INNOVATIVE APPROACHES TO PREVENTING CRIME AND REHABILITATING YOUTH AND ADULT OFFENDERS

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES

OF THE

COMMITTEE ON GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED SEVENTH CONGRESS

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INNOVATIVE APPROACHES TO PREVENTING CRIME AND REHABILITATING YOUTH AND ADULT OFFENDERS

FRIDAY, MARCH 22, 2002

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES,
COMMITTEE ON GOVERNMENT REFORM,
Fort Wayne, IN.

The subcommittee met, pursuant to notice, at 1 p.m., at Ivy Tech Auditorium, 3800 North Anthony Boulevard, Fort Wayne, IN, Hon. Mark E. Souder (chairman of the subcommittee) presiding.

Present: Representatives Souder, Cummings and Davis.

Staff present: Conn Carroll, clerk; Christopher A. Donesa, staff director and chief counsel; Amy Adair Horton, deputy staff director; and Julian A. Haywood, minority counsel.

Mr. SOUDER. If everybody could take their seats. Subcommittee will now come to order. I'm honored to chair this hearing today for multiple reasons. Foremost is the fact we've been able to gather so many quality professionals from local communities, courts and government, to Federal officials for this hearing.

It's a privilege to welcome Administrator Charles Curie of the Substance Abuse and Mental Health Services Administration [SAMHSA], who happens to actually be a native of this area, from DeKalb County to be exact. The Department of Health and Human Services, through SAMHSA, provides the majority of Federal funding for drug abuse treatment, prevention and education programs in the United States.

With an estimated 26 million Americans presently addicted to drugs and/or alcohol, costs to our community are skyrocketing. The cost of both drug and alcohol addiction to society, including costs for health care, substance abuse prevention and treatment, preventing and fighting substance-related crime and lost resources resulting from reduced worker productivity or death, was estimated at an astounding $246 billion for 1998.

Administrator Curie will testify about the administration's initiative to prevent drug abuse and treat drug users. He will also testify about Federal funds flowing to Indiana for drug abuse treatment, prevention and education programs, as well as drug abuse trends in northeast Indiana.

I am also honored and pleased to welcome two of my congressional colleagues to northeast Indiana today. Congressman Elijah Cummings of Baltimore, who is a ranking member of this sub-

committee, and Congressman Danny Davis of Chicago, who has been a leader in the House of Representatives on the issue of re-entry of ex-offenders to communities.

Finally, I want to thank all of our distinguished witnesses, many of whom have changed their busy schedules in order to accommodate this hearing. The subcommittee will greatly benefit from your testimony this afternoon.

For quite some time, I've been hoping to have the opportunity to showcase the exemplary programs that have grown from the grassroots in northeast Indiana. This region has proven to be a prolific environment for innovative crime control programs, initiatives that provide pre- and post-adjudication services for high-risk youth and adult and juvenile offenders. Such programs span a wide variety of services, including adult re-entry and drug courts; juvenile mentoring, educational attainment and character programs; alternative schools; anti-drug programs; and partnerships between law—local law enforcement and neighborhood communities. Those of us from this area have reason to be very proud of our community's leadership in providing narrowly targeted services to juvenile and at-risk populations.

Of the local programs highlighted at this hearing, some funding flows through various Federal grant programs, including the Department of Education's GEAR UP program, the Corporation for National Service's Americorps program, the Bureau of Justice Assistance, and the Department of Justice's Community-Oriented Policing Services, COPS, program. I am interested in learning how the Federal Government can provide monetary and other assistance to local communities who are on the front lines of crime control.

Another reason for my distinct pleasure in hosting this hearing is that some of the local initiatives highlighted today are linked to legislation I have closely worked on in Washington. As a member of the House Education Committee, I have worked on juvenile justice legislation, the Safe and Drug Free Schools and Communities Act, and GEAR UP, Gaining Early Awareness and Readiness for Undergraduate Programs. Since 1996, the Education Committee has annually considered juvenile justice bills. I worked heavily last year on the Elementary and Secondary Education Act, which contained the Safe and Drug Free Schools title. This is the Federal Government's major initiative to prevent drug abuse and violence in and around schools. And, in 1998, I worked with Congressman Chaka Fattah, who is not here, to create—I was a major Republican sponsor to create the GEAR UP program. GEAR UP seeks to increase disadvantaged students' secondary school completion and post-secondary enrollment by providing school—support services and by assuring students of the availability of financial aid to meet college costs.

As Congress continues to consider crime control legislation, it is important that we learn about grassroots programs that are effective in addressing specific adult and juvenile justice issues. Some of these initiatives may be fortified with the Federal grant money; others may not. The central questions are what we can—what can we learn from these programs and how can the Federal officials encourage and champion programs like we see here in this area.

Just several weeks ago, I was with Congressman Cummings in Baltimore. We focused particularly on drug treatment, in which he's been a leader in, but also the drug courts, which has been very important here in northeast Indiana, and—and where I've been on the forum multiple times advocating the drug courts and we're going to hear more about that today.

And Congressman Davis is a champion on re-entry programs, which Judge Surbeck will be talking about our challenges here in northeast Indiana. I supported his legislation. One of the most difficult problems we have in—in cities like the size of Fort Wayne and especially in our smaller towns is where do you find transitional housing, where do you find people who are willing to employ people, retrain them, because, if we don't do those kinds of things, it is difficult to see how we cannot just accelerate the pace of crime and problems in our communities. And we have two of the most innovative Members of Congress here today and it's a great honor to welcome them here to Fort Wayne.

[The prepared statement of Hon. Mark E. Souder follows:]

Opening Statement
Chairman Mark Souder

"Innovative Approaches to Preventing Crime and Rehabilitating Youth and Adult Offenders"

Subcommittee on Criminal Justice, Drug Policy, and Human Resources
Committee on Government Reform

March 22, 2002

I am honored to chair this hearing today for multiple reasons. Foremost is the fact that we have been able to gather so many quality professionals – from local communities, courts, and government, to federal officials – for this hearing.

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With an estimated 26 million Americans presently addicted to drugs and/or alcohol, costs to our communities are skyrocketing. The cost of both drug and alcohol addiction to society - including costs for health care, substance abuse prevention and treatment, preventing and fighting substance-related crime, and lost resources resulting from reduced worker productivity or death - was estimated at an astounding $246 billion for 1998.

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Mr. SOUDER. Mr. Cummings.

Mr. CUMMINGS. Thank you very much, Mr. Chairman. And I want to thank you and—sincerely for inviting me to your congressional district and for holding this very important hearing in Fort Wayne today. I'm certainly very pleased to have Congressman Danny Davis, a member of our subcommittee, with us.

Just 2 weeks ago, as you stated, Mr. Chairman, the subcommittee held a similar hearing in my home district of Baltimore City, and you were able to see and hear what the Federal Government, the State and local agencies and the private sector organizations are doing to combat the terrible problem of drug abuse and addiction in Baltimore. In Baltimore, as you are well aware, with a population of some 665,000, it is estimated that we have 65,000 addicts, plus. I thought it was important for you and for the Congress to know about the remarkable progress that Baltimore has made in reducing drug use and related crime and health problems by expanding access to effective drug treatment.

Today's hearing gives me a similar opportunity to see what the public and private sector are doing in northeast Indiana to prevent crime and to rehabilitate youth and adult offenders in your community. Here, as in Baltimore, the initiative and creativity that spawns effective solutions often begins at the grassroots level among the very people who are directly affected in their own communities. Clearly, I affirm the Federal Government has played, and must continue to play an active role in supporting many such efforts in Baltimore and northeastern Indiana and around the country. It is important for us, as Federal legislators, to learn about and to talk about local success stories so that we can replicate them across our great Nation.

The work of the Substance Abuse and Mental Health Services Administration is a primary source of Federal support for drug treatment and research programs around the country. So I'm very glad that SAMHSA's administrator, Charles Curie, appears here with us today. I'm happy, too, Mr. Chairman, that Congressman Danny Davis, who has spent phenomenal amounts of time addressing the issue of re-entry is here with us, too. For he brings a lot of the insight. So often what happens is that people say, Put—when people run into drug problems, they say, Put him in jail and throw away the key. Well, the fact is is that people are going to come back into our communities and, as we've found in Baltimore, so often they return to the same corners, to the same house and to the same people and, next thing you know, we have a revolving door. And, so, that—for that reason, it is so important that we address re-entry.

The problem with crime in America is very complex, but its connection to drug abuse and addiction is clear and easily understood. Recently, the director of the Office of National Drug Control Policy, John Walters, paid a visit to Baltimore City, and we were able to sit down and talk with a number of residents in a highly successful drug treatment facility there called the Turk House. During that exchange, we conducted our own miniature survey of among 12 recovering addicts and learned that, on the average—and listen to this—that, on the average, each of them spent more than $100 a

day to support their drug addiction and all of them—all of the 12 were unemployed.

During the subcommittee's recent field hearing in Baltimore City, Police Commissioner Edward Norris testified that 8 percent of homicides in Baltimore and an even greater percentage of property crimes, which are far more prevalent, are drug-related. Certain crimes may be beyond our government to prevent, Mr. Chairman, but we can do something about drug-related crime if only we could get people to stop using drugs. Baltimore's experience proves that. We simply cannot solve either the drug problem or the crime problem simply through incarceration, and that is why I'm such a strong supporter of drug courts, which use the coercive power of criminal—of the criminal justice system to get substance abusers the treatment that they need. Still, drug and alcohol abuse are not the only recursus of criminality. Child abuse and neglect, substandard living conditions and many other factors can help make a criminal out of someone who might otherwise flourish and contribute as a productive citizen. And, so, our criminal justice system must become flexible enough to identify and treat underlying problems when offenders enter the system for the first time. Often, as we know, that is very—that is very early in an offender's life, so juvenile justice programs, including juvenile family courts, are critical. For juveniles and adults alike, if we simply punish without actually correcting what's wrong with the individual, the cycle of abuse, addiction and criminal behavior will quickly take hold.

As Representative Davis clearly understands, we must also deal with those who are already incarcerated and who are or will be returning from prison to society. Sending offenders away for longer periods of time may ease the pain of victims and others in the community, but it only defers the pain these offenders will visit upon future victims if they are not prepared to be law-abiding, self-sufficient citizens when their sentences are up. We simply must do more to ensure that, when an offender is released, he or she is equipped to function as a healthy, self-sustaining and productive citizen, parent, spouse and employee.

Based on the written testimony I've seen, some, if not all, of these ideas have already been put to work on the State and local level in the Fort Worth area, and I—and I look forward to hearing how various justice programs are working and what lessons our witnesses can offer to communities across the country, including how the Federal Government has been helpful to date and how it can be even a better partner in the future.

Thank you, Mr. Chairman.

Mr. SOUDER. Thank you very much.

Now, I'd like to recognize my friend, Mr. Davis, who's my friend not just because he represents the Chicago White Sox, for those of you who know I've been a White Sox fan for many years, but he's been a great leader and Congressman, Congressman Danny Davis.

Mr. CUMMINGS. I'm waiting until next year. And I meant to say—And I meant to say Fort Wayne.

Mr. DAVIS. Thank you very much, Mr. Chairman. And let me first of all commend you and ranking member Elijah Cummings for the outstanding leadership that you've both shown in this area of drug use abuse and trying to find ways to correct problems that

exist. It is my feeling that's one of the most pernicious and most threatening of all the problems facing our society, is that of drug use and abuse, which becomes an integral part of what happens with and within our criminal justice system. As you have already noted, many of the individuals who are caught up in criminal justice activity find it being spurred and generated by the use of mind-altering drugs. Once they lose control of the direction of their lives, then it becomes a very empty situation for them; therefore, I commend you for the efforts to take in-depth looks at these issues.

The Justice Department has predicted that more than 630 thousand people will be released from our prisons and jails this year with the same thing happening next year and the next year and, unfortunately, many of these individuals—most of them are returning in worse shape than they were in when they were first incarcerated. Half of them or almost half will find themselves caught up again within a period of 3 years. And, so, therefore, we must, as Representative Cummings has indicated, find a way to provide more resources, more opportunity and to help not only those individuals, because, as we help them, we are really helping ourselves. That's why we take the position that, when we help an ex-offender become a productive member of society, we help a whole community realize its own potential. And, so, I'm pleased to be here today in Fort Wayne, look forward to the discussions that will take place and certainly want to add my welcome to Administrator Curie and look forward to his testimony.

Thank you very much, Mr. Chairman.

Mr. SOUDER. Thank you very much.

Before proceeding, I would like to take care of a couple of procedural matters. First, that I have consent that all Members have 5 legislative days to submit written statements and questions to the hearing record and any answers to written questions provided by the witnesses also be included in the record. Without objection, so ordered.

Second, I ask to have consent that all exhibits, documents and other materials referred to by Members and the witnesses may be included in the hearing record and all Members will be permitted to provide extended remarks. Without objection, it's so ordered.

We are an oversight committee and it is our standard practice to ask all our witnesses to testify under oath. So, if you could stand.

[Witness sworn.]

Mr. SOUDER. Let the record show that the witness answered in the affirmative.

It's a great honor to have you here to initiate our hearing today, and I'll now ask you, as administrator of this important and the most important drug treatment agency, to outline some of your accomplishments and goals.

STATEMENT OF CHARLES CURIE, ADMINISTRATOR, THE SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION

Mr. CURIE. Thank you, Mr. Chairman. Appreciate the opportunity to be here today for broad reasons. One of you mentioned

this does represent my hometown district, and I know my parents are pleased I'm able to come home for a visit on this particular trip, but, also, professionally, I appreciate the work you, Mr. Chairman, have done on this and as well as Congressman Cummings and Congressman Davis, to further the education of the public around substance abuse, which hopefully I'll be able to elaborate on here. I do request that my written testimony, which I'm submitting, be made part of the record.

And I do also appreciate the fact you clarified in your opening statement and one amendment I'd like to make to that written testimony is it had me down as a native of Noble County. I'm a native of DeKalb County. My staff understands that now as we move ahead. And I think the—what occurred is my good friend, Judge Michael Kramer, came from Noble County to visit me in my office and we talked about northeastern Indiana. So I think my staff got a little confused with that, but I am a native of DeKalb County. Also have roots here through having been a graduate of Huntington College. And then Congressman Davis and I were just comparing notes. Being an alumnus of the University of Chicago and we were able to talk about common social work around there.

Also, Congressman Cummings, if I might, I'd also like to note your continued efforts to reduce the availability of drugs and increase access to care. And I want to apologize for not having been able to be at the Baltimore hearing. I was—my attention that day was directed toward Chairman Regula and the Appropriation Subcommittee, my budget. So I had that priority facing me that day.

I'd like to also indicate that, with my visit here in Fort Wayne, I arrived yesterday and had an opportunity to see first-hand the inner-workings of the re-entry court under Judge Surbeck, and I just want to say that I not only had a chance to see he and his staff in action and the work of Executive Director Sheila Hudson preparing for that court, but I was able to sit in on a night court session last night. And I thought it represented an excellent model of accountability, but also recognition of what the members of this committee have already articulated in terms of the underlying issue of substance abuse and addictive disease and how that contributes to the cycle of crime, but how we can also address this issue through treatment, at the same time holding people accountable and really work to restoring individuals to come to a life of dignity and full participation in the community. And I think Fort Wayne doing this basically proves grassroots movement in terms of using the dollars that were already here to accomplish that is a great testimony and I do believe that it will serve as a model as we look to fund other programs in corroborating with the Department of Justice to see that this type of model can be available throughout the country.

It is SAMHSA's mission to fully develop the Federal Government's ability to target substance abuse and mental health services to the people most in need and to translate research in these areas more effectively and more rapidly in the general health care system. The Agency's work has shown that prevention, early intervention and treatment for mental and substance abuse disorders pay off in reduced HIV/AIDS, crime, violence, suicide, homelessness, injuries and health care costs, as well as increase productivity, em-

ployment and community participation. I might add that the focus of this hearing also, I think, points out that good public health also can translate to good public safety. I—the comment that was made, I believe by Congressman Cummings, the statistic of 630,000 individuals leaving the correctional facilities throughout this country point out that if individuals still have an underlying addiction disorder that's not been addressed, they're going to be—continue to be a prisoner of that addiction disease and the revolving door will continue to spin.

The President's proposed budget for 2003 includes an additional $127 million for substance abuse. It's a continuation of the President's promise to reduce the treatment gap. It includes an additional $60 million for the substance abuse prevention treatment block grant that will bring several contributions directly to the State to $1.785 billion. If the President's budget is approved, Indiana, for example, will receive $33,632,000. Janet Corson, who is the director of the Indiana agency, is responsible for the block grants funds and we pledge our continued work with her to see that these funds are used effectively.

The President also has proposed increasing $67 million for competitive grants. This year, Indiana is receiving an additional $4.7 million in competitive grants in addition to the block grants.

I encourage these programs also in this district to apply for Targeted Capacity Expansion grants. The next application is due May 10th, and these funds provide support to local communities to address substance abuse treatment issues in their area, whether it's Oxycontin, methamphetamine abuse or services for adolescents, in particular, adolescents in the criminal justice system.

We support and expect to expand also our State Incentive Grant Program, which Indiana is a recipient of about $2½ million. Eighty-five percent of these funds are required to go to local communities for prevention activities. SAMHSA will also help local communities by identifying programs and models that work so they can be replicated in different communities with different populations. We do this through treatment and prevention improvement protocols for substance abuse issues and common and technical assistance.

I also wanted to point out two other things real quickly; the need to focus in our systems on care of co-occurring mental illness in substance abuse disorders. We are finding in our service delivery system as high as 60 percent of individuals being served by the drug and alcohol system, as well as mental health have co-occurring disorders which are not being fully treated, and I view this as an area that we need to address so that we are assuring that we're maximizing the public dollar in the first place. Because, if we treat the substance abuse issue without treating the underlying mental illness, people are going to continue to self-medicate and come right back in that system. The same is true with treatment of mental illness. Without dealing with the recovery around the addiction, again we are not fully treating those individuals.

And the other point I would like to make is our system needs to be thinking about giving people life in the community. Whether we talk to prisoners coming out of the criminal justice system who have a substance abuse disorder or whether we're talking to indi-

viduals coming out of the State hospitals with mental illnesses, I think that there's been scientific surveys done on this and, in my own experience in just sitting down and speaking with these individuals, you ask them what they need to succeed. They don't talk about, I need a psychologist to follow me around or a licensed drug counselor to follow me around or a case manager. They talk beyond treatment. To make it in the community, they say, I need a job, a decent place to live, and I translated a date on the weekends, but significant emotional relationships and family and friends to be part of the community and to be accepted. We have failed in our system if we don't do that.

I'd like to end with a quote from Douglas McArthur, who is not known as a mental health advocate or a drug and alcohol substance abuse advocate, but he spoke the truth when he said, "In the central place of every heart is a recording chamber. So long as we receive the message of beauty, hope, cheer and courage, so long are you young. When the wires are all down and your heart is covered with the small pessimisms and the act of cynicism, then and only then are you grown old."

And these words of McArthur are true in the person trapped by addictions, the person devastated by mood swings and the person distracted by the voices are people who become more and more isolated. They may get in trouble with the criminal justice system, become more isolated. The wires are truly down. This then tells us that we need to be about not only bringing the wires up, seeing that treatment takes hold, recognizing that coerced treatment does work in prisons, but once treatment does take hold, we must do everything in our capacity to assure messages are sent to that central place of the heart, messages of beauty, hope, cheer and courage and help people gain a life, including a job, a descent place to live and significant relationships.

So that's what we need to be about in the system. I look forward to working with you and accomplishing that.

Mr. SOUDER. Thank you very much for your testimony and once again for coming.

[The prepared statement of Mr. Curie follows:]

DEPARTMENT OF HEALTH & HUMAN SERVICES

Substance Abuse and Mental Health Services Administration

Center for Mental Health Services
Center for Substance Abuse Prevention
Center for Substance Abuse Treatment
Rockville MD 20857

Testimony

of

Charles G. Curie, M.A., A.C.S.W.

Administrator

Substance Abuse and Mental Health Services Administration

Department of Health and Human Services

before

House Subcommitee on Criminal Justice, Drug Policy and Human Resources

Committee on Government Reform and Oversight

March 22, 2002

Available upon delivery

Mr. Chairman, my name is Charles Curie, and I am the Administrator of the Substance Abuse and Mental Health Services Administration (SAMHSA or the Agency). I am deeply honored to have been chosen to lead this agency, which I believe should be and will be the focus of Federal efforts to support and improve substance abuse prevention and treatment services and community-based mental health services.

I am also deeply honored to be here today for two reasons. First, this is the community that I grew up in. I am a native of Noble County. It is here that I developed my sense of community and my interest in mental health and substance abuse services. My parents still live in this community; so do many of my friends, neighbors, and relatives.

Second, it gives me an opportunity to express my personal as well as professional appreciation for the work that you have done in the short 7 years that you have served this district and the country. As Chairman of the Subcommittee on Criminal Justice, Drug Policy and Human Resources, you oversee Federal efforts to address both demand- and supply-side efforts to reduce drug abuse in the country. I look forward to working with you to achieve our shared goal of improving access to quality care for those in need of substance abuse services.

Mr. Cummings, if I might, I would also like to note your continued efforts to reduce the availability of drugs and to increase access to care for those who need it. I apologize for not being available to testify at the hearing earlier this month in Baltimore. I was otherwise preoccupied with preparing for appropriations hearings.

Our mission, as envisioned by Congress 10 years ago when SAMHSA was created, is to "fully develop the Federal government's ability to target effectively substance abuse and mental health services to the people most in need and to translate research in these areas more effectively and more rapidly into the general health care system." Over the years SAMHSA has worked with State and local governments, consumers, families, service providers, professional organizations, our colleagues in HHS and the Office of National Drug Control Policy, and Congress to achieve this mission. The Agency's work has shown that prevention, early intervention, and treatment for mental and substance use disorders pay off in terms of reduced HIV/AIDS, crime, violence, suicide, homelessness, injuries, and health care costs; and increased productivity, employment and community participation. Data confirms that the human and economic cost is much lower when we prevent or intervene early with the best research-based tools available. SAMHSA is working towards achieving the President's goal of reducing current drug use in the U.S. by 10 percent over two years and 25 percent over five years in line with the National Drug Control Strategy released by the President in February 2002.

Our budget proposal, recently released to the Congress and the general public by the President, proposes an increase of $127 million to help build substance abuse treatment capacity and increase access to services that promote recovery and help people rebuild their lives. Included in this proposed increase is $50 million for a new grant competition, which will be structured to reserve funding for state-level competitions, based upon each states' need for treatment services. The proposed funding will allow States and local communities to provide treatment services to approximately 546,000 individuals, an increase of 52,000 over FY 2002.

SAMHSA's National Household Survey on Drug Abuse found in 2000 that approximately 800,000 people needing treatment for an illicit drug problem received treatment. However, of the 3.9 million people who needed but did not receive treatment in 2000, only 381,000 recognized their need for drug treatment. This estimate includes 129,000 people who reported that they had made an effort but were unable to get treatment and 252,000 who reported making no effort to get treatment. While this analysis gives us a better picture of what the true treatment gap is, it also tells us that we need to do a better job of outreach.

To help build treatment capacity beginning with services for those who are trying but unable to receive treatment, the President has proposed a $60 million increase for the Substance Abuse Prevention and Treatment Block Grant. This will raise the direct Federal contribution to States for prevention and treatment services to $1.785 billion. The Substance Abuse Block Grant is the cornerstone of States' substance abuse programs, providing approximately 51 percent of all public funds expended for substance abuse treatment. It supports some 10,500 community-based organizations. Before leaving Washington, I looked up a list of treatment facilities right here in Fort Wayne, and I counted 22. It is very likely that most of these facilities, if not all, are receiving some assistance under the block grant program. If the President's proposal is approved by Congress, Indiana will receive $33,632,240 for substance abuse prevention and treatment services through the Block Grant in FY 2003. States have considerable flexibility in the use of these funds. For the best information on how these funds are being used, you should contact Janet Corson, the Director of Indiana's Division of Mental Health, Family and Social Services, whom we work with very closely.

In addition, the President has proposed an additional $67 million for competitive drug treatment grants to address urgent and emerging drug treatment needs in States and communities, such as treatment for OxyContin abuse, methamphetamine use, or individuals with co-occurring addictive and mental disorders. This year $4,721,759, in addition to the block grant funds, are coming into Indiana for substance abuse prevention and treatment services in the form of competitive grants.

The most well-received competitive treatment program SAMHSA supports is the Targeted Capacity Expansion (TCE) grants. Applications for the next wave of grants have to be submitted by May 10 and for the wave after that by September 10. These TCE grants are intended to expand substance abuse treatment capacity to achieve a targeted response to treatment needs in local communities. I recommend that programs in Indiana interested in funding for treatment for methamphetamine or oxycotin abuse or wanting to focus attention on treatment services for adolescents, especially adolescents involved with the criminal justice system, consult our web site at www.samhsa.gov for grant opportunities.

To support the delivery of effective substance abuse prevention services at the community level, SAMHSA is proposing to expand its State Incentive Grant Program in FY 2003. Indiana is currently receiving $2,500,000 from SAMHSA under this program to promote the development of State/city-wide strategies to make optimal use of science-based prevention resources. At least 85 percent of these funds are required to go to community-level prevention programs. In FY 2002, the State Incentive Grant Program is providing resources to approximately 2,700

community-based and faith-based organizations, community anti-drug partnerships and coalitions, local governments, schools, and school districts.

SAMHSA is assisting States and local communities in other ways. SAMHSA is dedicated to the identification of and the dissemination of best practices in both prevention and treatment services. As stated earlier, this is part of our mission, and one of my goals as Administrator will be to work with our sister agencies in NIH to identify best practices and to recognize good programs in the field that should be replicated in other communities and with other populations. SAMHSA publishes Treatment and Prevention improvement protocols; we sponsor conferences on ways to improve services for vulnerable populations; and we fund technical assistance centers that can help States and local communities in further improving their system of care. Yet it takes some 15 years for the best practices that we have identified today to become common practice. This is unacceptable, and I am dedicated to changing that.

We have had a prolonged discussion in this nation as to whether treatment works. As a result of that discussion, it is generally accepted that it does work, but its efficiency and effectiveness need to be improved. I believe we need to change the discussion from treatment to recovery, then ask ourselves whether we are providing what the individual needs to recover from drug use. This is not a question of semantics. We cannot expect an individual who has successfully completed treatment to return to a life situation where they are not working, have no positive social involvement, have no home to return or go to, and no support system. So when we start asking whether a person has successfully recovered from drug use, we ask not just whether they are free

from drugs or free from criminal activity. We need to ask whether they have substantive employment, a safe and stable living situation, positive social involvement, and the support systems needed to recover.

When athletes tear their anterior cruciate ligament (ACL), we do not judge the success of the treatment by whether the operation was successful or the individual is free of pain. We ask whether they are recovered. Are they walking, climbing stairs, carrying out activities of daily living? The same is true if people have had open heart surgery. Then it should be the question we ask about individuals returning from a life of drugs. This may mean that we have to take another look at the way we are providing treatment and the services we provide as part of our treatment system. My firm belief is that if we do, the results will be much better. The associated costs involved will be well worth the expense.

Mr. Chairman, I have touched on only a few subjects in the areas of substance abuse prevention and treatment. There is so much more that we can discuss today. I can only hope that I will have more opportunities in the future to discuss them in public forums like this with you, Mr. Cummings, and the other members of the Subcommittee.

Again, I appreciate the opportunity to be here, and I am ready to answer any questions you may have.

Mr. SOUDER. What do you see as the major trend that you'll be addressing in this next year? Co-occurrence is an interesting angle, one that hasn't been talked about enough, but, clearly, people who abuse drugs and alcohol have usually some other kind of problem that led into them. I'd be interested in that, or if there are particular programs. Clearly, we're seeing a rise in methamphetamines in many parts of the country, of Oxycontin, of Ecstasy.

Do you tailor any of your treatment ranks around trends of a given area? Are you looking for innovative programs that address certain types, or is it more comprehensive presence than that?

Mr. CURIE. I'll answer the first part of the question and then the second.

In terms of our priorities we'll be addressing this year, you are exactly right, co-occurring is a No. 1 priority that we will be addressing. I think it is SAMSHA's responsibility to take a lead on that important field, identify, in collaboration with providers, academic institutes, the research institutes and in the national institutes for health what models really do work in terms of integrative treatment models to treat people that have co-occurring disorders.

And another reason that we're focused on that area as a priority is 80 percent—while 80 percent of the individuals in the criminal justice system typically across the country—when I was in Pennsylvania as commissioner of mental health there, we did a review of the State prisons there. Eighty percent of the individuals in the State prison system had a drug and alcohol issue, over 50 percent were under the influence at the time of arrest, 10 to 12 percent had a serious mental illness diagnosis and 90 percent of those individuals had a co-occurring substance abuse problem. So that tells us right there where we need to put our priorities in treatment. And we do track trends across the country around Oxycontin, around methamphetamines, Ecstasy, the club drugs and what we're finding is that new drugs seem to emerge in cycles and many times emerge in different geographic regions of the country and then spread across the country, and we do try to follow that. We find that there's typically the same type of intervention and, both in terms of prevention and treatment, are—can address.

Even though there are different drugs, the same underlying dynamics are at play. So, what we do is try to identify those drugs and determine are there some tailored approaches we may need to take. We think that's why we need to have an ongoing approach to assure access to care and be addressing that club drug issue, in particular, as well as issues of—that arise in various localities.

Mr. SOUDER. And a co-occurrence question. Do you see different patterns of drug and alcohol abuse depending upon the mental health problem? Do you see it as something that is more common with the mental health problem that you've identified, or is it—does it get greater as you get older? Are some more identified with youth and adult? Could you give us a couple of examples of that, because, working on this for some time, there are obviously many variations of this——

Mr. CURIE. Sure.

Mr. SOUDER [continuing]. But what would be a couple of examples?

Mr. CURIE. No. That—that's an excellent question.

What we have found is a typical pattern has been that there's an onset of serious emotional disturbance or a mental illness in an individual in their teens years—adolescent teen years. We call it kind of the 5-year window of opportunity to address it if it's identified early on. If it's not addressed, those individuals are at very high risk of beginning to abuse substances, not only because of perhaps it's something that's experimented with as teens, but also it begins to be a way of self-medicating the underlying bipolar disorder, for example, and they have both manic phases, as well as depressive phases. The drugs temporarily take an edge off of those symptoms and, so, they begin to get into a cycle.

We find that if we address the mental illness early on appropriately with appropriate treatment and appropriate prescribed medication, that what begins to happen is you can avert the substance abuse from occurring. So that's one typical cycle that can occur. The other thing that can occur is a long-term use of drugs can begin to have an impact organically on the brain and begin to also address—you begin to see some fatalities around a mental illness. But, typically, what we're finding is more along the lines of a self-medication that occurs.

