

**REPORT OF THE
DEPARTMENT OF CRIMINAL JUSTICE SERVICES ON**

**An Evaluation
of Virginia's
Offices on Youth**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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**Report to the Senate Finance and
House Appropriations Committees**
in compliance with
1991 Appropriations Act Item 610D

**An EVALUATION of
VIRGINIA'S OFFICES ON YOUTH**

January 1992

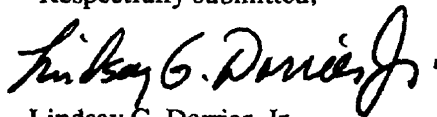
**Juvenile Services Section
Criminal Justice Research Center**

Preface

**TO: The Honorable L. Douglas Wilder, Governor
and the General Assembly of Virginia**

Item 610D of the 1991 Appropriations Act directed the Department of Criminal Justice Services, with assistance from the Department of Youth and Family Services, to evaluate the "program design, effectiveness and funding structure" of the State's Offices on Youth. From March 1991 through November 1991, staff from our agency studied the Offices and the role of the Department of Youth and Family Services in their oversight. This evaluation reflects our study findings and response to the legislative mandate.

Respectfully submitted,



Lindsay G. Dorrier, Jr.
Director

January 1992

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	Virginia Department of Youth and Family Services

EXECUTIVE SUMMARY

Office on Youth Evaluation

Section 66-26 of the Code of Virginia assigns the Director of the Department of Youth and Family Services (DYFS) responsibility for the statutory oversight of local delinquency prevention programs (i.e. Offices on Youth). DYFS is responsible for the development and supervision of delinquency prevention and youth development programs in order that better services and coordination of services be provided to children. During FY 1991, DYFS administered \$1.9 million in state grants to 48 Offices on Youth serving 59 jurisdictions.

The 1991 Appropriations Act directed the Department of Criminal Justice Services, with assistance from the Department of Youth and Family Services, to evaluate Offices on Youth. The evaluation was to address "program design, effectiveness and funding structure" and to recommend changes and improvements to the programs. The study team conducted four activities to address the study mandate: (1) a review of the literature on delinquency and prevention; (2) interviews with state officials; (3) surveys of Office on Youth directors, local citizen board chairs, local government administrators, and DYFS regional prevention specialists; and (4) a review of program documentation.

Based on these activities, the study team offers the following recommendations in four broad areas: role of Offices on Youth, funding for Offices on Youth, Department of Youth and Family Services administrative and management responsibilities, and issues for further study.

Role of Offices on Youth

1. The Code of Virginia should be amended to reduce the ambiguity in the role of the Offices on Youth by directing them to provide primary prevention activities.
2. State appropriations should be used by the Offices on Youth to support primary prevention activities for youth as defined in Section 1.1 of the State Board of Youth and Family Services' Minimum Standards for Virginia Delinquency Prevention and Youth Development Act grant programs.
3. The Offices on Youth may continue to administer and operate programs at the discretion of the local Youth Services Citizen Boards using only local funds.

Funding for Offices on Youth

1. The Code of Virginia should be amended to give DYFS the statutory authority to develop and implement a funding formula for allocating state funds under the Delinquency Prevention and Youth Development Act grant program. The General Assembly should decide whether or not to include a "Hold Harmless" clause in the funding formula.
2. The Department of Youth and Family Services should establish a needs-based funding formula for the Offices on Youth by FY 1993. This formula should be used to: (1) prioritize the placement of Offices on Youth; and, (2) establish minimum levels of state funding for Office on Youth programs. The funding formula should include variables which measure known precursors of juvenile delinquency, as well

Department of Youth and Family Services Administrative and Management Responsibilities

as measures of the service capacity of the community.

3. The Department of Youth and Family Services should work with the Department of Planning and Budget, the Commission on Local Government, the Council for Community Services for Youth and Families and the Department of Criminal Justice Services to determine the appropriate variables for the funding formula.

4. The Department of Youth and Family Services should expand the use of, and create incentives for, multi-jurisdictional Offices on Youth in order to better serve juveniles in all areas of the state.

5. The Department of Youth and Family Services should, with the assistance of the Department of Personnel and Training, develop a pay scale to use in the funding formula and to guide localities in determining the salaries paid to Office on Youth directors and staff.

1. The Department of Youth and Family Services should increase its level of administrative/programmatic support of the Offices on Youth to better reflect the priority of prevention activities as articulated in the Department's mission statement. This should be accomplished by implementing the following recommendations:

- a. The Department of Youth and Family Services should obtain training for Youth Services Board members and DYFS central and regional office staff on the theory and practice of primary prevention;
- b. The Department of Youth and Family Services should provide training and technical assistance to local Office on Youth directors, Citizen Boards, and other members of local government on the concepts of primary prevention theory and practice; and,
- c. The Department of Youth and Family Services should aggressively pursue alternative state, federal and non-profit sources for training resources.

2. The Department of Youth and Family Services and the State Board of Youth and Family Services should revise current regulations, grant application procedures, and reporting guidelines to better reflect the programmatic emphasis of Offices on Youth on primary prevention.

3. The Department of Youth and Family Services should strengthen the Delinquency Prevention and Youth Development Act grant process to ensure improved administration and quality control of grant activities.

4. The Department of Youth and Family Services should redesign the High Risk Indicator Report to: (1) provide information relative to precursors of delinquency; (2) reflect the programmatic emphasis on primary prevention; (3) correct the deficiencies cited in Chapter 4 of this report. DYFS should consult with the Department of Planning and Budget, the Council on Coordinating Prevention, the Youth Services Commission, and the Department of Criminal Justice Services to develop the Report.

Additional Issues

1. The General Assembly should direct the Department of Youth and Family Services, in conjunction with the Department of Social Services and the Department of Mental Health, Mental Retardation and Substance Abuse Services, to determine the appropriate state agency to provide oversight of the Offices on Youth, in light of on-going state initiatives concerning community services for youth and families.

2. In order to improve the coordination of state-level prevention activities and

programs, the General Assembly should authorize a study to track the federal, state and local funding streams for prevention efforts. The study should recommend system revisions to enhance program effectiveness and optimum use of state prevention allocations, and should address the development of measures for determining program impacts.

3. As part of the study cited in Recommendation #2 above, a resource document should be developed which identifies federal, state and local prevention initiatives and funding levels. A single state agency, such as the Council on Coordinating Prevention, should be responsible for maintaining and updating this resource document on a regular basis.

CHAPTER I Introduction

The Code of Virginia, in Section 66-26, charges the Director of the Department of Youth and Family Services (DYFS) with statutory oversight of local delinquency prevention programs (i.e. Offices on Youth). DYFS is responsible for the development and supervision of delinquency prevention and youth development programs in order that better services and coordination of services be provided to children. During FY 1991, DYFS was responsible for \$1,937,172 in state grants to 48 Offices on Youth (See Figure 1). Two additional offices were opened in FY 1992; these offices were not, however, included in the present study.

The 1991 Appropriations Act directed the Department of Criminal Justice Services, with assistance from the Department of Youth and Family Services, to evaluate Offices on Youth. The evaluation was to address "program design, effectiveness and funding structure" and to recommend changes and improvements to the programs. This chapter presents DCJS's methodology for the evaluation of these offices. The remainder of the report responds to the legislative mandate and is divided into four chapters:

- Chapter Two presents a description of the local offices and their programs;
- Chapter Three examines the criteria for the establishment and funding of the Offices on Youth;
- Chapter Four examines state oversight and accountability for administering the programs; and,
- Chapter Five presents additional issues related to statewide prevention efforts and future issues affecting the Offices on Youth.

Conclusions and recommendations follow each chapter where applicable.

Methodology

The study team conducted four research activities to address the study mandate: a review of the literature relating to delinquency prevention, interviews with state personnel, administration of surveys to local personnel associated with the offices, and a review of program documentation.

Literature Review

A review of the literature revealed two differing views on delinquency prevention. The first approach, termed primary prevention, is aimed at providing activities which eliminate delinquency-creating conditions in a local environment. Primary prevention activities focus on changing policies, institutions and social conditions to enhance the environment or "climate" for all youth in the community. Primary prevention activities are not just directed at specific segments of the youth population. An example of a primary prevention activity would be the development of law related education for juveniles and their parents in the local school curriculum.

The other approach to delinquency prevention is secondary prevention. Secondary prevention consists of activities designed to identify and intervene with specific segments of the youth population considered at risk for delinquency or exhibiting pre-delinquent behavior. Secondary prevention would identify juveniles for intervention based on such socio-economic indicators as family background, school performance, or alcohol or drug use. An example of a secondary prevention activity would be the establishment of a support group for teenage mothers.

The literature does not say that the programs guided by one theory are preferred or more effective than the other at preventing juvenile delinquency. Rather, the nature of the population to receive services and intervention should determine the approach used.

Interviews

A series of informal interviews were conducted with state officials to gather their opinions on the goals and objectives of the Offices on Youth and to identify programmatic issues and concerns. These interviews consisted of face-to-face meetings with the following state personnel:

- staff from the Senate Finance Committee and House Appropriations Committee,
- staff from the Department of Planning and Budget,
- the Director and staff from the Department of Youth and Family Services, and
- the Chairman of the Non-Residential Services sub-committee of the Board of Youth and Family Services.

The interviews provided further clarification on the issues to be addressed in the evaluation and historical knowledge on the state's oversight role. The information from these interviews was also used to guide the development of the survey instrument that was administered to all Office on Youth directors.

Surveys

DCJS administered surveys to four groups during the course of the evaluation: DYFS regional specialists, local Office on Youth directors, a sample of local government personnel overseeing the offices, and a sample of local board chairpersons.

Face-to-face interviews were conducted to administer survey instruments to the regional specialists and local staff directing the Office on Youth programs. A separate survey form was developed for the 4 DYFS Regional Specialists and the 47 Office on Youth Directors that were administering programs at the time of the evaluation (one office, Hopewell, was without a local director and was not included in the survey effort). Both survey instruments contained questions which addressed the following issues:

- the role and activities of the local offices;
- relationships between the local offices and their boards, regional specialists, and DYFS central office;
- training and support issues; and,
- policy and funding issues.

A copy of the Directors' survey is attached as Appendix C.

Phone interviews were used to collect survey information from 25 local government and board representatives. The local government official responsible for supervising each Office, as well as the Chairperson of the Office's policy or advisory board, were interviewed to determine their perceptions of the issues mentioned above. Sampling was carried out so that the sample would contain the same proportion of offices in each region that exists statewide.

Review of Program Documentation

Two sets of program documentation were analyzed during the course of the evaluation: state information related to the funding and DYFS oversight of the Offices on Youth, and local data related to the program activities and work-plans of the offices.

Information was collected on state appropriations for fiscal years 1980-1992. The budget documents were analyzed to determine:

- the degree of state vs. local contributions to the offices,
- growth in state appropriations
- differences in state appropriations to the offices,
- growth in the number of offices, and
- differences in the salaries and number of staff in the offices.

Four DYFS documents were also analyzed to determine the state's role in programmatic guidance for the offices. The documents reviewed included: Rules and Regulations Governing Applications, statewide Procedures and Guidelines Manual,

Certification Compliance Determination Manual, Minimum Standards for the offices, and High Risk Indicator Reports from FY 1985-1989.

Data from the local offices was also collected. Offices' most recent Needs Assessments, Activity Reports for FY 1991 and Renewal Applications for FY 1990 were analyzed to determine the degree to which these state mandated initiatives were guiding program direction.

Information collected from the four research activities was used to guide the evaluation of the Offices on Youth and make the recommendations included in this report.

CHAPTER 2 Office Structure

Offices on Youth were first established in 1973 through federal Office of Justice and Department of Health, Education and Welfare grant programs. The state assumed responsibility for administering and overseeing the offices in 1979 when the General Assembly passed the Delinquency Prevention and Youth Development Act.

The 48 Offices on Youth act under three programmatic directives: structural mandates included in the Code of Virginia, administrative and programmatic guidelines mandated by the Department of Youth and Family Services through a series of documents, and locally mandated activities resulting from local citizen and government input. This chapter will discuss these mandates, as well as the program activities that result in the various Offices on Youth. The appropriateness of the offices' program activities and the clarity of legislative intent will also be addressed.

Programmatic Mandates

Legislative Mandates

The Code of Virginia (Sections 66-26 through 66-35) provides the legislative mandates for local participation in the programs administered under the Act and the organizational structure for Offices on Youth. The Code requires that localities applying for a grant for an Office on Youth enact an ordinance or resolution which provides for: the creation of a Youth Services Citizen Board, the annual preparation of a plan based on an assessment of community youth service needs, and funding the local share (25%) of the grant.

The Code also gives the Youth Services Board responsibility for ensuring Office compliance in four areas:

- (1) Assist community agencies and organizations in establishing and modifying programs and services to youth on the basis of an objective assessment of the community's needs and resources;
- (2) Evaluate and monitor community programs and services to determine their impact on youth;
- (3) Provide a mechanism whereby all youths and their families with needs for services will be linked to appropriate services; and,
- (4) Attempt to resolve agency policies and procedures that make it difficult for youths and their families to receive services.

The legislation does not state whether the local board must be policy or advisory in nature. The role of each local board is determined at the time of the local application. If a board is advisory, then the office director reports to a local government official and is directly supervised by the local government. However, if a local board functions as a policy board, the office is directly supervised by the board and the input of the local government may not be as great. During FY 1991, twelve local boards functioned as policy making boards and thirty-six boards functioned as advisory boards.

