarily; this measures how much they are willing to participate when they have a choice (may have to overcome barriers to come).

Methodology: Site visit interviews, family forums, vendor agency forums.

Data Availability: Tracking family/client contacts across services which are not mandatory is the best indicator for this outcome. Some sites have this information by client or family, while most simply maintain lists of contact hours or units of service. In most counties, unduplicated counts, particularly with families as the unit of analysis,

are not available. Staff at several sites have plans to pull together such information using case files or new client tracking software.

Findings:

In all the decategorization counties, participation is tracked for selected programs. Many sites are working to find better ways to track, collect and compile this information. The consistency and ease of gathering this information appears to vary with how structured a service is. Some services, such as foster care, are fairly easy to track. Others, such as the use by parents of informal or non-traditional supports are almost impossible to track.

Many of the services provided with decategorization funding are tracked on the basis of gross case counts, which indicate how many people have been served or 'contacted' in a given period of time. Case managed and court-ordered services generally have case files which can be reviewed to reveal participation rates, but relying on this information raises additional problems. Aside from the obvious labor intensity of going to case files for the information, it is hard to follow people in and out of non-placement services. This is increasingly difficult as the emphasis on service provision shifts to collaboration and non-traditional supports. The referral to, and provision of, non-traditional supports are certainly 'services received', but there is no non-intrusive way to track this information while keeping the support informal. Another problem is that most tracking is generally focused on people legally required to participate in a program. Many of the new programs offered in these counties under decategorization have exclusively voluntary participation. Both of these points support the position of not looking to individual tracking for all decategorization activities. The intent of decategorization is to encourage participants to freely choose among available activities and supports, thus counting family contacts should be a sufficient measure of the success of outreach. In the absence of individual tracking, contacts is an important way to justify expenditures.

- Pottawatamie County has recently surveyed participants about the Decategorization services which they receive in order to assess their satisfaction with the services. A valuable by-product is information on what services the families have received.

| Indicator 2.2: Families operate in partnership with case managers.

Measures: (a) Families' willingness to be and sense of being a partner in the planning and decision-making for their child and family, and (b) families' assertion that the plan reflects the services and supports that are most appropriate to their needs and desires [pertains only to families who are formally enrolled in a program]. | How selected: Brainstorming goal of giving more control to the individual, and involving family more in planning and in being a partner with the worker; legislative intent to make services based on families' needs; RFP concern to promote services driven by client needs rather than categorical criteria. | Why selected: Key element of bringing services closer to families is to include them more in planning and decision-making, facilitating them taking control of their own life, becoming self-sufficient; partnering is a first step. |

Methodology: Site visits, family forums, anecdotal information; additional information from DHS and vendor agency workers.

Data Availability: The parents who attended the family forums were often participants of family resource centers, and were generally eager to share their observations. Because fairly few parents participated in the forums, the information provided is non-representative. The larger universe of family members receiving services could possibly be reached through a formal survey. For this report, the information gathered about the larger community of service recipients (including those receiving court-ordered services) comes primarily from frontline workers.

Findings:

Families at several of the sites noted specifically that they participate in their case planning along with case managers and representatives from educational or vendor agencies; these tended to be sites with a formal case facilitation process in place.

Several of the parents emphasized that they felt included in the direction of the services which they receive. This was most notable among families who participate in family resource centers, where parents report involvement in everything from identifying the services they wish to see, to sharing in the planning responsibility of the program.

- Parents in a Linn County parenting group report being partners with the group facilitator as well as with the other group members.

- Parents in a Clinton/Jackson County Family Resource Center speak of working together to choose what services the center will offer.

- The case facilitation process in Dubuque brings families together with a variety of vendor agencies and frontline workers to address family needs.

- Parents in Polk County participate in case planning teams. When surveyed about their experiences, the parents were very satisfied with the planning process, but were generally not satisfied with the follow-through to the plan. The decategorization staff presented these results to the Planning and Development Committee, and subsequently received a full-time case facilitator position to better meet families' needs for follow-through.

- Scott County developed a new case management system, which uses multi-disciplinary teams that include the family. As part of the training in the new system, each worker had the opportunity to bring two current cases to work on in the context of the new case management approach.

Indicator 2.3: Families are increasingly willing to participate in community activities. Measures: (a) Family willingness to participate, and (b) actual family participation in community events.	How selected: Brainstorming goal to make real the empowering of families, and to give more control to the individual.	Why selected: Being empowered means taking control of your own life; part of that is reaching out to others in your community, to offer to contribute in your own way and to benefit from what others have to offer; such reciprocity is a key element in successful family support programs.

Methodology: Site visit forums with family members and with frontline workers; follow-up interviews with administrators.

Data Accessibility: This information is available from family members, case workers and the coordinators of community programs.

Findings:

Parents noted an increased interest and participation in community-wide activities as a direct result of membership in decategorization sponsored programs where they met other parents. By participating in one program, families learned about other resources -- other families and staff at decategorization programs brought such offerings to their attention. These parents also noted that knowing other families who will be participating helped to make such programs more attractive to them. Families invited to participate in community activities in some cases expressed an increased desire for participation in other community activities. Decategorization programs have also made considerable attempts at outreach into the community.

- Polk County's advisory committee has over 100 participants who primarily come from the larger professional community.

- Decategorization sites in Clinton/Jackson and Dubuque are actively involved in relationships with local recreation departments in their communities. In some instances case workers refer families to these kinds of services and activities.

- Clinton/Jackson County has begun recruiting family members to participate in community wide decategorization planning.

3. FAMILY GROWTH: Measures of individualized goal achievement.

Indicator 3.1: Families have more extensive personal support networks. Measures: Number of other people or organizations family relies on for help, friendship; number of neighborhood events family joins in.	How selected: Brainstorming goal to make families less isolated from services.	Why selected: Indicator 2.3 looks at amount of participation; this is the next step, to see how much that participation has led to creation of a support network.

Methodology: Family forums, frontline worker forums.

Data Availability: This data is available in the form of self reports from participating parents. A broader view of relative changes in the support networks of families is available from frontline workers' reflections on the people they serve over time.

Findings:

Parents participating in parenting classes, brown bag lunches, and other (particularly group) support activities make enthusiastic comments about the growing group of people upon whom they may now rely. They specifically note that these supports are broader and include more non-traditional supports. Parents not involved in such offerings note a lack of support/networking. Frontline workers participating in family resource centers and projects where support services are offered, note a difference in the networks formed by the participants compared to other families they serve.

- Listings of available resources, such as the Johnson County Service Index, are available to parents in several counties. These are used by families and those serving families to identify services and supports available to help parents and their children.

- In Scott County, United Way is developing "InfoLink", an on-line listing of available support resources, including both volunteer and professional/paid networks.

Indicator 3.2: Parents have greater knowledge of child development and parenting. *Measures:* Parents' increased knowledge of parenting, child development, etc.	*How selected:* Brainstorming goal to move individuals and community to a family focus; RFP concern whether services developed through decategorization are more family-friendly and family-focused.	*Why selected:* Ignorance of child development can lead to unrealistic expectations for a child and to consequent frustration by parent and child alike; knowledge of parenting techniques can improve parent-child interactions and reduce family stress.

Methodology: Site visits, follow-up interviews with staff.

Data Availability: Strict measurement of this outcome is not occurring at any sites at this time. Several sites have some services which focus specifically on improving parent skills; these locations generally track aggregate activity indicators (hours of service, number of participants) associated with these programs.

Findings:

Parents involved in some newly initiated decategorized services which emphasize early intervention and prevention are reportedly learning new skills, even when such

learning is not the focus of the service offered. This is particularly the case where families are participating in facilitated group processes and other interventions at the family level. Staff who identified these improvements were noting them exclusively in relation to these prevention and facilitation processes.