Mr. SOUDER. Do you see much difference—and, if you can follow this up, if you can give me a preliminary of differences—in ethnic and income backgrounds and the drug and alcohol abuse related to mental health? In other words, would economic questions or other pressures be greater in an urban center and some of the other mental health questions be more suburban, or is it kind of uniform across the board, different kinds of patterns, such as Hispanics, say, from African Americans from Europeans from Asians?

Mr. CURIE. I'm not aware that we have necessarily been able to isolate it in terms of being able to say that it's—there's great variation depending on ethnicity. I think it's more of a general—a trend. In fact, I would say, if you turn the clock back 5 years ago and before—and I remember early in my career, we used to talk about whole morbidity, people with co-occurring mental illness and substance abuse as if it was a small speciality population. Today, again, we're seeing about 60 percent of the individuals in our system have some sort of co-occurring issue.

So it's not a specialty population; it's more the norm. And the concern that we have is that we're spending block grant dollars, we're spending dollars on treatment and, if we're not treating the whole disorder, then people with a concern go, if we're treating a new disorder, are we going to need more money? Are we going to be wasting our—wasting money? My feeling is we're currently wasting dollars by not treating the co-occurring issue up front, not identifying it early on, not identifying it through assessment.

So it's a pop-—we know more today than we ever have before, and I think part of what you just outlined in the question is we need to pursue in terms of what are the differences of urban versus rural suburban, as well as ethnicity.

Mr. SOUDER. Mr. Cummings.

Mr. CUMMINGS. Thank you. Thank you very much.

Dr. Curie, how much of SAMHSA's grant moneys was treatment for persons through the criminal justice system?

Mr. CURIE. I may not have that readily available. I do know that we have several grants and several partnerships that we have with the Department of Justice. At this point, I can give you that—I can give you some representative figure. I know, currently, we have $8 million that we have contributed to the re-entry program, which the Fort Wayne model's being a basis for that, and we're looking to make awards across all 50 States in collaboration with the Department of Justice, Department of Labor, HUD, as well as the Department of Education, to address all the needs of individuals as they're coming out of the criminal justice system into the community in a collaborative way.

So those are some of the newest dollars we're putting in there. We have made criminal justice issues a priority—a stated priority of SAMSHA's budget for this year. And for 2003 and for 2004, it's one of the proposals actually right now of beginning to redistribute some of our current funding to line up with that, because I'm a firm believer that we have missed out if we have not collaborated with justice to maximize—to maximize. Justice is responsible for treatment within the walls, but we need to make sure that the bridge is there and that we have treatment and ongoing supports once the individuals are outside the walls in order for them to realize a life in the community.

Mr. CUMMINGS. The—when you—when we—you know, it's interesting. This is—I mean, I've heard a lot of testimony with regard to drug treatment, but this is the first time I've heard about this co-occurring. That's the first time I heard of it. This is amazing. I mean, I knew it, but I never heard anybody really talk about it. And I was just wondering, does—is this something that SAMHSA has sort of now said, we got it and this is something we're gonna just work on, or was this something that SAMHSA pretty much had long before you even got there and just never talked about it? You follow me?

Mr. CURIE. Yeah. I understand.

Mr. CUMMINGS. Because I think it's a very—I mean, that is a very important point.

Mr. CURIE. There have been some efforts within some of SAMHSA's staff to begin with operation address co-occurring, but SAMHSA, as an overall agency, has never stated it as a major overall priority.

Mr. CUMMINGS. Right.

Mr. CURIE. And we are—Congress requested that SAMHSA address co-occurring and a report was due in October, which I've very pleased with, but this is a major priority that we've established in the last few months since I've come aboard. Because, again, we know more today than we ever have before and the data, I think, is very compelling that we need to make sure our systems of care are addressing the real issues that are at play in the people that are in our system already.

Mr. CUMMINGS. It has been estimated, I think, that about 1.4—1.3 million people need treatment, but only about 800,000 are getting treatment and I'm just wondering, first of all, do you believe that there should be treatment on demand?

Mr. CURIE. Do I believe there should be treatment on demand? I believe people should have, when they're—especially when they're

ready for it, because we do know denial is a major issue around addictive disorders. So, when someone is ready to receive treatment, we need to make sure that we have the access to care when they're ready to receive it.

So I think we do need to and I think the President is committed to addressing that treatment gap issue, but what we've found in the Lake Tahoe survey is that there were about 3.9 million individuals who have a substance abuse disorder based on the response to the survey. Out of that, there were about 381,000 individuals who recognized they had a drug and alcohol problem or issue. Out of that number, 129,000 recognized they had an issue, tried to seek treatment, could not find it. And, so, that is the population we're going to be working with States with these additional dollars that the President has put in the budget to try and establish a plan by State to especially address that issue or that population of individuals who know they have a problem, but were unable to obtain treatment. We think that's a major gap that needs to be filled as quickly as possible.

Mr. CUMMINGS. Do you think, Dr. Curie, that the public is getting it? That is, you know, just a moment ago, I talked about Director Walters' visit and how 12 people talked about a $100 a day habit, plus, with no jobs. And, you know, sometimes we wonder—I wonder whether the public understands how all of this is interrelated——

Mr. CURIE. Uh-huh.

Mr. CUMMINGS [continuing]. And how the quality of life—their quality of life is affected. I mean, do you get the feeling that the public understands that it has a commitment to making the changes and——

Mr. CURIE. I think——

Mr. CUMMINGS [continuing]. The different resources for it to address it?

Mr. CURIE. I think we still have a ways to go before the public fully gets it. I think, for example, when we talk about this issue, especially the connection with the criminal justice system, a major part of the education needs to be clarifying with the public that we're not talking here about the older notion of rehabing criminals; we're talking about individuals who have an addictive disease disorder that gets them in trouble with the law——

Mr. CUMMINGS. Uh-huh.

Mr. CURIE [continuing]. And that it's a treatable disease and disorder. And that, once it's treated and that person attains recovery, then we need to assure that we're facilitating and sustaining that recovery. The person has some responsibility for themselves around recovery; that's what it's about, but there are various model programs that show us that it really does work and that return back into the criminal justice system is drastically reduced when you address substance abuse.

And, so, I think it's—I think education of the public is going to be critical in this process.

Mr. CUMMINGS. Just one last question, Mr. Chairman.

You know, I think people have a tendency, Dr. Curie, to say when they hear about a person, the kind of people you just talked about, they say to themselves, you know, it should—he shouldn't

have done it. You know, that serves him. He shouldn't have gone out and used that crack cocaine. And I was telling some people earlier that, in talking to recovering addicts in Baltimore, a lot of them told me that something like crack cocaine, as soon as you use it—and they say particularly with regard to women—this is not a scientific survey I've done; this is talking to people—that it's almost instantaneous addiction.

And I just—and, so, when you say what you just said, when you also have that group of people who are saying—the public saying, well, that serves him right, they shouldn't have gone out and done that, I mean, that's really a tough—it becomes a tougher sell. Would you agree?

Mr. CURIE. Absolutely. And I think educating people on the results of programs, I think tracking the data, sort of called the reentry court here, for example, and it is going to be a great help, but I think we are up against—I would agree with you.

Mr. CUMMINGS. Thank you very much.

Mr. SOUDER. Mr. Davis.

Mr. DAVIS. Thank you very much, Mr. Chairman.

Mr. Curie, let me thank you for your testimony.

You know, the more I'm looking at this—the issue and the more I listen to discussions and, as we try and analyze and figure out how much headway we're making, I am trying to come up with a definition of successful treatment. Would you share what the department might view as successful treatment?

Mr. CURIE. Yes, I would. And let me share that from a systems perspective service first. We've been able to conclude that treatment reduces drug use and benefits society. We did a survey, a 5-year study, that was conducted by our Centers for Substance Abuse Treatment. And a total of 4,400 clients were—who received substance abuse treatment services from 78 programs were reviewed and the result was the following—and this is how we would define success in terms of outcome: 50 percent, there was a decrease in drug/alcohol use 1 year after completing treatment compared to a controlled group who did not receive treatment; 19 percent increase in employment and income; 43 percent decrease in criminal activity; 43 percent decrease in homelessness; 53 percent decrease in alcohol and drug-related medical visits.

And, again, people who, when they are addicted, their medical records typically are like this. And once they are recovered, their medical records are a lot thinner. Fifty-six percent decrease in sexual encounters for money or drugs and 51 percent decrease in sexual encounters with an injection drug user.

Again, I think that indicates progress and success and shows that treatment does work. And so, I think we need to focus on, again, more than just not using drugs, but what type of life does the person—are they able to have? And do they—do they get a job or do they have day-to-day activities that they find meaningful? Again, safety plays a role. Do they have meaningful relationships? Those are the outcomes we need to be, I think, constantly looking at to see if we're succeeding.

Mr. DAVIS. Since we kind of noted these, we also know that the vast majority of the individuals who are addicted and end up in the criminal justice system now have two problems—one, they have an

addiction; two, they have a criminal record, which makes it more difficult for them to obtain employment—is it a part of the Department's effort to also help educate the general public to try and soften the difficulty so that ex-offenders or individuals who have been addicted will have opportunities to work?

Mr. CURIE. Absolutely, that is a priority. Secretary Thompson feels very strongly that we need to be collaborating with justice addressing an issue of what we would call a double stigma. You're exactly right; people with an addictive disorder, there's a stigma anyway against drug addiction, and you put a criminal justice record on top of that and/or an ex-convict type of status, you're talking pretty heavy stigma.

So I think one of the efforts we can put forth is in educating the public. I think it's partly you pave a way for individuals, there's also prevention in one sense. So our education efforts should not only be addressing with youth and young people the dangers of drug and alcohol use in those efforts, but I think there needs to be a general awareness campaign of a type of public safety. And I think one way we can get at that is helping the public understand that we're talking more than just public health here; we're talking about if we can really make an impact on people cycling in and out of the justice system. It's an issue of also safer neighborhoods. And, as you well know, it's very easy to sell issues around getting tough on crime and law and order. It's tougher when you begin to overlay that with a treatment, but if you tie it in and let folks know that forced treatment in prison—you get a captive audience—does work, and the indicators are that it does take hold, then we have a responsibility to assure that we're giving support for recovery outside of prison. And if we can demonstrate to the public that the neighborhoods that they live in are safer because of that, I think that's something that could get the attention of the public at large, as well.

Mr. DAVIS. I appreciate that, because my question was generated, just last evening, my wife—and my wife is the president of our local NAACP and they receive work opportunities from different companies, and she was reading one and we're going through it. And it stated very specifically that individuals who had drug problems or who had had drug problems or who had had a felony conviction pretty much need not apply.

Mr. CURIE. Yeah.

Mr. DAVIS. The job was a laboring position that required heavy work and being outdoors. But, at the end of it, it simply said pretty much that individuals with these two conditions need not apply.

Mr. CURIE. Well, I would add, Congressman, because I think that, unfortunately, is not atypical; that's why this initiative we have with re-entry courts involving the Department of Labor is, I think, going to be critical. And I think one way we can get at the truth is if the Federal Government has true collaboration that gets translated locally.

Mr. DAVIS. Yeah. I appreciate that and appreciate your comments, because, in the State of Illinois, for example, we have 57 job titles that an ex-offender cannot hold. You can't be a barber, you can't be a beautician, you can't be a nail technician, you can't work around a school, you can't work around a day care center, you can't

work in a hospital. Even if you're a janitor or a maintenance person or clearing the grounds, it does not matter; you are barred. And, so, you wonder where are they going to work? Of course, in many instances, they're not going to work and they're going to end up back in the penitentiary.

Thank you, Mr. Chairman.

Mr. SOUDER. Thank you. I wondered, too, in your grant application, are you—do you have a way to measure these accountability standards that you've put out? Is that going to be part of the grant application?

Mr. CURIE. Yes. In fact, we do have an evaluative component that, up front, we delineate in terms of what type of outcome we're going to be measuring.

Mr. SOUDER. That—I also wanted to comment in response to Congressman Cummings' question, that, hopefully, we can move some legislation, because termination of insurance coverage is one of the primary reasons people are booted out of an alcohol/drug rehab program or even a mental health program. And Congressman Ramstad has introduced legislation in the House. Senator Wellstone has several things in the Senate and it is very difficult, because it's potentially costly. We're trying to work through that, but I've worked with Congressman Ramstad in the House to try to see if we can do that in a way that doesn't cost people their total health coverage and caps it at some limit. But we have to figure out a way to cover that gap and, in some degree, your funding can do it.

And we also need to look at the insurance industry and business coverage, because, clearly, it's one of the primary reasons for lost work time for those who can get a job, is we can rehab them while—before they lose that job through their insurance and we can avoid some of the problems that Congressman Davis voiced.

And, last, that treatment is—and we talked when I took over the subcommittee and Congressman Cummings became the ranking Democrat on the committee about the need to continue to focus attention on treatment. It's clear that we have to keep the nuisance from coming in and prevention, but the large percentage of the drug and alcohol problems in America are concentrated in an intense user population, and that's what's really been driving, as we see around the world.

Yesterday, I met with some people who are trying to tackle the problems of drug treatment in South America because, as we've consumed more cocaine and heroin in the United States, they've developed more production. They didn't used to have the problem. Now, each year, their percent's small compared to our U.S. problem that's doubling, and our problems spread around the world.

Last fall, Congressman Cummings and I were in Rome. We met with the King of Afganistan and that was one of our questions there, because they've been exporting the heroin. As we met with our embassy there and elsewhere we're seeing these drugs from around the world, our problem becomes interconnected. Unless we can tackle the heavy consumers here and elsewhere, the problem merely builds because people are going to supply as long as there's a market.

I thank you very much for being here today, for your dedication. I'm sure we'll be hearing from you as we do oversights to see how your stated goals are actually being implemented through the next year, because this is one of the toughest categories to challenge—the toughest challenges we face in how to get accountability effectiveness with the amount of treatment dollars we have. And we'll be following up with that and also this co-dependency question. That's really the first time we've had that come out in a hearing since I've been in Congress and appreciate you raising it today. Thank you very much.

Mr. CURIE. Sure.

Mr. SOUDER. Mr. Cummings.

Mr. CUMMINGS. Just one other thing, Dr. Curie. I hope that you will continue to stay on the practical road that you're on. I think when we've been in this political business, you know, for a long time, you—you know, some people come along and they see things for what they are and they come up with solutions to truly try to get to the problem as opposed to just talking about it, and you seem to be really on the road to the practical solution road. And, you know, it's really a breath of fresh air and I really do appreciate, you know, what you're doing and I hope you will continue to, you know, spread that practical word, because a lot of people that I'm sure you well know are depending on you.

Mr. CURIE. Thank you very much, and I appreciate that.

Mr. SOUDER. Thank you.

If the second panel could now come forward, Judge Surbeck, Judge Gull and Judge Bonfiglio.

[Witnesses sworn.]

Mr. SOUDER. Let the record show that all witnesses answered in the affirmative.

As I mentioned, this is an oversight committee and we do this. You're now part of the favorite committee that's done everything on—from the travel office to Waco to the China investigations and, because we, as a House committee that does oversight over community branch implementation and legislation, that's why we go through this process and appreciate you being willing to do that.

Judge Surbeck, who is the re-entry court initiative in the superior court criminal division and one of the certainly most innovative programs in America right now, and we look forward to hearing your testimony today.

STATEMENTS OF JOHN F. SURBECK, JUDGE, RE-ENTRY COURT INITIATIVE, ALLEN SUPERIOR COURT, CRIMINAL DIVISION; FRANCES C. GULL, JUDGE, DRUG COURT, ALLEN SUPERIOR COURT, CRIMINAL DIVISION; AND DAVID C. BONFIGLIO, JUDGE, ELKHART SUPERIOR COURT VI

Judge SURBECK. Thank you very much. Thank you for the opportunity and privilege to be here to speak with you gentlemen today and to provide this testimony.

I provided a brief overview. I'm not going to read that, but perhaps touch on some of the elements of it. About—just about 2 years ago this time, spring of 2000, I received a call from Sheila Hudson, our director of Community Corrections, who is, in fact, here in the audience and who has been vital to the creation of re-entry court.

Sheila called me and said that she'd received a call from an old friend of hers, Terry Donahue, who is an experienced advisor staff person to the Department of Justice and that, at the request of our mayor, had wanted to address the crime problems in Fort Wayne. She had called me, saying that they wanted—wondered if I would be interested in being involved; they thought it was important to have a judicial perspective, and I certainly agreed.

That came in a very timely way. I had been a criminal defense lawyer for about 16 years and had been on the bench for about 14 years. And, at that time, I was becoming quite frustrated with the fact that I was seeing—at the end of 30 years, I was seeing three generations of people through our system. The first generation, I had represented as a criminal defense lawyer, the second generation would have—which would have come on the cusp, if you will, I either represented or I sentenced as a judge early on in my career. And, now, I was seeing the third generation, and it didn't seem like anything that we were doing was making an impact.

It's certainly very easy to just send people to jail, as I think you gentlemen have discussed and you are all aware. On the other hand, change of behavior is something else again entirely. We discussed how to approach this problem, the three of us—Terry and Sheila and I—and arrived—after some brainstorming, had arrived at the fact that returning offenders were a significant problem in the community.

Literature that we reviewed at the time seemed to indicate that about 63 percent of offenders returning from a Department of Corrections-type setting were re-offending within a year on either—as a result—excuse me—were being returned to the penitentiary as a result of either new offenses, re-offending or as a result of repeated violations of technical rules and parole and probation. We decided that if we could address that population and those return—that returning issue, that we could significantly address the crime problem as we saw it.

We went about designing a program based upon several—our design is nothing terribly new, other than being a new or innovative combination of some existing concepts in justice, one of which is restorative justice. That is a coming concept that says that, instead of dealing with the State and the offender in a crime, we need to deal with not only the offender, but the victim of the community. And only if we satisfactorily deal with all three of those parties do we effectively deal with the crime.

Also, a relatively new judicial concept is part of the issue of problem-solving courts. Any number of the drug courts are one of them. Other problem-solving courts would be, for instance, I think the grand-daddy is considered the Manhattan—midtown Manhattan court that provides services for offenders as opposed to putting offenders in jail, letting them stay a few days, dump them back out and start the cycle again rather than providing treatment after assessment. And, of course, drug courts, if you will, are all familiar with and, particularly, that part of drug courts in which the judge plays a central role and is actively involved with offenders throughout the process opposed to—as opposed to just at one end.

So we put together the re-entry court, as I say, based upon three concepts. We use the community corrections as a receiving point

from the Department of Corrections. They come into our system, they are assessed, do a forensic evaluation. Based upon that evaluation, we create a re-integration plan of which is imposed by the Court, Which will include things like jobs, places to live, counseling for necessary issues and also provide some mentoring. In that area, our faith-based community has been particularly effective in stepping up and taking that role to provide positive modeling for these offenders, and it's been quite effective. They appear before me on a regular basis, similar to the drug court type of protocol.

We have a couple other things. I know that we're short on time, but a couple other things I do want to mention and that is that we have done most of what we're doing based upon a re-allocation of resources as opposed to an application for large Federal grants that, of course, tend to run out. And, when they run out, then everyone has a problem. Rather, we have, in partnership with the Department—Indiana Department of Corrections, they have funded our program through Community Corrections through the savings that they are receiving from the folks that we take and, hopefully, that we save from coming back. We are doing a thorough and intensive process impact evaluation over a period of 2 years. That's being conducted by Arizona State University and a Dr. Alan Brown, who has served on a regular basis for the Justice Department in the past.

The other—the only other issue that I wanted to mention and in your request and invitation to be here, and that was what the Federal Government could do. One of the things that we're finding is that there seems to be significant impediments, either statutory or of a policy nature, that tends to prevent our offenders, our population, from receiving benefits to which they would appear to be entitled. That seems to be a policy-type thing, whether it be in job placement, whether it be in public assistance/welfare sorts of programs and housing. There are various impediments to folks with a felony history. Those are impediments that we need to remove in order to provide assistance to these folks in order to effectively and positively re-integrate these people back into the community. And on that—it's on that issue that I would ask your assistance.

Mr. SOUDER. Thank you very much, and we'll have questions after we hear all the testimony.

The next witness is Judge Frances C. Gull, the only superior court and criminal division who's running the drug courts. And let me say, as I'd be remiss if I didn't acknowledge the long-term commitment of Judge Shiedberger, as well to the drug courts. This is one of the most enthusiastically supported programs in Congress. And we've had our fair battles—fair share of battles here in Allen County with drug courts, but I have stood with this from the beginning on the House floor and here. I think expectations are on the out-of-whack as far as how—how both Judge Surbeck's program and your program are suddenly going to change everybody, but if we can't make these kind of programs work, it's not clear what can work.

I appreciate my colleagues and others who stuck with this and your willingness to lead the court now. She was one of our lead deputy prosecutors and then elected judge, and it's great to have you here today to talk about the drug court. Thank you.

Judge GULL. Thank you, Congressman. I'm glad to be here. I'd be remiss in not acknowledging that, in 1997, Judge Shiedberger began the pilot drug court project for Allen County. Our drug court, as most drug courts throughout the country, target nonviolent, substance-abusing offenders in the expectation that judicial intervention will interrupt the cycle of addiction and crime that you've heard about—repeatedly heard about, I might add. This is a nationwide movement and it recognizes the importance of treatment and acknowledges that treatment without accountability, as Mr. Curry has indicated—or, Mr. Curie—excuse me—has indicated, is ineffective. Though offenders are presented with the option of intensive drug treatment in lieu of incarceration or jail or prison, it's empowering the authority of court that is utilized to achieve what's intended to be a high degree of accountability. These offenders are continually monitored with judicial supervision, mandatory drug testing, programmic case management, surveillance and enforcement, intensive treatment and counseling, education, important community stabilization and employment.

As I said, our drug court treatment program began in 1997 as a pilot project. Further development was possible through a series of funding initiatives. We've received modest appropriations from city and county block grants, small grants from our local Allen County Drug and Alcohol Consortium and a major grant from the U.S. Department of Justice Drug Court Program Office, which was impetus to get off of the pilot project and on to a major commitment by all three of the judges in Allen Superior Court Criminal Division to support this program and to, again, target the nonviolent offenders.

The offenders are generally those charged with Class D felonies for possession of a controlled substance or paraphernalia. The offenders enter a plea of guilty and charges are dismissed by the prosecuting attorney after successful completion of the program. The prosecuting attorney is the gate keeper, and I think in most drug courts across the country, the prosecutor is the one that determines eligibility. The prosecutor is the one who agrees to put the offenders into the program and is it the prosecutors who make the recommendations to the Court if offenders are continually violating treatment programs, not showing up or testing repeatedly dirty and basically making a tremendous lack of progress. That is the prosecutor that moves the Court to re-docket the offense and resume prosecution.

Our court has narrowly defined nonviolent offenders to exclude individuals who have criminal records for sex offenses, those who have a record of convictions for violent offenses, those individuals who have outstanding detainer, warrants or past parole/probation violations. It's our belief that those offenders have indicated that they're not willing to change. And you've heard from Mr. Curie that forced treatment can work and it does work, but there comes a point where we have to, with limited resources, if somebody is going to change, we can help them along that path, but we do have limited resources, unfortunately.

Again, the prosecutor is our gatekeeper and there is a team approach. The prosecuting attorney reviews incarcerated defendants pretty much immediately after they've been arrested. The goal is

to get them into the program within 72 hours. The offender is the one that has the final say if he or she chooses to enter into the program. It's an 18 to 36-month program with intensive treatment, going from the traditional intensive outpatient and inpatient treatment. We offer and require as a part of the treatment plan that individuals be assessed to find out what are their specific needs. We then tailor a treatment program for their specific needs and they go through phases of the program.

Their progress is monitored by case managers through the drug court. They make weekly or biweekly or monthly appearances in court to meet with the judge and to have the judge basically pat them on the head and tell them that they're doing well or to kick them in the rear and indicate that they're not doing well. Those individuals that just repeatedly indicate that they're not willing to make any kind of progress, the prosecutor has the option and oftentimes will re-docket those cases and resume prosecution. It's the carrot on the stick. The carrot in the case is going to be dismissed and you're not going to have a felony conviction. If you fail, the individual is charged with the felony conviction. So the carrot is you must comply with the program, be successful, become a productive member of society, support your children, get a job, obtain your education, get a GED; those types of things, and, in result, you get the charges dismissed.

National statistics from American University indicate that drug courts are expanding across the country. As of March of this year, there were 793 drug courts operating in the United States. These programs have enrolled 200,000 individuals in treatment and rehabilitation instead of incarceration. The estimated number of graduates from those programs is 74,000 with, currently, 77,000 individuals enrolled in drug courts across the country. Our programs have, approximately, 300 participants; 131 of those participants successfully completed the program and graduated as of December of last year. These are successful people who broke the cycle of crime that was committed to support the addictions and these are people that, once again, are productive members of society.

Mr. SOUDER. Thank you very much.

[The prepared statement of Judge Gull follows:]

DRUG COURT PROGRAM

ALLEN SUPERIOR COURT

Presentation to the Government Reform Committee:
Subcommittee on Criminal Justice, Drug
Policy and Human Resources

Mark E. Souder, Chairman

Presented by Honorable Frances C. Gull
Judge, Allen Superior Court
Criminal Division

March 22, 2002
Fort Wayne, Indiana

Since the inception of the drug court movement in Florida's eleventh judicial circuit (Dade County) in 1989, similar programs, each with its own characteristics, have proliferated throughout the country. Drug court initiatives originated with the Expedited Drug Case Management projects, which reduced the time between arrest and conviction for drug offenders. As early as 1995, the Allen Superior Court and the Allen County Prosecutor's Office were targeting drug offenders for expedited processing.

Drug courts target nonviolent, substance-abusing offenders in the expectation that the intervention will interrupt the cycle between the addiction and crime. This

nationwide movement, while recognizing the importance of treatment, acknowledges that treatment without accountability is ineffective. Though these offenders are presented with the option of intensive drug treatment in lieu of jail or prison, the power and authority of the court is utilized to achieve what is intended to be a high degree of accountability through continuous judicial supervision, mandatory drug testing, programmatic case management, surveillance and enforcement, intensive treatment/counseling, education, community stabilization, and employment.

Allen Superior Court's drug court treatment program began in January 1997 as a pilot project. Further development was made possible through a series of funding initiatives, including modest appropriations from city and county block grants ($38,788), small grants from the Allen County Drug and Alcohol Consortium ($13,000) and a major grant from the U.S. Department of Justice Drug Court Program Office ($399,540).

From inception, the program in Allen County has targeted non-violent offenders, charged with Class D felonies for drug possession or paraphernalia. This intervention occurs after a plea of guilty to the charge(s), with the charge(s) dismissed after successful completion of the program. Violations of the program, specifically new criminal activity, lead the Prosecutor's office to file a petition to re-docket the case.

Non-violent offenders are narrowly defined to exclude individuals who have a criminal record for sex offenses, those with arrests/convictions for violent offenses, those who have outstanding detainers, warrants, or past parole/probation violations, and those who used/possessed a firearm in the commission of the instant offense. These criterion are used by the assigned Deputy Prosecutor to screen offenders for eligibility into the program. Exceptions to the eligibility criterion are dealt with on a case-by-case basis.

The objectives of the Drug Court program is to coordinate efforts to reduce criminal recidivism and substance abuse by involving judges, prosecutors, defense attorneys, treatment providers, and other criminal justice agencies in the treatment life of the offender. The judge integrates drug treatment services with court driven case management and processing. Using a non-adversarial approach, the prosecutor and defense attorney promote public safety while also protecting the offender's due process rights. Eligible participants are identified early after arrest and promptly placed in the treatment program. Various assessment tools are used by the Court's Case Managers to prepare an appropriate treatment plan tailored to the specific needs of the individual. This approach provides a continuum of treatment, services, and rehabilitation. Once in the program, ongoing judicial interaction with each participant is essential. At weekly status hearings attended by the defendant, his attorney, the Prosecutor and the Case Manager, the Judge can monitor abstinence, order additional drug or alcohol testing, modify the treatment plan and reward success. Non-compliance can also be addressed with sanctions ranging from increased drug testing, more frequent court appearances, electronic monitoring, or incarceration. Lack of progress, failure to appear or to complete treatment leads to the ultimate sanction of removal from the program and a resumption of prosecution.

National statistics provided by American University indicate the drug court movement is expanding. As of March 12, 2002, 793 drug courts are operating across the country. These programs have enrolled over 200,000 individuals into treatment and rehabilitation instead of incarceration. The estimated number of graduates is 74,000, with another 77,000 currently enrolled. The Allen Superior Court program has had

approximately 300 participants, 131 who successfully completed the program and graduated (as of December 2001). These are individuals who have broken the cycle of crime committed to support addictions, and are once again productive members of society.

Drug court intervention programs have proven to be an effective tool in rehabilitating offenders. This concept is an innovative approach to treatment within the traditional judicial process. Drug courts, through intensive case management, regular court hearings and intervention, and immediate sanctioning for non-compliant behavior is designed to benefit the client and ultimately the community as a whole.

Mr. SOUDER. We will next hear from Judge Bonfiglio from the Elkhart County. Fort Wayne is basically 200,000 people with another 100,000 in the county. Elkhart County is—Goshen is about an hour and-a-half northwest from here. There, the largest city is Elkhart, which is about 50,000, Goshen is maybe 30 and then lots of rural area.

So we're going to hear from some of the witnesses in the second panel, too, about the mix out of urban and rural. So he's got a particular challenge, also a tremendous increase in Hispanic population, probably the most in the State of Indiana, other that East Chicago.

It's an honor to have you here with us today and look forward to hearing your testimony.

Judge BONFIGLIO. Thank you very much. In my written testimony, I focused on my nearly 16-year experience on the bench hearing cases of abuse, neglect and delinquency. In brief, I'd like—I would observe that most of the times, our juvenile courts function like the emergency room of a hospital. That is, a horrible accident occurs and the patient needs life-saving and very expensive services. To prevent the accident saves lives and enormous human and financial costs. The same is true with the lives of children. To prevent the problem is cost-effective and saves human suffering.

In juvenile court, most of the children who come through the door with severe problems have been created through the—through what's occurred to them, neglect and abuse. To prevent delinquency, we must prevent the abuse and neglect of the child. Secondary prevention is certainly possible if, when children who are abused and neglected come to our attention, they receive effective and comprehensive treatment. Every child that acts out delinquently in the school and the community is not a victim of abuse or neglect, but there is a very high correlation between the two.

Other children are at risk because of the influence of illegal drugs, criminal gangs and violence in their environment in which they live. It's been my personal experience that 80 to 90 percent of all the cases that I heard involved alcohol and drug abuse in some manner. The most effective tool I found in successfully fighting the most serious of these problems is the drug court and Judges Gull and Surbeck have given you certainly views of the kinds of things that are going on in the re-entry courts and the drug courts. What is different in the juvenile court in our community is the development of the residential program. That is, we use intensive cognitive behavioral approaches. We actually put kids into residential treatment.