Administrative Mandates

The Code gives some programmatic guidance to the Offices through the mandated responsibilities of the board, however, the remainder of the program guidance is formulated and mandated by the Department of Youth and Family Services. State oversight is the responsibility of four regional specialists and consists of four activities: semi-annual "on site status report," annual review of the program operating plan, to confirm that a yearly board self-evaluation has been completed, and a biennial certification audit review. Regional specialists also provide technical assistance in the areas of training, professional developmental, program development, and board effectiveness training. In addition, DYFS Central Office provides a High Risk Indicator Report and Summary of High Risk Objectives to assist the local offices.

DYFS has developed a series of minimum standards and procedures to guide Office operations and programs. These standards are included in the Minimum Standards, Part IV, Articles 1, 2, 3, and 4. These activities are as follows:

- production of a local Needs Assessment;
- production of a Biennial Operating Plan;
- establish a Public Awareness and Education Plan;
- address three high-risk areas for youth;
- collaboration/Coordination between youth serving agencies;
- production of a youth resource assessment directory; and,
- documentation of efforts to improve community conditions for youth

development. DYFS certifies program compliance with these standards, as well as standards relating to personnel, budget and finance. A brief discussion of these activities follows.

1. Needs Assessment and Plan

Each Office on Youth is required to conduct a Delinquency Prevention and Youth Development Needs Assessment and Plan at least once every six years, and within two years of a new Office's establishment. The needs assessment must include data on the problems, needs, opportunities and conditions of youth based on:

- a survey of youth-serving agencies;
- a survey of the general public;
- a youth survey; and,
- an analysis of available archival data.

An inventory of current programs and resources impacting youth is also required to be included in the needs assessment.

2. Biennial Operating Plan

This plan outlines goals, objectives, and specific activities to be undertaken by local Offices. Seventy-five percent of the objectives in the plan must be based on the needs assessment. Also, the plan must address at least three of the following nine high risk needs areas identified by DYFS: school dropouts, teen pregnancy, juvenile delinquency, substance abuse, CHINS (Children in Need of Services), child abuse, youth unemployment, poverty of youth and their families, and reading failure. A program of public education regarding an identified youth need in the community must also be addressed in the biennial operating plan.

3. Information and Referral System

The local Board, through the Office on Youth, is to ensure that their locality has a forty hour per week information and referral system. This provides a mechanism whereby youth and their families can be linked to appropriate services in the community.

4. Direct Service Programs

Offices on Youth may operate direct service programs when there is documented need in the six year assessment and the service cannot be provided by existing agencies. Because it is the philosophy of the Department of Youth and Family Services that delinquency prevention and positive youth development are processes of community development, the department discourages local Offices on Youth from operating direct services. Instead, the offices are encouraged to help promote, develop and implement direct services by existing youth service agencies when a specific need is recognized.

Local Mandates

In addition to the state-mandated activities, Office on Youth activities are also driven by a number of other forces, including local citizen concerns, local government mandates, and requests for grant proposals from the state and federal governments. All of these local concerns contribute to the development and implementation of office activities.

Examples of locally requested activities include:

- one urban Office on Youth developed an interagency task force on gangs after gang-related activity raised concerns in the community and within government structure;

- another Office organized a “Blue Ribbon Campaign” during Child Abuse Prevention Month in response to the state-wide initiative to heighten awareness of child abuse issues;
- in another city, the local Office on Youth administers a CASA (Court Appointed Special Advocate) program at the request of the local juvenile court judge; and,
- another Office wrote and was awarded a grant by the Governor’s Council on Alcohol and Drug Problems to administer a court alternative program.

Office Activities

Table 1 summarizes the types of activities of Offices on Youth. Activities were taken from the Offices’ reports and grouped by the study team into the broad categories shown in the table. In addition, local Office on Youth directors, as part of the interview survey, were asked to name the three activities their offices conducted over the last year which they thought were “most important.” They were also asked to name the one activity from the three that had the “greatest impact” on their communities.

Three sets of percentages are shown in Table 1. The first is the proportion of total activities that each category comprises. The second represents the proportion of the three “most important” activities that each category comprises. The third column shows the percentage of the “greatest impact” activities that each category comprises.

The most popular activity by far was education; this was also viewed most often as the activity with the greatest impact on the community. Other activities frequently undertaken and seen as important include public awareness, coordination and establishing working agreements among local service agencies, community action and recreation programs. Education programs most often addressed the areas of substance abuse, school dropout prevention, child abuse, and teen pregnancy.

Table 1
Activities of Local Offices on Youth

Activity	Percentage of Offices’ Activity	Percentage of 3 Most Important Activities	Greatest Impact Activity
Education	22%	27%	31%
Public awareness	12	7	11
Coordination/working agreements	11	14	7
Community action	8	10	11
Youth recreation	7	11	11
Youth health	6	2	0
Youth employment	6	4	4
Family relations	6	6	4
Youth services directory	4	3	2
Juvenile justice	3	4	2
Information/referral service	3	1	2
Volunteerism	3	3	2
Child day care	3	4	7
Technical assistance	2	1	0
Needs assessment	2	2	2
Changes in laws	2	1	2

Source: DCJS analysis of survey results.

It is apparent from the activities shown in the table that local Offices on Youth are involved in a wide variety of program activities in addition to the types of planning and coordinating activities mandated by DYFS. These program activities include:

- youth advisory councils and youth forums;
- rent-a-teen and other summer employment programs;
- parenting skills classes;
- CADRE (Commonwealth Alliance for Drug Rehabilitation and Education) programs;
- child abuse prevention campaigns;
- after prom parties;
- teen centers;
- Big Brothers and Big Sisters programs; and,
- CASA (Court-appointed Special Advocate) programs.

Office directors were also asked whether they had generated additional funding to assist in the operation of their Offices on Youth, and to fund projects and initiatives in their localities. Analysis of the responses to these questions showed that:

- 68% of Office directors had generated additional funds over the last three years for their offices. Amounts ranged from \$300 to \$125,000 over the three-year period. The total amount raised over the three years was almost \$600,000. The vast majority of offices raised \$20,000 or less.
- 60% of the money generated by directors for their offices came from local businesses and private contributors. An additional 22% came from United Way donations.
- 68% of Office directors had generated additional funds for their localities over the last three years. Amounts ranged from \$500 to over \$1,000,000 over the three-year period. The total amount raised was about \$3.7 million over the three years. The majority of the Offices raised \$50,000 or less.
- 78% of the money generated by Office on Youth directors for their localities came from the state (although this included federal pass-through funding). These funds were used for juvenile delinquency prevention programs (24%), programs for high-risk youth (21%), and education programs (24%).

Role of Offices

To examine the relationship between activities and perceptions of roles of the local Offices on Youth, the study staff analyzed the activities listed as most important by the Office directors, along with the responses of all interviewees on a series of key questions describing the role and functioning of the Offices. The results of these analyses may be summarized as follows:

- categorization of the three activities listed as most important by each Office director showed that about 57% of those activities could be labeled as being "primary prevention:" that is, planning, coordinating, public awareness, information and referral, etc. The remaining 43% of the activities could be classified as "secondary prevention:" conducting programs in areas such as recreation, teen pregnancy, child abuse and dropout prevention;
- when asked the intended audience for these three most important activities, 48% identified the audience as "general youth," while 45% identified it as "high risk youth." Only 7% of the activities identified as most important were aimed at delinquent youth;
- 53% of directors reported that their offices have had the greatest impact on "high risk youth," while 44% of directors responded "general youth;"
- when asked their perceptions of the role of the Office on Youth in their communities, 84% of directors responded with functions that could be classified as primary prevention: for example, planning, advocating, coordinating, or providing information. The remaining 16% responded with secondary prevention functions, such as sponsoring programs or working with families;
- local board members and local supervisors' perceptions of the role of the Office on Youth were divided almost equally between conducting programs for high risk youth, conducting programs for youth in general, and coordi

nating local prevention activities for youth;

- when asked which group the Office on Youth could best serve, 68% of board members identified high risk youth, while 32% identified the general youth population. By contrast, supervisors of Office directors named high risk youth only 31% of the time, and named general youth 62% of the time; and,
- 75% of DYFS regional prevention specialists thought that the Offices on Youth in their regions had the greatest impact on the general youth population.

The role of the Office directors also varies widely from one program to the next. Directors may plan, coordinate, initiate, administer, or actively run these programs. In many cases, Offices on Youth may be the only local agency available to administer a program. When asked whether they are involved in activities which should rightfully be the responsibility of some other local agency, 36% of the Office directors reported that they were involved in such activities. Most of these activities involved direct services to youth, often in the form of recreational or educational programs.

Recommendations

The federal legislation that guided the establishment of the six original Offices on Youth intended that the Offices plan and coordinate local prevention activities. However, the findings concerning program activities and the perceived role of the Offices suggest that there exists a degree of confusion between: (1) what Office on Youth directors see as their role, (2) what they are actually doing, and (3) what local officials think they should be doing. This lack of clarity is reflected in the legislation which established the Offices, and can be seen in DYFS rules and regulations as well. In addition, DYFS's requirement of having three high risk youth population areas addressed by each Office seems to have further exacerbated this problem. Therefore, the following recommendations are presented to clarify the role of the Offices on Youth and the activities they are to perform with the state's appropriations:

Recommendation 1: The Code of Virginia should be amended to reduce the ambiguity in the role of the Offices on Youth by directing the Offices on Youth to provide primary prevention activities.

Recommendation 2: State appropriations should be used by the Offices on Youth to support primary prevention activities for youth as defined in Section 1.1 of the State Board of Youth and Family Services' Minimum Standards for Virginia Delinquency Prevention and Youth Development Act grant program.

Recommendation 3: The Offices on Youth may continue to administer and operate programs at the discretion of the local Youth Services Citizen Board using only local funds.

CHAPTER 3 Funding and Establishing Offices on Youth

The state began funding Offices on Youth through the Department of Corrections in FY 1980 when six offices were funded at a cost of \$151,364. The state's support of these six offices ranged from a low of \$10,282 in Roanoke City to a high of \$38,044 in the City of Richmond. Since FY 1980 both the number of offices and the amount of the state's appropriations have increased. As Table 2 illustrates, projections for FY 1992 plan for a total of 50 offices to receive \$1,966,715 for Office on Youth program activities.

Table 2

Fiscal Year	Number of Offices funded	Total State Appropriations	Range of Office Appropriations
1980	6	\$ 151,364	\$10,282 - 38,044
1981	15	408,234	11,248 - 45,000
1982	18	591,544	12,708 - 49,950
1983	21	710,300	15,560 - 54,162
1984	21	734,157	20,409 - 54,812
1985	22	792,880	5,101 - 58,900
1986	23	831,493	14,625 - 59,489
1987	25	1,003,926	25,000 - 67,223
1988	32	1,265,141	23,107 - 72,600
1989	39	1,529,879	25,750 - 77,053
1990	44	1,834,214	27,201 - 84,534
1991	48	1,937,172	15,575 - 84,277
1992*	50	1,966,715	25,000 - 82,868

*Projected Costs.

Source: DCJS analysis of DYFS/DOC data FYs 1980-1992.

Current Funding Inequities

The growth in the number of Offices on Youth and their annual appropriations have been accompanied by three types of inequities which have resulted from the state's role in funding the Offices:

1. disparity in the annual State appropriations to each office and the proportion of each office's budget these appropriations represent,
2. disparity in the geographic distribution of the offices throughout the state, and
3. disparity in the salaries paid to staff in the offices.

State Appropriations

As Table 3 illustrates, the size of the 48 Office on Youth budgets and their staffing levels have varied from locality to locality since FY 1980. During fiscal year 1991 the average budget for an Office on Youth was \$65,984, however, the range of office budgets covered a minimum of \$37,127 to a maximum of \$196,128. Similarly, staffing levels in the offices ranged from a low of 1 FTE to a high of 5 FTEs. The reasons for the differences in the size of the various office budgets can be explained

Table 3
Office on Youth Budgetary Summaries FY 1991

Office	Number of FTE Staff	FY 1991 Budget	FY 1991 State Appropriations	Percent State Funds FY 1991
Alexandria	3.00	\$125,308	\$77,787	62%
Alleghany	2.00	53,093	37,669	71%
Amherst	1.50	37,367	27,492	74%
Appomattox	2.00	40,000	30,000	75%
Bristol	1.50	49,710	36,904	74%
Buchanan	2.00	54,004	28,459	53%
Charlotte	1.50	43,927	32,238	73%
Charlottesville	1.65	76,176	55,490	73%
Chesapeake	2.00	61,921	30,421	49%
Chesterfield	2.50	73,084	30,684	42%
Colonial Heights	2.00	62,408	31,842	51%
Danville	1.50	43,025	31,274	73%
Dickenson	1.94	40,597	29,889	74%
Dinwiddie	1.50	82,351	47,506	58%
Franklin	2.00	48,929	29,889	61%
Fredricksburg	3.25	112,088	83,191	74%
Galax	2.00	53,360	38,335	72%
Goochland	1.75	40,000	30,000	75%
Hampton	1.75	59,035	27,626	47%
Hopewell*	1.25	25,956	15,575	60%
Lee	1.50	42,694	31,274	73%
Lexington	1.45	41,174	29,889	73%
Loudoun	5.00	193,747	55,200	28%
Lynchburg	4.12	132,724	80,389	61%
Martinsville	1.50	43,812	31,274	71%
Montgomery	2.50	57,929	42,171	73%
Newport News	3.13	109,700	74,772	68%
Norfolk	1.50	66,655	48,810	73%
Nottoway**	3.00	139,096	34,532	25%
Orange	1.49	37,628	27,625	73%
Patrick	1.38	37,127	27,646	74%
Petersburg	2.00	44,640	28,150	63%
Pittsylvania	2.75	69,804	49,893	71%
Powhatan	1.50	44,167	30,000	68%
Prince Edward	1.00	41,500	30,000	72%
Prince William	1.63	76,235	41,858	55%
Pulaski	2.25	60,679	41,593	69%
Richmond	5.00	196,128	77,967	40%
Roanoke City	1.00	52,824	39,216	74%
Russell	1.25	38,334	28,459	74%
Scott	2.13	46,787	31,274	67%
Smyth	2.00	50,658	37,600	74%
Staunton	1.75	53,558	31,274	58%
Surry	1.50	39,571	28,428	72%
Tazewell	2.00	61,293	44,717	73%
Washington	1.50	42,135	31,274	74%
Waynesboro	2.24	69,632	45,339	65%
Wise	2.50	113,532	84,277	74%

* Hopewell's budget is for a partial year.