Many sites have programs which focus on parent skills. Those referring parents to these services are optimistic about their effects, but are not able to currently report on any direct measures of their success. Comments from the participants in such efforts are enthusiastic and include some acknowledgment of skill improvement and increased socialization.

Indicator 3.3: Families make progress toward their own case plan goals. *Measures:* (a) Families' involvement in specifying their goals, and (b) families' progress toward achieving specified case plan goals.	*How selected:* Legislative intent to "alter the nature of the case plan"; brainstorming goal to deal better with increasing problems of kids and families, and to move individuals and community to a family focus; RFP concern whether client progress is regularly monitored and program expectations met, and whether services developed through decategorization are more family-friendly and family-focused.	*Why selected:* Basic measure of individual change in a desired direction.

Methodology: Site visits, follow-up comments from sites.

Data Availability: Information on the progress of individual cases is maintained at all county sites. However, this is only consistently done for goals which are set for mandatory services. In addition, most sites would be able to access this information only through a labor-intensive review of case plans. Such a review was not conducted for this report.

One concern which arose concerning individual tracking of progress was maintaining confidentiality. In some rural areas, very few families participate in a given program, so reporting on the progress of families in the program could reveal the individual results.

Findings:

In many, but not all cases, staff report setting goals with or for families receiving DHS or JCS services. Some track these goals, particularly where court-ordered services are involved. Additional family-identified goals are not specifically tracked, with the exception of a few sites where parents are involved in the planning of their own services.

Reporting from vendors providing decategorization services varies across sites, from detailed progress reports and reporting requirements to more casual monitoring agreements. Generally, all sites recognize the need for monitoring progress and outcome status. In some instances, counties are returning to more specific report

formats from service providers, showing information about progress toward goals and descriptions of those receiving services.

- Linn County requires three month, six month and annual progress reports from each vendor agency receiving a decategorization grant. These reports indicate the volume of services being provided, and how they are meeting stated outcomes.

- Polk County had a "Parent Growth Patterns" class for three years. This program, provided in a local high school for parents in the late 20's, assessed parents on whether they were making progress towards their goals.

4. COMMUNITY EMBEDDEDNESS: Measures of the level of understanding and acceptance of decategorization in the community as a whole.

Indicator 4.1: *Vendors and other agencies in the community are knowledgeable about decategorization philosophy and activities.* *Measures:* Agencies' knowledge of decategorization activities and philosophy.	*How selected:* Brainstorming goal to spread decategorizatio n thinking.	*Why selected:* Before agencies can be actively involved in implementing decategorization goals, they have to know what decategorization is and what changes it implies.

Methodology: Vendor agency forums and interviews with DHS and vendor agency staff, anecdotal information.

Data Availability: Sites have lists of vendor agency participants in decategorization meetings, and those receiving decategorization funds. Minutes of meetings which include vendor agency participants are available for review at many sites, and may reflect participants' knowledge and understanding of decategorization. [More useful and reliable would be periodic interviews with vendor agency staff.]

Findings:

Managers and supervisors from vendor agencies were generally well informed about decategorization. By contrast, their frontline employees were largely unaware of decategorization as either a funding source or a new philosophy. Nonetheless, these agency workers participating in prevention and support programs express themselves and the goals of their work in a manner which generally supports the decategorization philosophy, and they have experienced the flexibility and creativity which decategorization fosters.

There was a clear distinction here between the frontline workers at contracting programs and those working for DHS. Those working for DHS were generally more informed about decategorization, but less supportive of the philosophy.

The experience of case facilitation and interagency collaboration were noted at several sites as the key ingredient in moving to the new way of doing business through decategorization. Participants spoke of increased opportunities to view each other as team members instead of competitors, as a result of having shared tasks.

- Dubuque's case facilitation process seems to have had the greatest impact of any site activity in educating other agencies and bringing new players into the decategorization arena.

- Linn County is working on the production of a video about decategorization to be used to build understanding and support in the community.

- Scott County's case consultation teams and care review teams, both of which include staff from vendor agencies, has greatly increased knowledge and understanding of decategorization.

Indicator 4.2: Agencies are more knowledgeable about and respectful of each other. *Measures:* Agencies' knowledge of each others' roles and responsibilities, increased appreciation of each others' contributions to family well-being.	*How selected:* Brainstorming goals to engage in less blaming among stakeholders, developing instead a community sense of shared responsibility for families; and to develop community trust, good will and sense of joint purpose.	*Why selected:* The more agencies and their staff understand about their own role in the context of other community providers, the more willing and able they will be to operate collaboratively with the other agencies.

Methodology: Forums and interviews with DHS and vendor agency staff, anecdotal information.

Data Availability: Sites have lists of vendor agency participants in decategorization meetings, and those receiving decategorization funds. Minutes of meetings with agency participants are available for review at many sites. However, this information speaks more to the opportunities which agencies have had to learn about each other, rather than to the increased knowledge and respect which has developed. To fully assess this outcome would require surveying agencies' knowledge and attitudes about each other.

Findings:

Working on common tasks across agencies appears to have helped to augment the sharing of information between agencies. The development of new programs and

services has included the involvement of agency staff as contributors and, in some instances, committee members. Participant on Polk County's Providers Advisory Committee said that they are learning more about services in the community and more about each other. This learning appears to occur formally and informally, through the consideration of specific agency initiatives and networking which appears to be a natural outcome once groups of agencies are brought together in one place.

The sense that the contributions of agencies are appreciated by all is particularly noted where interagency case facilitation teams are in use. Participants note feeling part of an effort which is larger than their own agency, and acknowledge the work of others towards a common goal. *The growing sense of collaboration and partnership between agencies is one of the most consistent and significant outcomes of decategorization.*

Indicator 4.3: Agencies are active participants in decategorization meetings and decision-making. *Measures:* Other agencies' participation on decategorization advisory groups, planning committees, etc. (membership, attendance, active leadership).	*How selected:* Legislative intent to foster "integrated service planning"; brainstorming goal to get people to the table together, to hear each other, and to develop a personal sense of what decategorization means and how to begin doing it.	*Why selected:* Active participation in decategorization meetings and decisions signifies a commitment to decategorization goals.

Methodology: Site visits, interviews with agency staff, review of meeting minutes and progress reports.

Data Availability: Sites have lists of vendor agency participants in decategorization meetings, and those receiving decategorization funds. Minutes of meetings with agency participants are available for review at many sites; these show who attends the various meetings, what agencies they are affiliated with, and their level of active participation in the meetings.

Findings:

Agencies appear to be well represented in the committee structure of decategorization projects. In five of the counties, representatives of vendor agencies and other community-based organizations are members of the planning committees.
Of the other two counties, one has such agency participation in monthly decategorization meetings, and one has such agency representatives on an advisory committee. In several of the sites, the committee members from these community agencies say that they are active participants in these meetings. Some of their recommendations about the kinds of services needed and how they should be provided have been important in decisions on the design and funding of new projects.

- Agency representatives in Pottawatamie report being involved in all levels of decategorization, from central planning to service provision.

Indicator 4.4: Frontline workers have increased knowledge of decategorization philosophy and activities.	How selected: Brainstorming goal to spread decategorization thinking, and to develop a personal sense of what decategorization means and how to begin doing it; RFP concern about whether frontline workers are aware of new and modified services.	Why selected: Measure of how much an understanding of decategorization has penetrated to the frontline ranks, so that they see it as viable approach and not as a service competitor.
Measures: Workers' understanding of what decategorization means, and workers' knowledge of decategorization-related services and supports; referrals made to decategorization services.		

Methodology: Site visit forums with frontline staff.