We started in 1998 and—1997, and we started in 1998 and we've actually seen in 1999 and 2000 a slight decrease in the number of felonies that the prosecutor filed in our juvenile court, and I attribute that to the particular drug court offenders that were successfully treated in that period of time. It's only when the community as a whole perceives that it has a joint say with the justice system that delinquency prevention and successful intervention can be accomplished.

A majority of prevention occurs at the hands of community organizations. The court, as well as other parts of the criminal justice system should collaborate with community organizations to help

prevent delinquent behavior. The goal of collaboration between the court and the community agencies is the creation of what I would call continuing care for children and families. In most communities, and it's in our community, competition for finding and bringing conflicts in overlapping programs. Over—it's important to establish a culture of collaboration with the agency directors and staff and civic and government leaders and the courts can influence and help create that culture.

One of the best accomplishments we've had in our community is the creation of a concept called Wraparound. This intervention method works for both prevention and intervention and it works in any age of a person, from a child to an adult. The essential elements of the Wraparound plan are built on family strength, forming a child and family team that includes family, friends, church members and the necessary professionals. In other words, the natural support system, plus the professional that needs to be involved. If the natural support system doesn't exist, then we help the family create one.

To intervene early in children's lives at the first sign of trouble is also an essential piece, but well planned programs take into consideration the use of development—developmental issues can be successful at any age. Our youth agencies, including at our schools, our churches and local government, are the proper tools to prevent delinquency. And one of the best agencies to represent here today in our community, Kevin Deary will be speaking to you shortly.

The ingredient that makes for successful prevention programs, I believe, are connecting the child with another human being, such as an adult with another person that—that can communicate with them on a personal and human level, providing life skills training for children, presenting and providing parenting skills for parents, as well as providing recreational and social activities.

Healthy Communities and Healthy Youth-Forty Development Assets Intiative addresses these points and more. The assets are positive building blocks that young people need to grow up healthy-principled and caring individuals. And, in Allen County, you have a great example in Judge Pratt, that has taken a leadership role in helping establish developmental assets in this community.

The juvenile and family court is an excellent place to make the connection between children and family. When children or their parents enter the justice system for any reason, if it be delinquency, if it includes marriage and adoption, there should be a short assessment to determine what their needs might be and what community interventions could help them. A unified family court hears all the cases involving the children and has sufficient resources to address those needs. Establishing mediation and dissolution marriage cases and seminars for divorcing parents are really steps in the right direction.

I believe, to be successful as a community and as a Nation, and controlling crime and improving all our lives, it really comes through addressing the needs of children. I've seen the children, and the children before me for many years, their hearts and minds, that they had great talents and gifts, and we tried to help them become healthy, well-functioning, contributing members of society.

I think it's all our responsibility to do that, and it was certainly my pleasure when I was on the juvenile court bench to participate in that. And I thank you for the opportunity to testify.

Mr. SOUDER. Thank you.

[The prepared statement of Judge Bonfiglio follows:]

Written Testimony from the Honorable David C. Bonfiglio, Judge of the Elkhart Superior Court VI, before the Subcommittee on Criminal Justice, Drug Policy and Human Resources. Hearing on "Justice Programs: Innovative Approaches to Preventing Crime and Rehabilitating Youth and Adult Offenders," Friday March 22, 2002.

As a juvenile court referee, magistrate, and now in my current position, a general jurisdiction court judge, I have seventeen (17) years of experience hearing cases. For fifteen and one half (15 ½) of those years, I heard every case in the Elkhart County of neglect, abuse, and delinquency. I am now in my second year hearing cases involving adult criminals, every variety of civil matters, and dissolution of marriage. My experience also includes eight years serving as a School Board member and two years serving as a front-line probation officer. I have also served on a number of community boards including the local YMCA, Council for At-Risk Children, Juvenile Services Committee and Child Sexual Abuse and Treatment Committee. Our county has a population of about 150,000. We are a manufacturing community that is a leader in the production of manufactured housing and recreational vehicles. We also have all the social problems of every American city.

The Chief Justice of the Indiana Supreme Court, Randall T. Shepard, stated in his State of the Judiciary address on January 16, 2002: "The smartest sentence, though, is the one that does the best job at preventing a future crime." The Adult Drug Court and Re-Entry Court are the kinds of innovation he was talking about. Judge Surbeck and Judge Gail are addressing these issues. I will focus on my work as a judge and the innovative programs we have developed to intervene and to prevent crime.

Our Indiana Supreme Court states, "Today's Juvenile Code provides a comprehensive framework for meeting the needs of troubled children in our state, employing the juvenile court not only as adjudicator of legal responsibility but also as administrator of probation, detention, and many related child and family social service programs." I believe that it is only when the

community as a whole perceives that it has a joint role with the courts and law enforcement that delinquency prevention and successful interventions can be accomplished.

Most of the time, the Juvenile Court must function like an emergency room in a hospital. That is, a horrible accident has occurred and the patient needs life-saving, very expensive services. To prevent such an accident saves the life and enormous human and financial cost. In the Juvenile Court, most of the children that come through the door have severe problems and delinquent behavior as a result of years of neglect and/or abuse. To prevent delinquency, we must prevent the abuse and neglect of children. Programs such as Healthy Families identify at-risk parents and children at birth and an intervention occurs that assists and educates the new parent. Hospitals and health care professionals identify those in need and refer to the Healthy Families Program.

In our Community, Child Abuse Prevention Services, a private not-for-profit community agency administers the Healthy Families program. They also operate the Elkhart County Child and Family Advocacy Center, which provides Child Protective Services, Law Enforcement, and the Prosecutor's Office with a comprehensive center in which age-appropriate interviews by highly trained professionals of abused and neglected children are conducted. I believe if children who are abused or neglected do not receive effective interventions, problem behavior will result in the home, school, and community. They will become tomorrow's juvenile delinquents and the next day's criminal defendants.

While on the school board, I was interviewed by an agency hired by the Indiana Department of Corrections. It was their responsibility to determine how many beds the state would need in its Department of Corrections. Their tried and true method that had been successfully used in other states, was to determine the number of second (2nd) graders who

where at-risk. From that number, they could extrapolate a reliable number of beds that would be needed in the next twenty (20) years for the state. Criminals do not happen; they are created.

I have also learned that abused and neglected children, who do not receive effective interventions, will repeat the same mistakes. One area in particular that this phenomenon of repeating behavior appears to hold true for, is child sexual abuse. In my tenure on the juvenile delinquency court bench, every adolescent sex offender had been sexually victimized sometime in his or her life. If the cycle is not broken by effective intervention, it will be repeated. Victims of abuse and neglect should receive comprehensive services.

Not every child that acts out delinquently in school or in the community is a victim of abuse or neglect. Other children are at-risk because of the influences of alcohol abuse, illegal drugs, criminal gangs, and violence in the environment in which they reside. Our Youth Service Bureau, another not-for-profit community agency, provides early intervention services for incorrigible, runaway, and truant children and youth. What should be remembered is that many runaways are running from physical or sexual abuse. This agency in conjunction with the Court established a Teen Court for first time offenders. The Youth Service Bureau utilizes interventions that build on family strengths. They effectively divert hundreds of children a year out of the formal delinquency system who do not re-offend.

Building on families' strengths is a concept I believe is essential if we are to prevent and control juvenile delinquency behavior. The process that embraces this concept is more formally known as Wraparound. This intervention method works for both prevention and intervention. It can help prevent children and families from becoming abuse, neglect, and delinquency statistics, by utilizing the concepts at the early warning signs. It works well as an intervention model even for the most severe cases of abuse, neglect, or delinquency. Our Community Mental Health

Provider, Oaklawn Community Mental Health Center provides the Court and community agencies with Wraparound Coordinators and Resource Facilitators that implement wraparound plans. United Way of Elkhart County and the Elkhart County Community Foundation have supported the establishment of the Wraparound process. The essential elements of a wraparound plan are: (a) to build on the family's strengths, (b) to develop short- and long-term goals, (c) to create a crisis plan, and (d) to form a Child and Family Team that includes family, friends, church members, (in other words the "natural" support system of the family) and the necessary professionals. In many situations, part of the problem is that the family has no support system. When this is the case, one is created for the family. Sometimes Wraparound Plans cost money to provide in-home case management and therapy. However, it reduces the number of out-of-home placements of children, which are extremely expensive. In our community we went from a $3.7 million deficit in our 1997 residential care budget, to a $400,000 surplus in 18 months by utilizing Wraparound concepts. Not only is it cost effective, it works well to preserve families and to treat children who need out of home placement within therapeutic foster homes, rather than institutions.

The Balanced and Restorative Justice Models are the hallmark of our delinquency intervention efforts. Another not-for-profit agency, the Center for Community Justice is at the heart of these programs. The Juvenile Reparations Program requires offenders to make reparations to their victims, the community, and themselves. The latter idea being that the offender also damages themselves, in addition to the victim and community. Nearly every juvenile offender in our community completes community service restitution under the supervision of this community agency. They also facilitate our Victim Offender Reconciliation Program wherein every offender must meet with their victim(s), at the victim's discretion, to

apologize and work out restitution if any is due. These programs are based on the Restorative Justice Model.

The Juvenile Accountability Block Grant dollars available in our community have been pooled by agreement of all the county recipients. These monies are being used for an intervention program for some of our most severe delinquents, as well as a secondary program to address prevention. The first program links law enforcement, schools, probation, and the prosecutor by computer to track the behaviors of the most severe adjudicated delinquents. It is through a high level of accountability that serious offenders can be developed into responsible citizens. It also assures community safety by the high level of structure and accountability in the offender's life. Through our intensive cognitive restructuring day treatment program, delinquent youth learn how thought processes have led them into illegal behaviors. These processes are replaced with healthy, functional thought processes that lead to successful lives. The second program under the direction of the Youth Service Bureau provides prevention and early intervention programs utilizing wraparound concepts.

The one issue that overarches the issue of delinquency, adult crime, and the abuse and neglect of children is alcohol and other drug abuse. It has been my personal experience that eighty to ninety percent (80-90%) of all cases involve the use of alcohol and/or other drugs in some manner. The most effective tool I have found in successfully fighting the most serious of these problems is the Drug Court model. The youth with the most severe problems (some who have been using since the ages of 8 and 9 years of age) are seriously addicted. These children steal, burglarize, and deal to support their drug habits. Their normal development has been damaged and their ability to function successfully in any aspect of their life is impaired. We established a Drug Court in 1998. The Drug Court model requires the offender to appear before

the Court at a minimum of two times a month. As Judge, I would receive a brief report from the substance abuse treatment provider, the probation officer, and any other treatment providers, such as the cognitive restructuring program. One of the most unique features of our Juvenile Drug Court, was the development of a substance abuse residential program. In collaboration with Basher Home, a residential treatment provider in our county, an intensive cognitive behavioral treatment program was developed. Often the environments the offenders live in do not support their recovery. We have often found it necessary to treat the entire family. In the most severe cases, the parents are also addicted. If the family does not progress, the child will be placed in a foster home rather than returning the child to a drug-infested home. At Drug Court hearings, if the offender is doing well, he or she would be congratulated and goals are set for the next reporting period. If offender is experiencing a problem, the issue is immediately addressed. Consequences for inappropriate behaviors come quickly, and assist the offender to get back on the recovery track. This model provides a high degree of accountability combined with intensive developmentally appropriate treatment. The accountability needed in the community is augmented with law enforcement officers that visit the offender and family in their homes. It takes nearly a year to complete Drug Court and the relationship developed between the offender and the Judge is the key to success. The offender knows the Judge has the ultimate authority and that the Court will not give up on the offender, unless a further crime is committed. As Judge, I would come to know each young offender. It was truly amazing to see their personalities, social skills, and educational abilities flourish as they progressed in treatment. We saw a decrease in the number of felonies being filed in 1999 and 2000, my last year on the juvenile bench. I attribute that decrease to the success we had with our Drug Court offenders.

To prevent delinquency, we must have thoughtful plans for children that take their developmental level into consideration. It has been my experience that the lack of supervision or vigilant parenting leads children into trouble. The Boys and Girls Club, which you will hear more about from Kevin Deary, have taken the knowledge we have about the developmental needs of children and made it into not only a physical facility, but also a program that meets the needs of children and youth. There are numerous studies and, in fact, common sense tells us if our kids are occupied with healthy well-supervised activities where adults interact with the youth they stay out of trouble and are more likely to be successful in all aspects of their lives.

The Boys and Girls Clubs, the YMCA, Lifeline, Youth Service Bureau and many other community-based organizations provide character building and recreational and social activities, which keep youth out of trouble. Many after school programs utilize study time, recreation, and skill-building activities. These programs also model one of the most important aspects of accomplishing anything in the community--collaboration with other youth serving agencies. Success can be built by interweaving private agencies, schools, government, and churches.

The key ingredients for successful prevention programs, I believe, are as follows:

1) A connection with the child on an individual basis. The child must know that an adult or older youth understands, cares for, and has concern about his or her well-being. It can be a toddler who needs a sense of safety or a teen who needs someone to trust. It is also fundamental in prevention work that the agencies, which deliver the services, are willing to modify how and where they deliver the services.

2) Life skills training. There are a wide variety of curriculums available to teach coping and refusal techniques to our youth, which can be interwoven into almost any program or educational setting.

3) Skill development for parents. It should be our goal to instill in every parent the knowledge needed to successfully parent a child, whether it is a newborn or a difficult teenager. The knowledge and confidence that the parents are in charge and the child requires structure and discipline could cut delinquency significantly. Parents need to know that it is acceptable and even admirable to ask for help when it is needed. I have seen many parents wait too long to seek help. The longer a problem exists the worse it becomes. Easy access to services for children and families is essential. Having great programs and services available in every community is an important step, but people need to know they are available and easily accessible.

4) Recreational and social activities. Recreational programs that give children a safe place to learn physical and social skills are helpful ingredients to delinquency prevention. Youth need not only a physically safe environment, but also an emotionally safe one as well to grow and develop.

The Healthy Communities/Healthy Youth-Forty (40) Developmental Assets initiative addresses these concepts. The Search Institute identified forty (40) Developmental Assets. They are a statement of common sense in a time when common sense is not often recognized. "The Assets are the positive building blocks that young people need to grow up to be healthy, principled and caring adults" **(Search Institute).** The more assets a child or youth attains, the more likely they are to be successful and avoid problems. Here, in Allen County, you have a

great example of Judges Pratt and Sims taking leadership in convening the community to address the needs of youth and to build assets for all youth. It is a model I hope to replicate. The reason I believe it is important is because it recognizes the needs of all youth and it enriches the lives of every child. This is our strongest prevention tool, that is, building strong, resourceful and well-nurtured children through their families and community. Yesterday, March 21, 2002 was "Absolutely Incredible Kid Day" sponsored by Camp Fire USA. I had the privileged to be the keynote speaker for our communities "kick-off" of this effort. Thousands of children across the country heard from the adults in their lives that they are great kids and that the adults in their lives are here to support and nurture them.

Collaboration between the Juvenile Court and community agencies can result in the creation of a continuum of care for children and families, which includes primary and secondary prevention. In most communities, competition for funding can bring conflict and overlap of programs. However, through the exercise of leadership, this conflict can be turned into collaboration. There is plenty for everyone to do and we can and are so much more effective when we work together. My involvement in developing that continuum of care involves identifying the gaps and bringing people together to initiate change. Sometimes, it also means making a systemic change in the way things have always been done. Moreover, it means defining a vision and persuading others that it is the right path to take. I have been fortunate to work in a community where the agency heads and civic and governmental leaders are willing to try new ways of doing things. I have never had to stand alone to make change.

Fortunately, Indiana has adopted in substantial part the American Bar Association Model Code of Judicial Ethics that allows Judges to advocate for the improvement of Justice. One of the first ethical lessons I learned in my first year on the Juvenile Bench was that I needed to be a

voice to improve the system for children. The National Council of Juvenile and Family Court Judges have provided our nation's Juvenile Judges with the tools to do this work.

As I mentioned earlier, it's important for any community organization that wants to assist with these problems to be flexible in a number of ways. Although agencies must be willing to collaborate in many areas, it is also important to determine the best structure that reflects the needs of the segment of society that will be served. As an example, when I first began in juvenile court, our probation department was open 8 a.m. to 4 p.m. everyday. Well, most of our parents worked in those hours and the kids were in school, which created a problem. Therefore, we changed to flexible hours and remained open 2- 4 nights a week. Furthermore, probation officers visited youth at school. Thus, concessions were made to benefit families.

The most significant issue is the identification of problems and the connection between families with the services that are available. The Juvenile and Family Court is an excellent place to make those connections. When children and/or parents enter the justice system for any reason, there should be a short assessment to determine if they would benefit from prevention and intervention services within the community. Many of these children and youth do have contact with the justice system before they are delinquent through dissolution of marriage, adoption, guardianship, and/or criminal behavior of their parents. Identifying these children prior to further contact in court and connecting them with prevention services would reduce their involvement in delinquent behaviors. A unified Family Court which hears all cases involving children with sufficient resources to meet those children's and families' needs, should be the goal of every community with each community designing what would work best for their community.

In Allen County, there is an Alternative Dispute Resolution model that is providing mediation in dissolution of marriage cases. The adversarial system is a poor model for determining the needs of children. When parents come together in a mediation process the likelihood of the divorce being less traumatic for the children becomes possible.

In summary, if we are to be successful as a community and as a nation in controlling crime, it will be by addressing the needs of children in a thorough manner. Early intervention and intensive collaborative, community-based programs are the keys to this success.

Thank-you for the opportunity to address the committee.

Mr. SOUDER. Judge Surbeck, if you and Sheila, to the extent that you haven't already done so, if we can, for our hearing record, have a detailed outline of the programs you're working with and some of the things that you outlined. I know you have a longer statement, but I want, because it's a—kind of an innovative combination of projects, if you can give us some of the materials.

Judge SURBECK. Sheila and I will meet next week and we'll put together a packet of materials for you. I apologize for not having that all together today for you.

Mr. SOUDER. Well, that—as you know, this is a very short presentation, and the way we do this is field questions, anyway. But the key thing is we're building a hearing book, too, that we can refer back to and relook——

Judge SURBECK. Yes, sir.

Mr. SOUDER [continuing]. At in the different places that I want to commend you on, on pursuing the concept of restorative justice. I know that this has been a big thing with prison fellowship and it's a big part of the healing process. And I think it's encouraging to see that, in the justice system, we're—we're looking toward a creative solution to that, as well as mentoring.

Could you outline a little bit for us, because, in trying to figure out how to make these programs work better, it's always helpful to understand what stumbling blocks there are. Just like in the drug court, just because there's stumbling blocks doesn't mean the problem is within drug courts; the thing is how can we make them more effective. And have you had difficulty finding mentors and is it hard to match the people up? And what is the reaction of the people who have had the criminal act against them? Many people may be very forgiving. Are others not?

Could you go through a little bit of some of your being at the cutting edge of some of this type of thing in a systematic way.

Judge SURBECK. I can't give you a good final answer on any of those things. They are all things that we are working on and working with. I've been very fortunate to have several pastors who stepped up right away and were willing to create a mentoring program. As I understand—well, not as I understand. It is a fact that one of those pastors secured COPS grant through the COPS program, a Federal program, and has trained mentors. He was originally assigned to be an acquaintance sort of thing between pastors and the police department. Apparently, once he was done with that, his graduate pastors said, Well, now that we've graduated, what are we going to do? So the next thing was to move on to this mentoring project. We've launched that in January. We're still working with it.

One of the things we wanted to be very careful about was that mentors be safe; and, therefore, we have provided specific additional training for mentors and we are working along in that process. We have struggled a bit with communications. We are not, in the criminal justice system, perhaps we're not used to working with the lay system and the lay system is not used to working with us, but we've worked along. As we've had problems, everyone's been willing to put them on the table and figure out how to deal with them. And we're working along to get that done.

I have found that the mentoring is absolutely essential. During the period of time that we were developing the formal mentoring program, there was another pastor who stepped up and said, look, there's a void here and it needs to be filled and I know you're going to fill it formally soon, but it needs to be filled now. And, as a result, he's been in my courtroom every Friday morning with several members of his congregation and he has started a family support program of his own, which has been very effective. And those two organizations together have been phenomenal.

Mr. SOUDER. You mentioned also about the impediments. One of the problems I'd like you to elaborate on that a little bit, when I did a controversial drug testing amendment, more on implementation, but the substance of it relates to probably some of the impediments that you're talking about. Because originally—when the bill was originally drafted, if you committed a drug crime and lost your loan, we added that if you went through a drug—if you took a drug test—if you went through a treatment program with drug testing, you could get it back. And the question is how do we build in an accountability and prevention thing? Because many of the—what I assume your impediments are, we're saying, if this and this happens, you're not eligible for a government grant. And we want to make sure that there is a consequence of people's actions, yet that we also have a forgiveness component and that can't be spiritual in nature, even though I believe in spiritual changes change people's lives; that is an effective representative way to do it.

So what would be some proxies that we could use to remove impediments? Would drug testing be part of that? Would a period of time? Would a—that you've gone through a program and then gone through a period of probation? Because, clearly, what Congressman Davis and Congressman Cummings are talking about and we all know we have these and, at the same time, the general public wants an accountability. And how can we build in a forgiveness—a measure of forgiveness and accountability simultaneously?

Judge SURBECK. I cannot, at this point, provide you with recommendations for specifics. The one thing I did note as you were speaking, one of the suggestions that you had was probation. The problem is my folks don't have that luxury of the population I'm dealing with. They're coming out of the penitentiary and they need services now. And I understand and—and don't misunderstand I'm not being critical of the impediments that were placed there. They were placed there for good reason and with thoughtfulness. We are finding, however, at this point, that is counterproductive. For a long time, we thought that simply putting people in jail would make a difference. We are learning that it does not. Some people need to be put in jail for a very long time. The public needs to be protected from them in that fashion. Most of the other folks are going to come out sooner or later and, when they come out, as pointed out by one of the Congressmen, I believe Congressman Davis, that, frequently, they're coming out in worse shape than they went in. That's not to condemn the entire prison system, but rather to acknowledge the fact that, when they come out, these folks are going to need services and we need to find a way to provide those services. And we're finding that perhaps the impedi-

ments that we thought were productive at the time they were imposed are perhaps counterproductive, at least with this population.

The other issue, I guess, I'm dealing with, and we've begun working with at the State level with FSSA and have had progresses from the Federal level from agencies involved in this re-entry initiative that's been created as a partnership between, I believe led by the Justice Department and including Labor, HHS, Education and HUD. And I believe through that focus, we need to develop some criteria for waivers of these impediments for this population, whether it be that these folks are involved specifically in a re-entry program; that, on that basis, they should be waived or on some other—I'm not sure what the criteria are yet.

Mr. SOUDER. And that may be sufficient. And if I could take 1 more minute here, that's a very—I mean, it's like a drug court, basically.

Judge SURBECK. Yes.

Mr. SOUDER. As long as you're overseeing an individual and there's an accountability if they violate. We've been doing a lot of border hearings and looking at how we can both facilitate Congress and try to catch terrorists and people buying drugs from coming across our borders. And we've come up with that mandate of looking at implementing and administration's about to announce a fast pass clearance for people who are regular users of the border, but what we've seen is some people then take that advantage of not having the checks to abuse it. The largest drug bust in the Montreal/New York border was actually somebody that had been precleared.

And, so, we've talked about having an extra punishment or there needs to be an accountability. And if you abuse the generosity of the general public and say, look. OK. We'll waive this because you're in a program, there also has to be a tough accountability if you abuse the generosity. Almost like you get a second chance or a third chance or a fourth chance, there needs to be some kind of accountability.

I look forward to working with you, because this is one of the big challenges we have because it was one thing to lock them up 5 or 10 years ago when we went through that wave. Now what do we do?

Judge SURBECK. Right.

Mr. SOUDER. And our intentions are correct, but implementing is difficult.

Judge SURBECK. Getting these people back in a positive way is a goal. In the meantime, the other goal is to protect the community and the process. And, therefore, the concerns that you've indicated are very well placed.

Mr. CUMMINGS. First of all, I want to thank all of you for being here. And we all have a common desire, and that is to address this drug problem effectively and efficiently. And I think this has been some of the most meaningful testimony that I've heard and I've been in Congress now for 6 years.

I wanted to go to you, Judge Surbeck. I'm going to have some followup questions I have put in writing. We just don't have time here today. But I think if anything comes out of this, it's that you all get it. I mean, it's because you and I'm not trying to be funny. You

all see the life. You all see it. I mean, a lot of people read about it in the newspaper, they see clips of it on the six o'clock news, but you see the tragedies that come across your—you know, I'm a lawyer. I was a defense lawyer before I came to Congress. So you see it—you see it every day.

And you also see that—you also seem to get that you just don't throw away the key and throw them away, because the key—somehow it opens—the door's going to get opened and they're going to come back. And I was just wondering, Judge, when you—as an active person, I've never heard of this, that you have an agreement, whether it's formal or whatever, with the Department of Corrections because there's some savings based on what you do. And you know how these agencies are; they don't want to give up a dime. They don't—everybody's got their little turf and I know that's even how it is in Maryland. And I'm just wondering how do you get there?

I mean, when, you know, you say to the agency, Look. You're going to save money. And I think you almost—it seems like you would have to actually be able to show them, you know, You're going to save, you know, $1 million. So they say, OK. Fine. We'll give you a hundred, thousand and that. Because I'm just wondering how you—how do you all get there. What is—I mean, is that done in legislation, done by the government, done by—how does that work?

Judge SURBECK. It's worked on a real personal level. I had for a very long time a very good relationship with officials at the Indiana Department of Corrections. Similarly, our at Community Corrections office, and Sheila Hudson has had an excellent reputation—excellent relationship, No. 1, and No. 2, a very excellent relation-—or reputation in dealing with the offenders in this county. And, as a result of those relationships, we were able to go to them.

Community Corrections is funded by the Department of Corrections. It's the community-based alternative section. So they're State-funded in the first place. Between our respective relationships with the Department of Corrections' officials, we were able to go to them and present them with a plan to bring offenders back through an established agency, Community Corrections, with the supervision of an established judge, both of whom they apparently respect. They were willing to say, That sounds like a good idea and we'll go with you for a while. We'll do a pilot with you.

Mr. CUMMINGS. And, Judge Gull, how much time does that take? I mean, when you all are supervising these—the people in the program. Say that you see them, I think you said sometimes once or twice a week. Seems like that would take quite a bit of time for a judge.

Judge GULL. It does.

Mr. CUMMINGS. OK.

Judge GULL. Uh——

Mr. CUMMINGS. And is that a part of a docket, like in the mornings on a Wednesday——

Judge GULL. Yes.

Mr. CUMMINGS [continuing]. Or the mornings on a——

Judge GULL. Yes. It's Tuesday afternoon. All day Tuesday afternoon. And it's not just the in-court meetings with the offenders; it's

the administrative things that happen behind the scenes to ensure that the in-court process goes smoothly, where we had to enter into agreement with treatment providers on how many of our client they'll accept, on the different types of treatment that they'll provide.

We realized after a couple of years that we were not giving people financial counseling or consumer credit counseling, so we've contracted that type of counseling out. It's—the in-court time is the easy time. It's the out-court time that can get a little overwhelming sometimes.

Mr. CUMMINGS. How are you all? Do you all—are you all assigned to these courts or do you volunteer? In other words, does the chief judge say, You're going to do this?

Judge GULL. I am the administrative judge of the division.

Mr. CUMMINGS. Oh. OK.

Judge GULL. And we have our A, B and C felonies, which are our serious felonies—murder, rape and robbery—and I'm in that division. Judge Surbeck is in the D felony division right now, which is prostitution and theft. And Judge Shiedberger handles the drug cases that do not end up in the drug court intervention program. And we rotate those so that we can get a little bit of a different caseload every year.

Judge Surbeck began the re-entry initiative and has been doing such a splendid job with it, that I decided administratively that he would stay with the re-entry process and to keep it going.

Mr. CUMMINGS. Well, he certainly looks very excited about it.

Judge GULL. He is and he's very good at it.

Mr. CUMMINGS. Just one other question. What percentage—I mean, you may not have this figure—of the folks fail to do what they're supposed to do to stay in the program?

Judge GULL. In drug court?

Mr. CUMMINGS. Yes.

Judge GULL. About a third.

Mr. CUMMINGS. And is there one common violation?

Judge GULL. Drug use.

Mr. CUMMINGS. OK.

Judge GULL. Drug use or criminal activity.

Mr. CUMMINGS. Uh-huh.

Judge GULL. We've had a couple of people that absconded, have been AWOL for a while and they finally do get picked up, they've been AWOL out on a binge. The biggest bulk of the people, however, choose not to go into the drug court program. We'll screen an individual who's been charged with possession of marijuana, they're eligible, they meet all the criteria and they—we believe they would be a very good risk candidate. We're excited to be able to offer them that opportunity, and they turn us down flat. And the reason that they turn us down is they tell us they'd rather do the time, the program's too hard, it's too much work. They would rather just take punishment, go and not have to deal with me on a weekly basis or the case managers that they report to or the treatment providers or going to parenting classes, get a job.

I mean, it's not an easy program. The people that graduate, we're tremendously proud of those people, because it's hard. It's very hard.

Mr. SOUDER. OK. Can I ask a followup with that? When we were in Baltimore 2 weeks ago, had a judge from the drug court, and I asked her that question, because, in Fort Wayne, I knew that one of our things is people turn the court down. They don't—it's not voluntary.

Is that the difference, because we have a limited number of spots? I mean, I understand why it's more effective if it's voluntary, but, in their case, they didn't allow the choice.

Judge GULL. I would really rather not give people the choice, but I don't have the staff and the resources.

Mr. SOUDER. It's a dollar question.

Judge GULL. Yes. It's totally financial. If I had six more case managers, two high-risk case managers, I would capture virtually all of the drug cases coming through. I'd also attempt to capture people that do crimes to support their habits. Right now, it's limited to possession. I'd like to get the prostitute that's committing acts of prostitution to support her habit. I'd like to get the thief who's stealing from Walmart to pawn the stuff on the street to support his or her habit. But, right now, I've only got three caseworkers, and that's just not enough to handle the population of people that's out there.

Mr. CUMMINGS. Just one last question, Judge Surbeck. The faith-based piece that—you know, I think when we talk about the community trying to help, I think that's a—I think that's a great idea. And I'm just wondering—I mean, other than the examples you cited to us, are there other pastors or priests or whoever coming to you, saying, you know, I think we'd like to try to do something to help some people?

I mean, it—and I guess the thing that's just so interesting about it and, as you were talking, I thought about the drug addicts that I have known. And it's almost like, in many instances, if they're still on drugs, it seems like you're talking to a ghost of a person, because it's that you're getting they're not always honest and all that, and it just seems like I would assume that a church—for a church to take that on, some of their parishioners may be saying, well, wait a minute. I don't know whether we want to get into that. We are—you know, we're religious and everything.