**Nottoway's budget includes user fees; no other office budget does so.

Source: DCJS Analysis of DYFS/Study Interview data FY 1991.

by two factors: differences in the degree to which local governments supplement Office activities and differences in the state's appropriations to each Office.

There are two reasons for differences in the state's annual appropriations to the various Offices. First, some of the older offices, which received larger state appropriations for start-up costs, have continued to receive annual increases at the same percentage as the newer offices which were subsequently funded with less state start-up funds. These older offices received the larger amounts of start-up funds due to the fact that the federal grant funds they had received from 1974-1979 were at higher levels and the programs were "grandfathered in" at pre-state funding levels when DOC began to administer the programs. The original offices include: Alexandria, Lynchburg, Newport News, Richmond City, Pittsylvania County, and Roanoke City. The average state appropriation for these six offices is \$66,671 while the average state appropriation for the remaining 42 offices is \$36,599.

Second, the maximum level of state start-up appropriations for new offices has varied from one fiscal year to the next. For example, from FY 1989 through FY 1991 new offices were appropriated \$30,000; however, new offices begun in FY 1988 were appropriated state start-up funds of \$26,500. Currently, the two new offices begun in FY 1992 received maximum appropriations of \$25,000. Thus, unless the local governments have been able to contribute the additional funds to allow for the state discrepancies from year to year, the differences in the size of office budgets reflect the yearly fluctuations in state contributions. The Code of Virginia mandates that localities receiving state funds for the Offices on Youth contribute at least 25% of the yearly office costs. This local match may include in-kind contributions, as well as cash contributions. However, some localities have not made the same level of cash contributions as other localities. During FY 1991, local cash contributions ranged from \$0 to \$138,547, with localities contributing 35% of the total statewide office budgets in cash.

The inequities resulting from the discrepancies in the state's appropriations can best be examined when comparing the allocation per juvenile in each of the four regions. As Table 4 illustrates, offices in Region I receive an average of \$4.27 per juvenile potentially served, while offices in Region 4 receive only \$1.18 per juvenile. These appropriations represented a difference in the state's allocation per juvenile to one area of the state that is 3.6 times greater than the appropriations going to juveniles in another area of the state.

Table 4
Regional Analysis of Offices on Youth FY 1991

Region	Number of Offices	% Total State Offices	Number of Juveniles in Region	% State Juveniles in Region	Juveniles Served by an Office*	Average Juveniles Per Office	State Cost Per Juvenile
1	23	48%	257,831	17.1%	201,133	8,745	\$4.27
2	7	14.5%	547,205	36.4%	169,670	24,239	2.19
3	12	25%	306,527	20.4%	158,474	13,206	3.03
4	6	12.5%	393,215	26.1%	191,366	31,894	1.18

*52% of the juveniles statewide were not served by an Office on Youth during FY 1991.
Source: DCJS analysis of DYFS data for FY 1991; population data from 1990 U.S. Census.

Location of Offices

The second inequity resulting from the state's role in funding the Offices on Youth relates to the geographic establishment of the offices. During FY 1991, 52% of the juveniles statewide were not served by an Office on Youth. As Table 4 illustrates, the largest number of offices were in Region 1 which contained 23 offices providing services to 28 southwest Virginia localities. Although Region 1 contained 48% of the state's 48 offices, it only included 17.1% of the state's juvenile population. Also, the average number of juveniles per office was much less in this region than the averages potentially served by offices in the other three regions. Although, population is by no means the only measure of a community's "need" for services, the fact that 48% of the statewide offices only have the potential to serve 17.1% of the juveniles statewide does suggest an inequitable distribution of available delinquency prevention resources to juveniles. By contrast, Regions 2 and 4, which have the greatest proportion of the state's juveniles, are the regions with the fewest Offices on Youth.

The locations of Offices on Youth have been affected by three factors. First, some localities have more actively sought the establishment of offices both through the grant process and other means. Second, DOC and DYFS have not been very successful in getting their recommendations for priority establishment of offices through the executive budget process. Since 1980, only 36% of the offices proposed by DOC/DYFS have been included in the Governor's budget. Third, sensing the limited ability of the DOC/DYFS to secure new funding for offices, localities began to turn to elected representatives for assistance in securing the funds to establish offices. Since 1987, 22 Offices on Youth (42%) have been established through direct line item appropriations.

Staff Salaries

The third inequity resulting from the state's role in funding the Offices on Youth concerns the ability of local offices to pay comparable salaries to employees throughout the state. Personnel costs represent the majority of the budgetary expenses in the Offices on Youth. Personnel costs will account for 79% of the statewide budgets in FY 1992. Because there is no state-imposed cap on the salary levels for personnel in the offices, the salaries paid to staff vary a great deal from locality to locality. In FY 1992 directors' salaries will range from a high of \$51,723 to a low of \$16,328. Also, administrative assistants and clerical personnel in some offices will have higher salaries than program directors in other localities. For example, one southwest Virginia locality has an administrative assistant making a higher salary than 22 of the office directors.

Differences in the salaries paid to office directors do not appear to be based exclusively on geographic costs of living, education, or years in job. With the exception of two rural counties, the 15 highest salaries are paid to directors serving in urban areas or large counties surrounding urban areas. However, there are differences in the salaries paid to directors in neighboring localities which suggest that geographic location of an office does not affect the salaries paid. For example, there is a difference of more than \$16,000 between what one county office director and the neighboring county office director are paid even though the state paid exactly the same percentage of costs in each office.

The differences in directors' salaries do not appear to be based on education. Directors of 13 offices have a Masters degree or higher, however, of the offices with the 10 highest salaries in FY 1992, four of the directors do not have a Masters degree and one does not have a college degree. In fact, two of the directors with the higher degrees make less than the statewide average salary of \$25,929.

Finally, the salaries paid to directors do not appear to be uniformly based on job tenure. The average job tenure for an Offices on Youth director is four years. However, six of the ten directors receiving the highest salaries have been in their positions at least eight years which suggests that job tenure may have some impact

on the salaries paid to directors. Nevertheless, there too are discrepancies in the salaries paid to some directors versus the length of tenure for others. Directors in five offices have more tenure than four of the directors receiving salaries in the top ten and the director with the second longest tenure statewide is receiving a salary that is less than the statewide average for FY 1992.

Lack of Criteria

The state's current role in funding the Offices on Youth has resulted in a series of inequities. The establishment and funding of offices are not based on any criteria defining "need" and does not consider competing demands for services. This lack of criteria allows for the possibility that the state's resources may not be equitably serving juveniles in all areas of the state. Therefore, in order to ensure that the state's resources are better targeted to juveniles throughout the state in the most equitable and efficient manner possible, the state should develop "needs" based criteria for use in the development of a funding formula.

Use of a Funding Formula

A "needs-based" funding formula could be used to evaluate the relative "need" of localities for delinquency prevention services and allocate the state's appropriations under the Virginia Delinquency Prevention and Youth Development Act. A funding formula provides two benefits over the current system of funding the Offices on Youth: equity and effectiveness. First, allocations would be equitably distributed based on comparative criteria and variables, not on differing annual determinations of "need." A funding formula should include the establishment of base appropriations for offices so that no Office is established without the minimal amount calculated to be necessary for operations. Second, the use of a funding formula allows greater effectiveness by ensuring the establishment of offices where they can meet the greatest need.

The concepts surrounding the use of a funding formula are not new to state government or Virginia's localities. Examples of current state program appropriations being administered with funding formulas include the Standards of Quality for education and the Transportation Trust funds for highway construction projects. In addition, new proposals contained in the Council on Community Services for Youth and Families include use of a funding formula for community systems of residential and non-residential care.

Before a funding formula can be developed to distribute the state's appropriations for delinquency prevention, a working definition of "need" for an Office on Youth must be developed. Two issues must be addressed when defining "need" for an Office on Youth: the local factors that contribute to the conditions which foster juvenile delinquency and the local services that are available to alter these conditions and serve juveniles.

Defining "Need"

The first area to address when defining "need" for delinquency prevention services involves the prevalence of local conditions which foster delinquent behavior. The academic literature on prevention theory presents five conceptual precursors, or risk factors, that are associated with delinquent behaviors:

- Peer Influence and association with juveniles committing anti-social acts;
- Family Influence and parental abuse/neglect;
- School Problems with attendance, academic success, and behavior;
- Individual Factors which affect juvenile attitudes and perceptions; and,
- Substance Abuse.

These concepts can be used to guide the selection of variables which measure the comparative local conditions that result in the "need" for delinquency prevention programs.

Socio-economic and demographic variables can be used as proxy measures of

the risk factors contributing to juvenile delinquency. DYFS has already identified several possible variables which can be used to measure risk factors for delinquency in their "High Risk Indicator Report." DYFS variables which measure conditions contributing to delinquency include: drop-out statistics, reading comprehension scores, youth pregnancy statistics, child abuse statistics, and children in poverty data. There are, however, additional possible variables which could also be used to measure delinquency causing influences in a community:

- per capita income levels;
- population density;
- age, sex and race demographics of juvenile population;
- unemployment statistics;
- school absenteeism rates;
- school suspensions for substance abuse and weapons possessions;
- special education statistics per capita;
- index reflecting CHINS petitions versus complaints; and,
- law enforcement statistics on truancy violations, curfew violations, and loitering violations.

These variables, as well as other possible variables reflecting the local conditions that encourage juvenile delinquency, should be considered when developing a working definition of "need" for an Office on Youth.

The second area to consider when defining "need" for Offices on Youth involves a community's service capacity and programs currently available to serve juveniles. Localities offer a range of public and private sector programs and activities aimed at prevention and treatment of delinquent behavior. Examples of these programs and services include:

- recreation departments;
- extension services;
- locality sponsored after school programs;
- United Way and non-profit private sector programs;
- local government prevention specialists;
- law enforcement DARE programs; and,
- MHMR substance abuse specialists.

These variables, as well as others discussed in Chapters 2 and 5 of this report, measure service capacity and local prevention initiatives and should also be included in any working definition of "need" for an Office on Youth.

Once a working definition of "need" is developed, a two-tier funding formula can be used to disperse the Delinquency Prevention and Youth Development Act funds. The first tier of the funding formula can incorporate variables which measure local conditions that foster delinquent behavior while the second tier can incorporate variables which measure a community's service capacity and ability to provide programs and services for juveniles.

Additional Funding Issues

Three additional issues must be also be addressed when developing a funding formula for the Offices on Youth: incentives for multi-jurisdictional offices, local ability to pay, and possible inclusion of a hold-harmless clause. First, any funding formula for Offices on Youth should include incentives for localities to apply for multi-jurisdictional grants. Five multi-jurisdictional offices operated during FY 1991 and they served 15 localities. The use of additional multi-jurisdictional offices would allow for juveniles in more areas of the state to receive services at a lower cost due to economies of scale. Positive incentives, such as those currently in use for localities to participate in regional jail construction, could be included in an Office on Youth funding formula.

A second issue an Office on Youth funding formula should consider is local ability to pay for services. Because all localities do not have the same financial

resources or ability to generate revenues, local contributions to Office on Youth programs can be disproportionate. The state can help equalize the disproportionate local shares by including a measure of ability to pay in the funding formula. Four measures of ability to pay that have been utilized in other state funding formulas and which could be considered for inclusion in an Office on Youth funding formula are:

- a composite index which assigns state weights to a locality's tax base which compares the local tax base per unit receiving services, for major sources of revenue (such as property, sales, and income), to the statewide average tax base for these same revenues;
- a revenue capacity index which calculates the local revenue that can be generated if average statewide tax rates for each source of revenue are applied to the local tax base;
- a revenue capacity index with an income adjustment that considers the effect of local incomes in generating and imposing local tax effort; and,
- a fiscal stress index which calculates current levels of fiscal stress due to local need (such as poverty) and calculates changes over time in local ability and effort to collect revenues.

Each of these measures of ability to pay are being used in other state funding formulas and each has positive and negative implications for the amount of state appropriations going to localities. The positive and negative features of each measure should be evaluated when considering the inclusion of an index for local ability to pay in an Offices on Youth funding formula.

The final issue that should be considered in the development of a funding formula for Offices on Youth is whether or not to include a "hold harmless" clause. The inclusion of a "hold harmless" clause would ensure that:

- each locality which is currently operating an Office on Youth would continue to do so, even if the funding formula does not define the locality as a funding priority; and,
- no current Office on Youth would lose state funds.