Data Availability: This data comes from, frontline workers and their supervisors. In some cases those interviewed were not involved prior to decategorization; it is important to seek out those who have been around for a long enough period to be able to make comparisons.

Findings:

Decategorization has brought increased flexibility for frontline workers, but not significant relief from large case loads and their concurrent effects of worker fatigue and burn out. Many workers describe themselves as overworked, despite decategorization. Specifically, they note that the increased flexibility and resources provided through decategorization and carry-over funds have not been enough to assuage the pressures resulting from the high volume and intense needs of their cases. Workers note an increase in cases since decategorization, which is largely due to reduction in social worker positions. One benefit of decategorization has been sites' ability to hire case aides and other support staff to somewhat alleviate the caseload burden.

Most workers at the sites we visited appeared to be familiar with the funding mechanisms associated with decategorization (e.g. how to access family assistance funds or make referrals to decategorization funded services). Some workers were enthusiastic champions of the decategorization philosophy of family centered and family-directed services. Many others neither support nor promote this approach. In some counties case supervisors note that workers are not familiar with decategorization except as a new funding source.

5. SYSTEM RESPONSE: Measures of the extent to which decategorization has served as a catalyst for changes in other agencies in the community.

Indicator 5.1: New services and supports are created which fill recognized gaps in the existing service system. *Measures:* Provision of new services and supports by any group in the community, (including through use of flex funds); match between services and identified service needs; hiring of new staff to foster decategorization.	*How selected:* Brainstorming goals to expand the array of services and supports available according to community needs, and to decrease service fragmentation and to move to a family focus; legislative intent to enhance "innovative service responses", and to "alter and enhance traditional service approaches;" RFP concern about whether programs are modified based on experience.	*Why selected:* To the extent that community groups and agencies create new interventions that meet a heretofore unmet need, community-wide ability to support families is improved.

Methodology: Site visits to DHS offices, interviews, progress reports, budget tracking documents, newsletters.

Data Availability: All sites have kept close track of the services and supports which are new and supported with decategorization funds. In addition to budget tracking documents which list how decategorization and carry-over funds are allocated, each site has produced progress reports which describe these new activities. Interviews with decategorization coordinators also suggested new uses of staff, that in turn fosters greater capacity for supporting families.

Findings:

New supports and services are available at all of the decategorized sites. Many of these new services are focused on support and prevention. In every case these service initiatives were predicated on some assessment of need, whether systematic or subjective. Many of these services seek to augment the ability of the county to respond to the needs of children and families in ways which avoid more costly and stigmatizing interventions.

In addition to the external needs of the community, several sites are using decategorization funds to develop their own administrative capabilities, hiring decategorization workers and case aides. The added flexibility in funding also allows these sites to enter into joint funding partnerships with other providers such as school systems, non-profit agencies and grant making organizations.

Table 1 indicates the number and range of new programs initiated with decategorization funds. As sites have more experience of decategorization (as they "age"), the variety of programs they support tends to increase. The summary figures contained in the table mask the enormous variation in activities currently supported by

the decategorization projects. Appendix A contains a listing of the specific programs tabulated here.

Table 1
Decat-funded Activities

Programs	Clinton/ Jackson	Dubuque	Johnson	Linn	Polk	Pott	Scott
Collab.	1	1	2	4	7	1	3
Crisis	1	3	1	6	1	0	2
Health/ prevention	2	1	3	4	2	1	5
MH	1	0	1	2	1	0	2
MR/DD	0	1	0	1	0	0	1
Parents/ Family Support	4	5	5	11	1	4	4
Training	0	0	1	0	1	0	2
Youth	3	4	9	10	2	5	4
Other	0	0	1	2	2	0	3
Addl. Staff	4	3	1	1	6	1	2

Collaboration: Programs which combine the efforts of frontline workers from DHS, JCS, vendor agencies and schools in case planning or common projects. Examples include case facilitation, or the Clean Creek multi-agency collaborative in Johnson County.

Crisis: These programs improve the ability of a county to respond to the emergency needs of families. An example would be Crisis Intervention team in Dubuque.

Health/prevention: These programs are focused on maintaining the health and well being of children and families with an emphasis on preventing serious health conditions by providing preventive care. The NEST programs in Clinton/Jackson and Johnson counties provide such services to infants and their mothers.

Mental Health: Services focused on sustaining the psychological well being of consumers, such as the support groups for victims of sexual abuse provided by the Lutheran Social Services in Johnson County.

Mental Retardation/Developmental Disabilities: Services to this population focus on early intervention and prevention. Several counties, including Linn and Scott, have an Early Intervention Program.

Parents/Family Support: This cluster of services includes Family Resource Centers and parent skill programs, such as Violence Prevention in Dubuque. Family assistance funds, available at all sites, are not included here as they are a funding pool and not a program or service.

Training: These initiatives represent efforts in training, education and development of DHS, JCS, Decategorization or vendor agency staff. Pottawattamie is one County engaged in this process.

Youth: All sites have added some programs for youth. Those included here include everything from the Mentoring program in Dubuque to pre-vocational training in Johnson County.

Other: Some of the programs which do not fit into the other identified headings.

Additional Staff: Where information is available about the addition of staff positions with decategorization funds, it is included here.

Indicator 5.2: Existing services and supports are reconfigured to better support families served through decategorization. *Measures:* Specific changes made in existing services and supports, such as broader eligibility, service in new locations, etc.	*How selected:* Brainstorming goals to expand the array of services and supports according to community needs, to reduce service fragmentation, and to tinker as needed with the traditional system; legislative intent to "alter and enhance traditional service approaches"; RFP concern about whether programs are modified based on experience.	*Why selected:* Changing the way existing services are provided to better meet family needs expands the capacity of the service system and makes it more efficient.

Methodology: Site visits, progress reports, interviews, review of budget documents

Data Availability: Progress reports and budget documents are available for most sites across several years, and sometimes indicate changes made in existing vendor contracts, etc. Family forums were attended by a small and non-representative sample of families, and did not prove particularly valuable in learning about this outcome. Surveys of families' needs and satisfaction with services are one possible approach, and have been conducted in at least two counties (Linn and Pottawatamie). However, it may be more appropriate to survey DHS/JCS and vendor agencies regarding how they have changed existing services, such as by broadening eligibility, offering services in new locations, or reassigning staff.

Findings:

Increased flexibility in the use of funds has helped decategorization sites to be more responsive to the needs of families. The most universally praised innovation from the perspective of frontline workers is the availability of family assistance funds which may be used to provide for the immediate needs of families in ways which were unavailable before. In addition to food and clothing, these funds have been used to pay for such items as building repairs, summer camps, and medical expenses.

Other adjustments made to existing services include:

- Clinton/Jackson County has relaxed its eligibility criteria and serves many families now that would not have been identified prior to decategorization.

- Johnson County will be hiring a social worker to handle voluntary and short-term cases to free-up workers for other consumers, and to serve as a DHS liason to decategorization projects such as family resource centers.

- In Pottawattamie County, Social Work Support Staff are assigned solely to foster care cases which have been judged the most difficult, to support SWII staff in these highest-demand cases.

- Scott County has been instrumental in expanding the range of services provided in local schools, from being essentially medical clinics to being full-service family centers.

- Scott County has also moved to a comprehensive case management system, which represents a shift from specialized to generic case management.

Indicator 5.3: Frontline workers increasingly refer families to generic resources. *Measures:* Use of generic resources, linkage to non-traditional resources (recreation programs, libraries, playgroups, etc.).	*How selected:* Brainstorming goal to increase use of generic services, to establish services free of stigma, and to maximize use of own resources; legislative intent to alter types of services being requested.	*Why selected:* To the extent that workers are referring families to non-specialized services and supports, they reduce dependence on decategorization dollars per se, thus serving as a leverage for greater services.