But I was just wondering, do you see the number of people in the religious community expressing an interest in trying to help?

Judge SURBECK. The simple answer to that is yes. I've been really impressed as these folks step up. I have—you know, I cited to you, too, one formal program as well as another volunteer pastor, if you will, but every Friday morning—I run re-entry court every Friday morning. We run it out of the police station on Grape Street, where they've provided us some space and built us a little courtroom and, every morning, I have a minimum of four to six pastors who are there. And they're there, they listen and, as they hear from the offender or sometimes from me a problem arising, they'll step up and say, Judge, let me talk to this fellow for just a moment, and it's amazing how they straighten things out.

Mr. CUMMINGS. Thank you.

Mr. SOUDER. Mr. Davis.

Mr. DAVIS. Thank you very much, Mr. Chairman.

Judge Gull, what has been the law enforcement community's reaction to the drug court?

Judge GULL. Financially, as you might imagine, they were kind of skeptical, but once the program was explained to them, they've been very supportive. Our chief of police has been very supportive, our sheriff has been very supportive of the program.

Mr. DAVIS. That's good, because I know that there are some law enforcement people who kind of bemoan the fact that the same people that they arrested, you know, last month, they see them on the streets or whatever. And I've heard that just in a number of times, so I'm very pleased to hear that.

Judge Surbeck, you mentioned that, with the re-entry, housing might—it is a problem. Do you find in many instances where you have individuals who don't have a place to go?

Judge SURBECK. Yes, sir. There's a significant number of my offenders who come out who are homeless. They're homeless for a couple of different reasons. No. 1, they may have been homeless when they committed a crime and were sentenced to the penitentiary.

There's another large group, a group that I didn't appreciate was going to be there. Now, Ms. Hudson from Community Corrections and Terry Donahue from the Department of Corrections continued to tell me as we were brainstorming designing this thing that they're going to need housing. I kept saying, No. They can go home. They'll go home to their family. They come out of the prison, you know, we see all this stuff on TV and that kind of stuff that makes us feel warm and good that they're going to go home. A lot of families don't want them back. They've victimized their families just as they victimized the community and the family doesn't want them back for that reason.

Some of them, the families, even if they're marginal about letting them home, they will not accept them. Well, we put everybody for the first 6 months, we put them on electric monitoring, and they are willing—family members who are willing to accept that clear inconvenience. There is a significant inconvenience to electronic monitoring about use of phones, use of computers, so on and so forth; and, therefore, families are reluctant to have them back. So we have a large number of homeless.

Mr. DAVIS. And you would agree that a place to stay is actually a stabilizing factor in terms of trying to get people back and reacclimated.

Judge SURBECK. Oh, absolutely. Well, I think any one of us know. I don't know what I would do if I didn't have a place to live, let alone, you know, have—I don't have a criminal history. I can't think of what I'd do if I didn't have a home. And then, when you add that to all the other problems these folks have.

Mr. DAVIS. I'm going to try and make sure that I send you a copy of the legislation that Representative Souder mentioned earlier and that I introduced 3 weeks ago, which attempts to get at that problem in terms of creating what we would call living situations where individuals would, in fact—and we actually hope that, once passed, we'd be able to build about 20,000 units over this year over a 5-year period and create stable situations where individuals would know. And we have a unique way we hope of doing it by using a

model of low-income—low-income housing tax credits so as not to be talking about another program where we're talking about big grant moneys necessarily, but getting private developers to become a part of it.

And, so, I will make sure that I——

Judge SURBECK. I would very much appreciate that. Thank you.

Mr. DAVIS [continuing]. Get you a copy. The only other question I have is we just had our primary elections on Tuesday and, of course, a number of new judges were, in fact, for all practical purposes, elected, and I wish that we could send them here for a judges training. And, so, I thank you very much for your testimony.

Judge SURBECK. Thank you very much.

Mr. SOUDER. Thanks. I want to mention a couple of things. One is that one of the things that we ran into these housing questions is we had an innovative program down near the police station where it basically went under because one of the clients stole all the equipment and financially sunk the project. And we may even want to look at some kind of—you mentioned full housing—some kind of insurance for those of who are willing to come into this type of program, because it's devastating when they lose any income or their ability and they're dealing with high-risk clients. And it—and, often, very uncapitalized in the effort.

The other thing is is we have to address very difficult problems of community reaction, but it has to be done. I mean, that—in Fort Wayne, I've talked to many people who are on the street or moving around, and we have many volunteer shelters, but not enough and particularly in the areas where people are moving back to. And it is a tremendous burden if we can't figure out how to address these problems.

Also wanted to ask one last question of Judge Bonfiglio. What—the Wraparound concept is obviously the ideal way to go. It's also very expensive. Do you get a lot of private sector donations? Elkhart is an incredible giving community, a very interactive community. How much of the program you were talking about comes from private sector versus public sector funds?

Judge BONFIGLIO. When we started Wraparound, our United Way of Elkhart County, as well as the Community Foundation helped get it off the ground to bring in the trainers to train our probation staff office, our family and children staff, our court-appointed special advocates, but the real key in getting it continuing and actually making it work on a day-to-day basis is our community mental health center.

And, actually, many of our kids are from families that are eligible for Medicaid. And, so, we're able to use local dollars and Medicaid dollars to really help fund the resources of the facilitators and the people that actually go out and meet the families, create the family and child teams. But what we found is that if you really were concentrating on kids and therapeutic care and high-cost residential, because that's where we had to begin because we had enormous deficits in our budget for that kind of care, if you can effectively wrap around service around a child, and it may not be their birth family—it may be a foster home or a therapeutic foster home—if you can take them out of that $200 or $300-a-day treatment facility, meet their needs in a better fashion with a Wrap-

around plan, that may cost you some money, but certainly not $200 or $300 a day. So we see a real saving in our residential care budget.

But, for the most part, the money comes from Medicaid, rehab and our community mental health center to provide the program. And we did have contributions from the private sector to get it started. And one of the pieces of a Wraparound organization is to have a contingency fund where, when you can't go to any other source in government to get something a family needs, you can go to a fund for small kinds of things that a family may need to get started on the Wraparound plan, and that's the community money from United Way and the community foundation.

Mr. CUMMINGS. Just wanted to thank all of you for being here today. And I just—as I listened to your testimony, I could not help but say to myself, you know, it's just so important. I'm just so glad you took the time to come to be here today. We need to hear these kinds of things. We need to talk to people on the front lines of dealing with these kinds of issues, and we really do appreciate you being here.

I know, as judges, you're used to asking the questions and not having the people asking you questions and I know that, but we do appreciate it.

The other thing that I hope is that—you all are truly the witnesses, because you are so—you're close to the situation, and there are a lot of people who I would imagine may not agree with what you're saying. And I've often said that if I, an African American, sat where you sit and said the same thing that you're saying, some people would say, Oh. Here they go again. And I'm serious about that. And I think that it takes all of us—all of us, black and white, who see the problems, because it's not a black problem, it's not a white problem. It's—it has no borders. The drug has no borders and I think that these are human problems, and I think that you all have pointed that out very clearly here today. And, as I've often said, we're all walking wounded, every single one of us. And it comes out clearly that you're trying to rehabilitate—truly rehabilitate some lives so that the people can go back out into their communities and support their children and support their communities and not be a burden on our society. And, so, as I said, I thank you very much.

And to the others who will testify coming up, unfortunately, I have to get back to Baltimore. I've got a 4:05 flight, but I'm sorry to miss your testimony.

And I want to thank you, Mr. Chairman, because I think this is one of the best hearings that I've participated in, and I really appreciate it. Thank you.

Mr. SOUDER. Thank you very much. And thanks to the second panel and thank you for coming.

If the third panel could now come forward, Mr. Deary, the President and Executive of the Boys and Girls Club of Greater Goshen; Ms. Alisa Stovall, the Education Coordinator of Deer Run Academy; the Honorable Matt Schomburg, the Wayne Township Trustee; Mr. Mark Terrell, CEO of Lifeline Youth and Family Services; and the Honorable Glynn Hines, who's the Fort Wayne City Councilman.

And if you could all stand, we need to do the oath.

[Witnesses sworn.]

Mr. SOUDER. I want to thank all of you for coming and appreciate your staff. I'm looking forward to hearing your testimony and we'll insert all the full testimony into the record. And, as I said at the beginning, each of you, too, also may have additional information you want to submit after you hear the questions and we may do some followup written questions to make sure that our—our record is comprehensive.

Mr. Deary, we'll begin with you.

STATEMENTS OF KEVIN DEARY, PRESIDENT AND EXECUTIVE DIRECTOR, BOYS AND GIRLS CLUB OF GREATER GOSHEN; ALISA STOVALL, EDUCATION COORDINATOR, DEER RUN ACADEMY; MATTHEW P. SCHOMBURG, WAYNE TOWNSHIP TRUSTEE; MARK TERRELL, CEO, LIFELINE YOUTH AND FAMILY SERVICES, INC.; AND GLYNN HINES, FORT WAYNE CITY COUNCILMAN

Mr. DEARY. It is, indeed, an honor and a pleasure to be here to discuss what's very near and dear to my heart, and that's the children of our country. I appreciate Congress's concern for the welfare of our children and your interest in hearing from a diverse set of practitioners here in northeast Indiana.

If you hear a eastern accent, I'm originally from Boston, Massachusetts, which may throw you off a little bit. I've been out in Indiana for about 8 years, and it's truly a wonderful place to work and to work with children. Most of my time has been spent in Boston, Massachusetts and New England, and we've had tremendous growth. We've been blessed with the boys and girls over the last 8 years. We've gone from serving 211 children to serving over 1,500. It was a privilege to be able to have Congressman Souder come up and take a tour of our facility, and I wholeheartedly agree that children are definitely our future.

It was important to us, as we began to look around at our community and began to identify some of the turf issues that were impacting how we outreach to the children and the fact that we wouldn't let go of those turf issues. One of the things that we made and we were bound and determined to do was to outreach and break down some of those fences and invite other services to join with Boys and Girls Clubs so we could both co-program. So some of the programs that we have at our Boys and Girls Club, we have a Boy Scout Troop, a Girl Scout Troop, 4-H program, we have an alternative program for middle school children who are academically and socially falling through the cracks. We work actively with probation, with court services, mental health, we have that Wraparound process that is—that many times has meetings in our facility based on our children.

I was privileged to be able to work with the Honorable Judge Bonfiglio and on being one of the first people to sit on that committee to establish some of the guidelines of the Wraparound process. It was an honor and privilege to work with the case studies and to work with the children to be able to see an active difference. And if you take one thing—two things away today, Boys and Girls Clubs make a difference. Reaching out to children of youth service

agencies, reaching out to children in a preventative force makes a difference, and that Wraparound concept changes kids' lives.

It was important for us and to be able to continue to do our outreach to measure the impact by seeing how many of our children were actually graduating from high school, staying out of gangs. Gang prevention has really taken hold, particularly in northern Indiana. When I first came here, there was a sense of denial that we didn't have a gang problem. Coming from the New England area and coming from Boston and from southern New Hampshire and being able to recognize that we, indeed, had a gang problem and we needed to do something; we needed to put some prevention programs in place; we needed to make sure that we did gang prevention, as well as intervention. And the most effective and cost-effective way to prevent children from falling through the cracks of drug and gang prevention is to keep them off the streets.

Time Magazine had an article several years ago—3 or 4 years ago that said, "Do you know where your children are? It's 4 o'clock—4 p.m." More and more of our families—single-parent families are working one and two jobs, and children after school between the hours of 3 and 9 o'clock are the most at risk of falling through the cracks. And making sure that we have positive alternatives for children, but most importantly making sure that we have trained, loving, caring staff to inspire and enable all children, particularly those from disadvantaged circumstances, how to become responsible citizens and leaders, which is our mission statement for Boys and Girls Clubs.

Boys and Girls Clubs across the country, there are 2,000 clubs across the country serving 3 million children, and I'm blessed to be able to work with just one of them. And, in Elkhart County, our services have grown from one facility. We now have a second club in Nappanee, Indiana, we're opening a third one in Middlebury, Indiana and we just were blessed to be able to continue our outreach to children. The key, though, is one of my favorite sayings when we do prevention, "They'll come in if it's new. They'll come back if it's you." And so many times we want to have new and innovative things that really don't make a difference. We need to find and sustain funding for the programs that really make a difference, the ones that stand out and change kids' lives, and that's through positive relationships between staff and children, and being there day-in and day-out where the children are, looking at all of the child, looking at all of the family. The family court concept that Judge Bonfiglio has put forward needs to take place. We have to look at all of the child, including their family, their environment and how much part of that impacts the life of a child throughout everything.

And, if I had to say there was one thing that hurts or holds back a child, many of our children do not have hope. They just don't have hope. They don't see a tomorrow, and drugs and gangs and alcohol are just the symptomatic things that they use to mask all that. They just don't think they have any value and they think that they have no hope. That is what prevention services should be addressing; not entertaining children, not recreating the children, but reaching down and developing positive relationships with kids and then giving them the life skills that they need, making sure they understand that education is a priority; that you need to be edu-

cated. You need to have that to survive in life, and making sure that we continue to have and sustain the programs that work.

So I thank you very much for the opportunity to be able to share this, and I'm done. Thank you.

Mr. SOUDER. Thank you.

[The prepared statement of Mr. Deary follows:]

The Testimony of
Kevin M. Deary, President and CEO
Boys and Girls Club of Greater Goshen, Inc.

Presented to
The U.S. House of Representatives
Subcommittee on Criminal Justice, Drug Policy and Human Resources

Friday, March 22, 2002
IVY Tech Auditorium
Ft. Wayne, Indiana

Chairman Souder and Members of the Committee:

Thank you very much for the opportunity to appear before the Committee today. I appreciate the Congress' concern for the welfare of our children and your interest in hearing from a diverse set of practitioners here in northeastern Indiana. I'm particularly grateful that you've chosen to hold this hearing here in Ft. Wayne. Many of us find it difficult to travel to Washington D.C. with any sort of frequency. And I know that your calendars are very full on those occasions when you're in your Districts. This Ft. Wayne IVY Tech site affords many us in this area the opportunity to address you directly, and to engage in dialog around an issue that those of us in this room believe is critically important to the future of our nation – our children.

The Boys and Girls Club of Greater Goshen, Indiana has been serving children in that community since 1956. Even then, concerned community leaders recognized the importance of providing extra support and guidance to certain of Goshen's children.

The Club has grown tremendously through the years. As recently as eight years ago, Club membership was 211. Our annual budget then was $ 93,000. We've grown to the point where three years ago, we opened a second Club Unit in Nappanee, Indiana and have plans to open a third Unit in Middlebury in the Fall of 2002. Today, our annual budget is in excess of $1 million. Today, Club membership numbers in excess of 1,500 youth, ages 6 through 18. And today, hundreds of these children participate in various educational activities, social and interpersonal competency development programs, and athletic/recreational activities each day.

I recognize that the focus of this Committee's hearing is on the juvenile justice system. But, I want to make a number of points that I believe fairly characterize the circumstances that too many Elkhart County, Indiana youth find themselves in. And I dare add that these circumstances are each contributors to the overall health, or lack thereof, of our youth, and hence, the need for a local juvenile justice system.

- In year 2000, there were 587 juvenile delinquency case filings in Elkhart County, a 35% increase since year 1990 (Indiana Youth Institute (IYI)).
- Also in 2000, there were 211 juvenile status case filings in Elkhart County, an increase of 240% (up from 88) since 1990 (IYI).
- In the year 2000, 68 Elkhart County youth were committed to the Indiana Department of Corrections, 115% of the 1994 level (IYI).
- Even in relatively prosperous Elkhart County, Indiana, nearly 10% of our children, ages

0 – 17, live in poverty (2000 U.S. Census Bureau figures).

- Also in 2000, there were 1,401 reported cases of child abuse or neglect in the County, with 569 of these being substantiated (Indiana Family and Social Services Administration (FSSA)).
- Two Elkhart County children died from child abuse or neglect during 2000 (FSSA).
- During the Spring of 2001, a survey taken at Goshen High School revealed that 20% of high school seniors were current smokers; 42% were current drinkers of alcohol; 14% were smoking marijuana; 3.4% of seniors reported using cocaine at least once; and 1% were using other narcotics (Ms. Dori Keyser, Counselor at Goshen High School).
- In the year 2000, 34% of the County's 10th graders failed to achieve mathematics proficiency on the Indiana Department of Education's statewide ISTEP test (Indiana Department of Education (IDOE)).
- In that same year, 29% of the County's 10th graders failed to achieve the state's proficiency level in language arts (IDOE).
- In 2000, the birth rate among Elkhart County girls ages 15 – 17 was 39.8%, up from 37.9% in 1995 (FSSA).

Clearly, Mr. Chairman, our children are vulnerable. Unless we, as communities, find effective means to reverse the trends generally characterized above, we will find ourselves more and more dependent upon the juvenile justice system.

Those of us in the Boys and Girls Clubs movement are very grateful for the support shown us by the federal government. Drawing on resources provided by the Congress, as well as other state and local resources, the Boys and Girls Club of Greater Goshen is providing a variety of programs that help children acquire those social and interpersonal competencies that will enable them to mature into healthy and productive adults. These competencies include:

- Problem-solving skills,
- Decision-making skills,
- Conflict resolution competencies,
- The ability to work as a contributing member of a team,
- The development and maintenance of appropriate relationships with peers and adults,
- An awareness of the physical changes occurring in their bodies and how to appropriately manage their developing sexuality,
- An awareness of the dangers associated with the use of alcohol, tobacco and other drugs.

To the degree that we're successful in our prevention efforts, our society's dependence upon the juvenile justice system is lessened. But, it's not just Boys and Girls Clubs that are engaged in this effort. Many other wonderful youth development organizations are similarly involved.

Mr. Chairman, I recognize that these are difficult economic times. You and your Congressional colleagues are faced with numerous difficult choices as you work to prioritize our nation's many needs. I would strongly encourage you however, to list a significant investment in the healthy development of our children among your top priorities. Just as we've gone to war in a bi-partisan fashion to combat global terrorism and protect freedom around the world, so too

must we work cooperatively to counter those negative influences that impede the healthy physical, mental and emotional growth and development of our children. Personally, I want to thank the Congress for its splendid past record of bi-partisanship when it comes to supporting our children, and specifically for the support that has been directed to Boys and Girls Clubs.

Secretary of State Colin Powell is a former member of the Board of Governors of the Boys and Girls Clubs of America. When giving the keynote address at the opening of a brand new Boys and Girls Club in Las Vegas two years ago, the Secretary commented that the materials used to construct that new Club were the same materials that are used to build jails. He further stated that as a nation of caring citizens, we must invest in more of the former so that we need not invest more in the latter. Boys and Girls Clubs focus resources, programming and adult attention on the neediest of our children – those who don't have a voice, and who constitute the silent majority of vulnerable children.

However, Mr. Chairman, buildings don't save children. People save children. People who act as mentors, as instructors and teachers, as coaches, as disciplinarians, as listeners, as empathizers and sympathizers, and as friends – these are the people who save children. "Children come in because it's new. They come back because it's you!" This is what Boys and Girls Clubs provide.

In closing Mr. Chairman, I'd like to leave you with just a couple of thoughts for you and your colleagues to consider. This part of Indiana, and in fact this nation, is blessed with many wonderful people and organizations that are doing amazing things for our children. As a system, we're far from perfect. There are still far too many children who are lost to neglect, indifference, or ignorance. But, Mr. Chairman, successes are everywhere!

My suggestion and request, Mr. Chairman and members of the Committee, is to look wherever you can to support those on-going programs and activities that are proving themselves to be effective in helping our children grow and develop. Each year, the Congress makes hundreds of millions of dollars available to communities and organizations across this land to support child welfare initiatives. Too many of these dollars however, require recipient organizations to do something new in order to access the funding support – start a new program, address a need not currently being addressed, supplement an existing curriculum with newly created units, or build a new building.

To be certain, we can never stop innovating. We must be constantly alert to the next new strategy or method that will enable us to be even more effective in the support of our children. But, Mr. Chairman, whenever and wherever you can, I strongly urge you to find ways to support existing organizations and programs that are proving themselves to be effective, rather than forcing mostly small and thinly staffed organizations to continually reinvent themselves in order to qualify for federal assistance.

Lastly, Mr. Chairman, I offer the following, and am certain that you and your colleagues are well aware of this. Too many of our children are at sea – a sea of adult indifference or worse, of abuse; of drugs; of violence; and of teen pregnancy. The tides that sweep across this sea are sweeping away too many of our children. These tides make no allowances for children of

different races, religions, regions or economic backgrounds. Boys and Girls Clubs and other youth development organizations act as life preservers, keeping children afloat until they can reach firm ground – a place where they can be safe, can learn, can grow and can find hope for their futures.

Mr. Chairman, if we are to be successful in our efforts to enable all children to reach their fullest developmental potential – *and as a nation, this should be our goal* – then youth-serving organizations must be able to serve all youth without regard for who they or their families are, where they're from, and what their economic circumstances might be. And so again, Mr. Chairman, I encourage you to look for ways to provide financial assistance in support of programs that can remain "blind" to the usual eligibility constraints that so often accompany federal financial support.

Mr. Chairman, thank you for the opportunity to speak with you and the Committee this afternoon. I look forward to engaging you in on-going discussions regarding the future of our children.

Mr. SOUDER. Thank you very much, too, for helping mentor other clubs that aren't even in your jurisdiction. I know that Rockford and Bluffton and the group over in Huntington have come up and observed your efforts in Goshen, and it's a tremendous example.

Mr. DEARY. Thank you.

Mr. SOUDER. Ms. Stovall.

Ms. STOVALL. I appreciate the opportunity to speak with you this afternoon. It's a passion of mine to talk about young people I work with; however, I will tell you I'm much more comfortable with a group of adjudicated youths than I am in your presence. So please forgive me for that.

Deer Run is an alternative education program that was developed through the collaboration of East Allen County Schools and the Allen County Superior Court, Family Relations Division, specifically Juvenile Probation. And we're currently in our 4th year of programming. The students from our corporation—five high schools, actually—have—under supervision of court and on formal probation, are actually eligible for attendance at the Deer Run Academy, and both organizations, the school and the court, need to agree on placement before they actually enroll the student.

In the past, students that were expelled from the high school did not have options; they were out on the street, out in the community until the time of their expulsion was over, but then they had options to return to schools. This program actually fills a large gap, because what happens is these students are automatically placed at risk once they're not returning to school; and, two, for staying in the court system and attached to it long-term. So, by serving as an alternative to expulsion, we keep these students specifically attached to school, in school and then give them an opportunity to develop some skills that will hopefully become life skills, skills like communicating, thinking, problem-solving, persevering, working toward a common goal with other people; the skills for life. Skills that will be beneficial to them when they return to a classroom, if they return to a classroom, but, more importantly, skills for life. And that is truly our focus.

The Deer Run program has four component pieces to it. We have small group instruction, and the instruction is based on core academics. English, math, science, social studies are standard instruction. We have a Timberline Challenge Ropes course that we utilize onsite. We also have the adventure/outdoor education programming component. And then one of the strongest pieces is actually working with outside community partnerships outside of the classroom and giving students an opportunity to go and work and learn someplace outside of the school or the traditional idea of school and also bring back some skills that we can generalize and use again and help them to use again in a more productive manner.

We truly want to provide them a nontraditional means of getting an educational experience, and what we consider to be nontraditional, actually, is—if you're looking at research, is best practices for how students learn and how kids learn. Small is good. Students learning with small groups, students getting individualized attention or small group instruction, students that are able to have meaningful relationships with appropriate adults, instruction that's relevant—observably relevant to their lives, those are best prac-

tices. That's what we—that's what we do. That's what we attempt to do with students.

I actually asked several of my students before I left social studies class today what they would want you to know about Deer Run and what we do and what we are. And it's always interesting to hear their response, but this is what they said: "You help us go from Ds and Fs to As and Bs." And the questions was "How come?".

"Well, because you guys are here and you work with us right now. It's smaller here. There are fewer students in my class, and I don't feel lost. The teachers are right here to help you, and you get to work at your own pace. You get to ask questions and not feel stupid. You try to get us to think about the choices we make."

And these are words from those young people that we spend our days with that are considered juvenile delinquents or adjudicated youth. Their perceptions of Deer Run are our truest measure of effectiveness, and I truly believe that when a student transitions back from our program—typically, they stay with us from when they enter to the end of the school year. We followup with contacts, we work with them through their next year away from Deer Run, supporting them. Of the 95 students that have come through the Deer Run program, at this time, 81 students have either completed their course of instruction and graduated or they've returned to some type of educational program and remain there. That's encouraging.

I have a colleague that sent me a quote that I wanted to share with you today. It comes from a book called Inviting School Success, and it says, "People in environments are never neutral. They either summon or shun the development of human potential." And our ultimate goal at Deer Run Academy is to provide people an environment that can summon the human potential in these students who have come from a variety of times and places and situations. We're not the be-all, end-all to every student; we're a part of a continuum, hopefully a much larger continuum of options for that person that has some very real needs, and we gratefully step forward and accept that challenge for our piece in this.

Mr. SOUDER. Thank you very much for your testimony.

[The prepared statement of Ms. Stovall follows:]

Deer Run Academy an Alternative Education Program for
East Allen County Schools ~Allen County Superior Court

Alisa Stovall, Lead Teacher **John Berg, Program Director**
18722 State Road 101 North
Spencerville, Indiana 46788
(260) 238-4018

"People and environments are never neutral. They either summon or shun the development of human potential." *(From Inviting School Success)*

Background:

Deer Run Academy ("Deer Run" hereinafter) is a joint initiative between East Allen County Schools ("EACS" hereinafter) and the Allen County Superior Court – Family Relations Division/Juvenile Probation ("ACSC" hereinafter) serving alternative education students since January of 1999. This highly structured full-day program is designed for students who are either on probation with or under the supervision of the Allen Superior Court. An additional requirement for enrollment at Deer Run is that students have either been expelled from an EACS high school or have otherwise been unsuccessful in the traditional school environment. The mission of Deer Run Academy is to assist high school students in their transitions back to high school or other educational placements.

East Allen County Schools and the Allen Superior Court-Family Relations Division are committed to educating students who have been expelled from one of our five district high schools, has been involved in the juvenile court system, and has been at risk of not fulfilling high school graduation requirements. Part of the Deer Run commitment includes helping students build the resources they need to get along in life, both inside and outside of the classroom. At Deer Run, this growth is nurtured one relationship at a time.

The Deer Run program has three main components: traditional academic core courses are offered (English, Math, Science, and Social Studies); the Timberline Challenge Ropes Course; and Adventure/Outdoor Education programs. A common theme of building skills for life is woven throughout these three main program components.

Organizational Structure:

East Allen County Schools	*Allen Superior Court*
Dr. Jeff Abbott, Superintendent	The Honorable Stephen M. Sims, Judge
William Hartman, Exec. Dir. Student Svcs.	Pete Downey, Education Director, ASC
Alisa Stovall, Lead Teacher	John Berg, Program Director
Sandra DeRose, Teacher/Probation Officer Brad McAlexander, Teacher/Probation Officer Don Richardson, On-Site Probation Officer	

An EACS Behavioral Specialist, EACS Special Services Department, EACS High School Guidance Counselors, EACS Transportation Department, as well as the EACS Technology Department provide support Services for Deer Run Academy.

Alternative Setting:

Deer Run Academy is located in the Deer Run Wilderness Area in northeastern Allen County, Indiana. The area is owned by Allen County and operated by Allen Superior Court-Family Relations Division/Juvenile Probation. This 122-acre site houses the Timberline Challenge ropes course, a 2500 square-foot lodge, a platform tent camping area with shower houses and an 18-acre lake. The wooded area has numerous trails and transitions into wetlands. The site is a rich resource for adventure/outdoor education and other learning opportunities.

The Timberline Challenge Ropes Course is an extensive high- and low-element ropes course designed specifically for experiential education. All Deer Run students participate in teambuilding activities and initiatives designed to help each individual student build communication skills, make responsible choices and develop trust, while encouraging self-challenge and goal setting. Deer Run staff members facilitate each group and personal challenge using an experiential learning cycle. This cycle includes an experience-debrief-generalize-apply-assess format that allows students to make real-life, relevant connections to the activities and initiatives.

Student Population:

Students are drawn from the five area high schools in East Allen County representing rural, urban, and suburban communities. These high schools are: Heritage Jr./Sr. High School, Leo Jr./Sr. High School, New Haven High School, Paul Harding High School, and Woodlan Jr./Sr. High School. Typically, students enter Deer Run when they are in their 9th or 10th year of education; however, upperclassmen have attended the Academy.

Admission:

Students are referred to the program through one of several processes:

- As an alternative to expulsion from EACS
- By referral of high school guidance or administration
- By referral of Juvenile Probation
- By Court order.

Both East Allen County Schools and Allen Superior Court must agree to the placement. Students are enrolled only after meeting with Deer Run staff in an intake meeting held in the student's home. Though students enter the academy at any point during a semester, they generally remain in the program through the end of the academic school year. The program follows the corporation calendar and ends at the completion of the first summer school session.

Instruction:

Deer Run offers core subject coursework via non-traditional methods. Each member of the Deer Run teaching staff has been trained in the Experiential Learning Cycle: an interactive model from Project Adventure, Inc. that incorporates the same facilitation strategies used for ropes course initiatives with curriculum content. At Deer Run, communicating, group problem solving, and shared decision-making are underlying skills in all the activities and exercises students participate in. Small class sizes (7:1 ratio) allow for a more focused instruction and academic support from the Deer Run staff. The Academy staff also has technology support that allows individualized academic course offerings via the PLATO Learning Systems Program.

In the adventure/outdoor education program student groups have several opportunities each year to participate in camping, backpacking, and canoeing trips around the state. On-site students are taught basic outdoors skills such as knot tying and camp safety. The most recent project of building a kayak has allowed students to work 1:1 or 2:1 with staff as they complete a task from start to finish.

Staff Development:

Staff development is an important resource for the Academy staff. The focus of staff training has been largely on working with at-risk youth in a non-traditional academic setting. Staff members are involved with training through the Association of Experiential Educators, Project Adventure, Inc. and other alternative education forums. EACS has participated in a multi-year initiative, *Learning Perspectives*. The goal of the initiative is to improve academic achievement of students from all economic backgrounds by increasing the educator's understanding of students from varying economic means. As a result of this training, a curriculum called *Breaking the Mold* was developed for use in the alternative program. All enrolled students take part in discussions and activities designed to empower them with the resources and tools for making positive/productive life decisions.