For example, if the funding formula determined that a locality should receive \$35,000 for its Office on Youth and the current appropriation was \$40,000, the Office would not lose the difference of \$5,000. Implementation of a "hold harmless" clause would, however, require additional state appropriations.

Recommendations

The various Offices on Youth do not appear to have equitable state funding. State appropriations are not based on objective criteria, such as the number of potential clients to be served or the number of juveniles considered at risk, in the localities. Also, the state, through the Department of Youth and Family Services, has held the offices at programmatic level funding by not awarding varying grants to the offices based on performance or need. Each office receives the same grant appropriation as was awarded the previous year, with Cost of Living Allowances (COLAs) when available to all state agencies.

Because the yearly state caps for new programs have varied and the programmatic funding levels of old offices have remained constant, financial inequities have resulted. These inequities allow for potential varying degrees of services and programs unless localities are willing to absorb the program costs associated with the differences in the level of state funding. Therefore, to ensure more equitable state funding for Offices on Youth the following five recommendations are presented:

Recommendation 1: The Code of Virginia should be amended to allow the Department of Youth and Family Services the statutory authority to develop and implement a funding formula for administering funds under the Delinquency Prevention and Youth Development Act grant program. The General Assembly should decide whether or not to include a "Hold Harmless" clause in the funding formula.

Recommendation 2: The Department of Youth and Family Services should establish a needs-based funding formula for the Offices on Youth by FY 1993. This formula should be used to: (1) prioritize the placement of Offices on Youth; and, (2) establish minimum levels of State funding for Office on Youth programs. The funding formula should include variables which measure known precursors of juvenile delinquency, as well as variables which measure the service capacity of the community.

Recommendation 3: The Department of Youth and Family Services should work with the Department of Planning and Budget, the Commission on Local Government, the Council for Community Services for Youth and Families and the Department of Criminal Justice Services to determine the appropriate variables for the funding formula.

Recommendation 4: The Department of Youth and Family Services should expand the use of, and create incentives for, multi-jurisdictional Offices on Youth in the funding formula in order to better serve juveniles in all areas of the state.

Recommendation 5: The Department of Youth and Family Services should, with the assistance of the Department of Personnel and Training, develop a pay scale to use in the funding formula and to guide localities in determining the salaries paid to Office on Youth directors and staff.

CHAPTER 4 Department of Youth and Family Services Administrative and Management Responsibilities

The Code of Virginia authorizes the Director of the Department of Youth and Family Services to develop and supervise delinquency prevention and youth development programs. The administrative and management responsibilities of DYFS in relation to the Office on Youth were examined in three specific areas: (1) DYFS's mandated planning process for the Offices' activities; (2) DYFS oversight of the Offices; and (3) DYFS administrative and programmatic support for the Offices.

DYFS Mandated Planning Process

DYFS and the State Board of Youth and Family Services have developed policies which establish the planning process for the Offices on Youth in two ways:

- (1) by requiring the Offices to conduct a comprehensive needs assessment a least every six years, and to produce a youth resource directory;
- (2) by mandating that each Office address at least three high risk needs areas, and by producing a High Risk Indicator Report, to be used by the Offices in identifying these high risk needs areas.

Comprehensive Needs Assessment

According to DYFS's Minimum Standards, the needs assessment must include, at a minimum, "a detailed compilation of the problems, needs, opportunities and conditions of youth."

This compilation is based on the following four sources:

- the opinions of youth service agencies;
- a survey of public opinion;
- a survey of youth; and,
- an analysis of available archival data.

For this report, each Office was asked to provide the study team with a copy of its most recent needs assessment. A total of 35 of the 47 offices (74%) were able to comply with this request. The remaining offices were in the process of conducting or completing their needs assessments.

The 35 needs assessments reviewed were conducted as recently as 1991 and as long ago as 1983. In general, there was wide variability in the needs assessments in terms of amount of information collected, the presentation and interpretation of data, use of supporting and background information, and the number and type of participants. An analysis of each of the separate sections of the needs assessments follows.

1. Survey of Youth

Since 1989, DYFS has encouraged the Offices on Youth to make use of the Virginia Student Survey. The Survey consists of a series of questions addressing several distinct areas:

- demographic information and family background;
- use of leisure time;
- use of tobacco, drugs and alcohol;
- several different personality measures; and
- a set of optional questions designed by the local Office.

Of the 35 needs assessments examined, nine made use of the Student Survey, 10 others used an earlier version of the survey, and nine used a "local design" which was a variation of one of the other two. Analysis of the surveys revealed the following:

- the surveys were almost entirely administered in public schools with only one military school and fewer than five private schools being surveyed by

the 35 localities;

- the number of students surveyed varied widely, from a low of 79 to a high of 8,951;
- the completed surveys are computer scanned by the Department of Education, and provided to the Offices on Youth by DYFS in the form of computer printouts of the frequency of responses, however, the responses are not interpreted by DYFS in any way;
- most Offices do not provide interpretations of the findings of the surveys in their needs assessments. Of the 35 assessments examined, only 12 (34%) actually listed specific needs that they had identified from the results of the student survey; and,
- several Offices used community forums and meetings instead of surveys to obtain this information.

2. Survey of Public Opinion

The Offices used a number of different methods for obtaining public input, including: written surveys handed out in public places, written surveys printed in newspapers, written surveys sent home to parents, telephone surveys, and public forums. The most common survey approach used by the Offices was to present a list of problems that youth face, and ask the adults to rate how serious they were. Adults were also asked what kinds of services or programs for youth were needed or should be offered in the locality. Most of the public surveys included less than 300 respondents, with a range of 47 to 1,380. Often, response rates from mass mailings were low, in the 10-20% range. Also, only a handful of Offices provided any indication that the responses of this public opinion survey played a role in their assessment of needed services for youth. In fact, many offices failed to report any assessment of public opinion at all.

3. Survey of Youth Service Agencies

Most Offices used mail surveys to contact other youth service agencies, while the remainder collected information in meetings. An average of about 30 agencies were surveyed by the Offices. Most formats asked agencies to identify needs and problems of youth, as well as identifying barriers to providing youth services. Once again, few Offices did more than summarize or list the responses of agencies, and many offices did not report doing a survey of youth service agencies as part of their needs assessment.

4. Analysis of Other Available Data

Offices also varied in the degree to which they incorporated other data in their needs assessments. Several Offices provided excellent literature reviews of factors affecting youth development, and also included information on social indicators such as health, teen pregnancy, income, age, education and employment. Other localities utilized previous needs assessments, surveys and forums to measure their progress in achieving their objectives. Also, nine of the 35 needs assessments examined included some mention of the DYFS high-risk indicators as another source of data. The most common use of this information was to report the locality's ranking among the Commonwealth's 136 jurisdictions.

Based on the analysis of the needs assessment components, as well as the survey responses, the following three conclusions are offered. First, conducting the needs assessment severely taxes the resources of most Office directors. Almost all of the directors (93%) reported using volunteers to collect the data for the needs assessment. Few office directors are technically equipped to analyze the sometimes hundreds of responses received. Use of faculty and students at local two- and four-year colleges was commonly reported, as was the use of consultants and knowledgeable board members. Expending this amount of effort once every six years is an ineffective use of resources.

Second, Office directors are not provided with sufficient guidance or information by the Department of Youth and Family Services on how to use the needs

assessment results. Very few Offices provided more than a cursory discussion of the needs assessment results. Fewer still included the kind of analysis of the results which would be useful for planning purposes at either the state or local level. DYFS seems to provide little guidance to Office directors on how to interpret any of the information in the needs assessment. The regional specialists interviewed reported that they provided at least "some" help in the preparation of the needs assessment, and 57% of the Office directors rated the regional specialists as "helpful" in the preparation of the needs assessment. Despite this, the lack of interpretation included in the documents submitted to DYFS suggests that Office directors are not receiving adequate information on how to make use of the needs assessment findings.

However, it should be noted that the formalization of the needs assessment process is relatively new. DYFS and the Office directors have worked hard to increase the quality of the needs assessments. Several of the people interviewed for this study believed that the quality of the needs assessments has in fact improved.

The third conclusion of the analysis is that there is little evidence that the results of the needs assessments are used to plan services at the local or state level. Despite the amount of time and effort involved in conducting the needs assessment, only four Office directors listed it as one of the three most important activities of their office. In addition, when asked for the reason they had undertaken the activities they did rate as most important, "needs assessment" appeared only one-third of the time in the responses of the directors. This suggests that although the Offices are using the needs assessment information to some degree in their planning process, it is not a key element in that process. There is also no evidence that DYFS uses the information in the needs assessments for planning purposes at the statewide level.

The State Board of Youth Services should amend the Minimum Standards to eliminate the requirement for the six-year needs assessment. The Board should, however, retain the requirement for a biennial survey of youth service agencies. Given the difficulty of conducting the needs assessment, the quality of the resulting products, and the questionable utility of the results, the needs assessment should not be a required procedure. Office directors may continue to conduct their own surveys as time, need and resources allow. The survey of youth service agencies should continue to provide directors with valuable information for planning and coordination of services. Conducting the survey biennially is consistent with the requirement for a biennial operating plan. The Board and DYFS should make other revisions to policies and procedures as appropriate in order to better reflect the planning and coordinating roles of the Offices on Youth.

High Risk Indicator Report

The High Risk Indicator Report is one of three attempts by the Department of Youth and Family Services to "increase its impact on lowering delinquency rates." The high risk indicator report is designed to present a composite ranking of all Virginia cities and counties for various high risk-associated variables. Regional offices can then use the rankings to "target delinquency prevention program development." DYFS has prepared a high risk indicator report each of the last 5 fiscal years and the most recent report was made available to the offices in March of 1991. This report incorporated data for FY 1988-89 on the following 10 indicators:

- VAJJIS Level I Criminal Offenses;
- VAJJIS Level II Criminal Offenses;
- VAJJIS Delinquency Petitions;
- VAJJIS Chins Offenses;
- VAJJIS Chins Petitions;
- Number of formal CHINS filings;
- Virginia Department of Education drop-out data for grades 8-12;
- Reading Comprehension Scores for 8th grade students on the Virginia State Assessment Program;
- Virginia Department of Health pregnancy statistics for females 11-17 years;
- Virginia Department of Social Services child abuse statistics; and
- Virginia Department of Social Services Aid to Dependent Children statistics.

Seven of the variables are standardized by the youth population in each locality to calculate the rates and rankings used in the report. The remaining three variables are standardized by different population variables: the drop-out rate by the end of year student membership, the reading failure rate by the number of 8th grade students taking the test and the youth pregnancy rate by the number of females ages 11-17 in each locality's population. The population statistics used were 1989 population estimates calculated by the Department of Planning and Budget in 1983. These estimates were based on the 1980 U.S. Census.

While the variables selected to measure high risk populations appear to be pertinent and the methodology associated with their analysis appears to be sound, four additional steps may be taken by DYFS to improve upon the report:

- use of statistics which more accurately measure the count of juveniles being arrested;
- inclusion of additional statistics which measure environmental conditions/precursors of delinquency in communities;
- breakdown of statistics, where possible, for varying age groups; and
- more timely provision of data.

1. Other Arrest Statistics

Many of the statistics in the High Risk Indicator Report are derived from the Virginia Juvenile Justice System (VAJJIS). VAJJIS information is compiled by Court Intake Officers in each jurisdiction. There were great inconsistencies between the VAJJIS statistics for arrests of juveniles and those reported by the Virginia Department of State Police for 1989. The High Risk Indicator Report stated that VAJJIS reported 8,227 Part I offenses for FY 1989 while the State Police Uniform Crime Report reported 12,959 Part I arrests for calendar year 1989. Even though one source is reporting for a fiscal year and the other for a calendar year it seems unlikely that this large of a discrepancy can be explained by differences in timing.

DYFS should use the Virginia State Police arrest statistics for two reasons. First, VAJJIS is currently being replaced by VAJJIS II and there will not be available arrest data from this system for FY 1991. Second, the arrest statistics reported by local law enforcement are generally regarded as more accurate due to the fact that: (1) the statistics must be uniformly reported to the federal government, and (2) the strict laws governing the arrest and transfer of juveniles mandate accurate and timely data provision.

2. Inclusion of Additional Statistics

The current High Risk Indicator Report presents statistics which reflect events that have already occurred and not the local conditions or precursors that have contributed to the juvenile behavior. If local Offices on Youth are going to plan and coordinate juvenile programs then the report should provide information which describes the local socio-economic environment and statistics which describe precursors for delinquency. Also, the following additional sources of information should be examined to determine if they contain relevant data: the Virginia Supreme Court statistics for Juvenile and Domestic Relations Court and the 1990 U.S. Census data.

3. Data for Various Age Groups

The data contained in the High Risk Indicator is compiled for two age groups: all juveniles 0-17 years of age; or juveniles from junior high school through high school age. There is however, no data separated out and collected for small children ages 0-10. Prevention theory suggests that primary prevention efforts work best on younger groups of juveniles. Head Start is one example of successful prevention targeted at younger (ages 3 and 4) children. DYFS should collect information, where possible, on the various age groups of juveniles so that programs can be planned in communities to deal with the uniqueness of different age juveniles.