Methodology: Site visits, interviews, follow-up contact

Data Availability: DHS, JCS and vendor agency staff are familiar with the services to which they generally refer and are forthcoming with this information. The providers of generic resources could be surveyed, but difficulties arise in identifying which families referred are the target families of decategorization. As more generic and less traditional services are used, it becomes more difficult to track this use. Surveys of participants may be an alternative way to monitor this outcome, to assess changes in the array of services and supports utilized.

Findings:

In many instances referral to generic resources seems to be a product of case facilitation and collaboration. As frontline workers come together to work on a common project, they share with one another sources of available services This results in a greater familiarity with and referral to outside resources.

- The Linn County PATCH program refers extensively to generic resources and invites these service providers into their location. For instance, a community health nurse comes into their location to provide services periodically.

- Clinton/Jackson County Decategorization staff have established referral relationships with area recreation programs. The county provides some tuition assistance and has been able to persuade some locations to reinstitute summer day camp programs.

- Frontline workers in Pottawattamie note more emphasis on using non-traditional services and "non-system" groups to assist families under decategorization. These supports have included neighbors, family members, churches and schools.

- Staff in Johnson County maintain an index of available services in the larger community. They note that the libraries and recreation centers are often used for informal referrals. Recreation centers offer scholarships and reduced rates for low-income families. County funds are used to provide such things as swim passes, summer camp, child care and pre-vocational training which is offered in the larger community.

Indicator 5.4: Agencies alter their internal procedures to facilitate collaboration with other agencies in serving families. *Measures:* Changes in agency regulations, eligibility criteria, confidentiality procedures, etc.; interagency training in assessment and planning; interagency information-sharing and responsibility for families, joint community outreach efforts.	*How selected:* Legislative intent to change "program-specific rules and funding constraints (which) hinder innovative service responses", to "alter nature of juvenile court decision-making", to "establish new case management and provider payment policies" and to "develop new fiscal and programmatic monitoring systems"; brainstorming goals to establish system-wide case management, to create an integrated governance structure, to make information systems reflect the philosophy of decategorization, to change the system of payment, to give caseworkers opportunity to think more creatively, and to change the role of professionals versus laypeople; RFP concern about whether decategorization changed local planning and service delivery activities, and how administrative rules, policies, and procedures have impeded or facilitated progress.	*Why selected:* To better interact with other agencies, each organization must start "at home" to remove internal barriers to true collaboration.

Methodology: Vendor agency progress reports, decategorization site progress reports, interviews with DHS, JCS and vendor agency staff.

Data Availability: The internal procedures of vendor agencies are generally accessible second hand through interviews with staff and those who have contact with these agencies. A survey of all vendor agency policies would likely overlook the kinds of collaboration fostered through decategorization.

Findings:

The agencies participating in decategorization meetings and holding decategorization contracts have staff who seem familiar with the decategorization philosophy and who have found better ways to communicate and share resources with their peers at other agencies. In some instances this does not represent a significant change because the agencies have long shared a collaborative spirit but nonetheless decategorization has nurtured it, and helped it to expand more quickly than it would have. In many

instances, however, such cooperation is a true departure from how these groups have related to one another in the past.

The committee structure in decategorization counties offers agencies opportunities to network together while working on common initiatives.

An obvious and logical area for collaboration is in the sharing of information across agencies about common cases. Confidentiality issues provide a barrier to many trying to improve inter-agency cooperation in this realm. A more successful area of collaboration has been in shared problem solving and networking. Several counties have ongoing multi- agency task forces working on selected problems. These may lead to altered procedures.

The most common procedural change has come from DHS which has relaxed its eligibility criteria in many counties to serve a broader population than that identified through the courts. Staff working at programs serving families who are not required to receive services note an increased hope that the people they work with will avoid crises in the future.

- In Dubuque, a school task force came together to review how to make policies regarding suspension and truancy more effective.

- In Johnson County, the Multi-Agency Partnership (MAP) and the Juvenile Crime Prevention collaboration have utilized joint training, and have focused on the development of common intake and assessment tools. One of the issues with which they have dealt is client confidentiality.

- Linn County sponsors an annual planning event to which all DHS, JCS, Decategorization and vendor agency staff are invited along with the public. All are encouraged to participate.

- Johnson County has many ongoing inter-agency collaborations, including those regarding juvenile crime prevention, school attendance, and other areas. These groups have utilized joint training and worked to develop common intake and assessment tools.

- Scott has had multi-agency case consultation teams for four years. All families who have children who are being considered for out-of-home placement are referred to this team. The goal is to keep families together by providing family preservation, family reunification, and other family-centered services.

- In Dubuque, multi-agency case facilitation teams have come together to solve problems collaboratively.

Indicator 5.5: Increasing funds are made available for preventive services, accompanied by decreased funds for placement services. Measures: Changes in allocations of funds among services.	How selected: Legislative intent of decategorization to "change the balance of expenditures between placement services and services designed to prevent, end or serve as alternatives to placements"; brainstorming goals to intervene before crisis, to give discretion to local government in its use of resources to change the system of payment, and to decentralize fiscal accountability; RFP concerns about whether decategorization services focus more on preserving/supporting families and preventing placement, and whether expenditures have shifted to family-based service programs.	Why selected: Basic premise of decategorization – that if funds are allowed to be spent on any type of service, patterns of spending will change.

Methodology: Review of budget tracking documents, and progress reports.

Data Availability: In most cases, budget documents are available noting how much of decategorization funds are being spent in major program categories. Not always readily available is a breakdown of decategorization contracts amounts between primary prevention, secondary prevention, and placement-related services.

Findings

In all counties, the bulk of the funds carried over from year to year and those moved to decategorization services are being used for programs which are prevention and support oriented. The movement of funds from placement services to decategorization services is also clear from the budget documentation at the sites.

Budget tracking documents were reviewed for four of the seven decategorization counties. This information has been used to gain understanding about how counties have planned to use their Child Welfare funds for fiscal year 1995. Table 2 presents the actual dollars spent and proportional expenditures for major budget categories. The relative proportions of these funds used for decategorization-funded programs varies from 19% in Clinton/Jackson County to less than 1% in Johnson County. In all counties the vast majority of the budget is dedicated to Foster Care and Group Care, ranging from 49.2% in Clinton/Jackson to 66.4% in Scott County.

Table 3

Linn County Decategorization Budget			
Fiscal Year 1993 - 1995			
	1993	**1994**	**1995**
Adoptions	$0	$2,861	$24,349
Decat Admin Staff	$0 [1]	$7,500 [1]	$15,600
Decat programs	$0	$257,910	$1,167,515
Family Centered Services	$971,752 [2]	$1,122,615 [2]	$1,371,495
Family preservation		$225,625	$472,979
Foster & Group Care	$4,570,253	$4,605,144	$5,393,158
Group Care	$2,639,275	$2,730,255	$3,200,000
[Bed Days]	[28098]	[29890]	[28320]
Family Foster Care	$1,644,772	$1,619,020	$1,947,528
Independent Living	$242,386	$212,394	$237,037
18 and over	$43,820	$43,475	$8,593
Other	$57,795 [3]	$21,599 [4]	$0
Totals	**$5,599,800**	**$6,243,254**	**$8,445,096**

Notes:

1 Additional costs were covered by a separate grant

2 Includes Family-centered MR also

3 Includes Needs-based, Wrap-around, and Non-fixed shelter care

4 Includes Needs-based and Wrap-around

What does not appear in these budget figures are changes in targeted spending by other agencies, especially in the areas of health and schools. For example, Scott County's decategorization project has stimulated the development of family resource centers in four school districts, with each center's services tailored to the unique characteristics of the local community. In addition, Scott County has set the pace for the state in creative use of Medicaid, generating revenues for itself and for other agencies that are then used to fund needed prevention services.