Faculty Profile:

The five on-site staff members work collaboratively to provide the most effective services for students: Alisa Stovall, John Berg, Sandra DeRose, Brad McAlexander, and Don Richardson, as follows:

Alisa Stovall, Lead Teacher	Alisa coordinates the education program. With more than twelve years of teaching experience in programs for emotionally handicapped and other at-risk students, she brings resources in behavior management and individualized instruction. She currently teaches the social studies courses for students at the Academy. Alisa received her B.A in Psychology and M.A. in Special Education from the University of North Carolina-Chapel Hill.
John Berg, Program Director	John formerly served as the Science and Mathematics teacher at the Academy. In addition to managing the Court property, he currently leads the Timberline Challenge teambuilding activities with the students. His

	experience and background in environmental sciences, backpacking, canoeing and other outdoors sports and recreation gives strong leadership in the adventure/outdoor education program. He received his B.S. in Education from Indiana University-Purdue University at Fort Wayne.
Sandra DeRose, Teacher/Probation Officer	Sandra is in her second year as the English teacher at the Academy. She received her B.S. in Education from Ball State University. Her previous teaching experience was with a gifted and talented education program.
Brad McAlexander, Teacher/Probation Officer	Brad is in his first year of teaching at Deer Run Academy as the Science and Mathematics teacher. He received his B.S. in Education from Indiana University-Purdue University at Fort Wayne. He is also a volunteer fireman for the Grabill Fire Department.
Don Richardson, Probation Officer	Don joined the staff after working as a youth care worker at the local juvenile detention center. He provides classroom support and leads group teambuilding activities. Don has a B.S. in Criminal Justice from Indiana University-Purdue University at Fort Wayne.

Community Collaboration:

In addition to the joint partnership that makes Deer Run Academy possible through East Allen County Schools and the Allen County Superior Court, Deer Run has established additional community partnerships that allow students to transfer learning to real-world applications. Students volunteer at a local landscaping business that is affiliated with Hoosier Releaf: the Indiana branch of the National Tree Trust. In addition, this landscaping business owner works closely with students as they learn vocational skills and/or on-the-job training towards high school credits. Learning plant and soil sciences, landscape design, and business management are marketable skills for students when they leave Deer Run.

Additionally, Deer Run has partnered with an area horse stable: WindRider Stables. Through this partnership, students participate in draft horse clinics to learn basic horse handling and animal care, attend horse auctions, learn farm maintenance and business management, and the opportunity to develop new sets of skills. These positive interactions between human and horse can often be generalized to behavior and communication between people.

Program Impact:

The programmatic impact on the lives of Deer Run students has been substantial. Deer Run has served 72 students (four students have attended two years at the Academy): 15 are currently attending a traditional high school; 14 are currently attending an alternative school program; 7 have graduated; 12 have obtained their GED; 2 are Ombudsman graduates; 8 are in placement; and only 14 have dropped out of the educational setting. There are 19 students currently enrolled in Deer Run Academy. Please refer to the chart below for an easier to read format of our program's impact.

The most valuable feedback of program impact comes from students who have completed the program at Deer Run and return to their home high schools or move on to other educational

opportunities. Their growth, behavioral or academic, is the truest measure of the effectiveness of our efforts. The transition out of Deer Run is a key time for students. Staff have committed to supporting former students with follow-up contacts during the year after they leave Deer Run. Staff members make high school or on-the-job visits, phone calls, meet with guidance counselors or teachers and students, assist with GED placements, and generally support the positive efforts of these Deer Run graduates.

Program Impact:	*Number of Deer Run Students:*
Currently attending a traditional high school	15
Currently attending alternative school program	14
High School Graduates	7
GED Graduates	12
Ombudsman Graduates	2
In Placement	8
Drop-outs	14
Sub-total:	72
2001 – 2002 school year – students attending Deer Run Academy	19
Total number served by the Academy:	95*

*Four students attended a second year at the Academy

Recognition:

This fall Deer Run Academy was nominated for the Indiana Department of Education's 2002 Alternative Education Exemplary Program Recognition. The purpose of the award to be announced this spring is to recognize the significant contributions alternative education programs make to their students. The Indiana Department of Education will highlight the programs selected and provide grants to disseminate best practices around the state.

Mr. SOUDER. Almost said Matt. The Honorable Matthew Schomburg. Appreciate your testimony.

Judge SCHOMBURG. Like I say, it's an honor and a privilege to be here today to provide a voice to people that—I guess you'd have to be a township trustee to understand—people that typically don't have a voice that's represented, and that's the indigent community, different things that I get invited to. In other words, the people from this group that never have a representative there, other than someone like a trustee, and it's very frustrating for me, being a trustee, and you'd have to live my life to understand that a lot of the issues that are so important to this group of indigent people never seem to get much in the way of publicity because those are usually the issues communities don't like to face a lot of the time. So the opportunity to be here to talk about the Twenty-first Century Scholars program, a program to help get education for the people from this group, is just really and truly a great honor.

The Wayne Township Trustee's office is the only government office in the State of Indiana that does host—and there's 16 regional sites, and it's one of the 16 sites, and that's the only one with a government office. We try very hard to get support from everyone within the community and we're honored to have our mayor, Grant Richards, be very supportive, as well as Congressman Souder. They've both been essential projects to support this program to help get students signed up for this program. I have a brochure here that really sums up everything tremendously well about the Scholars program and I'd like to pretty well glean my testimony from this.

Post-secondary education is expensive and a major financial burden for many Indiana families. Every student deserves the opportunity to earn an education—a higher education. Twenty-first Century Scholars program makes college a reality for eligible Indiana students and their families. In 1990, Indiana General Assembly created the Twenty-first Century Scholars program to raise an education, the educational aspirations of below- and moderate-income families.

Indiana, to create this program, used three sources of funding. They use GEAR UP funding, which I thank Congressman Souder for being so involved with, a State fund and also Americorps fund. During the past 11 years, the Scholars program has enrolled nearly 70,000 Indiana eighth graders. Since 1995, more than 20,000 scholars have returned their pledges of good citizenship, and Twenty-first Century Scholarships have been awarded to 16,050 scholars today. That's, approximately, 80 percent of all people that enroll in this program get awarded scholarships.

Today, thousands of scholars are enrolled in colleges and, for 1998/1999 program year, the first scholar year in the scholars to graduate from college, there were 450 graduates. In 2000 and 2001, there were nearly 1,700 scholars from each college.

The Twenty-first Century Scholars program is excited and encouraged by the accomplishments of the program and it's seen a steady increase in enrollment over the last 2 years. In fact, the Scholars program reached a high point in the 2000/2001 program year by enrolling 11,035 students. Seventy percent of the State's el-

igible eighth graders were included in that group, and that was an increase of more than 1,100 students from the 1999/2000 year.

The program works by enrolling income-eligible students in the Scholars program of who fulfill a pledge of good citizenship. And these students are guaranteed the cost of eight semesters of college tuition at any participating Indiana college or university. The scholars take an actual pledge and the pledge is that they will graduate from an Indiana high school with a college—or, a high school diploma, will achieve a cumulative grade point average of at least 2.0 on a four-point scale, and they will take a pledge not to use illegal drugs, alcohol or commit any crime, they will apply for admission to an Indiana college or university or technical school as a high school senior and they will apply on time for State and Federal financial aid.

The benefit to the students and families are that the Scholars program supports the parents and secondary schools in preparing students to seek a higher education, offering 16 support sites statewide, and on our site is that in northeast Indiana; special Scholars publications, which include career and educational information specific to the scholar's year in school; a toll free hot line to answer questions related to the Scholars program for higher education training careers, colleges and financial aid; the Scholars—a Scholars Web site, www.scholars.indiana.edu, that offers information for guidance counselors, regional support programs for both parents and students.

All Scholars publications and the Twenty-first Century Scholars applications are in English and in Spanish and are available on this Web site. There's a regional newsletter, there's monitoring support programs available at the participating Indiana colleges and universities. And the first year Scholars program will accept applications from eligible seventh and eighth graders, and that just started this year. In the past, you had to be an eighth grader to enroll and, this year, we took seventh and eighth grade students.

To qualify for the 2001/2002 year, students must be an Indiana resident, an applicant and a scholarship recipient to be an Indiana—excuse me—an Indiana resident as an applicant and a scholarship recipient in terms of our residency as a parent/legal guardian; as a child, a US citizen or a legal resident, be involved in seventh or eighth grade at an Indiana school accredited through a performance-based accreditation and meet the following guidelines: You have to be income-eligible, and it's close to the free or reduced school lunch program, which is for a household size between 21,479 up to a family of six for 43,827. And once a student becomes a Scholar, an increase in family income will not affect the student's enrollment. They have to fulfill the Twenty-first Century Scholars pledge.

And it's an honor to have this program. We've seen a dramatic increase involving students and we are working very hard at all the different agencies and groups in the community to provide a well-rounded atmosphere for the students that maybe don't get all

of the advantages of other people that have—that don't have the limitations of income—an income-disadvantaged family would have.

Thank you.

Mr. SOUDER. Thank you for your testimony.

[The information referred to follows:]

Twenty-first Century Scholars FAQs

The Twenty-first Century Scholars Program is designed to provide tuition and fees to Indiana students who might not otherwise be able to attend college. Eligible seventh- and eighth-grade students may enroll by completing an application on time and by fulfilling a pledge to the State of Indiana.

ENROLLMENT

How do students hear about the Twenty-first Century Scholars Program?
Information about the Twenty-first Century Scholars Program is available from many sources. The most common are listed below:

- Seventh- and eighth-grade school guidance counselors should distribute applications to all seventh- and eighth-grade students at school.
- Posters, brochures and notices posted at schools.
- Seventh- and eighth-grade newsletters and other publications distributed by ICPAC.
- Twenty-first Century Scholars Regional Support Program events, mailings and Parent Project meetings.
- In-school presentations conducted by Twenty-first Century Scholars AmeriCorps members.
- News releases and public service announcements.
- The Twenty-first Century Scholars Web site at **scholars.indiana.edu**.

What is required for a student to be eligible for the program?
Students are eligible by meeting income guidelines, turning in an application on time and taking the Twenty-first Century Scholars pledge. Students must be an Indiana resident (as determined by the permanent residence of the parent/legal guardian) and a U.S. citizen or eligible non-citizen.

What are the income guidelines?
The income guidelines are the same as those for the free or reduced-price lunch program, which is adjusted yearly. Call the ICPAC Hotline at 1-800-992-2076 for information on guidelines.

- Seventh- or eighth-grade applicants who are foster children or wards of the court automatically qualify for the program.

How does a student apply to the Twenty-first Century Scholars Program?
Request applications from the student's school, Twenty-first Century Scholars Regional Support Programs or the ICPAC Hotline at 1-800-992-2076. You can also send e-mail to **tfcs@scholars.indiana.edu**. Students and their parents must complete and return the application by June 30 of the student's seventh- or eighth-grade year.

How are applicants notified of their acceptance into the Scholars program?

- Applicants who meet the eligibility requirements receive a certificate of enrollment. Certificates are sent approximately six to eight weeks after receipt of the application.

Twenty-first Century
SCHOLARS

Twenty-first Century Scholars
2805 E. 10th St.
Bloomington, IN 47408
1-800-992-2076
http://scholars.indiana.edu

- Applicants who did not submit all required information will receive a letter detailing what is still needed to process their application. Applications must have all required information before they can be processed.
- Applicants who do not meet the eligibility requirements receive a letter of denial following a thorough review of all application materials. Denied applicants will receive information about other financial aid opportunities. Some families may choose to appeal the denial.
- Applicants can call the ICPAC Hotline at 1-800-992-2076 to inquire about the status of their application.

How is the confidentiality of Twenty-first Century Scholars maintained?
Every effort is made to maintain student confidentiality. Only those who work directly with the program have access to the database. Twenty-first Century Scholars promotional materials, such as posters, do not identify the program as need-based. In addition, the name of a Scholar is only released to college encouragement programs. Scholars' information is **never** released for commercial purposes.

What if a student failed to apply as a seventh or eighth-grader? Can students apply if they have completed the eighth grade?
Students who miss the application deadline can file an appeal. For information about the appeals process and to receive an appeals packet, contact the ICPAC Hotline at 1-800-992-2076. Appeals will be considered on a case-by-case basis.

What is the Twenty-first Century Scholars pledge?

The Scholars pledge states:

- I agree to graduate from a PBA-accredited Indiana high school with an Indiana high school diploma.
- I will achieve a cumulative high school GPA of at least 2.0 on a 4.0 scale.
- I will not use illegal drugs or alcohol, or commit any crime.
- I will apply for admission to an eligible Indiana college, university or technical school as a high school senior.
- I will apply on time for state and federal student financial aid.

THE HIGH SCHOOL YEARS

Aside from the award itself, what are the benefits of enrolling in the Twenty-first Century Scholars Program?
Scholars have ongoing encouragement to stay in school, set goals and plan for their futures.

Through the **Twenty-first Century Scholars Regional Support Programs**, AmeriCorps members and community volunteers provide a variety of college preparatory activities for Scholars, including college visits, tutoring, mentoring and community service projects. Parents of Scholars are encouraged to participate in the Parents' Project. To learn more about the Regional Support Program in your area, call the ICPAC Hotline.

ICPAC regularly sends Scholars newsletters and information that demonstrate the value of the high school diploma and higher education. The information is designed to assist in academic preparation, career planning, college selection and financial planning.

What if a student transfers to another high school once enrolled in the Twenty-first Century Scholars Program?
Students who transfer to an Indiana public or private high school accredited through the Performance-Based Accreditation (PBA) office continue to qualify for the Twenty-first Century Scholars award. Students who transfer out of state may become ineligible if they graduate from a high school outside Indiana. To receive the award, the student must be an Indiana resident, as determined by the permanent residence of the parent or guardian. In order to keep student records current, high school and address changes should be reported to the ICPAC Hotline.

Can students receive the Twenty-first Century Scholars award if they obtain a GED or complete a home schooling program?
Students who receive a GED are not eligible to receive the award. Twenty-first Century Scholars must graduate from a public or PBA-accredited private high school within the state of Indiana.

Once enrolled in the Twenty-first Century Scholars program, do students need to achieve a certain grade point average?
Yes. Students entering the program pledge to graduate from high school with at least a 2.0 cumulative GPA in order to receive the award. The 2.0 GPA is based on a 4.0 scale.

Admission criteria varies among colleges, and it is important for Scholars to maintain a grade point average that will allow them to be admitted to the colleges of their choice. Scholars are strongly encouraged to pursue Core 40 and Academic Honors curricula.

What if a student is not promoted to the next grade during high school or a student skips a grade?
Scholars who are not promoted need to notify the ICPAC Hotline at 1-800-992-2076 so student records may be updated. Provided all other requirements are met, they may continue in the program.

What if household income changes (exceeds eligibility guidelines) between the time of enrollment and graduation?
Once enrolled, an increase in the family income will not affect participation in the Twenty-first Century Scholars program.

USING THE AWARD

Where can I use my Twenty-first Century Scholars award?
The Twenty-first Century Scholars award can be applied to an eligible public, private, technical or proprietary school in Indiana. You can access this list of schools on the Web at **scholars.indiana.edu**, or call the ICPAC Hotline at 1-800-992-2076 to confirm the eligibility of an institution. If you do not have a computer at home, use one at your school or public library. Your Twenty-first Century Scholars Regional Support Program also has computers.

What does the Twenty-first Century Scholars program cover?
The program pays tuition and regularly assessed fees, such as technology fees, library fees, student activity fees and health services fees. The Twenty-first Century Scholars award is tuition and regularly assessed-fees specific; it will not cover other costs associated with college attendance, such as the cost of room and board, travel, books, etc.

The Twenty-first Century Scholars award is a "last-dollar award," which means other tuition-specific aid applies first toward tuition and fees. The award will be applied to make up any differences between the amount awarded and the remainder of tuition and fees.

Won't students pay more of their own money if they attend an independent college rather than a public college?
Independent colleges are generally more expensive than public colleges, but more expensive schools often offer more financial aid. Don't eliminate a college from consideration solely on the basis of tuition costs. Talk with a financial aid counselor at the college to learn the real out-of-pocket expenses for students and their families.

What organizations are involved in the Twenty-first Century Scholars program?

The agencies and organizations involved in implementing the Scholars program are:

- Office of Twenty-first Century Scholars
- Twenty-first Century Scholars Enrollment, Data and Communications Center (EDC)
- State Student Assistance Commission of Indiana (SSACI)
- Indiana Commission for Higher Education
- Indiana Career and Postsecondary Advancement Center (ICPAC)
- Indiana Department of Education
- Office of the Governor
- AmeriCorps USA
- Communities in Schools
- U.S. Department of Education through the GEAR UP initiative

How will eligible Twenty-first Century Scholars receive award payments?
In order to receive the Twenty-first Century Scholars award, recipients must:

- meet the requirements and be enrolled in the Scholars program.
- apply to an eligible Indiana college, university or technical school as a high school senior. College acceptance is required.
- apply by March 1 of their senior year in high school for federal and state financial aid by completing the Free Application for Federal Student Aid (FAFSA).
- complete and return the affirmation form by March 1 of the student's senior year.
- have maintained Indiana residency, as determined by the permanent residence of their parent and/or legal guardian.
- respond by set deadlines to any request for additional information.

Once accepted and enrolled in an eligible institution, payments will be paid directly from the State of Indiana to the college through a voucher system each semester or quarter. Money will not be paid directly to the student.

Must a student enroll in college immediately after high school graduation?
No. Students have up to two years to begin using their awards. Graduating seniors who decide to delay entrance into college, however, **should complete the affirmation form during their senior year.** Students must also apply for state and federal financial aid by the March 1 deadline before they intend to enter college.

Can students receive the Scholars award if they transfer, stop or drop out once they begin college?
Yes. Tuition awards are renewable for a total of eight semesters once the award has been activated. The student has 10 years to use all eight semesters from the first semester the award is used.

Will the award pay for enrollment in summer classes?
No. The Twenty-first Century Scholars award only applies to enrollment in fall and spring semesters or fall, winter and spring quarters.

Can a Scholar enroll in college courses as a part-time student?
No. Scholars must enroll full time, defined as at least 12 credit hours that count toward a degree.

What support is available to Scholars once they are enrolled in college?
Colleges must provide support programs for Scholars who enroll at their schools. Call the ICPAC Hotline and order **IS-98:** *Indiana Colleges and Universities for Twenty-first Century Scholars*, which includes a list of support program contact information.

ADDITIONAL FINANCIAL AID INFORMATION

Will other kinds of financial aid help?
Financial aid programs help pay college expenses, which include not only direct educational expenses (tuition and regularly assessed fees), but also school-related and living expenses such as housing, food, transportation, books and supplies not covered by the Twenty-first Century Scholars award.

In order to be eligible, students must apply for financial aid by filing the Free Application for Federal Student Aid (FAFSA) between January and March 1 of their senior year in high school.

Can students graduate early?
If a student plans to graduate a semester early and start college during the spring semester, that student must file a FAFSA – and a pledge affirmation form – between January and March 1 of his or her junior year in high school.

How can I receive more information about the Scholars program?

Contact the Twenty-first Century Scholars Enrollment, Data and Communications Center at 2805 E. 10th Street
Bloomington, IN 47408
1-800-992-2076
tfcs@scholars.indiana.edu.

Mr. SOUDER. The next witness is Mr. Mark Terrell of Lifeline Youth and Family Services.

Mr. TERRELL. Thank you very much for inviting me to speak today. Lifeline has been fulfilling its mission of changing hearts and bringing hope to a generation at risk since 1968. I was actually six at that point, so I wasn't much involved with it at that time, but, nonetheless, with the continuum care, it really consists of three things: Prevention, intervention and active care, and we really believe that's a special and unique thing that we have. Not only do we work in prevention, which our goal is to keep people out of the justice system, but, unfortunately, we also work with the kids that actually are in the justice system that are referred to us for probation, welfare, the Department of Corrections, and then aftercare. We're also following kids when they go home.

The thing that I wanted to highlight today is the fact that we are a faith-based organization. We believe that's extremely important in what we do, but we also believe it's important that we aren't—we do not believe it's important that we impose our belief system on anyone; however, the people that work for us and the things that we do are based on biblical principles. We think that's extremely important.

One of the—a program that I'd like to highlight today, because we have a lot of different programs, but probably the one that is probably the most near and dear to my heart really centers on things that have happened in the last 4 or 5 years, the carnage that we've seen in our public schools. Not only teachers and students have been killed, but the things in Paducah, Kentucky, the things that have happened in Columbine. Those have touched all of us. They've not touched just the inner city. In fact, they've touched urban America, suburban America and it's an incredible thing. What's happened, though, is that most of those cases that I've read is that they—the solutions have been How many metal detectors do we put in? What kinds of additional staff or security do we add? The other thing is what dress code do we put on? Are you allowed to wear a hat? Are you allowed to wear a backpack?

Those things are important and I don't want to undermine those things, but we really believe the critical issue comes down to what is going on in the minds of the youth today. The definition of insanity says to do the same thing again and again and again and expect a different result. We talk about something even simpler than that; that is nothing changes, nothing changes. And we really believe that, and the a combination of working with the things that we've done in intervention in our group homes have really spurned a lot of the things that we're doing in the school system. We started a program called the Center for Responsible Thinking in our group homes, working with those that are from the Department of Corrections and probation. It's been very, very successful and it's out of materials that were developed by a gentleman named Samuel Yochelson who really thought about and did research with adult offenders. And his philosophy was that typical adult offenders or adult criminals have one, two or more thinking errors. And his belief was if we can help them recognize their thinking errors, we have an opportunity to change their behavior. We've adapted that material over the last 10 years and it's been exciting, but we—what

we really—the purpose was to do things in our group home and expand it from there.

Right now, we have—in the last 5 years, have been asked to work in middle schools and high schools working with the most challenging students that they have. It's very typical for us to go into a school and they say, here are our 20 worst kids. Go work with them. I'm not sure I'd want to be the facilitator in that class, but, nonetheless, it's been extremely exciting to see the results and the outcomes. What happens after that is that the schools came to us and said, can you work with our parents? What we're seeing is that kids will learn this, they'll go home, but the apple doesn't fall far from the tree. So we've developed a program that works with the parents of these students. The next thing that came out of that is, can you work with our young kids, and when we say, Young kids? Yeah. With our 5-year-olds and our 6-year-olds that are 5 and 6-year-olds in our elementary schools. So we developed a program to work with them. And last year, we worked with a young—a child who was 5 years old who was in the school system already and had 60 referrals by the middle of the year. That's one of the things that we're doing.

The other thing that we do is we're also working with—we have an office in Gary, where we're actually taking this material and working with the providers to help welfare recipients not only to get a job, but to keep jobs and be responsible. We think that the program that we have, Center for Responsible Thinking, is a phenomenal thing that combines the best of education, but also changes the minds and the behavior of students. Samuel had what I call an outstanding comment, and he said, that "Unless we change the thinking of criminals, we simply produce more educated criminals." And, to me, that's an extremely part—important part of education and we're excited about the collaboration we have with the public school systems all over the State. We're in 10 counties now and have been asked to go beyond that.

The question was how should the Federal Government encourage and promote effective grassroots programs, and my statement, which is in the material that was provided—and I'll just read this—is, "Being a faith-based organization shouldn't necessarily determine my inclusion or being included in Federal programs, or my exclusion. My ability to provide services of excellence with quantifiable outcomes should be my basis for inclusion or, in some cases, my exclusion from being a part of the solution."

My philosophy is that we are producing results, which I know that we are, and we want to be a part of the solution. If we're not, take us out of the process. We—one of our core values of Lifeline is to strive for excellence in everything and mediocrity in nothing, and that is what we try to bring to the table every day.

And we're excited that we could come here today and testify. Thank you.

Mr. SOUDER. Thank you very much.

[The prepared statement of Mr. Terrell follows:]

Hearing on

"Justice Programs: Innovative Approaches to Preventing Crime and Rehabilitating Youth and Adult Offenders"

Friday, March 22, 2002 2:00 P.M.
Ivy Tech Auditorium
Fort Wayne, Indiana

WRITTEN STATEMENT

Submitted by:

Mark W. Terrell, CEO
Lifeline Youth & Family Services, Inc.

Lifeline Youth & Family Services, Inc.

Written Statement
Prepared for March 22, 2002
Submitted by Mark W. Terrell, CEO

Agency Overview

Lifeline has been fulfilling its mission of **changing hearts and bringing hope to a generation at risk** for thousands of youth and families in Indiana since 1968. As a faith-based organization we believe that lasting change hinges on both heart-change and a renewed hope for the future. In the absence of hope there is little or no motivation to change, work hard, or strive for what was once called the "American Dream". If hope can be restored, our ability to help our clients dramatically increases.

Our Programs

Lifeline's continuum of care includes services to youth and adults in not only the prevention stage, but also in the intervention and aftercare stages as well.

Prevention: Lifeline provides prevention services in three ways:

1. Project Incentive – Lifeline provides daycare, after school, and family case management to the families of Brookmill Apartments, a government subsidized apartment community.
2. Center for Responsible Thinking (CRT) – Lifeline is at work in 10 counties across the state of Indiana, teaching in elementary schools, middle schools, high schools, and welfare-to-work programs. CRT's goal is to help the most challenging children and families understand and recognize their thinking errors and become productive, responsible citizens.
3. Home-based Services – Lifeline provides home-based services, sending caseworkers directly into the homes to work not only with the child in trouble, but also with the parents and siblings. We have found that in order to make long-lasting change we need to work with the entire family and not just the child that is in crisis.

Intervention: Even with prevention services in place, not every child can be reached at that stage. In light of that, we provide residential services that remove the child from the home to work on a variety of issues.

1. Short-term Intensive Care – This 30-90 day program addresses the needs of some of our most challenging residents in a highly structured environment. Programming includes individual, group, and family counseling. Shift workers provide intensive structure and 24-hour supervision.
2. Long-term Care – Long-term Care offers a secure, family environment for young men who have been removed from their homes. Services in this program include individual, group, and family counseling, with an emphasis on reunification.
3. Sex Offenders Program – This program is designed to correct the distortions through which an offender justifies, denies, or minimizes his abuse. The emphasis includes understanding the cycle of abuse, developing victim empathy, learning to accept responsibility, and improving social skills.
4. Independent Living – Lifeline offers a unique, three-phased program to transition youth to self-sufficiency and emancipation. This program focuses independent living skill training such as budgeting, job maintenance, housing, and social skills. The multi-phased approach allows youth to move between the programs as they progress or need review.

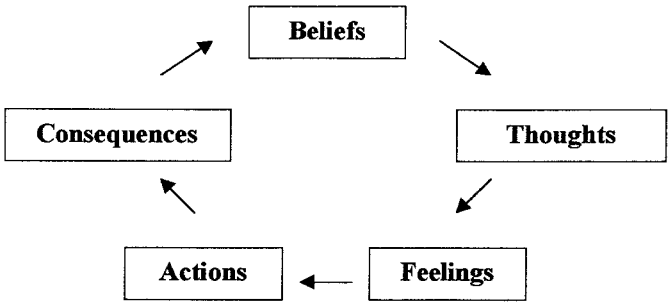
Aftercare: Aftercare services are those services that follow the child home. All too often a child does extremely well in a residential program, only to return home and fail.

1. Home-based Services – In addition to being a preventative tool, the CARE program can also provide follow-up services to recently reunited families. Through home-visits staff are able to continue working with youth and their families as they adjust to the change, ensuring that the tools they acquired in placement continue to be implemented when they return home.
2. Center for Responsible Thinking (CRT) – Youth and parents who are involved in CRT classes receive follow-up training to complement and reinforce the responsible thinking skills that were learned in a group home setting.

Our Approach

"What makes you different?"
"What makes you successful?"
"What do you do with the children and families that you work?"

These are several of the questions that I am asked on a regular basis. The questions are simple, but the answer can be complex and complicated at times. I believe that what we do can be most easily explained by illustrating our *therapeutic model.*



By understanding the source of behavior and consequences, our clients are better able to understand the changes needed in their lives to reach their goals.

Most justice programs focus on the last two parts of the therapeutic model--the actions that took place and the consequences that resulted from the illegal or irresponsible activity. I often illustrate this by giving the example of a teenager who is sent to one of our residential programs due to his problem with drugs and alcohol. While in our residential program this youth has little or no problem with drugs or alcohol. Has he been cured? Absolutely not. He has simply been put in an environment that does not have access to drugs or alcohol, and will most likely re-offend once he returns to his community, friends, and former environment.

We often refer to the statement "*if nothing changes, then nothing changes*". In this case nothing has really changed other than the resident's temporary environment. We believe that it is necessary to move farther within the therapeutic model in order to achieve long-lasting change. We must not only address the feelings that they were experiencing prior to their action, but we need to understand what they were thinking, and if possible what their belief system is. Belief systems are the fuel for their thinking, their feelings, and their actions, resulting in the consequence of jail, Boys' School, or detention.

A wise man once told me that we are faced with two types of children in this business: *troubled children* and *children in trouble*. The difference is that children in trouble come with a set of beliefs and values and troubled children come to us with little or no belief or value system. The problem with the latter scenario is that in the absence of a belief system that is given to us by a loving family, school, or church, one is created based on a variety of influences that could include music videos, sports personalities, or a loving and caring gang. This is why we believe that our faith-based component is so important and is a part of our therapeutic model. While we can not impose our belief system on anyone, we can, and will continue to model a belief system that is based on biblical principles.

The actions and consequences of those that are intended to protect us can also affect our belief system. For example, a former resident prior to coming to us was found in the middle of a farm field, naked, tied to a chair, with the word "stupid" written on his forehead. The person responsible: his own father. What are the beliefs or values that this resident holds?

Highlighted Program

The program that I would like to highlight for the committee today is our "Center for Responsible Thinking". This program grew out of the work we were doing within our group homes. The foundation of this material is based on the work done by Stanton Samenow and Samuel Yochelson. In their research with adult offenders, they came to believe that most adult offenders possessed one or more of ten thinking errors. It was their belief that if you could help someone recognize their thinking errors you could impact their behavior. Lifeline has taken this concept and developed a program targeting five different areas:

Adolescent Responsible Thinking (ART)	• middle and high school students
Pre-Adolescent Responsible Thinking (PART)	• elementary students
Advocates and Parents for Adolescent Responsible Thinking (APART)	• parents or others with a vested interest in an adolescent
Responsible Work Performance (RWP)	• welfare-to-work participants
Responsible Family Behavior (RFB)	• families that are in crisis.

Over the past few years, our country has been witness to the senseless carnage of both students and teachers in our schools. What solutions have been offered? Metal detectors, security officers, and dress codes. Sadly, these "solutions" miss the mark. The critical issue comes down to what is going on in the minds of youth today.

The Center for Responsible Thinking is currently working in over 150 classes throughout the state of Indiana. Lifeline has been asked to help their most difficult students understand their thinking errors and give them the tools to act and react responsibly, thus

equipping them to reduce, if not end, school violence. In response to the success of this program, Lifeline has been asked to consider expanding into the states of Florida, Michigan, Illinois, and Ohio.

Samenow in his book, *Before It's Too Late* talks about the importance of education. In that he made what I believe was a outstanding comment in that unless we change the thinking of criminals we will simply produce more educated criminals.