4. Provision of Timely Data

DYFS' most recent High Risk Indicator Report was published in March 1991,

however, the data contained in the report covered statistics from FY 1989. This represents a lag time of almost three years between the data being presented and the circumstances and conditions occurring in the localities. In a fast growing locality, such as Chesterfield County, this lag time can greatly affect the picture of a locality's needs. Although some of the statistics are not compiled statewide on an annual basis, most are. DYFS should make a greater effort at producing data on a more timely annual basis.

DYFS Oversight of the Offices on Youth

DYFS Oversight and monitoring of the Offices on Youth takes two forms: daily program oversight by four regional prevention specialists and technical assistance in the completion of the certification process and self-evaluations.

Role of Regional Prevention Specialists

The function of providing daily oversight of the Offices on Youth falls to the four DYFS regional prevention specialists. A series of questions was asked of Office directors regarding the oversight role of the specialists. Their responses can be summarized as follows:

- 81% of Office directors rate the technical assistance from regional specialists as "helpful;"
- 44% of Office directors say they rely on the regional prevention specialist more than any one else for technical assistance;
- regional specialists were seen as most useful in clarifying DYFS directives, preparation for monitoring visits, and in completing work plans and grant renewal forms; and
- Office directors do not see regional specialists as providing assistance in areas of Board training, developing training plans, program delivery, or identifying funding sources.

Based on these responses, the technical assistance provided by the DYFS prevention specialists appears to be satisfactory.

DYFS Role in Evaluation of Offices on Youth

DYFS has established a monitoring and certification process and a self-evaluation process by which to monitor program performance. The certification process requires Offices to document their compliance with minimum standards. The self-evaluation is completed by the local Boards yearly, and addresses various aspects of the local Office's activities. However, aside from these two activities, there is no process used by DYFS to determine the effectiveness of the Offices on Youth. While procedures are in place for determining fiscal and program accountability, there is no similar procedure for determining program effectiveness. As a result, DYFS is unable to determine whether individual Offices on Youth are effective in their communities. It also has no way to assess the viability of this particular approach to delinquency prevention and youth development. As a result, no formal process exists by which programs are assessed and, if found lacking, corrective actions, including termination of grant awards, are taken.

Two evaluation studies of the Offices on Youth have been conducted over the years. The first, completed in 1982 by the Department of Corrections' Evaluation and Monitoring Unit, provided basic information on program activities. This included the number of policy and procedure changes, working agreements, information referrals, and public information projects with which the Office on Youth had been involved. The report did not reach any conclusions about the effectiveness of the programs. The second study, completed in 1984 by a consultant to the Department of Corrections, compared localities with Offices on Youth to those without such offices on a number of delinquency-related factors, such as number of dispositions involving juveniles. This report concluded that the Offices on Youth, when taken as a whole, influenced the reduction of juvenile crime.

There currently is no systematic procedure available to DYFS which can be used to assess the performance of individual Offices on Youth. No criteria exist for

determining program success, and there is no process for applying corrective actions to programs found to be performing at unacceptable levels. While a seven year-old study is suggestive of program impact, DYFS has no method for determining the usefulness of their approach to delinquency prevention and youth development.

DYFS Administrative and Programmatic Support

As part of the interview process, a series of questions was asked of Office directors, local board chairs, local supervisors, and DYFS regional prevention specialists regarding the oversight role and administrative functioning of DYFS. The following conclusions can be drawn from these responses.

Contact With Central Office

Office directors seem to be satisfied with the contact they have with DYFS's central office. Although the majority of Directors have contact with DYFS central office six times a year or less, 60% of respondents rated the contacts as useful and 35% rated the contacts as "somewhat useful."

Provision of Training

According to Office on Youth directors, DYFS needs to provide more training. Almost one in four Office directors reported being "dissatisfied" with the training options available to them and 30% reported being dissatisfied with the training they receive from DYFS. In open-ended comments, complaints about the lack of training were frequently voiced.

Two concerns were expressed most often:

- (1) DYFS needs to provide more support for training, especially by providing more funding for training; and,
- (2) new directors need more training and information to more effectively perform their jobs.

Forty-five percent of the policy board Chairs also thought that DYFS's role should be to provide training.

Relationship with Boards

DYFS central office and regional prevention specialists could work more closely with local citizen boards and government supervisors to clarify roles and expectations, and to respond to local needs as appropriate. Only about one-half of the Boards report that the regional specialist works with the Board and 10% of advisory boards and 17% of policy boards would like more contact with the DYFS regional prevention specialists. Almost one-third of local supervisors did not know what kind of oversight DYFS was providing to the program in their locality. Thirty-eight percent of the local supervisors thought DYFS should assist in evaluating prevention programs.

DYFS Commitment

There is a perception among some Office on Youth directors that DYFS does not provide the same level of commitment and support to prevention as it does to the other components of the juvenile justice system for which it has administrative responsibility. In response to an open-ended question, several Office directors suggested that DYFS could do more to support the idea of community prevention. Several directors felt that there was a lack of commitment, direction and vision from DYFS and its Board regarding community prevention. In addition, several Office directors expressed concern that they were not considered to be a legitimate part of the juvenile justice continuum by DYFS, and were not given the same level of support as other components of that system.

Recommendations

Recommendation 1: The Department of Youth and Family Services should increase its level of administrative/programmatic support of the Offices on Youth to better reflect the priority of prevention activities as articulated in the Department's

mission statement. This should be accomplished by implementing the following recommendations:

- a. The Department of Youth and Family Services should obtain training for Youth Services Board members, and DYFS central and regional office staff on the concepts of primary prevention theory and practice.**
- b. The Department of Youth and Family Services should provide training and technical assistance to local Office on Youth directors, Citizen Boards, and other members of local government on the concepts of primary prevention theory and practice.**
- c. The Department of Youth and Family Services should aggressively pursue alternative state, federal and non-profit sources for training resources.**

CHAPTER V Additional Issues Affecting Offices on Youth

There are two additional issues which could affect the programs and role of the Offices on Youth in the future: implications from the recommendations contained in the report from the Virginia Council on Community Services for Youth and Families and lack of complete information regarding other prevention initiatives statewide.

Council for Community Services for Youth and Families

Council's Report

The Virginia Council on Community Services for Youth and Families was created in the spring of 1990 to make significant changes and improve the current system of residential and non-residential services to Virginia's troubled and at-risk youth and their families. Although the main focus of the Council's report centers on recommendations concerning the provision of services for these youth, one component of the Council's recommendations could potentially impact local Offices on Youth.

The Council's recommendations include the provision of a Trust Fund for "venture" capital needs for localities looking to expand or develop early-intervention/prevention programs for at-risk youth. Localities will have to apply to the Trust Fund for the appropriations to develop these programs. In order to access the Trust Fund, localities will have to develop both community Policy and Management Teams, as well as Family Treatment Teams. Each locality must assess its current service needs, including an inventory of prevention programs available to community residents. As it currently stands, 25% of a locality's Trust Fund appropriations will have to go to early intervention/prevention programs in the first year with the percentage increasing in 5% increments over the next three biennia.

Given that a significant proportion of the Trust Fund allocations are to be used for local intervention/prevention efforts, the Offices on Youth could potentially be used as the local entities responsible for planning, applying for, and administering the Trust Funds as part of their primary prevention activities. The Trust Fund component of the initiative will not be established until 1994, therefore, assumption of the local role in acquiring these funds can be phased in gradually along with the training that has been previously recommended in this report.

Because the Council's recommendations have not been incorporated into statute, the actual role of the Offices on Youth cannot be fully defined. However, if the Council's recommendations concerning the Trust Fund are enacted in legislation, the General Assembly may wish to direct the Department of Youth and Family Services and the appropriate secretariates to reevaluate the role of the local Offices on Youth to involve them in the intervention/prevention efforts stemming from the Fund.

Analysis of Additional Prevention Initiatives Statewide

Prevention Initiatives Statewide

In conducting preliminary interviews with state administrators, the study team concluded that there was a lack of information concerning general prevention activities and funding sources at the state and local levels. Accordingly, the study team attempted to capture existing information on youth prevention and youth development programs.

Funding for youth prevention and development programs comes from four sources: federal funds, state general funds, locality funds, and private donations. At the state level, the study team was able to identify, after considerable effort on the part of the Council on Coordinating Prevention, federal and state programs and funding levels (although, as discussed below, the determination of what constitutes delinquency prevention and youth development is problematic).

No state agency or entity tracks either local or private funding of delinquency

prevention and youth development efforts. For jurisdictions served by Offices on Youth, programmatic information can be obtained by reviewing the service directories published by the Offices, although these do not include funding information. In other localities, other public or private agencies may produce directories of services for their localities. This information, however, does not get routinely communicated to any state agency. Comprehensive information on privately-funded prevention and youth development programs is also not readily available.

In order to summarize information on other prevention initiatives relating to youth, the study team identified the following broad areas in which such activities might be occurring in a locality:

- Delinquency Prevention
- Other Prevention
 - substance abuse prevention
 - drop-out prevention
 - child abuse prevention
 - teen pregnancy prevention;
- Youth Development and Assistance
 - early childhood education
 - vocational education
 - health care and promotion.

In addition to these, the categories of crime prevention programs and general recreational programs were also considered by the team.

For each of these categories, the study team attempted to answer the following questions on a state-wide basis:

- (1) What school-based initiatives exist?
- (2) What community-based initiatives exist?
- (3) Which state and local agencies coordinate the initiatives?
- (4) What is the funding source for activities in a particular category?
- (5) How much state and federal funding supports activities in a particular category?

Also, the team attempted to identify, for each locality, whether or not a state-funded program existed in each of the prevention and youth development and assistance categories.

The results of the study team's efforts are displayed Appendices E1 and E2. However, prior to discussing these findings, several cautions must be noted:

- (1) From the information currently available at the state level, it is sometimes impossible to determine how much money is being spent on prevention in general, or on youth-oriented prevention in particular.
- (2) The categories devised by the study team are to some extent arbitrary. There are any number of programs which the team placed in one category which could just as easily been placed in another.
- (3) There are a number of programs which, while not specifically designed to address youth, do provide opportunities for youth assistance or positive youth development (such as recreational facilities and programs). Where possible, monies which are allocated specifically to youth-related activities are identified.
- (4) Some federal and state monies not specifically designated as being for prevention may be used for this purpose. DARE programs, for example, are conducted by local law enforcement personnel. The state, through the "599" funding formula, provides money to localities in support of local law enforcement. So while the state does not directly fund DARE programs, it may contribute indirectly.
- (5) No attempt was made to trace the funding streams for individual initiatives at the local level.

Appendix E1 shows the locations of programs in the eight prevention and youth development categories identified above for FY 1990-91. It is important to note that

the appendix includes only specific programs which are state funded. Programs which are federally funded or locally funded are not included in the appendix. The notes at the end of the appendix provide specific information about the types of programs included.

Analysis of the findings presented in Appendix E1 shows that:

- every jurisdiction in Virginia has substance abuse prevention programs, such as CADRE-sponsored programs, DARE programs, and other school-based programs;
- virtually every locality has health assistance and promotion programs and job/vocational training programs;
- almost 2 of every 3 localities in the state has a dropout prevention program; about 1 in 3 localities has a teen pregnancy or delinquency prevention program; about 1 of 5 jurisdictions has a child abuse prevention or early childhood education program;
- about 20% of localities do not have a dropout, child abuse, teen pregnancy or delinquency prevention program funded by state dollars and only about 15% of localities have at least three of these four types of programs;
- although not shown in Exhibit E1, almost all Virginia localities have crime prevention programs (usually Neighborhood Watch programs), and some type of recreation program.

Tables 5 and 6 illustrate the dollar amounts, as best as can be determined, being spent on prevention and youth development efforts. The information presented in these two tables is in summary form; more detailed information about the programs shown may be found in Appendix E2. It should be noted that programs and funding initiatives which could not be directly tied to prevention or youth development have been excluded from these summary tables. The reader is referred to Appendix E2 for information on these initiatives.

Table 5
Summary of State and Federal Expenditures on
Prevention and Related Initiatives: FY 1991-1992

Category	State	Federal	Total
Delinquency prevention	\$1,966,715	\$ 280,000	\$2,246,715
Other prevention			
Substance abuse	1,267,207	12,539,826	13,807,033
Drop-out	10,361,539	-	10,361,539
Child abuse	400,000	100,000	500,000
Teen pregnancy	150,000	-	150,000
Other prevention Total	\$12,178,746	\$12,639,826	\$24,818,572
Other Youth Development & Assistance			
Early childhood ed.	527,392	22,897,972	23,425,364
Vocational ed.	-	18,329,608	18,329,608
Health promotion	11,732,138	15,575,918	27,308,056
Child safety	-	53,000	53,000
Other Youth Development Total	\$12,259,530	\$56,856,498	\$69,116,028

Source: DCJS summary of data provided by the Council on Coordinating Prevention.