Indicator 5.6: An increasing array of funding sources are tapped for supporting target families of decategorization. *Measures:* Changes in sources of funding for decategorization-related activities (i.e. pursuing multi-agency projects).	*How selected:* Legislative intent of decategorization to begin new ways of financing child welfare services; brainstorming goal to maximize use of own resources, and to pool funds at least conceptually.	*Why selected:* This is a way to examine how well decategorized funds have been able to leverage additional funds from previously untapped sources.

Methodology: Interviews with DHS administrators, contract and document review.

Data Availability: DHS administrators were a good source for this information as were progress reports and RFP's.

Findings:

Many of the new programs funded by decategorization are seeking grant support from private philanthropic groups and funding partnerships, and many have been successful. Several of the sites include language in their RFP's that encourage funded projects to seek further support or matching grants. School systems have been an additional source of funding, sharing costs for collaborative efforts in Clinton/Jackson and Linn Counties. Some program partners also provide in-kind contributions of staff time or office space.

- Pottawattmie has received an estimated $367,000 worth of in-kind contributions from outside agencies.

- Scott County has received numerous grants from private philanthropic foundations totaling more than one million dollars, supporting the hiring of a planning assistant, a research assistant and case aides as well as efforts in substance abuse, child health care and a neighborhood youth council.

- The Family Resource Center in Clinton/Jackson County continues to draw financial support from private philanthropic foundations and local organizations.

Indicator 5.7: Families are engaged in policy and planning decisions. *Measures:* Recipient families' role in policy and planning, formal mechanisms in place and used; mechanisms to facilitate such involvement, such as day care, transportation, training.	*How selected:* Brainstorming goals to hear from customers regularly and thus make the system responsive to varying consumer groups, to get people to the table together so they can hear each other, to give more control to the individual, and to involve families more in the community planning and governance process.	*Why selected:* Family involvement in planning needs to extend beyond involvement in decisions about their own family; agencies need to do many things to foster such involvement, if they are serious about it.

Methodology: Family forums, meeting minutes, interviews with committee members.

Data Availability: The best source of this information is family members and committee members. Several sites (Linn, Clinton/Jackson, Pottawattamie) have surveyed family members about services, either to assess priorities for service or satisfaction.

Findings:

Most sites have no direct representation from families receiving services on their executive or planning committees. Some sites (e.g. Pottawatamie) ask vendors to involve family members in the planning and design of the services they provide. In several cases families have been represented on decategorization advisory committees or subcommittees. Although many sites provide child care and transportation to allow

parents to participate in services, we have not been made aware of any who provide these supports to facilitate consumer input into the formal planning of decategorization services.

- Clinton/Jackson County successfully recruited 2 families to participate in an all-day decategorization planning effort.

- Johnson County has hired a Family Preservation/Support Services grant coordinator. Among her responsibilities is to facilitate and support the Youth and Family Advisory Committee, a vehicle for family input to the decategorization planning process.

Indicator 5.8: Frontline workers have increased involvement with decategorization activities. *Measures:* Involvement of frontline workers in decategorization planning and activities (e.g. extent of workers' participation in multi-agency sponsored service); extent of referrals to decategorization services.	*How selected:* Brainstorming goals to develop a personal sense of what decategorization means and how to begin doing it, and to give caseworkers opportunity to think more creatively; RFP concerns about whether appropriate referrals are made to the new programs, whether workers feel the new/ modified services better meet client needs, and whether line workers feel invested in decategorization planning.	*Why selected:* Involvement in decategorization activities shows how much workers' understanding of decategorization has translated into willingness to commit time and energy to its implementation.

Methodology: Frontline worker forums, interviews with the supervisors of frontline workers and the DHS administrators.

Data Availability: Case workers and supervisors were very candid about this measure. There is no formal tracking of worker involvement in decategorization activities aside from lists of attendees at decategorization related meetings. These could be gathered and tracked for evidence of participation.

Findings:

In most sites the supervisors of case workers are the participants who represent frontline workers in the decategorization planning process. The frontline workers themselves do not participate in these meetings. Some workers interviewed were quite satisfied with communicating through their supervisors any concerns about decategorization. One frontline worker brought an alternative service idea to one of the subcommittee meetings in a county where frontline workers are encouraged to participate at that level. That idea developed into a new program which will be funded through decategorization.

Other workers expressed that they wished that they could be heard. Several sites noted that although the planning committee listens carefully to the concerns sent to them

from workers, they feel that they could do a better job at communicating back to the workers.

Sites where workers feel they have a more active part in decategorization planning tend to be those where workers have directly experienced the value of the decategorization philosophy. Having a touchstone in case-level reality seems to give workers the motivation to deal directly with often frustrating planning and policy-making processes.

- In Linn County, subcommittees focus on particular low and high risk populations. Frontline workers are encouraged to bring their service ideas and concerns to these subcommittees, which put together proposal ideas to present to the planning committee. In addition, there are several ad-hoc committees which meet on need areas, ranging from community education to prevention. Frontline workers participate in all of these ad hoc committees, helping to brainstorm about service needs and suitable interventions.

- In Polk County, frontline workers are not formally involved in the committee work of decategorization. Instead, they make presentations to the Gateway Committee (which approves wrap around funds) and to the Planning Committee (which reviews proposals for new service initiatives).

- In Pottawattamie, frontline workers participate in the six program advisory committees, which focus on particular areas where services initiatives already exist, and which report to the Planning Committee.

- Johnson County has a "Frontline Worker Advisory Committee" to facilitate worker input into planning and encourage inter-agency collaboration.

6. COMMUNITY WELL-BEING: Aggregate community measures of family improvement compared to a realistic baseline for the entire community.

Indicator 6.1: Placements are decreasing, and the type of placement of those children placed is increasingly less restrictive. *Measures:* Changes in numbers of placements made in various types of facilities and foster homes, including in/out-of-state and in/out-of-county.	*How selected:* Legislative intent of decategorization to prevent placements, move children to less restrictive placements and reunite families; RFP concern about decreasing the number of out-of-home placements, the number of out-of-county and out-of-state placements, and reducing length of stay averages in various placement settings.	*Why selected:* Changes in placements in all types of out-of-home care will indicate whether decreases in one form have led to increases in other forms, or whether movement has been to services in the home.

Methodology: Review of budget tracking documents and progress reports.

Data Availability: All sites are tracking placement rates.   New less restrictive placement programs may be tracked through budget documents (see discussion under 5.5 above).

Findings

The Iowa state legislature has steadily decreased the cap on group care bed days. This constraint faces decategorization and non-decategorization counties alike. Overall, the number of children in group care has declined compared to five or ten years ago, although the rate of this decline has flattened out.

Tables 4 and 5 depict changes in foster care admissions over the past two years, indicating that reductions in group care are still being made but with much fluctuation from month to month. In general, group care admissions are down, compared to a year or two years ago, and foster family care as well as shelter care are up, in some counties markedly so. Although the relationship is far from linear, the data do suggest that declines in group care admissions are accomplished through a shift to other, less restrictive forms of out-of-home care.

The picture, of course, is not complete; data is not available on changes in the numbers of families served through family preservation or youth served through day treatment, which could indicate how much of the group care reductions are obtained by using in-home services.