Finally, with the efforts bring welfare recipients to self-sufficiency, it has become obvious that getting a job is only part of the problem. Many of these individuals bring thinking errors with them into the work place. Unless they are given the skills to combat these thinking errors and make responsible choices, their chances of keeping the job are slim to none.

How should the Federal Government encourage and promote effective grassroots programs?

Being a faith-based organization shouldn't necessarily determine my inclusion or exclusion in a federal program. My ability to provide services of excellence with quantifiable outcomes should be the basis for my inclusion or, in some cases, my exclusion from being a part of the solution.

For years, many faith-based organizations have believed that if they have the word "Christ" in their name or if they provide biblical instruction, then they do not need to put emphasis on the quality of social services they provide. One of Lifeline's core values is "to strive for excellence in everything and mediocrity in nothing". Nowhere in scripture do I read that God has called us to be anything but excellent. With this in mind, faith-based organizations should be able to compete directly with other social service organizations, being evaluated on the same basis for effectiveness—and ultimately funding.

Mr. SOUDER. And our last witness for the day. Everybody voted and, so, nobody wanted to follow Congressman Hines. He is our clean-up batter for today, has been a leader in Stop the Madness for much of the time and is developing the southeast neighborhood. It's a very creative faith-based initiative in government projects and trying to rehab arguably the toughest area. Two of our three lowest income census tracks in Indiana are in the central and southeast areas.

And appreciate your leadership and look forward to your testimony.

Mr. HINES. Thank you for inviting me and, before Honorable Elijah Cummings left, I wanted to congratulate him and Maryland for making it to his sweet 16, as well as Honorable Danny Davis of Illinois making the sweet 16 and obviously Indiana beating Duke last night made us very proud to be here this afternoon. But, not having said that, on behalf of the Board of Directors and the many youth/adults served by Stop the Madness, Inc. Here in Fort Wayne, it's my distinct pleasure as a city father to welcome you to our fair city. We are extremely pleased to have—that you have taken the time to come and solicit input from the grassroots organizations, such as Stop the Madness, Inc. And the many others.

Stop the Madness was established in 1992 as a faith-based organization By Pastor Ternae T. Jordan, the senior pastor of the Greater Progressive Baptist Church, after his son, TJ, was shot in the head by a stray bullet while innocently sitting in the YMCA after taking piano lessons. TJ lived and graduated from Ball State University last year with a degree in music and that bullet still lodged in his head.

Pastor Jordan became totally committed to stopping the needless madness of young people being shot and some even murdered due to senseless acts of violence. The mission statement for Stop the Madness is: "To reduce the madness of violent behavior for at-risk youth through the development of programs designed to create discipline, self-awareness and personal empowerment."

We have four programs currently that are positively impacting the lives of our youth and targeted adult populations.

First of all, there's the PACE program, Parents and Children Excelling. It's geared toward at-risk elementary and secondary school-aged kids. We started off with secondary first and we found out, as you did, that, actually, the problem is starting at a much earlier age, and we've expanded it to the high schools now. But the mentoring program that we use is Dr. Harold Davis's book, "Talks My Father Never Had With Me", which is a guide for selected mentors working with school-aged, at-risk male youth. Then his wife wrote a book called "Talks My Mother Never Had With Me", Dr. Ollie Watts Davis, which is a guide for mentors working with school-aged, at-risk female youth.

This is the 6th year of the male initiative and the 2nd year for the female initiative. And, with the cooperation of the local public school systems, we were able to establish in-school mentoring programming that seeks personal empowerment as an option to expulsion and suspension. Our mentors are our paid staff and faith-based volunteers, who utilize the lunch hour or after-school time to have open discussions, allowing for youth perspectives. Parents are

involved with a number of items, including field trips, academic monitoring and support and child—parent/child relationship seminars.

The success of the program is measured by the amount of parental involvement with the child's curriculum—curricular and extracurricular activities, the decrease in school disciplinary action and the student's academic progress.

Our recommendation to you is to contact Mr. Harold Davis—I called him and told him I'd make the plug for him—at 217–356–6239, because he has a structured mentoring program, which utilizes both the books of his wife and himself, and it works if properly followed. That program is funded by local foundation and corporate grants.

Then we have a Fathers and Families Initiative, which is primarily an outcome based on having fathers being more involved with the child. We want to improve their parenting skills, the coparenting skills, and we have set up a number of workshops and seminars that are convenient for the father and the child for training on relevant topics. The fathers are brought into the program with the assistance of the court system through your—youth sports activities and church outreach ministries. This program helps with crime prevention by having fathers involved in the lives of their child at an early age before the gang becomes the father figure in their lives. We measure our success by increased number of quality contacts by the father with his child on a weekly basis. Also, we tally the planned functions, workshops and seminars attended by both parents. This program is funded by the State of Indiana grant.

And then, finally, the last two programs is the Value-Based Initative, which is funded by the COPS program, and we have two components to the Value-Based Initiative. One is the Value-Based Intiative Academy, which is a 12-week classroom setting held at the police station that has targeted adult, ministers and community leaders, and the goal is to improve police and community relations. We have, to date, had three academies with 120 enrollees. And for 12 Monday nights from 6:30 to 9 p.m., the community leaders are allowed to meet with the police department and discuss and share perspectives relating to either police work or community concerns. And there's a pre-measurement—or, the measurement is that there's a pre- and a post-survey related to the perceptions of policing policies.

And, finally, we had mentioned earlier by Judge Surbeck the Value-Based Mentoring program where graduates of the academy have stepped to the plate and said, We want to do more. So we have ministers and lay people who are now volunteering on the—with the courts with the re-entry courts to come and sit and talk and work with the re-—returning offenders. And we currently have 40 men and women who are volunteering to work with those returning offenders. And that program, as I said earlier, is funded by the COPS program and we're seeing success at least in increasing

the relationship between the re-entry individual and the community.

And, with that, I thank you for inviting me to be here today.

Mr. SOUDER. Thank you.

[The prepared statement of Mr. Hines follows:]

Government Reform Committee Subcommittee on Criminal Justice, Drug Policy, and Human Resources Honorable Mark E. Souder, Chairman 3rd District House of Representatives

Submitted by:
Glynn A. Hines
6th District City Council, City of Fort Wayne, Indiana
Executive Director, Stop the Madness, Inc.®

March 22, 2002
Ivy Tech Auditorium
3800 North Anthony Blvd.
Fort Wayne, Indiana

Testimony for Honorable Mark Souder, 3rd District U.S. House of Representatives and the Subcommittee on Criminal Justice, Drug Policy and Human Resources

On behalf of the Board of Directors and the many youth and adults served by **Stop the Madness, Inc.®** here in Fort Wayne, Indiana, it my distinct pleasure to welcome you to our fair city. We are extremely pleased that you have taken the time to come and solicit the input from grass roots organizations such as **Stop the Madness, Inc.** and many others. Stop the Madness was established in 1992 as a faith-based organization by Pastor Ternae T. Jordan, Senior Pastor, Greater Progressive Baptist Church, after his son TJ was shot in the head by a stray bullet while innocently sitting in the YMCA after taking piano lessons. TJ lived and graduated from Ball State University last year with a degree in Music and that bullet still lodged in his head.

Pastor Jordan became totally committed to stopping the needless madness of young people being shot and some even murdered due to senseless acts of violence. The mission statement for Stop the Madness is:

To reduce the "madness" of violent behavior for at-risk youth through the development of programs designed to create discipline, self-awareness, and personal empowerment.

We currently have four (4) programs, which are positively impacting the lives of our youth, and adult targeted populations.

- The **Parents And Children Excelling Program (PACE)** is geared towards at-risk elementary and secondary school aged students. This mentoring program uses Dr. Harold Davis' book "Talks My Father Never Had With Me" as a guide for selected mentors working with school aged at-risk male youth. We also use Dr. Ollie Watts Davis' book "Talks My Mother Never Had With Me" as a guide for mentors working with school aged at-risk female youth.

  This is the sixth year of the male initiative and the second year for the female initiative. With the cooperation of the local public school systems, we are able to establish in-school-mentoring programming that seeks personal empowerment as an option to expulsion or suspension. Our mentors are both paid staff and faith-based volunteers who utilize the lunch hour or after school time to have open discussions allowing for youth perspectives. Parents are involved with field trips, academic monitoring and support, and parent-child relationship seminars.

  The success of the program is measured by the amount of parental involvement with the child's curricular and extra-curricular activities, the decrease in student disciplinary actions, and the student's academic progress.

  Our recommendation is that contact is made with Dr. Harold Davis (217-356-6239) who has a structured program, which utilizes his book "Talks My Father Never Had With Me". The "Talks" mentoring program has a guide booklet that is proven to succeed if properly implemented.

  Local Foundations and corporate grants fund this program.

- The **Fathers and Families Initiative** program's primary outcome is to increas father's involvement with his child and improve the co-parenting skills of both Evening and Saturday workshops are held to provide convenient training setting. relevant topics. The fathers are brought into the program with assistance from the systems, youth sports activities, and church outreach ministries. This program help with crime prevention by having fathers involved in the lives of their child at an ea age before the gangs become the father figure in their lives. We measure our success the increased number/quality of contacts that the father has with child on a weekly basis. Also, we tally the planned functions, workshops, and seminars attended by both parents.
  This program is funded by a State of Indiana grant.

- And finally the **Value-Based Initiative,** which is federally funded by the C.O.P.S. office has two components:
- The **Value-based Initiative Academy** which is a twelve week classroom setting program that targets adults who are ministers and community leaders. The goal is to improve police and community relations through improved communications. To date we have held three academies with over 120 enrollees. For twelve Monday nights from 6:30 p.m. to 9:00 p.m. the police department conducts seminars presenting an overview of most facets of their department. The community leaders are allowed to ask very detailed questions and share their perspective relating to the police department. Graduates of the academy have stated they found it beneficial having members of the department giving insightful details into everything from homicide to traffic control to terrorist prevention.
  The measurement we use for this program is the pre and post survey relating their perceptions of policing policies.
- The **Value-based Initiative Mentoring Program,** which trains the academy graduates to take an active role in mentoring to ex-offenders from the re-entry court, probation department, or just off the streets.
  The specific mission is to offer restorative justice to returning offenders through a relational process in which a mentor helps a mentoree reach his or her God given potential. The mentors are required to clear security checks and complete a training class that is designed to develop their observing, questioning, listening, and feedback processing skill sets. The church is already ministering to many of these returning offenders and will continue to do so with or without the courts. The "Reentry Court" provides for a formal setting and process, validated by the judicial system.

The Value-based Initiative is unique because it has the faith-based community linked with both the police department and judicial systems in a collaborative relationship.

As it relates to youth focused programs, we have found that effective programming occurs when there is collaboration between the schools, public safety authorities, courts, community-based organizations and the parents of the students. But with every dollar, both from the private and public sector being vied for from numerous needy organizations, it is of tantamount importance that collaboration between provider agencies be thoughtfully developed.
Stop the Madness has worked with other youth servicing organizations to make sure we share programming ideas, guest speakers, field trip experiences, and even fund raising ventures.

Again, thanks for coming to our city and hopefully you can better understand the type of services we provide at Stop the Madness, Inc.® and the dire need for continued and expanded funding for such programs in America, Indiana, and Fort Wayne.

Respectfully submitted,
Glynn A. Hines, 6th District City Councilman, City of Fort Wayne, Indiana
Executive Director, Stop the Madness, Inc.®

Mr. DAVIS. Sure. Thank you very much, Mr. Chairman.

Let me just thank each one of you for your testimony. As a matter of fact, much of what you have experienced mirrors my own experiences, especially working with young people. My parents always told me that an ounce of prevention was worth much more than a pound of cure, and it seems to me that's exactly the modalities that all of you are using, which also, I suspect, contributes to the fact that the problems you experience are not nearly as mammoth as those that people who live in areas where I live experience. I'm saying the numbers are very different and you've obviously had more success.

I have a cousin who is a member of your group, Doja Alan, who's the dean, I think. He's been around that long.

Mr. DEARY. One of my mentors.

Mr. DAVIS. Well, I discovered that Doja and I were cousins about 5 years ago and it's been a wonderful experience. I met him at a family reunion and we both wanted to know why we were there, and it turned out that members of our families were connected, and we've just had a great relationship since then.

The question that I've asked in each instance, what can the Federal Government do? I mean, you're obviously already doing things and you're doing them successfully to a real degree. What is it that we can do as the Federal Government that would make what you do more effective or more successful?

Mr. HINES. I'll start, because you said something about legislation that you're proposing for housing, and one of the things that excited me in hearing that you're taking a lead—And I've watched you numerous times on C-Span. I appreciate the leadership that you have in the house—is that, locally, as a city councilman, we're in a different act. We're looking at legislation for tax credits as relates to the businesses who will want to higher individuals who have previous records.

And then, second, we're looking at the housing issue, and that is how can we provide tax credits for in-field housing. As Congressman Souder has said, and my disagree, we have a lot of low income and we have a lot of vacant lots and we want to take and put in-field housing as an inducement in order to get living standards up, as well as places for some of these returning offenders. And I appreciate whatever you're doing to continue and to—if we need letters from us, we would love to get a letter-writing support going, because we need whatever legislation can come to the communities that will support additional housing.

Mr. DAVIS. A man after my own heart. Because—and oftentimes, people think that when you propose things, you're just kind of looking, but they're actually born out of experiences. And one of the experiences we're always looking at is the question of resources and whether or not the resources can be made available. So, yeah, we think this is sort of a creative way of doing it so as to not scare anybody off and don't get the thinking that, you know, we're going to break the bank.

But, also, we know that, unless we can help people to become productive, then they're costing us. For example, we spend far more money in Illinois to incarcerate people than we do to educate them. It costs us around $30,000 to keep a person in prison for a year.

We could send them to the University of Illinois for 10,000 or less, and that would make a great deal of difference. They may never win the sweet 16, but they do some other things.

Mr. DEARY. When I heard your question, Congressman Davis, the first thing I thought of was what I would say accomplish—was to accomplish when I was listening to a gentleman who was running a program at the University of Dallas—Fort Worth/Dallas, Texas, and they wanted to do a gang prevention program. And what they did is decided that they would partner with the Boys and Girls Club, and the Boys and Girls Club traditionally went from 3 to 9 p.m. at night. These are kids who traditionally are not bad. Some of them are and some aren't, but most aren't, particularly addressing prevention, although they were very young, just on the fences of maybe falling into a gap.

And there was a tremendous amount of Federal money put in place to offer intervention programs at that same facility, and they decided to bring the gang—active gang members in at 9:30, because they ran programs from 9:30 to midnight. There was a tremendous amount of money put in place from 9:30 to midnight. Well, sure enough, the kids quit the Boys and Girls Club and joined the gangs, because there was more stuff to do at 9:30 then there was to do between 3 and 9, because they didn't have arts and crafts supplies, they didn't have enough staff on place, they didn't have enough to do recreationally and they couldn't afford the staffing. And I think, if there was anything, I think we all learned a valuable lesson from that said there is much to be said with your grandmother's initial pound of prevention—or cure. An ounce of prevention is much worth it. And they had to make some changes there and put that money back into being the gatekeepers of fences and keeping kids away from the gangs and still providing resources to get kids out of the gangs and change their lives around and get the prevention that the schools and they needed.

Mr. DAVIS. Let me ask one last question, if I could, Mr. Chairman.

How do we convince people that this type of intervention—I'm saying it's always been amazing to me during the time that I've been involved in the public office and public life the difficulty of convincing the general public that, if we make certain kinds of investments up front, that we get all of this return on the other end. And that is far more cost-effective to help shape and create during the early stages of one's life than to be able to intervene successfully at the later stages. And, yet, we seem to have serious difficulty.

I mean, I see so many instances, for example, where the faith-based organization just got a little money. They wouldn't need as much, because there's some other things that work there in terms of people being driven by a certain sense of mission and will, in fact, do things without as much resource, but they need enough to coordinate and facilitate and keep things moving.

How can we convince the public more effectively?

Mr. TERRELL. I come from the business—a business background before I joined the not-for-profit ranks, so I take a little different perspective. I come with a business perspective and I think it's very, very important that we think like business people and com-

municate to them in business terms. And, so often—I was with a couple of businessmen the other day. They said, thank you very much for talking in our terms. And, so often, we—I think, in social services, we talk in a whole different language. I think, from the political standpoint, we talk with a different language. I think it's very important that, as I have been in the social services, when I've seen again the cost that it is for me to have a kid in one of my group homes, it's very, very expensive. It's an expensive program that's $240 a day. Extremely expensive. And I see what it would cost for us to do it the other way, and we need to somehow literally put it in a fashion for business people to see the value. I mean, because I'll be honest. Before I came, I didn't see the value. I thought, It's another program, another handout, and you know what? My tax dollars are already paying for it, and I'm not going to help.

My challenges that I have been trying to do for my agency is communicating to them what the value is to them personally and for them as a community. So that's a suggestion.

Mr. DAVIS. Oh. Thank you.

Mr. HINES. I, too, came from the business background with banking and 20 years with Xerox Corp. marketing and sales. And, so, I appreciate that view, but also from the faith-based initiative, which is what we're doing, with the Value-Based Initiative, we had to get ministers who were saying, We didn't want those people back in our community for the re-entry. We don't want those people. We had to get them in the Value-Based Academy and walk through what the reality is; that these people came from your community and they're going to return to your community. You have a responsibility.

So I think there's multi-level initiatives that we need to look at from a business perspective from the traditional social services making that paradigm shift to where now it's outcome-based and being accountable and having measurements. I mean, also to the faith-based, where we have, quite frankly, ministers step up to the plate and say that their congregation has to be more responsible. And what we're finding with the faith-based people with the value is that those volunteers that Judge Surbeck had a little difficulty—he was sworn to testimony, but he had difficulty explaining, because the courts are having problems relinquishing control and the ministers are having problems relinquishing control. So they're trying to work through that, but everyone agrees that we need to come together for commonality, so there's more discussion and communication the more that we do of that in our respective entities.

One last comment. I promote the Twenty-first Century program, so I think the other thing that we need to also be concerned with, those of us that are in the field, is we can't have that tunnel vision and only look out for my program. If, in fact, the Boys and Girls Club is an option that's best for the youth, we've got to refer to those agencies and we've got to communicate with one another what's being provided—what services, so that we can again broaden the base of support that our young people need.

Mr. DAVIS. If I could just—Ms. Stovall, I'm sure that Deer Run is fairly expensive, but it's a mandated program, right, by the courts?

Ms. STOVALL. Yes.

Mr. DAVIS. And that the individuals are sent to—in transition, back to another place once they're ready.

Ms. STOVALL. Yes. That's correct.

Mr. DAVIS. Part of the overall community.

Ms. STOVALL. Well, it—it's kind of two-fold. In one way, the option is that we don't have kids on the street with time on their hands doing nothing, and it's very practical to say, You know, we've got these students in school. These kids are in school. They're attached to a program. They're being monitored. They're learning skills to hopefully help change behavior, and that's a strong piece.

The other side is the cost of incarcerating a young person, as you were saying. You know, they could be in detention for a year for, you know, $35,000 a year or they can be in school, where your tax dollars are already providing the teachers' salaries and probation officers', you know, salaries, and that's a better return on the investment and it's longer-term.

Mr. DAVIS. Thank you very much, Mr. Chairman. This has been most rewarding and enlightening for me. I thank you so much.

Mr. SOUDER. Thanks. And I want to reiterate to each of the witnesses. I want to make sure that our hearing book has not only what you talked about today about the diversity of services from Lifeline and if you have more from Deer Run and some of the other things that you do in each of your organizations. Part of the goal is to have increased awareness of the holistic approach to these different things and that what I'd like to just say here is we've got to figure out how we can promote these in our community. And I want to get this on the record so we can use this in our congressional work in Washington, as well, and, hopefully, we can see this in other areas.

To give you a little bit of an idea why we did the mix here that we did today, that's what's been apparent to me for a long time is that, yes, you need to protect citizens by locking up people who are endangering their lives, but that's a short-term solution. And the question is how do we do the interaction thing and provide what Mr. Deary referred to as hope? Well, part of that's the scholarship. We say, Look. You try to keep it straight. You have a hope here, because many kids simply do not believe, by the time they get to junior high, particularly lower income and minorities, that they're going to have a chance. And what we're saying is, we'll give you a chance, but here's your responsibility.

And we have to—but we have to follow it up, and that's why I chose, along with a couple of other Republicans, to back the bill on GEAR UP to publicize this. And it was not a pleasant battle in the Education Committee, but, with different people like Mr. Davis, Mr. Cummings, Mr. Ford, Mr. Meades and Mr. LaTourette, we've been able to work together on a number of these type of initiatives, because they aren't partisan anymore than they are the city's. That—that's what we know in Fort Wayne, is is that—and Reverend George and others have been leading the effort—is it's not just a matter of, OK. We put the police station in there. Now, you need to gain control of the crime. You need to do neighborhood policing. You need to get control of the crack houses, but rather, hey, what new homes need to be built? Where is the housing going to come from? How are we going to do the transition?

Working on this campaign, we know if the tax rates go too high, nobody can afford to live there. We need to have a holistic concept as much as possible in approaching this. That—that's one of the—and there are inner-reactions in the Federal dollars in many of these different programs. Lifeline was part of one of the earliest of the community block grants. Our subcommittee not only does oversight, but we also provide the drug intervention in the community and the drug initiative, where Judge Kramer was alluded to earlier today. He's been active up in Noble County, but Allen County was the second group and Lifeline was a part of those communities' anti-drug efforts and there's amazing little footnotes in some of what's happening in our judicial system here in Allen County that Judge Simms, Judge Pratt, Judge Schiedberger and I were all introduced to within a 2-year period. And the three of us are Republicans. Judge Pratt, Judge Simms and I were all very active conservative Republicans. Judge Simms has been the leader in the creation of Deer Run Academy. Judge Pratt is the character-building of it that was referred to here today with some of the Elkhart programs. Judge Schiedberger was my vice Presidential candidate as a Democrat when I was running as a Republican, and we ran a team together out of IPFW.

This isn't a partisan question. The question is what we're dealing with here, kids and families. We have to try to work together to try to address it and we need to look at it holistically, and part of that is in the education system for those higher-risk kids, like those out of Deer Run, where volunteers have gave the money and the land to create the area, where you meet the kids and you have committed teachers who give up some of their regular career tracks because they're passionate about how to help the high-risk kids, whether it's with the future of college or it's with the Wraparound after school, and I think it's exciting to see that.

The question is how can we educate the general community? And, in return, you all have to keep track of how to keep it effective. It's very easy to kind of become soft in some of the social areas by saying, Oh. Anytime you talk to somebody, that's helpful. And that's one of the biggest battles we face, I think. With Congressman Davis's question, what we are trying to relate to you today is two-fold; one is the discouragement among people that say, Well, drug and alcohol problems are still great. The poor are always going to be with us. We still have child abuse problems. We still have rape. We still have murder. The bottom line of that, the question is how much can you manage and how many individual kids can we reach to give them a fighting chance? Nobody can guarantee the results, but you all are working to give each family and kid a fighting chance to have a different life. That's No. 1.

And, second, we have false expectations in our society that if you said, let's do this program, life is going to change. We have to be responsible, whether it's drug court or whether it's a different court program or whether it's SAMHSA. It's time to say, look, do you know that 6 percent of the people on drugs and alcohol have some other kind of mental health problem? They are not going to be done just like that in a 3-week program. And then there's the kids in gangs. There's kids that have younger brothers and sisters and none of them want to see them join. It's something we don't want

to see them get involved in and, yet, they do, unless we can keep them from it.

So I want to thank you—each one of you, because our goal today is to illustrate these interactions and I appreciate all the time you took today and, most importantly, the work you're doing. And you can tell the volunteers in your program, the people who work for you that often go unpaid, that don't have health care that sacrifice they're time—And even if they are paid, they don't get the same benefits—thank them, too, on our behalf.

Judge SCHOMBURG. Before you close, I'd like to add one thing. One of the pastors was talking about bringing people to the Lord and he said, you know, for all of you that are here today that feel like we need to be telling you get in there. We need to have more caring people and less people that need to be cared for, I want to share with you a moment that changed my life.

There was a young man that was in my office. And I used to do hiring of all the inner-city kids in Fort Wayne. And the group of people that I typically got were the people that no one wanted, because the jobs I hired for paid less than any other employer paid and they were just really difficult, dirty, nasty jobs.

And, one day, I had a young man come in my office who had a criminal record, and I don't think I've ever come across anyone that needed a job worse than this gentleman. And he was probably the least prepared person I've ever seen come in for an interview, and he broke my heart. I sat there and I looked at this man and thought, Where is this man going to be—he was a very young man—if someone doesn't take the time? And I told him. I said, young man, I want you to just relax because it's my intention to give you a job. I didn't care if I got fired by my boss that day, because I was going to make sure this man got the job because of how bad he needed it. And I decided to take the time to provide what this man needed to make a transition in his life.

He had three kids. He was ready to be locked up for lack of support because he had no income. And, so, I helped him out. I talked to him about the job that I had. He didn't have any kind of a resume or anything together, and I explained to him, you know, that I know this is going to be the last job you ever wanted, but, if you don't mind, the one thing I'd like to do for you is, if you don't mind, I'd like to share with you the things you're going to need to get a better job, because I know that this job isn't going to do for you what you need.

So I helped him put a resume together, I explained how he could go about getting a better job, and we took the time. And that man got a really good full-time job and ended up at the firm that employed him because one of the people he met with was a caregiver.

About a year ago, he looked me up and told me, You know, the moment that you took for me made the biggest difference in my life. He said, I'm not one of these people that has been with the system. I'm paying my taxes, I'm supporting my kids and doing all those things. And, you know, I just—it was that moment when he was in my office, I wanted to find out who his parents were and grab them and wring their necks, because I've never seen a child in my life less prepared for life than this man.

And I think the most important thing about all these programs and the things that were said here today that impressed me the most were the things that talk about the time, and that's one of the things about the Twenty-first Century Scholars program that has always really touched my heart, is that people involved in our program take the time to hear whatever it is that kids are struggling with. And that's the thing that's needed to make the difference in these kids' lives, because, you know, the simplest thing is if one takes the time to take this pledge, it's whatever it is and it's the barrier for that particular child. That's the barrier that you're addressing. And these programs that are going to be the most successful are the ones that give time more than anything else.

So I just wanted to add that. I really appreciate being here. I'm a Dodger fan today because of the White Sox.

Mr. SOUDER. Thank you. Thank you, Matt.

Thank you very much for all your testimony. Also wanted to thank Amy Adair, of course, who put much of this together, who's a Fort Wayne native and the deputy staff director of the committee, our staff director, Chris Donesa, who's also from Fort Wayne, Conn and Tony and all the other staff who worked with this hearing, as well.

Thank you again, Congressman Davis, for his generosity in coming down here to Fort Wayne and each of you, the time you spent and we look forward to some additional materials and followup questions.

With that, the hearing stands adjourned.

[Whereupon, at 3:50 p.m., the subcommittee was adjourned.]

[Additional information submitted for the hearing record follows:]

ALLEN SUPERIOR COURT

FORT WAYNE, INDIANA

Judges
NANCY ESHCOFF BOYER
FRANCES C. GULL
DANIEL G. HEATH
STANLEY A. LEVINE
PAUL D. MATHIAS
CHARLES F. PRATT
KENNETH R. SCHEIBENBERGER
STEPHEN M. SIMS
JOHN F. SURBECK, JR.

Court Executive
Jerry W. Noble

APR 29 2002

April 3, 2002

The Honorable Mark E. Souder
Chairman
Subcommittee on Criminal Justice,
Drug Policy and Human Resources
2157 Rayburn House Office Building
Washington, DC 20515-6143

Re: Fort Wayne Re-Entry Court Initiative

Dear Congressman Souder:

Thank you for the honor and privilege of testifying at the oversight field hearing regarding juvenile and adult crime held in Fort Wayne March 22, 2002.

Pursuant to your request at that time, I am enclosing several documents which may further explain the operation of the Re-Entry Court. I am including a flow chart of the adult court as well as a flow chart of the adult and juvenile courts, the juvenile portion being in the planning stage at this time. I am also enclosing a copy of the Re-Entry Court Initiative Goals and Objectives, a Re-Entry Court Q & A that we found to be effective in our meetings with various public groups, and a draft of the Memorandum of Understanding among partners involved in the Re-Entry Court Initiative.

As we have discussed, Fort Wayne Re-Entry Court is a work in progress. As new developments occur or as changes are made, I will do my best to keep you informed of our activities. Fort Wayne has also received formal recognition as a Weed and Seed Site. We are in the competitive grant process for funding of that project.

We are also in the process of responding to several other grant initiatives to bolster our efforts to accomplish a significant reduction of crime in the southeast quadrant of the city and, therefore, the whole of the city of Fort Wayne and Allen County. If you need further information regarding ReEntry Court or other components of the criminal justice system, please do not hesitate to contact me.

Thank you for your attention.

Very truly yours,

John F. Surbeck, Jr.
Judge, Allen Superior Court
Allen County, Indiana

JFS/dk
enc.

cc: Amy Adair Horton

DRAFT (6/20/01)

ALLEN COUNTY REENTRY COURT INITIATIVE

MEMORANDUM OF UNDERSTANDING

AMONG

CITY OF FORT WAYNE, INDIANA
AND
ALLEN SUPERIOR COURT
AND
ALLEN COUNTY COMMUNITY CORRECTIONS
AND
ALLEN COUNTY PROSECUTING ATTORNEY
AND
ALLEN COUNTY DIVISION OF FAMILY AND CHILDREN
AND
INDIANA DEPARTMENT OF CORRECTION
AND
INDIANA PAROLE BOARD
AND
JOBWORKS
AND
CENTER for JUSTICE and URBAN LEADERSHIP of TAYLOR UNIVERSITY
AND
INDIANA CRIMINAL JUSTICE INSTITUTE
AND
UNITED STATES DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS
AND
OFFICE OF UNITED STATES ATTORNEY
NORTHERN DISTRICT OF INDIANA

OVERVIEW

The City of Fort Wayne, including the Office of the Mayor, the Fort Wayne Police Department and the Office of Victim Assistance; Allen County, including the Allen Superior Court, Allen County Community Corrections, Office of the Prosecuting Attorney and Division of Family and Children; the State of Indiana, including the Department of Correction, Parole Board and Jobworks; and the United States of America, including the U.S. Department of Justice (DOJ) and the Office of the United States Attorney for the Northern District of Indiana will formalize and strengthen its successful one year collaborative partnership through this Memorandum of Understanding (MOU).

The terms of this MOU articulate a structure, scope and approach, as well as specific programmatic activities, that are currently being used by the partners to address public safety and community corrections issues in Fort Wayne, Indiana, regarding the reentry of offenders returning to their home community from state prison.