Table 6
State and Federally-Funded Prevention and Related Initiatives: FY 1991-1992

DELINQUENCY PREVENTION		\$ 2,246,715
Federal: JJDP	\$ 280,000	
State: Offices on Youth	1,966,715	
 OTHER PREVENTION		 \$24,818,572
1. Substance abuse		
Federal: Drug Free Schools Act	\$10,000,000	
Anti-Drug Abuse Act	276,000	
BJA - DARE	210,000	
Alcohol-Drug Money Grant	2,053,826	
State: Community Services Boards	\$ 1,242,207	
DCJS Anti-Drug Abuse Match	25,000	
2. Drop-out		
Federal: See delinquency prevention		
State : Project YES	\$10,361,539	
3. Child abuse		
Federal:	\$ 100,000	
State	400,000	
4. Teen Pregnancy		
State: Better Beginnings	\$ 150,000	
 OTHER YOUTH DEVELOPMENT		 \$69,116,028
1. Child Safety		
Federal: Please Be Seated	\$ 53,000	
2. Vocational Education*		
Federal: Job Training Partnership Act	\$18,329,608	
3. Health Promotion		
Federal: State Health Services	\$15,575,918	
State: State Health Services	11,732,138	
4. Early Childhood Education		
Federal: Head Start	\$22,097,972	
HUD	800,000	
State: Demonstration projects	\$ 472,309	
Planning grants	55,083	

* Amount shown estimated at 40% of the available \$45 million JTPA allotment.

Source: DCJS summary of data provided by the Council on Coordinating Prevention.

A total of \$2.2 million was spent on delinquency prevention efforts. This includes state expenditures for the Offices on Youth, and Juvenile Justice and Delinquency Prevention Act money from the federal government. An additional \$24.8 million is spent on various other prevention efforts aimed at juveniles, including substance abuse, drop-out, teen pregnancy, and child abuse prevention. About half of this total is supplied by the federal government, with the other half provided by the state. Most of the federal substance abuse prevention monies come from the Drug Free Schools Act and the Alcohol-Drug Money (ADM) grants. The state plays the largest role in dropout prevention, through its Project YES (Youth Experiencing Success) funding.

Various other related initiatives account for an additional \$69 million, with most of this money coming from the federal government for early childhood and vocational education, and health promotion. The specific initiatives relating to these categories are broken out in Table 6.

As noted previously, the information contained in Tables 5 - 6 and Appendix E2 must be considered preliminary. In the course of attempting to collect this information, the study team found that there is currently no good method for tracking funding streams, either from the federal or state levels, to the localities. It is often impossible to determine how monies are being spent; therefore, there may be additional funds going toward prevention and youth development activities that are not included here.

No single state agency tracks the money being spent on prevention activities. Although the information presented in the tables and appendices was obtained from the Council on Coordinating Prevention, this agency did not have this information readily available. Rather, they had to compile the information from a variety of sources, including phone calls to the various agencies involved. These agencies, in turn, did not always know exactly how they were spending the money they received. Even if tracking federal and state funding could be accomplished, there is no agency at the state level which keeps programmatic data on local expenditures. The Offices on Youth, with their resource directories, maintain the best information regarding programs in their localities.

Recommendations

Based on the study team's analysis of these two additional issues related to the Council on Community Services for Youth and Family and the lack of complete information regarding prevention initiatives, the following recommendations are offered:

Recommendation 1: The General Assembly should direct the Department of Youth and Family Services, in conjunction with the Department of Social Services and the Department of Mental Health, Mental Retardation and Substance Abuse Services, to determine the appropriate state agency to provide oversight of the Offices on Youth, in light of ongoing state initiatives concerning community services for youth and families.

Recommendation 2: In order to improve the coordination of state-level prevention activities and programs, the General Assembly should authorize a study to track the federal, state, and local funding streams of prevention efforts. The study should recommend system revisions to enhance program effectiveness and optimum use of state prevention allocations, and should address the development of measures for determining program impacts.

Recommendation 3: As part of the study cited in Recommendation #2 above, a resource document should be developed which identifies federal, state and local prevention initiatives and funding levels. A single state agency, such as the Council on Coordinating Prevention, should be responsible for maintaining and updating this resource document on a regular basis.

Appendices

Appendix A

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
<p>Authority: Title 2-1, Chapter 6-10 and § 2-1-61-10-1, Code of Virginia.</p> <p>The Secretary of Transportation, the Secretary of Economic Development and the Secretary of Administration are requested to examine the feasibility of interlining the Virginia Railway Express, the Colonial and the Virginian in order to provide passenger rail service from Newport News to Richmond to Alexandria, Arlington and Washington, D.C.</p>				
Total for Secretary of Transportation			\$384,648	\$385,699
Maximum Employment Level		5-00	5-00	
Fund Sources: Commonwealth Transportation		\$384,648	\$385,699	

§ 1-114. DEPARTMENT OF CRIMINAL JUSTICE SERVICES (140)

610.	Administrative and Support Services (3190000)		\$2,430,630	\$2,455,895
	General Management and Direction (3190100)	\$766,684	\$775,080	
		\$671,011	\$637,557	
	Planning and Evaluation Services (3191600)	\$1,653,946	\$1,680,816	
		\$1,619,969	\$1,582,617	
	Fund Sources: General	\$2,348,330	\$2,383,595	
		\$2,218,680	\$2,147,874	
	Federal Trust	\$72,300	\$72,300	

Authority: Title 9, Chapter 27, Code of Virginia; P.L. 94-503, 95-115, 96-157 and 96-509, Federal Code.

A. The Department of Criminal Justice Services, in coordination with the Department of Information Technology, shall conduct a feasibility study on the development of a single, unified criminal justice data system, as specified in Recommendation #1 of the Report of the Commission on Prison and Jail Overcrowding, 1989. The study shall include an estimate of additional personnel required to maintain and operate the system. The Departments of Criminal Justice Services and Information Technology shall jointly report to the Governor, the General Assembly, the Secretary of Public Safety, and the Secretary of Administration by October 1, 1990, on feasibility and implementation plans.

B. The Department of Criminal Justice Services shall present the jail forecasting methodology developed pursuant to the recommendation of the Prison and Jail Forecasting Policy Committee, to the Chairmen of the House Appropriations and Senate Finance Committees by June 30, 1991.

C. The Department of Criminal Justice Services, with the cooperation of the Executive Secretary of the Supreme Court and the Compensation Board, shall prepare a comprehensive, consolidated report on the current status of collection efforts for outstanding fines, fees, costs, forfeitures, penalties and restitution by local clerks of the district and circuit courts and attorneys for the Commonwealth. No later than November 1, 1991 the Department shall submit the report to the Chairmen of the House Appropriations and Senate Finance Committees.

D. The Department of Criminal Justice Services, with the assistance of the Department of Youth and Family Services, shall conduct an evaluation of juvenile delinquency prevention programs which are funded pursuant to Item 715 of this Act.

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
<p><i>The evaluation shall address, at a minimum, program design, effectiveness, and funding structure. A report, with recommendations for improving these programs, shall be presented to the 1992 General Assembly.</i></p> <p><i>B. E. In the event the federal government should make available additional funds for justice assistance, no such additional federal funds may be released for expenditure prior to the transmittal of a report to the Chairmen of the House Appropriations and Senate Finance Committees, on proposed uses, item by item, of general fund amounts to match such additional federal funds. The report shall address the appropriate level of local matching funds to be required.</i></p>				
611.	Criminal Justice Training, Education and Standards (3030000)		\$630,325	\$637,005
	Law Enforcement Technical Assistance (3030500)	\$630,325	\$607,670	\$585,638
	Fund Sources: General	\$630,325	\$637,005	\$585,638
	Authority: Title 9, Chapter 27, Code of Virginia.			
612.	Criminal Justice Information Systems and Statistics (3020000)		\$3,832,380	\$3,160,085
	Criminal Justice Computer Network (3020100)	\$2,208,885	\$2,463,782	\$2,781,789
	Criminal Justice Information System Coordination and Regulation (3020200)	\$2,871,262	\$2,541,845	\$2,205,211
	Records Management (3020300)	\$406,800	\$498,415	\$458,160
	Fund Sources: General	\$127,615	\$128,825	\$118,418
	Authority: Title 9, Chapter 27, and Title 19, Chapter 23.1, Code of Virginia.			
613.	Financial Assistance for Administration of Justice Services (3900000)		\$23,804,200	\$23,610,320
	Financial Assistance to Localities for Administration of Justice Services (3900100)	\$25,217,650	\$27,827,797	
	Other Services (3909900)	\$22,060,840	\$22,082,000	
	Fund Sources: General	\$23,693,269	\$26,297,457	
	Special	\$1,524,381	\$1,530,340	
	Dedicated Special	\$7,010,820	\$7,032,750	
	Federal Trust	\$7,543,240	\$7,754,227	
		\$0	\$1,700,000	
		\$2,000,000	\$2,000,000	
		\$15,674,410	\$15,680,570	
			\$16,373,570	
	Authority: Title 9, Chapter 27, Code of Virginia.			

A. This appropriation includes an estimated \$9,224,500 each year in the first year and an estimated \$9,900,000 in the second year in federal funds pursuant to the Anti-Drug Abuse Act of 1988, as amended. Of these amounts, ten percent is available for administration, and 68 percent of the remainder is available for grants to state agencies. The remaining federal funds are to be passed through as grants to localities, with a required 25 percent local match. Also included in this appropriation is ~~\$2,180,100~~ each year \$2,137,405 in the first

Appendix B

§ 66-25

YOUTH AND FAMILY SERVICES

§ 66-27

care facilities as the Department may from time to time acquire, construct or rent for the care of children in direct state care, pending development of more permanent placement plans. Such placement plans shall consider adequate care and treatment, and suitable education, training and employment for such children, as is appropriate. The Department is further authorized to employ necessary personnel for such facilities. The Board shall adopt such regulations for the operation of such facilities as it may deem appropriate. (Code 1950, §§ 53-331, 63.1-246, 63-291.1; 1966, c. 491; 1968, c. 578; 1974, cc. 44, 45; 1975, c. 637; 1981, c. 487; 1982, c. 636, § 53.1-249; 1989, c. 733.)

§ 66-25. Collection of information concerning religious preferences by correctional facilities. — Notwithstanding any provision of law to the contrary, any correctional facility established pursuant to this chapter or Chapter 11 (§ 16.1-226 et seq.) of Title 16.1 may collect and disseminate information concerning the religious preferences and affiliations of persons committed to its custody. No person shall be required to indicate his religious preference or affiliation, and no dissemination of the information shall be made except to categories of persons designated by the person who has given his consent to such dissemination. (Code 1950, § 53-19.15:1; 1977, c. 506; 1982, c. 636, § 53.1-250; 1989, c. 733.)

CHAPTER 3.

DELINQUENCY PREVENTION AND YOUTH DEVELOPMENT ACT.

- | | |
|---|--|
| Sec.
66-26. Delinquency prevention and youth development programs; agents. | Sec.
66-31. Funding; records to be kept by localities; use of funds. |
| 66-27. Authority of Director to make grants to localities. | 66-32. Withdrawal from program. |
| 66-28. Policies. | 66-33. Unexpended funds. |
| 66-29. Ordinances to be enacted by participating localities; applications by localities for grants. | 66-34. Youth services citizen boards; appointment and qualifications of members. |
| 66-30. Renewal of grants; suspension for failure to comply with standards; notice and hearing. | 66-35. Responsibilities of boards. |

§ 66-26. Delinquency prevention and youth development programs; agents. — The Director shall develop and supervise delinquency prevention and youth development programs in order that better services and coordination of services are provided to children. The Director shall have the authority to appoint necessary agents for the carrying out of these programs as may be needed. To this end the Director shall cooperate with state and local authorities in establishing and maintaining suitable delinquency prevention and youth development programs. (Code 1950, § 53-19.22:1; 1974, c. 496; 1979, c. 700; 1982, c. 636, § 53.1-251; 1989, c. 733.)

Effective date. — This chapter is effective July 1, 1990.

§ 66-27. Authority of Director to make grants to localities. — The Director is authorized to make grants to counties and cities pursuant to the provisions of this chapter to promote efficiency and economy in the delivery of youth services and to provide support to localities seeking to respond

positively to the growing rate of juvenile delinquency. (Code 1950, § 53-335; 1979, c. 698; 1982, c. 636, § 53.1-252; 1989, c. 733.)

§ 66-28. Policies. — The Board shall prescribe policies governing applications for grants pursuant to this chapter and standards for the operation of programs developed and implemented under the grants. The Department shall cooperate with and seek the assistance of representatives of county and city governing bodies, private nonprofit youth service agencies and private citizens having expertise in the development of the standards required by this section. (Code 1950, § 53-336; 1979, c. 698; 1982, c. 636, § 53.1-253; 1989, c. 733.)

§ 66-29. Ordinances to be enacted by participating localities; applications by localities for grants. — Prior to applying to the Director for a grant pursuant to this chapter, each governing body of a county or city which is to participate in the grant shall enact an appropriate ordinance or resolution which provides for the creation of a youth services citizen board pursuant to § 66-34 hereof, annual preparation of a comprehensive plan based on an objective assessment of the community's needs and resources for developing, coordinating and evaluating youth services and funding of the local share of the grant.

Any county or city or combination thereof may apply to the Director for a grant pursuant to this chapter. The Director shall provide consultation and technical assistance, if requested, to localities in the development of applications for such grants. The Director shall approve or disapprove applicants for grants. (Code 1950, § 53-337; 1979, c. 698; 1982, c. 636, § 53.1-254; 1989, c. 733.)

§ 66-30. Renewal of grants; suspension for failure to comply with standards; notice and hearing. — Grants approved by the Director pursuant to § 66-29 shall be renewed subject to approval by the Director of the comprehensive plan for youth services submitted by the participating counties or cities.

If the Director shall determine that a program operating under an approved grant is not in compliance with minimum standards promulgated by the Board, he may suspend all or any portion of the grant until the required standards of operation are met after thirty days' notice to each participating county and city and after a hearing is held on the matter. (Code 1950, § 53-338; 1979, c. 698; 1982, c. 636, § 53.1-255; 1989, c. 733; 1990, c. 679.)