Table 4

Foster Care Admissions for Decategorization Counties

| Family Foster Care | Group Foster Care | Shelter Care |
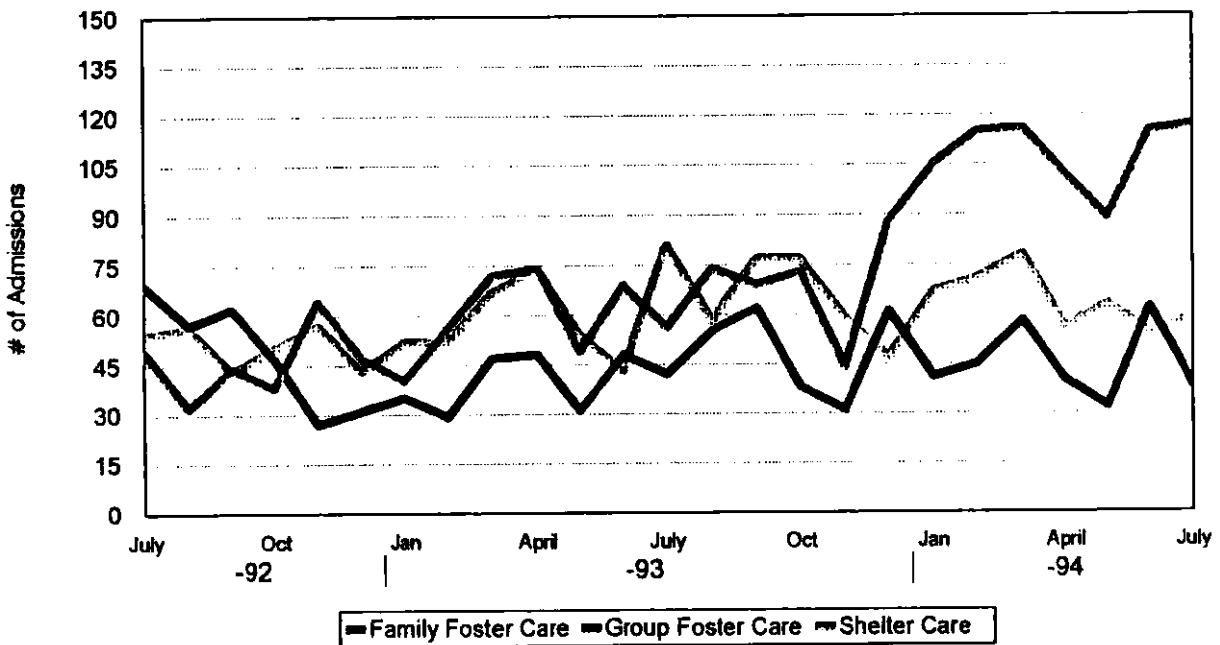
The decategorization counties differ noticeably in the changes that have occurred in admissions to different types of foster care (table 5). Some of this can clearly be

attributed to varying economic and social conditions in the counties; it may also be a reflection of their differing service strategies to achieve system reform. More detailed exploration and analysis is needed to sort out the effect of these and other factors.

Table 5							
Changes in Foster Care Admissions by County							
	C/J	Dub.	John.	Linn	Polk	Pott.	Scott
Family FC:							
July 1992	1	5	7	7	18	7	4
July 1993	1	12	5	4	15	9	10
July 1994	7	15	6	7	49	6	27
Group FC:							
July 1992	1	6	9	11	29	9	4
July 1993	2	1	3	8	13	3	12
July 1994	0	4	4	7	19	0	4
Shelter Care:							
July 1992	2	7	1	9	19	9	7
July 1993	4	8	4	15	16	22	12
July 1994	6	9	3	13	11	14	3

- Over the two-year time span, all counties show the effects of the group care cap, with lower numbers of group care admissions in July 1994 than in July 1992.

- Perhaps the most typical trend profile is that presented by Dubuque County and Clinton/Jackson County, with fairly steady decreases in group care accompanied by increases in shelter care and family foster care.

- Because of its urban nature, Polk County has had and continues to have the largest number of admissions to group care and family foster care. Prior to imposition of the group care cap, in FY92, Polk reduced group care placements by 11%; despite that, it has nonetheless achieved significant reductions in group care and shelter care in the subsequent two fiscal years.

- Scott County saw an increase in group care and shelter care between July 1992 and July 1993, but has reversed the pattern in July 1994; this has been accompanied by a steady increase in admissions to family foster care.

- In addition (not depicted in the tables), between FY 1989 and FY 1992 Scott County saw a 60% decrease in out-of-community institutional bed days in Eldora and a 64% decrease in out of community institutional bed days in Toledo.

| Indicator 6.2: Increasing proportions of families being served receive in-home and preventive services.

Measures: Proportion of identified "decategorization" families receiving particular services and supports; in-home vs. community vs. placement services (means tracking of all services provided to families).	How selected: Brainstorming goal of intervening before crisis; RFP concern about whether family-focused and community-based services have been enhanced, and whether decategorization services focus more than previous services on preserving/supporting families and preventing placement.	Why selected: Primary intent of decategorization legislation was to allow counties to reduce services delivered out-of-home and increase services in the home and of a non-crisis nature.

Methodology: Frontline worker forums, review of budget documents and progress reports, interviews with DHS administrators.

Data Availability: Sites vary in the ability and regularity with which they track the involvement of families in preventive services. Contacts with consumers are generally monitored by the vendors providing services. Non-duplicated case counts across service types with families as the unit of analysis are not consistently available.

Many sites track the number of crisis cases which they serve, but none specifically track non-crisis cases. The most readily available measure of preventive services appears to be participation in voluntary and preventive programs. Duplication of case counts in voluntary programs presents difficulties, since, in many cases families participate in more than one program.

Findings:

While it is clear across all counties that far more preventive services are being provided presently than were available prior to decategorization, it is difficult to measure this proportionally. In most counties eligibility criteria have been relaxed significantly in order to reach populations which DHS would typically not see until the courts became involved. The result has been that more families are being served in general than prior to decategorization. In addition to changes in eligibility criteria, counties are also trying to divert people into more informal supports, which are not easily tracked. The general conclusion is that the proportion of families served who are receiving supports has significantly increased, but it is difficult to determine precisely to what degree this is true.

The service array of DHS and JCS has historically been one of crisis response. DHS, JCS and decategorization staff across counties note that this is where the bulk of their energies and resources are directed. The decategorization sites offering preventive programs have noted a steady increase in the use of these services over time. There is a growing demand for these types of programs, but little corresponding relief in the demands placed upon traditional services. Budget allocations, particularly for group and foster care, are expected to continue to decrease over time. This will increase the pressure on alternative supports and prevention programs to meet these needs. Assuming that the population of people who can only be served by traditional

programs remains at least constant, this tension in the face of these budget cuts presents the real possibility that sites may eventually be put in the position of offering support services which are inadequate to meet the severity of the presenting needs.

- Polk County has applied for and received a Juvenile Justice Crime Prevention grant in an effort to reach out to youth before they are in crisis. Included in the grant is support for evaluation of its effectiveness.

- The Planning Committee in Linn County is in the process of examining crisis and preventive approaches to serving youth at the same time. They hope to identify savings which can be used for prevention programs.

- Dubuque County hired a Violence Prevention Specialist to increase community awareness of violence in the community; this person has developed a Violence Prevention curriculum which will be used in the schools.

III. CONCLUSIONS AND IMPLICATIONS

This examination of decategorization outcomes highlights significant methodological as well as programmatic issues.

A. Programmatic Implications and Recommendations

The evaluation has brought to the fore important *programmatic* findings. In terms of <u>service penetration</u>, we have learned that:

- A reasonable amount of information is available on general population need, but there is very little indication of the extent to which target families have been reached by decategorization efforts.

- Decategorization meetings and newsletters are effective in spreading information among staff about resources in the community.

- Families' knowledge of community resources has grown, as has their knowledge of where to go for information.

- Frontline workers' availability to families is hard to assess, except for crisis assistance.