PURPOSE

The purpose of this Memorandum of Understanding among the aforementioned organizations (as well as future Federal, State and local organizations who wish to become participants) is to establish a formal partnership that will sustain public safety and enhance community corrections for returning state prison parolees through a comprehensive Reentry Initiative that utilizes an array of judicial, correctional and social services, as well as education, recreation, and employment resources currently available through local and state systems.

STRATEGY

The Allen Superior Court and Allen County Community Corrections, in cooperation with other City and County public and private agencies will work with the Indiana Department of Correction and the Indiana Parole Board to identify, select and offer prisoners eligible for parole the option of participating in the prototype ReEntry Initiative. A ten-point strategy will be initiated by the participating organizations to implement this agreement.

STRUCTURE

The Reentry Court Initiative will be comprised of the following primary elements:

1. The **Allen County Community Corrections Reentry Program** will provide forensic assessment, electronic monitoring, structured supervision, graduated sanctions, and development and implementation of a detailed reintegration plan involving an array of social, educational and employment services to expedite successful return to the offenders home community.

2. The **Allen County Returning Offender Reintegration Plan** will provide a detailed review of the offenders social, educational, employment and law enforcement risks and needs and a corresponding plan using existing community public and private resources to ameliorate obstacles to successful reintegration. The plan will be developed and managed by Community Corrections, signed by the participating service providers, and approved, ordered and supervised by the Reentry Court in conjunction with the Parole Board.

3. The **Allen County Reentry Court** will review, sanction, order and monitor the prescribed reintegration plan with the returning offenders, appropriate social, educational and employment services, as well as the supervision, law enforcement and victim assistance/restitution/mediation agencies.

4. The **Allen County Reentry Residential Facility** will provide a structured community based residential setting for immediate placement, supervision, training and reintegration into the community through graduated sanctions and intensive oversight for a period up to six months under the direction of the Community Corrections Center.

5. The **Allen County Reentry Value Based Mentoring Initiative** will provide, through the efforts of faith based and secular organizations, an optional service for the returning offenders to be paired with one or more trained and certified adults in the community who will reinforce a variety of essential skills and values as well as afford a positive and nurturing friendship within a religious or secular framework.

6. The **Allen County Restorative Justice Victim Assistance and Mediation Program** will provide assistance and structured mediation services between the offenders and their victims, families or representatives and, as appropriate, develop and manage services that compensate the specific victim and the community pursuant to the order of the Reentry Court.

7. The **Evaluation of the Allen County Reentry Court Initiative** will provide an impact and process assessment of the prototypical Reentry Court Initiative focusing on those offenders returning to the City over a two year period. Offenders will be divided into an experimental group (i.e. those choosing to receive all of the services of the Reentry Court Initiative) of approximately 126 parolees residing in Quadrant 4 and a control group (i.e. those choosing to receive the regular parole services) of approximately 74 parolees, residing in all four quadrants of the City. Said services shall be provided by the Center for Justice and Urban Leadership, funded by a grant from the Indiana Criminal Justice Institute.

8. The **Neighborhood Reentry Communication Process** will be implemented by Allen County Community Corrections to regularly inform neighborhood residents, former victims and family members who may be at risk regarding who, when and under what conditions returning offenders participating in the Reentry Court Initiative will be coming to their neighborhood and providing guidance regarding who they should inform if they perceive the offender is violating his/her reentry conditions.

9. The **Coordinated Law Enforcement Reentry Response Procedure** will involve regular detailed briefings and provide requested, descriptive materials byAllen County Community Corrections to the Fort Wayne Police Department, the Allen County Prosecuting Attorney; the Allen County Sheriff's Department and appropriate State and County parole and probation systems, as well as Victim Assistance programs regarding the conditions and restrictions governing the return of offenders participating in the Reentry Court Initiative.

10. The **Quarterly Report on the Implementation of the Reentry Court Initiative** will be prepared and issued jointly by the Allen Superior Court and Allen County Community Corrections, in cooperation with the other organizations who have signed this memorandum for the purpose of informing the general public regarding the progress of the initiative over the initial two years of its implementation.

SCOPE

In the next twelve months approximately 364 offenders will return to the City/County following some period of incarceration at the Indiana Department of Correction. This category of returning offenders/ parolees has historically had high rates of recidivism (i.e. new criminal activity or technical violations of conditions necessitating a return to prison.) Of the 364 returning offenders in the next twelve months, 200 are persons who have committed and have been incarcerated for serious felonies (i.e. Part One Crimes or Class C felonies and above: rape, homicide, robbery, burglary, aggravated assault, etc.) They will be returning to their home community on parole. Of those 200 serious felons returning to the City/County from the Indiana Department of Correction, 126 or approximately 63%, will be returning to the southeast section of the City otherwise known as Quadrant 4. It is this group that will be the focus of the prototype phase of the Reentry Court Initiative. This group will be considered the experimental group while the balance of the remaining felons, including those choosing not to participate in the initiative and those living outside Quadrant 4 will be the control group with regard to the impact/process evaluation that will assess the effectiveness of the initiative. Adjustments in the size of the experimental and control groups will depend on the number of offenders who will be eligible and who choose to participate in the prototype phase of the Reentry Court Initiative.

APPROACH

The approach is designed to enhance the existing parole process through the establishment of a Community Reentry Court and an enhanced Community Corrections function. The court will establish a judicial process to guide the reentry of the returning offenders pursuant to a detailed reentry plan. Development and implementation of the reentry plan will involve intensive assessment, supervision, graduated sanctions and regular judicial review of the returning offender. It will be designed to assure:

* appropriate resources are available on a priority basis to assist this high risk population in their transition;

* the offenders' participation and cooperation in all aspects of that reentry initiative; and,

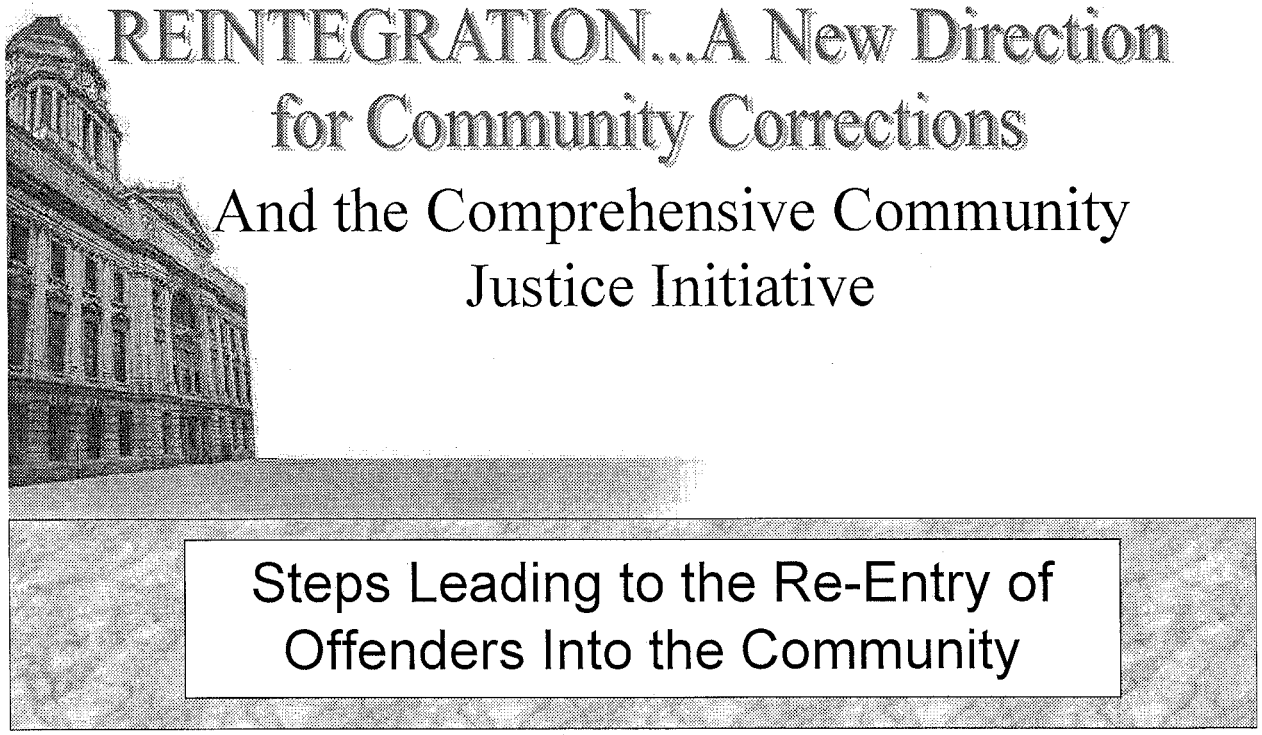
* provide for public safety in the areas where the offenders are returning as well as the community generally.

The offenders eligible for parole will be given the option of participating in this transition program. Recognizing the array of supports that will be afforded the participating parolees and the current rate of recidivism (63%) for this population, it is anticipated that many of the eligible offenders will choose to participate in lieu of returning to prison. It is important to note that this effort is being implemented primarily through the reallocation of existing resources from the court, corrections and related human service system.

As noted previously, in its prototype design phase the ReEntry Iniative will focus on the Southeast section of the City known as Quadrant 4. This area of approximately 50,000 residents has substantial problems with crime, poverty, unemployment and educational underachievement, a deteriorating infrastructure and housing stock as well as a poor economy. The Reentry Court will initially manage a portion of the approximately 800 offenders returning to the City/County from the State correctional systems over the next two years.

BACKGROUND

Since the 1970's, shifts in sentencing and corrections theory and practice have resulted in a substantial reduction in resources committed to State Parole. As a result, parole is increasingly unable to provide the effective supervision and services as necessary to control or reduce recidivism and as a result assure public safety. By enhancing the parole function with the involvement of the court, community corrections, law enforcement and other participating public and private services, it is anticipated that there will be a significant reduction of criminal activity among the participating returning offender population. Just as importantly, however, the reduction will be the result of enabling the population to secure legitimate employment and adopt a productive, law abiding lifestyle.


REINTEGRATION...A New Direction
for Community Corrections
And the Comprehensive Community
Justice Initiative
Steps Leading to the Re-Entry of
Offenders Into the Community

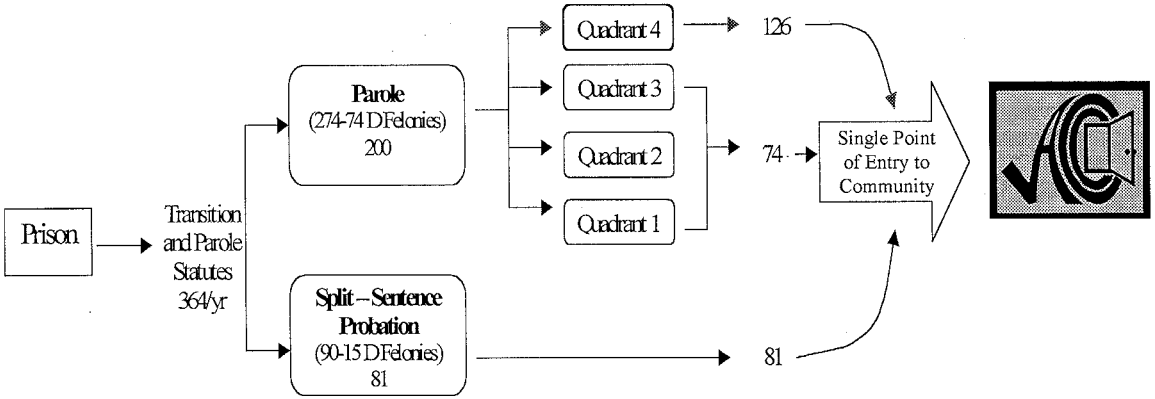
ReEntry Court Initiative

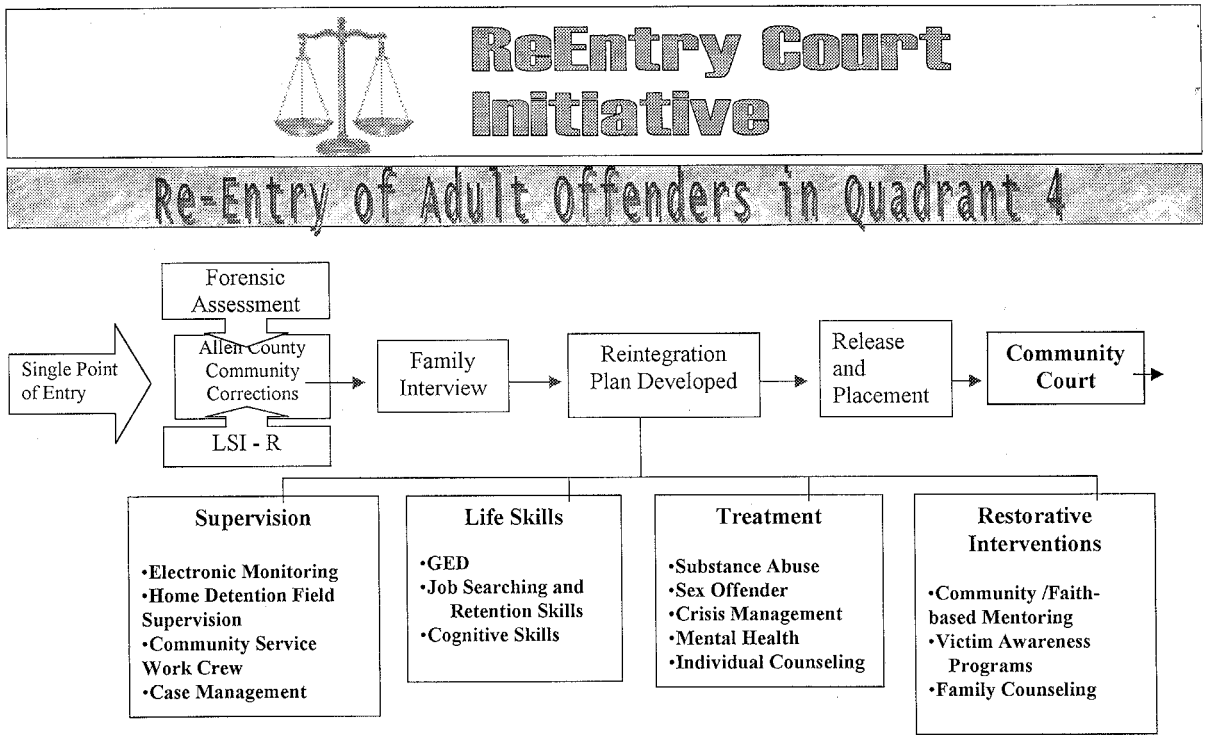
Mission Statement

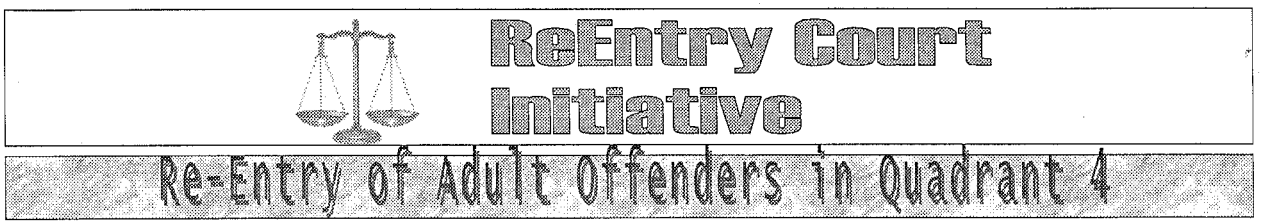
To sustain public safety and enhance community corrections for returning state prison parolees by utilizing existing judicial, correctional, and social services as well as education, recreation, and employment resources.

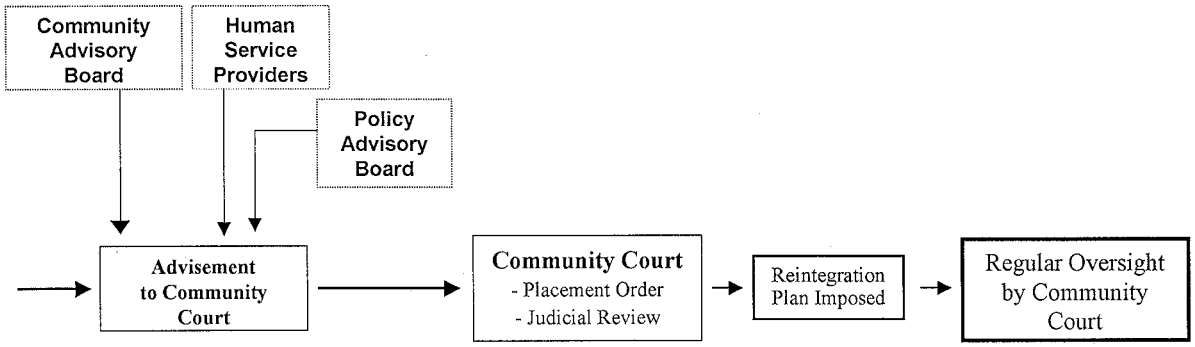
ReEntry Court Initiative

Re-Entry of Adult Offenders in Quadrant 4




ReEntry Court Initiative
Re-Entry of Adult Offenders in Quadrant 4
Single Point of Entry
Forensic Assessment
Allen County Community Corrections
LSI - R
Family Interview
Reintegration Plan Developed
Release and Placement
Community Court
Supervision
•Electronic Monitoring
•Home Detention Field Supervision
•Community Service Work Crew
•Case Management
Life Skills
•GED
•Job Searching and Retention Skills
•Cognitive Skills
Treatment
•Substance Abuse
•Sex Offender
•Crisis Management
•Mental Health
•Individual Counseling
Restorative Interventions
•Community /Faith-based Mentoring
•Victim Awareness Programs
•Family Counseling


ReEntry Court
Initiative
Re-Entry of Adult Offenders in Quadrant 4


Community Advisory Board
Human Service Providers
Policy Advisory Board
Advisement to Community Court
Community Court
- Placement Order
- Judicial Review
Reintegration Plan Imposed
Regular Oversight by Community Court

Long-Range Goals

- Comprehensive Community Assessment Center
- Boarding House
- Weed and Seed Program
- Specialized Courts

ReEntry Court Initiative

Comprehensive Human Services Center

Educational Opportunities

Church and Faith Services

After-School Programs

Victim Services

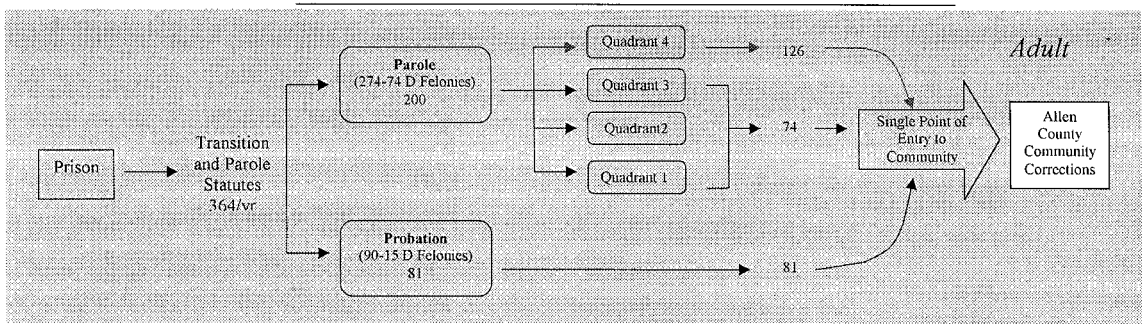
Recreational

Mental Health

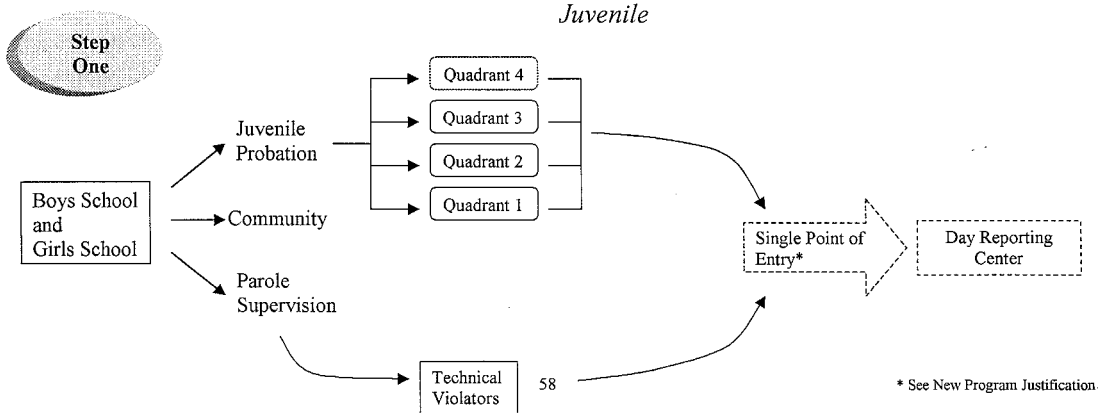
Community and Neighborhood Services

Skills Development

Community Justice and Re-Entry Initiative

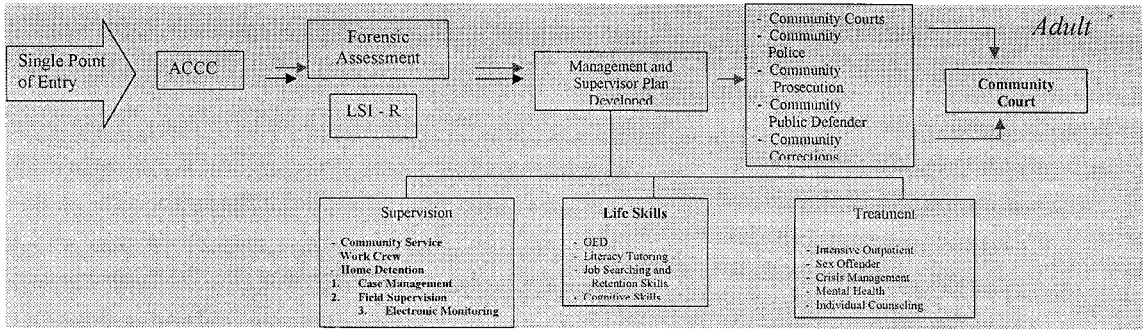


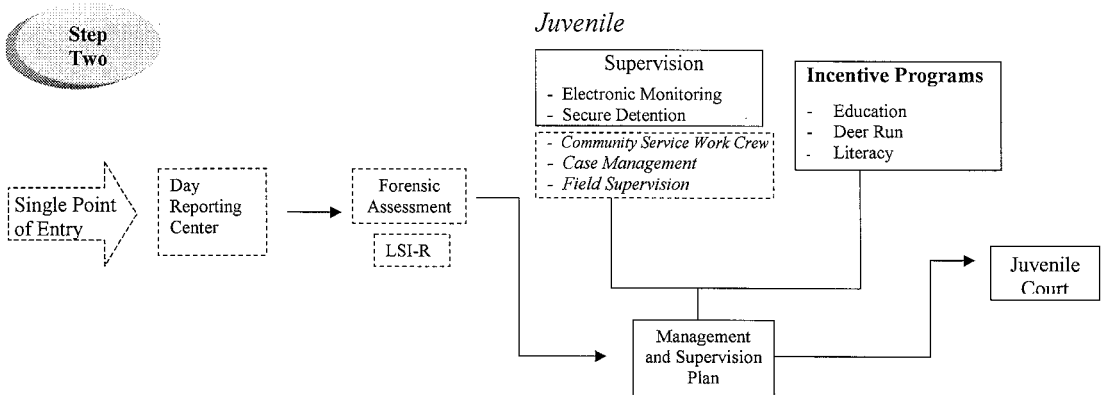
Juvenile



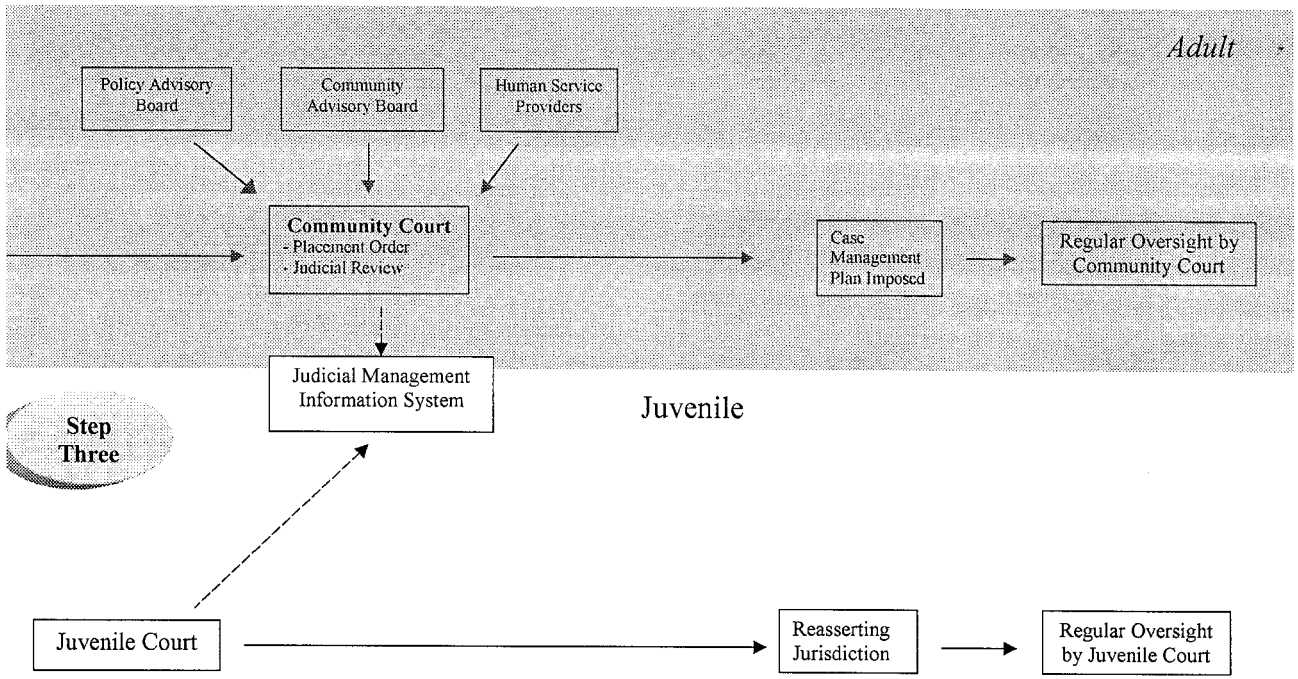
* See New Program Justification

Community Justice and Re-Entry Initiative





Community Justice and Re - Entry Initiative



FORT WAYNE ReENTRY COURT INITIATIVE

Goals and Objectives

A. To establish a Re-Entry Court and related support services that focuses on the returning parolee population in the South East sector of the City of Fort Wayne (i.e. Quadrant 4).

Objectives:

1. Develop and implement the policies, procedures and practices that define and direct the Court's function and management.

2. Develop a case management and file control process for the court and corrections components that contain essential information regarding the returning parolees (including offender history; parole board findings and pre-release assessments/plans; forensic assessment/recommendations by local community corrections; the re-entry plan; progress reports from service providers; summary of court proceedings and corresponding orders.)

3. Identify all eligible Class C felony and above offenders returning from the Indiana Department of Correction for the two year period in which the prototype Re-Entry Court effort will operate to determine suitability for the initiative.

4. Meet with residents in the Quadrant 4 area, initially and regularly thereafter, to explain the purpose and operation of the Re-Entry Court initiative: who it will serve; the nature of the security it will afford the residents; and, residents' role in providing general oversight of the returning parolees pursuant to their re-entry plan requirements and sanctions.

B. To evaluate the impact of the re-entry court and related services on the successful reintegration and the reduction of recidivism of the participating parolees returning to Quadrant 4 (i.e. the experimental group as compared to the control group parolees returning to other quadrants of the city.)

Objectives:

1. Identify an organization to design and conduct a process and impact evaluation concurrent with the development and implementation of the Re-Entry Court and the related correctional and other service components.

2. Design the evaluation methodology, reporting procedures and products, staffing plans and budget.

3. Secure independent funding and implement the evaluation design producing interim and final reports initially in draft and, following review, in final form.

C. To assess and document recidivism among the participating parolee population returning to Quadrant 4 (i.e. experimental group) compared to the balance of the population (i.e. control group) specifically addressing the commission of new offenses and technical violations of parole conditions.

1. Develop and implement a data collection and analysis capability, in cooperation with the evaluation effort to gather, assess and report on the impact of the Re-Entry Court regarding recidivism between the control and experimental groups of returning parolees as well as other similar populations throughout the state and nation as information is available.

D. To organize, coordinate and enhance the efforts of law enforcement, prosecution, courts, corrections, victims, and appropriate public and private social, educational and employment services as well as the faith based community in the delivery of resources for the purpose of assisting in the successful reintegration of returning parolees into their home community.

Objectives:

1. Create or enhance restorative interventions, including supervision, mentoring and victim/offender mediation, for the purpose of providing for the needs of victims, returning offenders and the community.

2. Establish formal assistance agreements, utilizing memoranda of understanding, with the primary service providers and enforcement agencies that will become involved in supervising, supporting and providing essential services to victims and returning offenders.

E. To enhance the economic impact upon the Fort Wayne/Allen County community by effecting the employment and self-sufficiency of the target population.

1. Develop an employment training and placement initiative that focuses on preparing, equipping and placing the returning parolees in local businesses and industry with the necessary transportation support and other resources to function appropriately on the job site.

F. To establish temporary residential setting(s) (i.e. 120 days or less) to house returning parolees that provide sufficient security through the use of graduated sanctions, oversight and guidance to effect reintegration and self-sufficiency and promote progressive independence.

1. Develop and design the physical facility, staffing pattern and budget as well as corresponding policies, procedures and practices to guide the organization and management of the temporary residential setting.

2. Secure the resources to purchase or lease, renovate, equip and provide appropriate security for the facility in proximity to appropriate transportation and other critical service centers.

3. Meet with residents who will live in proximity to the facility to explain its purpose and the constraints placed on the parolees living in the facility and provide for the input of neighboring residents on design and safety concerns.

G. To develop and implement administrative tools to effect cooperative agreements related to resource coordination and sharing as well as contractual agreements between the court, parolee, service providers and programmatic managers pertaining to individual re-entry plans and special services.

Objectives:

1. Negotiate memoranda of agreement/understanding and contractual agreements with essential public and private service providers, local and state corrections, law enforcement and other appropriate organizations to assure that necessary supportive services, security, physical facilities and equipment resources exist to effectively operate the program activities of the initiative.

2. Establish the appropriate policies, procedures and practices to manage the agreements, resolve issues and monitor the quality of services provided to support the Re-Entry Court initiative.

H. To develop a forensic assessment center and protocol for the review of returning offenders and the development of appropriate re-entry plans.