The 1990 amendment deleted "annually" preceding "renewed subject" in the first paragraph.

§ 66-31. Funding; records to be kept by localities; use of funds. —
A. Grants made to a county or city or combination thereof pursuant to this chapter shall be of an amount up to seventy-five percent of the total program budget for the proposed program for salaries and all other operating expenses including the lease of facilities, subject to funds provided by the General Assembly.

B. Each county and city receiving moneys under this chapter shall keep records of receipts and disbursements thereof which records shall be open for audit and evaluation by the appropriate state authorities.

C. Participating counties and cities may not use funds provided under this chapter to decrease those funds allocated by the governing body for existing citizen boards as provided for in § 66-34 hereof with the exception of those

programs being funded by federal grant moneys. (Code 1950, § 53-339; 1979, c. 698; 1982, c. 636, § 53.1-256; 1989, c. 733.)

§ 66-32. Withdrawal from program. — Any participating county or city may, at the beginning of any calendar quarter, by ordinance or resolution of its governing authority, notify the Director of its intention to withdraw from the grant program. Such withdrawal shall be effective the last day of the quarter in which such notice is given. (Code 1950, § 53-340; 1979, c. 698; 1982, c. 636, § 53.1-257; 1989, c. 733.)

§ 66-33. Unexpended funds. — In any case in which any portion of state funds obtained through a grant authorized pursuant to this chapter remains unencumbered or unexpended at the end of the fiscal year, such funds shall be returned by the locality to the State Treasurer, who shall deposit such moneys in the state general fund. (Code 1950, § 53-341; 1979, c. 698; 1982, c. 636, § 53.1-258; 1989, c. 733.)

§ 66-34. Youth services citizen boards; appointment and qualifications of members. — Each county and city participating in a program funded by an approved grant shall be represented on a youth services citizen board. The board shall be appointed by the county or city governing body or combination thereof and may include in its membership representative elected officials, representatives of public and private agencies serving youths, citizens not employed by government or service agencies and at least one member who is below the age of eighteen years. A majority of the board shall be citizens who are not employed by government or service agencies and who are not elected governmental officials. (Code 1950, § 53-342; 1979, c. 698; 1982, c. 636, § 53.1-259; 1989, c. 733.)

§ 66-35. Responsibilities of boards. — It shall be the responsibility of the youth services citizen board to:

1. Assist community agencies and organizations in establishing and modifying programs and services to youth on the basis of an objective assessment of the community's needs and resources;
2. Evaluate and monitor community programs and services to determine their impact on youth;
3. Provide a mechanism whereby all youths and their families with needs for services will be linked to appropriate services; and
4. Attempt to resolve agency policies and procedures that make it difficult for youths and their families to receive services.

The board shall actively participate with community representatives in the formulation of a comprehensive plan for the development, coordination and evaluation of the youth services program and shall make formal recommendations to the governing authority or authorities at least annually concerning the comprehensive plan and its implementation during the ensuing year. (Code 1950, § 53-343; 1979, c. 698; 1982, c. 636, § 53.1-260; 1989, c. 733.)

Appendix C

OFFICES ON YOUTH: FIELD EVALUATION INSTRUMENT

Interviewer will explain the overall purpose of the study, explain methodology and put local director at ease as much as possible.

INTRODUCTORY QUESTIONS

1. How did you become the director of the Office on Youth?

2. What is your educational background?
 - a. Social Work
 - b. Criminal Justice
 - c. Psychology
 - d. Public Administration/Planning
 - e. Sociology
 - f. Other _____

3. Are you the original director?
 - Yes
 - No

4. How long have you been the director?

5. How many previous directors have managed the office?
 - 1
 - 2
 - 3
 - 4
 - 5 or more

6. When was this office started? _____

7. How was this office started?
 - a. Dept. of Corrections budget request
 - b. General Assembly member amendment
 - c. Grant funds (non-State) start-up

8. Where is your office presently located in the local government chain of command and administrative oversight?
 - a. Reports to Board of Supervisors
 - b. Reports to Dept. of Social Services
 - c. Reports to Board of Education
 - d. Reports to Dept. of Parks & Recreation
 - e. Reports to City/County Manager
 - f. Reports to Mayor
 - g. Reports to City/County Administration
 - h. Other _____

STAFFING QUESTIONS

9. How many paid staff work in your office?
- a. 1 person (full-time or part-time)
 - b. 2 persons (full-time or part-time)
 - c. 3 persons (full-time or part-time)
10. How many of your staff are administrative/clerical personnel?
- a. 1 person
 - b. 2 persons
 - c. 3 persons
11. How many of your staff are non-administrative/clerical personnel?
- a. 1 person
 - b. 2 persons
 - c. 3 persons
12. What do these people do?
13. Are any of your staff shared by other county/city agencies?
- Yes
 - No
14. How many volunteers provide administrative support to the Office on a regular basis?
- a. 1 person
 - b. 2 persons
 - c. 3 persons
 - d. other _____
15. Do you use volunteers to work on activities related to the needs assessment?
- Yes
 - No
- If YES, in what capacity are they used? (Check all that apply)
- a. Telephone surveys
 - b. Data collection
 - c. Agency call backs
 - d. Man information books
 - e. Mailings
 - f. Other _____

FUNDING QUESTIONS

16. Have you generated additional grant funds or private sector contribution in the last three years to assist in the funding of your office operation?

Yes
No

- a. How much are these additional funds?

- b. What types of additional funds do you generate?

17. Have you generated additional grant funds from the Federal or State government in the last three years that are used by your locality to fund local projects and initiatives?

Yes
No

- a. How much are these additional funds?

- b. What types of additional funds do you generate?

- c. How does the locality use them?

PROGRAM/ACTIVITY QUESTIONS

18. Of all the activities was your office involved in over the last year, which three do you think were the most important?

ASK QUESTIONS 19-21 FOR EACH ACTIVITY ABOVE.

19. Why did you conduct this activity?

- a. In workplan
- b. In needs assessment
- c. Local government mandate
- d. State DYFS mandate
- e. Local citizen/constituency request
- f. Other _____

20. Who was intended to benefit from this activity?

- a. "High Risk" youth
- b. General youth/family population
- c. Delinquent youth

21. Of all the three activities you have described, which one do you believe has had the greatest impact on the community?

22. In your opinion, of the other activities you have provided for us, could any of the following be conducting them?

- | | |
|-----------------------------|-----------------------------|
| a. Local Court Service Unit | d. Dept. Parks & Recreation |
| b. Local School System | e. Local Library |
| c. Dept. of Social Services | f. Other _____ |

23. Upon which juvenile population do you think your office can has had the greatest impact ?

- a. High risk youth
- b. General youth population
- c. Juvenile delinquent youth

Why do you think you have an impact on this population?

TRAINING QUESTIONS

24. From which of the following sources do you receive training:
- | | |
|-------------------------|------------------------------|
| a. DYFS | g. VCCP |
| b. DOE | h. Local college/university |
| c. DSS | i. Dept. of Volunteerism |
| d. National Conferences | j. Va. Office on Youth Assn. |
| e. MHMR | k. Other _____ |
| f. DCJS | |
25. How satisfied are you with the training options available?
- a. 1 = very satisfied
 - b. 2 = somewhat satisfied
 - c. 3 = somewhat dissatisfied
 - d. 4 = dissatisfied
26. How satisfied are you with the training the Department of Youth and Family Services has provided your office?
- a. 1 = very satisfied
 - b. 2 = somewhat satisfied
 - c. 3 = somewhat dissatisfied
 - d. 4 = very dissatisfied

BOARD QUESTIONS

27. Is your Board/Commission policy or advisory?
- Policy
Advisory
28. How often does your Youth Services Citizen Board/Commission meet?
- a. Semi-annually
 - b. Quarterly
 - c. Monthly
 - d. Other _____
29. Who are the appointees to your Board/Commission? (Try to get at occupation, rationale for being placed on board).

30. What guides the office's appointments in filling vacancies on the Board/Commission?

(Try to get at "the legislative action of the local governing body" that resulted in these appointments)

31. How are the youth members selected to your Board?

- a. Nominated by school(s)
- b. Nominated by church
- c. Identified "high risk" juvenile
- d. Other _____

32. Does the Board/Commission suggest programs/or activities the Office will sponsor or participate in?

- Yes
- No

33. Does the Board/Commission participate in data collection, read, comment or revise the Office's needs assessment?

- Yes
- No

34. Does the Board/Commission read, comment or revise the Office's workplan?

- Yes
- No

35. Does the Board/Commission present Office issues, other than the budget request, to local City or County government officials?

- Yes
- No

36. Does the Board assist the Office in identifying additional community resources for programs?

- Yes
- No

DYFS MANAGEMENT QUESTIONS

37. How often do you meet, on site, with the DYFS regional prevention specialist?
- Monthly
 - Quarterly
 - Semi-annually
 - Other _____
38. What is the nature of this on-site contact? (Check all that apply)
- Problem solving with office administration issues
 - Problem solving with community issues
 - Providing program and service direction
 - Reviewing required State paperwork
 - Other _____
39. How are these contacts initiated? (check all that apply)
- Ad-hoc requests from Office on Youth
 - Routine scheduled visits
 - In tandem with certification visits
 - Ad-hoc requests from prevention specialists
 - Other _____
40. In addition to the on-site meetings, how often do you have contact with your regional prevention specialist (i.e. phone calls, correspondence)?
- 0-5 times a month
 - 6-15 times a month
 - 16-25 times a month
 - More than 26 times a month
41. Assess the overall helpfulness of the technical assistance your office has received from the regional specialist:
- Helpful
 - Somewhat helpful
 - Unhelpful
- If unhelpful, why?
42. How often do you meet, in meetings coordinated by the regional specialist, with directors from the other offices in your region?
- 0 times a year
 - 1 time a year
 - 2 times a year
 - 3 times a year
 - 4 or more times a year

43. How would you assess these meetings?

- a. Helpful
- b. Somewhat helpful
- c. Unhelpful

If unhelpful why?

44. How useful was your regional specialist in providing technical assistance in the following areas? (1= useful, 2=somewhat helpful, 3=unhelpful, 4=not applicable)

Preparation of Needs Assessment	1	2	3	4
Preparation of Workplan/grant renewal	1	2	3	4
Developing training plan	1	2	3	4
Identifying alternative funding sources	1	2	3	4
Providing guidance on program development	1	2	3	4
Providing assistance on program service delivery	1	2	3	4
Encouraging/providing professional development	1	2	3	4
Helping the office respond to local issues	1	2	3	4
Communicating DYFS central office directives	1	2	3	4
Preparation for monitoring/certification	1	2	3	4
Preparation for Self Evaluation	1	2	3	4

45. In a given year, how often do you have contact with the DYFS Central Office?

- a. never
- b. 0-6 times a year
- c. 7-12 times a year
- d. 13-24 times a year
- e. More than 25 times a year

46. What is the nature of these contacts? (check all that apply)

- a. Budget information
- b. Data requests
- c. Supplies/administrative office support
- d. Clarification of State policy
- e. Grant renewal information
- f. Research requests
- g. Other _____

47. How would you assess the usefulness of these contacts?
- a. Useful
 - b. Somewhat useful
 - c. Unuseful
48. Who do you rely on for technical assistance to perform your job tasks?
(Check all which apply)
- a. Other Office on Youth directors
 - b. Regional specialist
 - c. DYFS Central Office personnel
 - d. Va. Office on Youth Association
 - e. Local government personnel
 - f. Other local service providers
 - g. Other _____
49. Who do you rely upon the most?