- In terms of <u>family engagement</u>, we have learned that:

- Voluntary participation in programs is very difficult to track; some surveys have been done of use and satisfaction.

- Families' sense of working in partnership with frontline staff appears to have significantly improved with decategorization, especially among those families participating in family resource centers.

- Families' participation in community activities has increased as a direct result of their participation in decategorization programs.

In terms of <u>family growth</u>, we have learned that:

- Families report having greater personal support networks, especially those who participate in family resource centers.

- Many programs are geared to improving parents' knowledge of child development and parenting skills, but no hard measures are available.

- Family progress toward goals is unevenly assessed and is not aggregated.

In terms of <u>community embeddedness</u>, we have learned that:

- Frontline workers' knowledge of decategorization is less explicit than implicit: the decategorization philosophy is generally reflected in the way they work with

families and with other agencies, and this change is attributed to decategorization bringing them into joint working relationships.

- Agencies' mutual knowledge and respect grows through meeting opportunities and related interactions.

- Vendor agencies' participation in decategorization meetings and planning is generally good; counties vary in how much non-vendor community agencies are involved.

In terms of system response, we have learned that:

- A great many new services have been created through decategorization, especially focused on support and prevention.

- Increased flexibility in funding, especially access to family assistance funds, has given providers the ability to change the way they offer services: what they can provide, where they can offer it, who they can serve, and how they can coordinate the services.

- The use of generic resources seems to have increased, due to opportunities to share information on what exists, but also by including generic service providers in decategorization service sites and as decategorization vendors; however, this shift is very difficult to document.

- Decategorization committees have fostered closer relationships among community agencies, especially joint problem-solving around shared families; some counties are beginning to develop common intake, information sharing procedures, and joint training.

- Sites give significant funding to prevention and family-centered services, although foster care still constitutes the largest portion of county decategorization budgets; there is a pervasive sense that funding has noticeably shifted toward prevention and away from placement services, but complete data is not yet compiled.

- New funding has been obtained through foundation grants, joint funding arrangements with schools and other public entities, and through in-kind contributions from community agencies.

- Any direct role for families in policy-making is very limited.

- The role of frontline staff in decategorization planning varies considerably; no site has direct participation, but some have established good avenues for input and feedback.

In terms of <u>community well-being,</u> we have learned that:

- Group care placements are decreasing, and the restrictiveness of placements is lessening.

- Although thorough data are not available, it appears that increasing proportions of families are receiving preventive services, but it is not clear if this has reduced the rate of growth in crisis programs.

All these points add up to substantial change due to decategorization, as well as significant room for further progress. Because of the immense variability across the decategorization sites, both in length of experience with decategorization as well as in choices made about service focus and collaborative structure, it is difficult to identify any programmatic priorities for cross-site action at this time. In a few years, after the decategorization sites have had the opportunity to put in place more systematic outcome measurement "systems", these outcomes should be reevaluated, and attention given to rewarding performance and/or improving performance in specific outcome areas.

B. Methodological Implications and Recommendations

The outcome evaluation findings point to several important *methodological* considerations:

- The technical assistance needs around data collection and monitoring are substantial. The state or the decategorization counties together should consider developing a consulting arrangement with an expert who is both familiar with systems reform initiatives and is knowledgeable about data management and evaluation.

- Ongoing survey efforts will be necessary in order to establish the effectiveness of decategorization services. These will ideally be valid samples of populations of service recipients, community members and DHS, JCS, Decategorization and vendor agency staff. Information gathered through this methodology could include changes in the status of outcomes in the areas of parent knowledge, agency collaboration, and the degree to which services are family centered and directed. There is a rapidly growing body of survey and interviewing instruments appropriate to interagency service delivery efforts that could be accessed and tailored to sites' needs.

- Case tracking systems are needed that can follow all participants in an out of concurrent services, with some form of unique identification maintained. This system would ideally be used by all vendor agencies and would include a method to monitor service referrals to non-traditional services and informal supports. There may be ways to add this capability to Iowa's new FACS system.

- The impact of decategorization services on the desired outcome of avoiding placement may be measured through studying a sample of decategorization and non-decategorization service-using families. By controlling for demographics, previous court involvement and other factors, it may be possible to isolate the effect decategorization services have on the likelihood that a child will be placed. However, the evaluation literature well documents the pitfalls to using even quasi-experimental designs to assess the impact of comprehensive service reform initiatives.

These observations highlight the need for a systematic approach to evaluation, that could be used by both the individual decategorization counties and by the state to foster ongoing improvement in decategorization. We offer below some general recommendations on data collection methods. Table 6 suggests particular approaches to measuring each of the outcome indicators discussed in this report. This is designed to be a starting point for counties and for the state DHS as they develop their evaluation capability.

Indicator/Topic		Tracking	Mail Surveys	Interviews	Forums/ Focus Groups
			Table 6		
			Suggested Data Collection Approach		
1.1	Contact w/ target families	X	X		
1.2	Staff awareness of resources		X	X	
1.3	Family knowledge of resources			X	X
1.4	Staff availability		X		
2.1	Family participation	X	X		
2.2	Family partnership			X	X
2.3	Family community involvement		X	X	
3.1	Support networks		X	X	
3.2	Parenting knowledge	X	X		
3.3	Goal attainment	X	X		
4.1	Agency decat. knowledge		X		X
4.2	Interagcy. respect			X	X
4.3	Agency decat. participation	X	X		
4.4	Staff decat. knowledge		X	X	
5.1	New services	X	X		
5.2	Reconfigured services	X		X	
5.3	Use of generic services		X	X	
5.4	Interagency chgs.		X	X	
5.5	Funding patterns	X		X	
5.6	Funding sources	X	X		
5.7	Family policy role		X		X
5.8	Staff decat. participation		X	X	
6.1	Placements	X			
6.2	Prevention	X	X		

- *Tracking* refers to ongoing collection of information, whether on families or on agencies. Tracking assures that there is documentation of all the relevant events which have occurred, eliminating the need to rely on how historical recall. The most common use of tracking is for families who are formally served by public agencies (and constitute a "case"); documentation is maintained on all contacts with the particular family and all critical events which occurred. The family growth indicators on parenting knowledge and goal attainment, as well as the community well-being indicators on placements and prevention services, could be measured through this type of tracking.

In addition, tracking can be done for non-individualized agency activities with families, such as counting contacts with families and the numbers of families participating in voluntary programs.

The third area where tracking is particularly useful is system-level actions of agencies. Systematically documenting which agencies participate in decategorization meetings, what new and reconfigured services they put in place, and how they fund their activities, are all important ways to measure the impact of decategorization.

- *Mail surveys* are a way to systematically gather information from a sample of people, with less burden than tracking and less time demand than individual interviewing. With proper selection of a sample, an agency can get more detailed and sometimes more reliable information from a mail survey than from a half-heartedly maintained tracking system. Among the types of information most amenable to mail surveys of families are contact with and ongoing participation in programs, community involvement, availability of frontline workers, extent of personal support networks and other family growth indicators, and family involvement in policy-making.

   Mail surveys of frontline workers could address awareness of community resources, availability to families, knowledge and involvement in decategorization activities, and types of services and supports utilized for families.

   Agency-level information can similarly be gleaned using a mail survey of administrators or managers, including new services created or funding sources tapped, changes in relationships with other agencies, and internal policy and procedure modifications.

- *Forums or focus groups* are an increasingly popular approach to gather information on attitudes and experiences. Focus groups are more structured, keyed to very specific questions; forums tend to be more free-wheeling, using some general questions to get discussion going. The advantages of these group methods are (1) hearing from many family members or frontline workers in a shorter amount of time than would be required for individual interviews, and (2) providing a less intimidating/pressured situation for people to speak their feelings. The facilitator must be skilled in keeping the group on the topic, and in keeping participation balanced – encouraging reluctant people and keeping others from dominating the conversations.