Objectives:

1. Assess risks and needs of returning population through forensic assessment and other existing information available from the

Department of Correction and other appropriate organizations.

2. Create a re-integration plan of services designed to address the risks and needs of the returning population in cooperation with the Transition Team.

3. Review and assess the effectiveness of the re-entry plan on a regular basis and make adjustments as appropriate in cooperation with the Transition Team.

I. To establish an advisory group consisting of residents, service providers. Political leaders(elected officials?), victims and the faith based communities to inform the design and implementation of the Re-Entry Court.

1. Establish an Executive Board and Policy Committee to advise the Judge and other program officials regarding the design, development and implementation of the Re-Entry Court initiative with a particular focus on policy development and effectiveness.

2. Establish a Community Advisory Group to advise the Judge on resident issues and concerns related to their safety, security and role regarding the re-entry of returning parolees to the Quadrant 4 neighborhoods.

J. To develop the criteria and related policies, procedures and practices for entry into or removal from the program as well as return to prison in cooperation with the Parole Board and Department of Correction.

Objectives:

1. Create appropriate and consistent sanctions in cooperation wit the participating corrections agencies including jails, parole, state and community corrections to ensure the necessary care, custody and control of all parolees involved in all aspects of the Re-Entry initiative.

K. To develop an approach that provides for the protection, restitution, involvement and support for the victims of the returning parolees as appropriate.

Objectives:

1. Develop and implement policies, procedures and practices to effect restorative justice services for the victims, returning parolees and the community, such as restitution, victim/offender mediation and community restoration.

2. Establish a function that would specifically assist and mediate victim/offender concerns pursuant to the returning parolee's re-entry plan in order to protect individuals who were previously or are currently at risk of being victimized by the offender.

3. Establish a function that would be designed to assist the parolees in returning to their own family unit if appropriate or develop a surrogate unit to afford support and acceptance through faith based communities or like organizations.

4. Create/enhance the criminal justice system's ability to collect and distribute restitution payments from offenders to victims.

5. Provide victims with a role in the development of the parolee's re-entry plan and related restrictions and sanctions.

6. Create appropriate policies, procedures and practices that inform the victims of parolees' impending return and encourages the victims to report any and all unsanctioned contact/offenses against them.

7. Create a function to provide mentoring of returning offenders by members of the community.

RE-ENTRY COURT

ISSUES AND RESPONSES

1. *WHY DO THE OFFENDERS HAVE TO RETURN TO THIS COMMUNITY?*

   The offenders came from the community and have every right to return there since it is their home.

2. *BY FOCUSING ON THE OFFENDERS, DON'T WE SIMPLY DETRACT FROM THE VALUE OF THE SOUTHEAST COMMUNITY?*

   The southeast sector or Quadrant 4 is recognized as a high crime area since there is significant Part 1 and Part 2 criminal activity occurring there as compared to other parts of the city. Unless we concentrate on the individuals who are involved in the criminal activity we will never significantly reduce it. We know that offenders coming out of state prison will re-offend 63% of the time unless we put in place more structured controls on their re-entry. We believe that the enhanced community corrections and the re-entry court as well as the dedicated resources of the various social, educational, employment and law enforcement agencies participating in this program will reduce the re-offense rate and subsequently improve the value of the southeast sector.

3. *SHOULDN'T WE PROMOTE A LOW PROFILE FOR THIS INITIATIVE SINCE IT CAUSES FEAR BY UNDERSCORING THE OFFENDERS PRESENCE AND THEIR POTENTIAL RISK TO THE COMMUNITY?*

   Unless the community residents are aware and become active partners in this program with the various public and private agencies, control of returning offenders will be considerably diminished. It is at the invitation of the community that the offenders are returning and it will be, in part, the vigilance of the residents in conjunction with the agencies that determines whether the offenders deserve the trust the community is willing to extend. If offenders fail to comply with their re-entry plan, or

commit another crime, they will be removed. Without the watchfulness of the individual residents, however, their behavior will be only partially known. Ignorance of risk is a far more serious problem than simply the existence of risk.

4. *WON'T THE PLACEMENT OF THE COURT AT THE POLICE STATION ENCOURAGE LOITERING AND THE CONGREGATION OF THE SERIOUS OFFENDERS IN A SINGLE AREA AND AS A RESULT CAUSE FEAR IN THE NEIGHBORHOOD RESIDENTS?*

   The court will meet only on Friday morning. It will process offenders during that time on a staggered, scheduled basis so that there will not be a large number of offenders at the police station at any one time. Also, offenders will not be allowed to congregate outside the police station either before or after their meeting with the judge.

5. *WON'T THE COURT ENCOURAGE LONG LINES OF BLACK MEN TO STAND OUTSIDE THE POLICE STATION WAITING FOR THEIR COURT HEARING DEMEANING THEM AND THE COMMUNITY?*

   No. If there is a need for a waiting area, it will be inside the police station.

6. *WHAT IS THE RATIONALE FOR CREATING THIS SPECIAL PROGRAM? ISN'T THE CURRENT APPROACH LESS THREATENING TO THE NEIGHBORHOOD, LESS EXPENSIVE, AND JUST AS EFFECTIVE IN CONTROLLING CRIME?*

   The existing approach of the traditional criminal justice system is not effective in controlling repeat criminal activity among returning offenders due to large caseloads and limited resources of Parole. This program provides extensive controls, oversight and information for the participating agencies and the residents. It will share information regarding the offender's background, residence, daily schedule and anticipated activities as well as with whom he should and should not be associating. Finally, it provides the means and the promise, through the court, community corrections and law enforcement, to intervene immediately if there is a problem.

7. *WOULDN'T A BOARDING HOUSE SIMPLY CONCENTRATE THE OFFENDERS IN A MANNER THAT WOULD BE AN EVEN MORE SERIOUS THREAT TO THE COMMUNITY THAN IF THOSE OFFENDERS WERE LIVING ON THEIR OWN?*

Transitional living is a significant issue for returning offenders. Some have no home or family to return to while others are not welcome in the homes where they resided at the time they were sent to prison. A boarding house will provide returnees with a much-needed place to live without pressuring families to accept them back into their homes. By concentrating the offenders in a boarding house setting which has 24/7 supervision by professional correctional personnel, the offenders can be more effectively monitored. Using electronic and personal observation as well as a schedule and logging process, the necessary controls will be in place to provide for the community's safety. The boarding house provides a structured learning environment for the offenders to prepare them to live on their own. While it is a controlled setting, it is not as confining as prison. It does however, focus the offender's attention on the essential activities nesessary to become a productive member of the community, including education, employment, treatment and supportive friends and family. Finally, it provides some self sufficiency/pride in the offenders as they "make their own way" without relying on their families to support them.

8. *WOULDN'T IT BE BETTER TO PLACE THE OFFENDERS INCOGNITO THROUGHOUT THE COMMUNITY INDIVIDUALLY OR POSSIBLY IN PAIRS?*

When offenders are returning to their own community from a very structured environment, such as a prison, adjustment is difficult and prone to failure. Unless the returning offenders are given structure and direction, their chances of creating a new life comprised of productive activities and supportive friends is very limited. Considerations of cost and safety require that offenders be administered to in small groups rather than singly or in pairs.

9. *WHY SHOULD MINISTERS IN THE FAITH BASED COMMUNITY BE INVOLVED IN THIS PROGRAM SINCE SOME OF THEM DON'T EVEN RESIDE IN THE COMMUNITY?*

It is not so much where a minister resides but rather where his church is located and his congregation resides and its proximity and availability to the returning offender. Furthermore, even churches outside Quadrant 4 may be able to bring needed manpower and resources to the reentry effort, all to the benefit of the community and the offender.
All churches or their representatives were informed of the program as it was/is developing. T Jordan and the Value Based Initiative were the first to offer their assistance. Since then the Ministerial Alliance and other churches and groups of churches have become involved so that most churches/clergy in the community are involved

10. *ISN'T IT BETTER TO FOCUS ON ECONOMIC DEVELOPMENT THAN CRIMINAL JUSTICE ISSUES SUCH AS THE RE-ENTRY COURT?*

Unless there is public safety economic development will falter and fail.

11. *WHY DO YOU INSIST ON USING THE GIS MAPS ?*

The GIS maps graphically depict, in a simple and straight forward manner, the problems and issues that must be addressed if Quadrant 4 is ever to become a desirable place to live, work and raise a family. They clearly demonstrate that the problems of the Southeast Quadrant are real and dynamic and are moving to other parts of the city. These problems will persist unless and until they are controlled.

12. *ISN'T IT UNFAIR FOR THE PRISONERS OR THEIR FAMILY HAVE TO PAY FOR THEIR ELECTRONIC SECURITY ANKLET?*

The offenders, not their families, are expected to pay for the electronic security. They will begin making payments after becoming employed for 30 days and not before. The offenders have the option of participating in the program or staying in prison. The fact that offenders will be released from prison early and will be provided substantial benefits through the ReEntry program makes the cost of security a minor issue.

13. *ISN'T IT INEQUITABLE TO REQUIRE ALL THE OFFENDERS COMING BACK INTO THE SOUTHEAST QUADRANT TO HAVE SUCH HIGH SECURITY WHILE THOSE LIVING IN THE OTHER QUADRANTS HAVE LESS SECURITY PLACE ON THEM?*

This is an experimental program which is testing whether enhanced services and other opportunities will enable these offenders to have a more successful transition into the community than those using the existing probation or parole programs. The offender has the option to participate or not. There will be a professional evaluation of the program comparing the experimental program with existing programs to determine which is more effective.
A precondition of participation in ReEntry court will be participation in the community transitions program. All offenders returning to the community through the community transitions program will be subject to electronic monitoring regardless of where they live.
Those who prefer to serve the balance of their time in the penitentiary and return to the community on regular parole are free to do so.

14. *DOESN'T THIS INITIATIVE SIMPLY REINFORCE THE NEGATIVE VIEW THAT THE REST OF THE CITY HAS OF THIS QUADRANT?*

In order to solve a problem, it must first be recognized and its various components understood. We know that there is more crime activity in the southeast quadrant than elsewhere in the city. We also know that there are more offenders returning from state and federal prison who will reside in that quadrant than elsewhere. National and state statistics confirm that approximately 63% of those returning from state prison will re-offend and approximately a third of the federal offenders will also re-offend under the existing process of reentry. Reentry court and the enhancement of the community corrections process are designed to control the reentry of the offenders from state prison into the community, providing the resources to help the offenders succeed in building a new life and avoid future involvement in criminal activity while protecting the community. A very important part of this reentry approach is the enhanced supervision by the court, corrections, police, public and private service providers, and the community residents. The residents' vigilance is the most important contribution both for the community's safety and the successful re-integration of the offender into the community.

15. *ISN'T THIS JUST ANOTHER EXAMPLE OF RACIAL PROFILING?*

Racial profiling, as commonly understood, occurs when a law enforcement officer stops questions, searches and/or arrests someone solely on the basis of that person's race or ethnicity. It is important to understand that the participants in this program are serious offenders on parole from state prison. They are subject to considerable supervision since they are recognized based on past behavior and existing research as a risk to the community's safety. What limits this risk, is that we know a great deal about the returning offenders. Specifically, we know with whom they associate, where they came from and will return to and what they have done in the past. Also, we will have a very good idea of what they need to do become productive members of the community. Finally they will be subject to a specific reentry plan and schedule that details what they are to do as part of the reentry effort. The community has not only given them an opportunity to improve themselves but also, the tools and assistance to accomplish a successful reentry.

VALUE-BASED INITIATIVE ACADEMY

Rev. Ternae T. Jordan, Sr.
Program Director

Syllabus II

Date/Time	Subject	Instructor
Monday, 1/14/02 6:30-6:40 p.m. 6:40-7:40 p.m. 7:50-9:00 p.m.	Introduction Community Oriented Policing History of FWPD Administration	Pastor Ternae T. Jordan Lt. Dan Meeks, FWPD Chief Rusty York & Command Staff, FWPD
Monday, 1/28/02 6:30-9:00 p.m.	The Challenge: Law, Property and People	Dr. Riggins Earl
Monday2/04/02 6:30-9:00 p.m.	There is Power in Belief	Lester Brown
Monday, 2/11/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Crisis Response Team Victims Assistance	Capt. Debbie Joyner, FWPD Lyniece Hamilton, FWPD
Monday, 2/18/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Drug Court Crisis Intervention Team	Marcia Linsky, Magistrate Sgt. Tony Maze, FWPD
Monday, 2/25/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Defense Tactics Demo and Use of Force/Firearms	Officer Tim Hannon, FWPD
Monday, 3/04/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Tour Creighton Street POC and Lock Up	FWPD
Monday, 3/11/02 6:30 – 7:40 p.m. 7:50 - 9:00 p.m.	K-9 Demonstration Emergency Service Team (SWAT)	FWPD

Date/Time	Subject	Instructor
Monday, 3/18/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Ground Zero Re-Integrating Offender	Chief Rusty York, FWPD Pastor Stephen Terry
Monday, 3/25/02 6:30-7:40 p.m. 7:50-9:00 p.m.	Juvenile Process in Court System Re-Entry Court/Mentoring	Judge Stephen Sims Judge John Surbeck
Monday, 4/01/02 6:30 – 7:40 p.m. 7:50 – 9:00 p.m.	Homicide/Narcotics Robbery	FWPD
Friday, 4/5/02 10:00 a.m. & 4:00 p.m.	Ride Alongs	FWPD
Saturday, 4/13/02 10:00 a.m. & 4:00 p.m.	Ride Alongs	FWPD
Friday, 4/12/02 6:00 p.m.	Graduation	Community Center

This syllabus is subject to change.

Stop the Madness, Inc.

Fathers and Families Initiative

Overview

Stop the Madness, Inc. provides workshops, family activities, mentoring sessions, and a referral base for non-custodial fathers. A large majority of the fathers in our program are in need of services to help them see themselves as responsible, valued role models in the lives of their children. Many of the fathers were children of single parent households and are repeating their own life experiences. Our purpose is to increase the positive experiences that the children have with their biological fathers.

Need

Many children that do not have a positive male role model in the home or involved in their lives are being taught by negative influences; Television families that are not realistic, music videos that promote sex, violence and disrespect, peers that want them to remain in the streets, and in many cases mothers that are overworked and under educated. The result of these conditions is a confused child. They are confused about the obvious difference in lifestyles or family interaction that they see in most two-parent homes versus their own. Children respond by trying to fill the void of the missing parent. Many times females become in-house baby-sitters, look for love from a boy to replace that of the father, and become adolescent mothers. The boys have few positive examples to follow in order to become responsible fathers and loving husbands. The results are apparent in our society by looking at our schools, our prisons, and the graveyards.

Methods to Stop the *Madness*

Through the development of programs designed to create discipline, self-awareness, and empowerment, Stop the Madness, Inc. (STM) encourages these fathers to attend and participate in activities with their children. STM provides transportation and expenses to activities such as sporting events, trips to amusement parks, visits to museums, visits to universities, and recreational activities (bowling, golfing, and basketball).

For those who so choose, there are weekly church services in which they may elect to participate.

Listing of events held to provide opportunities for Fathers to bond with their children.	Number of Participants in **2000**	**2001**	**2002**	**Total # of Fathers & Children**
Indiana Black Expo *Held in Indianapolis annually to showcase economic development and the arts of African Americans. This is the largest such event held in America.*	33	22	July	55
Daddies Day Celebration *Held annually Father's Day weekend. The children write essays, read prose or poetry to their fathers.*	122	155	June	277
Martin Luther King Weekend Youth Empowerment Seminar *This event is always held the Saturday before the MLK holiday. Annually over 500 citizens attend and is held at South Side High School. Guest speakers;* ➢ **Al "the Coach" Powell from Dayton, Ohio** ➢ **Dr. Harold Davis, author "Talks My Father Never Had With Me"** ➢ **Dr. Jimmy Lee Davis**	75	120	145	340
Weekly mentoring sessions at Weisser Park Youth Center **Fathers, Mentors, and sons meet weekly using Dr. Harold Davis' book "Talks My Father Never Had With Me" as a discussion topic**	16 per week	20	25	40 different people
Monthly training session ➢ Parenting Training ➢ Legal Issues Overview	25 per month	30	20	50 different fathers
Special Events Guest Speakers *Fathers are invited and taken to local speaking engagements at colleges & universities* ➢ Lester Brown, nationally renowned motivational speaker ➢ Dr. Naim Akbar, nationally renowned motivational speaker	25 per event	30 per event	20 per event	50 different fathers

Sporting Events *Fathers and children are taken to state and local sporting events* ➢ **Fort Wayne Fury Basketball games** ➢ **Circle City Classic football game**	33	42	October	75
Field Trips *Fathers and children travel to museums and amusement parks* ➢ **Indianapolis Children's Museum** ➢ **Cedar Point Amusement Park** ➢ **Fort Wayne African American Museum**	58	72	June July August	130

Stop The Madness
Fathers and Families Initiative
Program Summary

The Indiana Fathers and Families Initiative has enabled Stop the Madness, Inc. to target Males 16 years old and older with a child/children or expecting fathers. The Indiana Fathers and Families Initiative has created opportunities for fathers to increase their involvement with their children through discussions, obtaining parenting skills, case management to monitor progress, and referral services to agencies in the Allen County community as needed. Our primary goal is to increase the father's involvement with his child or children.

Through the assessment, we obtained vital information concerning the father's involvement and activity with his child or children. We were also given information about the father's status with employment, criminal background, and religious affiliation (religious affiliation was voluntary).
The goals and outcomes were tracked by the amount of times the children were seen or called, frequency of contact, school visits, church or social events attended, etc.

Many goals and outcomes were measured and discussed weekly. The weekly contact with the fathers allowed the program director to obtain progress reports of the involvement of the fathers with their children. Approximately 35% of the fathers started with no involvement with their child or children due to no communication between the custodial parents. Another reason was lack of employment. Approximately 45% of the fathers dealt with un-employment, which along with other individual variables caused our fathers to have a low feeling of self-worth. This feeling caused a decrease in involvement with their children.

The primary outcome measurement process used by Stop The Madness, Inc. was a questionnaire provided by Indiana Fathers and Families given to the father during their initial assessment and at the end of the fiscal year.

The Father-Child activity scale inquired about areas of the father's activities with their child. These areas consisted of childcare, activities in the home, school and community activities, personal interaction, and basic contact attempted. Fathers would choose answers that ranged from (1) never in the past month, (2) once in the past month, (3) 2-3 times in the past month, (4) once or twice a week, (5) 3-4 times a week, and (6) 5 times a week or more. If an activity described is not age appropriate they would chose (DA) does not apply. After receiving the Post-test, the activity of our fathers increased between the ranges of 61 to 79 percent depending on the category of activity with their children. Overall there contacts increased 68 %. There was a 71 % average of increase of activity of our father in regards to childcare. Specifically, when asking questions about how they care for the child during the evening (69%). More importantly how often they cared for the child while the other caregiver is away (73%). There was a 67% average of increase of activity of our fathers in regards to activities in the home such as having meals with their children (77%) and playing games (79%) and sports (73%). There was a slump of activity when it concerns working with their children or creating activity for the children's special interest (55%). The lowest activity of increase was in the area of school and community activities (61%). There was an increase of activity when it concerns praise to his children (71%). We believe that this is an area that we can focus on next year in our training and group sessions. The personal interaction category had an increase of 73% of activity with our fathers. This highest increase in this category had to deal with the guidance and discipline of their children (79%). Other questions regarding one-to-one interaction also had a high increase in involvement (78%). An area of concern was the father dealing with personal problems of their children (58%). There reasoning was due to time restraints they had with their children. In the area of communicating with their children outside of personal contact was initially high from the pre-test. The post-test showed an increase of 64% when our fathers were asked how often they called their children on the phone. Our population sent few letters, cards, or e-mails to their children (34%). Our basic contact information totaled the contacts made by our fathers (phone call, visits, letter, etc.) with their children. Over half of our fathers contact their children at least twice a week (56%). Yet 10% still have made no attempts to contact their children. We are working hard to increase all fathers' involvement with their children.

Next year Stop the Madness, Inc. goal is to increase our client list to 150 fathers that we will serve. Along with our initial outcome of increase involvement with their children, we are also focusing on improve co-parenting relationships, increase child support payments, and improve parenting skills.

Stop the Madness

Fathers and Families Initiative

Father - Child Activity Evaluation Summary Chart

Program Period: July 1, 2000 – June 30, 2001

Evaluation Method:
A pre and posttest survey was given to 110 program participants over a 29-week period (See - Survey #1 and Survey #2). The participants were asked 30 questions listed below.

Instructions for Participants:
Please indicate how often you did the following activities with your child in the past month. Think of the month overall, not just the time your child was with you. For example, if you saw your child once last month and took him or her to the park, you would circle 2 for going to the park once during the month. You would not circle 4 for taking him once in a week you saw him or her. If you have not been seeing your child (even if it not by choice), then many of your answers may be "never in the past month". Circle DA for doesn't apply if the activity described is not age appropriate for your child. For example, if the activity is "supervise bath time" and your child is 14, circle DA.

Expected Results: To Increase the fathers' involvement with their children.

Question #1: Child Care

Survey 1	Never in the Past Month	Once in the Past Month	2-3 Times in the Past Month	Once or Twice a Week	3-4 Times a Week	5 Times a Week or More	DA Does not Apply
1. Child Care	1	2	3	4	5	6	DA
a) I put my child to bed at night	26	7	10	12	15	9	31
b) If my child cried or called out at night I would take care of him or her	24	6	9	8	13	14	36
c) I watch my child when my former partner is busy or away from home	27	7	9	11	12	15	29
d) I have taken care of my child for one full day or more	24	9	8	12	16	14	27
e) I supervise bath time	30	6	14	10	10	7	33
Totals	131	98	50	53	66	59	156
Survey 2	1	2	3	4	5	6	DA
a) I put my child to bed at night	18	6	7	21	17	10	31
b) If my child cried or called out at night I would take care of him or her	18	4	10	16	16	12	34
c) I watch my child when my former partner is busy or away from home	15	5	10	24	14	15	27
d) I have taken care of my child for one full day or more	16	4	8	25	17	13	27
e) I supervise bath time	19	6	18	19	10	6	32
Totals	86	25	53	105	74	56	151
Survey (1) – Survey (2) changes in activities with child	-45	-73	+3	+52	+8	-3	-5

Results: Participants increased their child care responsibilities as shown in the "never and once in the past month" categories by (118) responses and up (52) "once or twice a week".

Question #2 - Activities in the Home

Survey 1 2. ACTIVITIES IN THE HOME	Never in the Past Month 1	Once in the Past Month 2	2-3 Times in the Past Month 3	Once or Twice a Week 4	3-4 Times a Week 5	5 Times a Week or More 6	DA Does not Apply DA
a) I play games with my child	23	3	15	12	18	14	25
b) I teach my child proper manners at the table	24	2	9	14	14	13	34
c) I encourage my child to assist me when doing household chores	24	3	11	8	11	10	43
d) I play sports with my child	24	3	9	18	12	9	35
e) I have one meal or more with my child	27	16	12	8	9	13	25
f) I work together with my child on hobbies or other interests of the child	24	3	8	11	10	8	46
g) I intentionally create activities that will be of special interest to my child	24	5	9	10	8	9	45
Totals	**170**	**35**	**73**	**81**	**82**	**76**	**253**
Survey 2	**1**	**2**	**3**	**4**	**5**	**6**	**DA**
a) I play games with my child	15	5	10	23	19	15	23
b) I teach my child proper manners at the table	15	4	7	21	13	13	37
c) I encourage my child to assist me when doing household chores	12	6	8	16	14	11	43
d) I play sports with my child	14	4	8	25	17	12	30
e) I have one meal or more with my child	14	4	8	28	19	12	25
f) I work together with my child on hobbies or other interests of the child	17	3	8	16	10	7	49
g) I intentionally create activities that will be of special interest to my child	17	2	8	19	9	8	47
Totals	**104**	**28**	**57**	**148**	**101**	**78**	**254**
Survey (1) – Survey (2) Changes in activities with Child	**-66**	**-7**	**-16**	**+67**	**+19**	**+2**	**+1**

Results: Responses indicate that participants increased activities in the home with their children by (-66) in the "never" category and an addition of (67) in the "once or twice a week" category.

Question # 3 - School and Community Events

Survey 1 3. *SCHOOL AND COMMUNITY EVENTS*	Never in the Past Month 1	Once in the Past Month 2	2-3 Times in the Past Month 3	Once or Twice a Week 4	3-4 Times a Week 5	5 Times a Week or More 6	DA Does not Apply DA
a) I take my child to sports events	30	4	2	8	7	3	56
b) I praise my child when he/she has done well on some project or task	22	4	10	14	12	12	36
c) I go to parent-teacher conferences regarding my child	35	3	9	7	6	3	47
d) I attend activities in which my child is a participant (recitals, programs, etc.)	31	2	11	7	7	5	47
e) I make an effort to know about my child's progress at school/day care	29	3	9	11	10	9	39
f) I encourage my child to take a part in community activities by my example or by providing transportation, or money	31	4	7	7	9	8	44
Totals	**178**	**20**	**48**	**54**	**51**	**40**	**269**
Survey 2	**1**	**2**	**3**	**4**	**5**	**6**	**DA**
a) I take my child to sports events	26	4	2	8	7	4	59
b) I praise my child when he/she has done well on some project or task	14	3	14	18	16	13	32
c) I go to parent-teacher conferences regarding my child	28	7	6	10	9	5	45
d) I attend activities in which my child is a participant (recitals, programs, etc.)	25	6	10	7	9	6	47
e) I make an effort to know about my child's progress at school/day care	19	4	9	14	20	12	32
f) I encourage my child to take a part in community activities by my example or by providing transportation, or money	25	5	10	11	9	7	43
Totals	**137**	**29**	**51**	**68**	**70**	**47**	**258**
Survey (1) - Survey (2) Changes in activities with child	**-41**	**+9**	**+3**	**+14**	**+19**	**+7**	**-11**

Results: Surveys indicate that participants significantly increased activities with their children involving school and community events in the "never" category by (-41) responses and gradually increased participation in the rest of the categories that apply.

Question # 4 - Personal Interaction

Survey 1 4. PERSONAL INTERACTION	Never in the Past Month 1	Once in the Past Month 2	2-3 Times in the Past Month 3	Once or Twice a Week 4	3-4 Times a Week 5	5 Times a Week or More 6	DA Does not Apply DA
a) I read or have read books to my child	32	6	19	6	14	7	26
b) I my child and I discuss various common interests	25	4	14	14	7	6	40
c) I take my child shopping for cloths and things he/she may need	25	2	11	18	20	9	25
d) I talk with my child about his/her personal problems	23	6	10	9	9	7	46
e) I personally buy gifts for my child for special occasions	23	3	9	11	30	9	25
f) I show affection to my child	23	1	3	6	28	25	24
g) I take an active role in the guidance and discipline of my child	28	4	5	8	22	15	28
h) I provide time to be alone with my child for one-to-one interaction	24	9	7	12	20	12	26
Totals	203	35	78	84	150	90	240
Survey 2	1	2	3	4	5	6	DA
a) I read or have read books to my child	21	9	19	16	14	6	25
b) I my child and I discuss various common interests	19	6	12	16	11	6	40
c) I take my child shopping for cloths and things he/she may need	13	7	14	21	21	8	26
d) I talk with my child about his/her personal problems	17	5	12	13	11	7	45
e) I personally buy gifts for my child for special occasions	13	3	19	14	27	9	25
f) I show affection to my child	14	5	2	7	29	30	23
g) I take an active role in the guidance and discipline of my child	17	5	4	16	22	19	27
h) I provide time to be alone with my child for one-to-one interaction	15	7	3	24	23	14	24
Totals	129	47	85	127	158	99	235
Survey (1) – Survey (2) Changes in activities with the child	-74	+12	+7	+43	+8	+9	-5

Results: Survey results indicate that participants increased personal interaction with their children by (-74) responses in the "never" category and (+43) in the once or twice a week category.

Question # 5 - Other

Survey 1	Never in the Past Month	Once in the Past Month	2-3 Times in the Past Month	Once or Twice a Week	3-4 Times a Week	5 Times a Week or More	DA Does not Apply
5. OTHER	1	2	3	4	5	6	DA
a) I called my child on the phone	25	1	5	7	19	11	42
b) I sent my child a letter, card, or e-mail	24	3	6	4	1	1	71
c) I called my child's mother to see how my child was doing	22	3	8	12	22	12	31
Totals	71	7	19	23	42	24	144
Survey 2	1	2	3	4	5	6	DA
a) I called my child on the phone	11	4	6	10	29	10	40
b) I sent my child a letter, card, or e-mail	15	7	7	3	1	2	75
c) I called my child's mother to see how my child was doing	11	3	6	10	34	17	29
Totals	37	14	19	23	64	29	144
Survey (1) – Survey (2) Changes in activities with the child	-34	+7	-	-	+22	+5	-

Results: Survey results indicate that participants increased contact with their children as shown in the "never" category by (-34) responses and (+22) in the "three to four times per week category.

Question # 6 - Basic Contact Information

Survey 1	NEVER	1-2 Times	3-4 Times	5-8 Times	9-12 Times	12 + Times
6. BASIC CONTACT INFORMATION						
a) In the last month, I have had contact with my child	43	4	12	7	12	32
Survey 2						
a) In the last month, I have had contact with my child	11	5	5	18	14	57
Survey (1) – Survey (2) Changes in contact with the child	-32	+1	-7	+11	+2	+25

Results: Survey results indicate that participants increased contact with their children by (-32) responses as shown in the "never" category and (+38) responses in the five (5) or more contacts per month categories.

PACE Program

STOP the *MADNESS*, INC.®
FORT WAYNE COMMUNITY AND EAST ALLEN COUNTY SCHOOL SESSIONS
(The numbers are applicable from September 2000 through March 2001 and because so many students change schools during the school year, the numbers do not reflect the tracking of the same students)

School Contact Phone #	Number of students	% of Grade improvement	Referrals to office	Referrals to Alternative Learning Program	% of Parental Involvement	% of students in extra-curricular activities
Harding HS C.C. Fullove	16	25%	38	0	50%	75%
South Side HS Eddie Nolan	82	61%	60	5	66%	88%
Wayne HS John Hester	6	33%	18	1	33%	33%
Village Middle Chas. Washington	18	100%	14	0	66%	33%
Lakeside Dave Thomas	34	65%	12	0	45%	88%
Miami Middle Herb Carr	12	75%	12	1	75%	66%
Ward Elem. Karen Smith	16	0%	2	0	25%	12%
Village Elem.	8	25%	12	0	25%	25%
Shambaugh Kathy Carr	6	33%	18	0	33%	0%

Weisser Park Youth Center Carl Johnson 427-6781	14	100%	28	0	100%	50%
Totals and/or % or average per student	**212**	**125/ 59%**	**214/ 1 per student**	**7**	**124/ 58%**	**144/ 68%**