- *Interviews* can be used to supplement other data collection approaches, to get more detailed information on particular issues. This is the most labor-intensive of the evaluation techniques described here, but also can provide the richest information. Interviews are appropriate for any of the stakeholders; in some cases, face-to-face interviewing is preferable to telephone interviewing. Interviews can be used to follow up with particular individuals who completed a survey or participated in a focus group; or they can be used with an independent

sample of individuals, with the aggregated information then used to cross-check against the other data source.

C. Conclusion

Decategorization has brought about wide-ranging changes in agencies, workers, and families in the participating counties. Much progress has been made in improving families' sense of being a partner in their own growth; in frontline workers sense of playing a meaningful role in the life of families and the community as a whole; and in agencies becoming better connected to one another to increase their efficacy.

One of the most important insights that can be drawn from this report and the companion report on implementation is that decategorization is a labor- and time-intensive journey, not a well-defined destination. Decategorization demands a great deal of effort, from all stakeholders, before any "results" are felt. It increases the burden on workers to know about services and supports available in the community, as but one aspect of what is a major shift in the frontline worker's role. And it pushes policy-makers and agency administrators to stretch themselves, to take risks they have not taken before, because it promises unique rewards. All this makes it urgent for the state and the decategorization sites to focus on inculcating decategorization thinking into all community stakeholders, giving them ownership in the change process, so that they can effectively change the ways they interact with families and lead families to better outcomes. Equally important to emphasize is sites learning from one another, sharing techniques of family outreach and intervention, staff deployment and training, and administrative streamlining, which have helped to move a particular decategorization agenda.

Children and family services systems are clearly still in the process of being "reformed". That is a task which can and should go on forever, if the system is to remain vibrant and responsive to family and community needs. It is equally challenging for outcome measurement systems to remain fluid, to adjust with the changing goals and expectations for integrated service systems.

Appendix A:

Listing of Specific Programs and Services Funded through Decategorization

<u>Clinton County</u>

Collaboration
1. FAST program

Crisis
1. Women's Resource Center

Health/Prevention
1. Purchase "XRF" devices to determine lead problem in homes.
2. NEST-prenatal care incentive program.

Mental Health
1. Counseling and support groups

Parents/Family Support
1. Partners in Parenting
2. Family Resource Centers (2 established and 2 in progress)
3. Play and Learn Collection
4. Parenting packets provided by the Child Abuse Prevention Council

Training
1. Staff Training allocated in budget and in progress.

Youth
1. Neighborhood summer recreation programs at local schools.
2. Wave program
3. Day Treatment

Staff
1. Family Outreach Counselor through the African-American Mentors project.
2. Family Resource Center Director at Camache
3. Secretarial Assistant
4. Case Aides

<u>Johnson County</u>

Collaboration
1. Community based services
2. Clear Creek project

Crisis
1. Support groups and services for victims of sexual abuse.

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Johnson County - continued

Health/prevention
1. The Nest of Johnson County
2. Adolescent Family Life Demonstration Project
3. Neighborhood-based substance abuse prevention planning and programming from the Center of Substance Abuse Prevention matching funds.

Mental Health
1. Services for families with chronic mental illness (CMI)

Parent/Family Support
1. Northwest Junior High family services center
2. Hills Family Resource Center
3. Partners in Education
4. North Liberty Family Resource Center
5. Child Care for children whose parents are receiving substance abuse treatment.

Training
1. Service Index Training

Youth
1. Tracking intensive supervision
2. Junior High at-risk facilitators
3. B.E.S.T. Pre-vocational summer program for girls.
4. Big brothers/Big sisters of Johnson County group activity program
5. Summer Recreation Programs for at-risk youth
6. Iowa City Community Schools "Step-up" Program.
7. Mayor's Youth Employment Program truck and bike restoration
8. Oxford Daycamp
9. Juvenile Crime Prevention Community Programs

Other
1. Youth and Family Advisory Committee

Additional Staff
1. Social Worker II

Dubuque County

Collaboration
1. Case Facilitator

Crisis
1. Crisis teams
2. Crisis Intervention program
3. Emergency Supervision

Dubuque County - continued

Health/Prevention
  1. Violence Prevention Specialist

MR/DD
  1. Special Needs Daycare

Parent/Family Support
  1. Parent Network Book
  2. Attendance High School Daycare program
  3. Day treatment
  4. Parent Coordinator
  5. Daycare for Foster Family

Youth
  1. Mentoring Program
  2. Special supervision to RT placements
  3. School Liaison Officers
  4. Positive Peer Culture

Additional Staff
  1. Decategorization Planning Assistant
  2. Case Aides
  3. Foster Family Specialist

Scott County

Collaboration
  1. Child Health Decategorization implemented and linked with Child Welfare Decategorization through the Joint Central Committee and child welfare planners participation on the Child Health Planning Committee
  2. Case management
  3. Case consultation

Crisis
  1. Crisis Nursery implemented for emergency child care and respite
  2. Emergency Foster Care is a funded Decategorization Service

Health/Prevention
  1. Child Health Initiative and other associated efforts included: Head Start, Well Baby Checks, Family Service/Education Center in Pleasant Valley School District, Maternal and Early Childhood Coalition, and arranging for non-public school children access to the Davenport Community School District's School Health Initiative.
  2. School Health Initiative-health related program with the four public school districts and selected private schools that provide access to health services.
  3. EPSDT in-home visitor, outreach and care coordination program initiated.
  4. Coordination of Immunization and Lead Screening Programs
  5. Implementation of VNA's Resource Mother's Program for high risk mothers

Scott County - continued

Mental Health
1. Outreach mental health workers as part of the Family Resource Centers in schools.
2. Crisis intervention response

MR/DD
1. Case consultation teams-a multi-disciplinary team to present a case plan to the court on committal proceedings.

Parents/Family Support
1. Family Resource Centers (4)

Training
1. "Families Together: A System of Case Management for Scott County Families" training for DHS and JCS case workers.
2. Training was provided regarding the three levels of foster care.

Youth
1. School Based Family Service program implemented in the Davenport School District. A comprehensive education, health, and human service program.
2. Adolescent Day Treatment Program at Friendly House initiated with decategorization funds and now funded through different means.
3. JCS school liaison on school site funded by collaborative strategies.

Other
1. Care Review Team
2. Friendly House food and transportation program
3. Studies and Publications: Foster Care Study, Needs Assessment of public schools, Residential Placement Study, Case Consultation Team Study, Scott County Service Inventory, Scott County Children and Families, Well-Being Indicators, Child Health Survey, and quarterly Decategorization Newsletter.

Staff
1. Five Case Aides hired to provide para-professional support to case managers and families
2. Foster Care Coordinator hired with Decategorization funds to coordinate the foster care licensing and recruiting.

Pottawattamie County

Collaboration
1. Direct Intake

Health/Prevention
1. Birth to Four Program, a abuse prevention program

Parent/Family Support
1. PACT (Glendale)-vocational, family education, recreation, and shared case management services.
2. Home Preservation Care-alternative to protective child care.'

Pottawattamie County - continued

        3. Community Preservation
        4. Carter Lake Community Resource Center

Youth
        1. Youthful Offender Program-new approached for juveniles waived to adult court.
        2. "Home Team: Neighbors Helping Neighbors" Juvenile Justice   Delinquency Prevention Program.
        3. Alliance (Day Treatment)
        4. Intensive Supervision
        5. Thomas Jefferson N.E.T.-counselor and staff, recreation through the YMCA

Staff
        1. Social Work Support Staff