ROLE OF OFFICE ON YOUTH

50. What is your perception of the role of the Office on Youth in your community?
51. In recognition of the room for potential conflict with the variety of bosses an office on Youth is answerable to, prioritize who you feel you need to respond to:
- a. Local Board
 - b. Local government
 - c. DYFS
52. Please rank, in order of importance, the following description which best represents your view of the role of the Office on Youth in your community?
- a. Coordinator of local services/programs for youth
 - b. Develop services/programs for youth
 - c. Sponsor direct services/programs for youth
 - d. Other _____
53. Prioritize, in order of importance, the client population you serve:
- a. General youth population of locality
 - b. "At Risk" youth in locality
 - c. Delinquent youth in locality

54. What, in your opinion, is your Board's perception of the role of the Office on Youth in your community?

55. What, in your opinion, is your supervisor's perception of the role of the Office on Youth in your community?

56. What, in your opinion, is DYFS's perception of the role of the Office on Youth in communities?

INTERACTION WITH OTHER PREVENTION

57. Does your community have:

a. Drop-out prevention programs	Yes	No	Don't know
b. Family Violence prevention programs	Yes	No	Don't know
c. Injury prevention programs	Yes	No	Don't know
d. Pregnancy prevention programs	Yes	No	Don't know
e. Delinquency prevention programs	Yes	No	Don't know
f. Crime prevention program	Yes	No	Don't know
g. Substance Abuse Prevention programs	Yes	No	Don't Know
h. Health Promotion programs	Yes	No	Don't know
i. Job/Vocational programs	Yes	No	Don't know
j. Recreational programs	Yes	No	Don't Know
k. Other _____	Yes	No	Don't know

Appendix D

VIRGINIA DELINQUENCY AND YOUTH DEVELOPMENT ACT GRANT PROGRAM FY1991-92

REGION I

Alleghany County/Covington/Clifton Forge
Mr. Bill Zimmerman, Youth Services Coord.
Alleghany Highlands Office on Youth
P.O. Box 917
Covington, VA 24426
(703) 962-5888

Galax/Grayson County/Carroll County
Ms. Rebecca Alexander
Tri-County Office on Youth
Route 1, Box 622 B
Hillsville, VA 24343
(804) 676-2740

Bristol
Mr. Gray C. Jones, Director
Bristol Youth Services
621 Washington Street
Bristol, VA 24201
(703) 669-0106

Lee County
Mrs. Nancy Myers, Director
Lee County Office on Youth
P.O. Box 542
Jonesville, VA 24263
(703) 346-7768

Buchanan County
Marsha Johnson, Director
Buchanan County Office on Youth
Watkins Building, P.O. Box 1202
Grundy, VA 24601
(703) 935-6590

Lexington
Ms. Tammy Jo Merchant, Director
Lexington Office on Youth
300 Diamond Street
Lexington, VA. 24450
(703) 463-4315

Danville
Mrs. Debra H. Strange, Director
Danville Office on Youth
Room 206, Municipal Bldg.
P.O. Box 3300
Danville, VA 24543
(804) 799-5166

Martinsville/Henry County
Ms. Delthine Watson, Director
Martinsville/Henry Co. Office on Youth
100 Cleveland Avenue
Martinsville, VA 24112
(703) 638-2918

Dickenson County
Ms. Melinda Wallen, Director
Dickenson County Office on Youth
P.O. Box 1745
Clintwood, VA 24228
(703) 969-1670

Montgomery County
Mr. Russell Rice
Montgomery County Office on Youth
P.O. Box 806
Montgomery Courthouse Annex
Christiansburg, VA 24073
(703) 382-5776

Franklin County
Mrs. Terry Harrell, Director
Franklin County Office on Youth
P.O. Box 962
127 East Court Street
Rocky Mount, VA 24151
(703) 483-7209

Patrick County
Ms. Patsy Kreager, Director
Patrick County Office on Youth
County Administration Bldg.
Rucker St., P.O. Box 748
Stuart, VA 24171
(703) 694-3553

REGION I cont.

Pittsylvania County
Ms. J. Glenn Holley, Director
Pittsylvania County
Youth Services
P.O. Box 1064
Chatham, VA 24531
(804) 434-2041, Ext. 251

Pulaski County
Mrs. Terri Gregory, Director
Pulaski County Office on Youth
143 Third Street, N.W.
Pulaski, VA 24301
(703) 980-7797

Roanoke
Mrs. Marion Crenshaw, Youth Planner
c/o Department of Community Planning
215 Church Avenue, S.W.
Room 355 Roanoke, VA 24011
(703) 981-2349

Russell County
Pam Henderickson Director
Russell County Office on Youth
100 Main Street
P.O. Box 1208
Lebanon, VA 24266
(703) 889-8021

Scott County
Ms. Joan Daugherty, Director
Scott County Office on Youth
101 Willow Street, Suite 2
Gate City, VA 24251
(703) 386-9851

Smyth County
Mrs. Eleanor Dickinson, Director
Smyth County Youth Office
101 Strother Street
Marion, VA 24354
(703) 783-6814

Staunton
Mr. Steve Troxell, Director
Staunton Office on Youth
525 Thornrose Avenue
Staunton, VA 24401
(703) 885-8396

Tazewell County
Ms. Erlene Branch, Director
Tazewell County Office on Youth
315 School Street, Box 9
Tazewell, VA 24651
(703) 988-7541, Ext. 244/246
(800) 468-6660

Washington County
Mr. Buckey Boone, Director
Washington County Office on Youth
205 Academy Drive
Abingdon, VA 24210
(703) 628-8886

Waynesboro
(Vacant) - Director
Office of Youth Services
City of Waynesboro
P.O. Box 894
Waynesboro, VA 22980
(703) 943-4334

Wise County/Norton City
Mr. Paul A. Kuczko, Director
Wise County/Lonesome Pine
Office on Youth
P.O. Box 1677
Wise, VA 24293
(703) 328-4493

REGION II

Alexandria
Mr. Ron Frazier, Director
Alexandria Office on Youth
Department of Human Resources
2525 Mt. Vernon Avenue
Alexandria, VA 22301
(703) 838-0992

Charlottesville/Albemarle Co.
Mr. Rory Carpenter, Director
Charlottesville/Albemarle Co.
Commission on Children and Families
City Hall Annex
P. O. Box 911
Charlottesville, VA 22902
(804) 971-9550

Fredricksburg/Caroline Co./King George
Co./Spottsylvania Co./Stafford Co.
Ms. Cynthia D. Hunter-Jackson, Director
Rappahannock Area Office on Youth
632 Kenmore Avenue, Suite C
Fredricksburg, VA 22401
(703) 372-1149

Goochland County
Ms. Lisa A. Specter
Youth Services Coordinator
Goochland County Office on Youth
P.O. Box 10, Administration Annex
Goochland, VA 23063
(804) 556-5354

Loudoun County
Mr. Grant H. Prillaman
Youth Services Coordinator
Loudoun Co. Office on Youth Services
18 North King St.
Leesburg, VA 22075
(703) 777-0358

Orange County
Ms. Ruth Ann Paisley, Director
Orange County Office on Youth
119B Madison Road, P.O. Box 402
Orange, VA 22960
(703) 672-5484

Prince William County
Ms. Susan Robinson, Director
Prince William County Office on Youth
3436 Commission Ct., Suite 201
Woodbridge, VA 22192
(703) 792-6095

REGION III

Amherst County
Mike Taylor, Director
Amherst County Office on Youth
102 E. Court Street
P.O. Box 1015
Amherst, VA 24521
(804) 946-9407

Appomattox County
Ms. Carolyn B. Lawson, Director
Appomattox Office on Youth
P.O. Box 863
Appomattox, VA 24522
(804) 352-0672

Charlotte County
Mrs. Samantha Miller, Director
Charlotte County Office on Youth
P.O. Box 370
Charlotte, Court House, VA. 23923
(804) 542-4394

Chesterfield County
Mrs. Barbara L. Bennett, Director
Chesterfield County Office on Youth
P.O. Box 40
Chesterfield, VA. 23832
(804) 796-7100

Colonial Heights
Ms. Amy Repard
Youth Service Coordinator
Colonial Heights Office on Youth
1507 Boulevard
Colonial Heights, VA 23834
(904) 520-9286

REGION III

Cumberland County
Ms. Anna Walker
Director of Youth Services
Cumberland County Office on Youth
C.E.S.
Route 1, Box 230
Cumberland, VA 23040
(804) 492-5800

Dinwiddie County
Mrs. Diane Galbreath, Director
Dinwiddie Office on Youth
and Community Services
P.O. Box 7
Dinwiddie, VA. 23841
(804) 469-4517

Lynchburg
Mrs. Karen Ford, Director
Lynchburg Youth Services, Inc.
2250 Murrell Road
Building B, Suite 3
Lynchburg, VA 24501
(804) 845-8039

Nottoway County
Mrs. Patricia S. Clifford, Director
Nottoway County Office on Youth
General Delivery
Nottoway, VA. 23955
(804) 292-5437

Petersburg
Mr. Sam Northington
Youth Services Coordinator
Petersburg Office on Youth
453 Harding Street
Petersburg, VA. 23803
(804) 732-8451

Powhatan County
Ms. Arnel Joiner, Director
Powhatan County Office on Youth
P.O. Box 324
Powhatan, VA. 23139
(804) 598-5699

Prince Edward County
Mrs. Rosa S. Mann, Administrator
Prince Edward County Office on Youth
105 N. Main Street
Farmville, VA. 23901
(804) 392-3066

Richmond
Mr. William E. Smith
Human Services Administrator
Richmond Youth Svcs. Commission
900 E. Broad St., Rm 409, City Hall
Richmond, VA. 23219
(804) 780-7482

REGION IV

Chesapeake
Ms. Alvis England
Youth Services Coordinator
Chesapeake Office of Youth
c/o Intergovernmental Affairs
306 Cedar Road, 5th Floor
Chesapeake, VA. 23320
(804) 547-6264

Hampton
Ms. Helema Ward, Director
Hampton Youth Services Commission
City Hall, 9th Floor
22 Lincoln Street
Hampton, VA. 23669
(804) 727-6282

Hopewell
Mr. Thomas L. Nins, Director
Hopewell Office on Youth
15 Terminal Street
Hopewell, VA. 23860
(804) 452-1359

Isle of Wight County
Mrs. Linda E. Porter
Youth Services Coordinator
Isle of Wight Office on Youth
P. O. Box 80
Isle of Wight, VA 23397
(804) 357-3191, ext. 260

REGION IV cont.

Newport News
Mrs. Linda Eastman, Director
Newport News Youth Services Commission
225 - 28th Street
Newport News, VA. 23607
(804) 247-8800 / 247-8810

Norfolk
Mr. Stephen Blair, Project Coordinator
Norfolk Office on Youth
Department of Human Resources
Room 302, City Hall
Norfolk, VA 23501
(804) 441-5108 / 441-2925

Surry County
Mr. Alfred G. Harrison, Director
Surry County Office on Youth
Surry Government Center
Surry, VA 23883
(804) 294-5249

Counties	Delinquency Prevention	Substance Abuse Prevention	Dropout Prevention	Child Abuse Prevention	Teen Pregnancy Prevention	Early Childhood Education	Vocational Education	Health Care and Promotion
King George	X	X			X		X	X
King William		X					X	X
Lancaster		X	X				X	X
Lee	X	X	X			X	X	X
Loudoun	X	X					X	X
Louisa		X	X		X		X	X
Lunenburg		X	X				X	X
Madison		X	X				X	X
Mathews		X					X	X
Mecklenburg		X	X				X	X
Middlesex		X	X				X	X
Montgomery	X	X	X			X	X	X
Nelson		X	X		X		X	X
New Kent		X					X	X
Northampton		X	X	X			X	X
Northumberland		X	X	X			X	X
Nottoway	X	X					X	X
Orange	X	X	X				X	X
Page		X	X				X	X
Patrick		X					X	X
Pittsylvania	X	X	X	X			X	X
Powhatan	X	X	X				X	X
Prince Edward		X	X		X		X	X
Prince George	X	X					X	X
Prince William	X	X			X		X	X
Pulaski	X	X	X			X	X	X
Rappahannock		X	X	X		X	X	X
Richmond		X		X			X	X
Roanoke		X		X	X	X	X	X
Rockbridge		X	X				X	X
Rockingham		X	X				X	X
Russell		X	X				X	X
Scott		X	X			X	X	X
Shenandoah		X					X	X

Counties	<u>Delinquency Prevention</u>	<u>Substance Abuse Prevention</u>	<u>Dropout Prevention</u>	<u>Child Abuse Prevention</u>	<u>Teen Pregnancy Prevention</u>	<u>Early Childhood Education</u>	<u>Vocational Education</u>	<u>Health Care and Promotion</u>
Smyth	X	X					X	X
Southampton		X	X		X	X	X	X
Spotsylvania	X	X	X		X		X	X
Stafford		X	X	X	X		X	X
Surry	X	X		X			X	X
Sussex	X	X	X				X	X
Tazewell	X	X			X		X	X
Warren		X	X				X	X
Washington	X	X	X	X			X	X
Westmoreland		X	X				X	X
Wise	X	X	X				X	X
Wythe		X					X	X
York		X			X		X	X
Cities								
Alexandria	X	X	X	X			X	X
Bedford		X					X	X
Bristol	X	X	X				X	X
Buena Vista		X	X				X	X
Charlottesville	X	X	X	X	X		X	X
Chesapeake	X	X					X	X
Clifton Forge	X	X					X	X
Colonial Heights	X	X					X	X
Covington	X	X				X	X	X
Danville	X	X	X		X	X	X	X
Emporia		X					X	X
Fairfax		X					X	X
Falls Church		X					X	X
Farmville		X			X		X	X
Franklin		X				X	X	X
Fredericksburg	X	X			X		X	X
Galax	X	X			X		X	X
Hampton	X	X	X		X		X	X
Harrisonburg		X	X				X	X
Hopewell	X	X	X				X	X

Table Notes

Delinquency Prevention

Marks in this category represent Virginia's counties and cities served by a local office on youth. The 48 local Offices on Youth serve a total of 57 localities in the Commonwealth.

Substance Abuse Prevention

Although most funding in this category is by the Federal Government, marks in this category represent substance abuse prevention efforts funded by state aid for education and public safety, state dollars granted to local community service boards for prevention services, and matching requirements assigned to federal funding streams.

Dropout Prevention

Marks in this category represent Project Yes Grants funded by state dollars.

Child Abuse Prevention

Marks in this category represent programs funded through the Department of Social Services "Family Violence Prevention Programs" using state dollars.

Teen Pregnancy Prevention

Marks in this category represent the "Better Beginnings Coalitions" which use state dollars granted through DMHMRSAS.

Early Childhood Education

Marks in this category represent planning grants and demonstration projects funded through the Virginia Council on Child and Early Childhood Programs.

Vocational Education

Marks in this category represent local school division vocational programs funded through state dollars.

Health Care and Promotion

Marks in this category represent state funds used in health promotion activities by local extension offices, health curricula in local school divisions, mental health programs administered by local community services boards, mental retardation prevention programs administered by local community services boards, and local community action agencies.

Appendix E2

Delinquency Prevention

The local offices on youth (which are the subject of this study) in addition to their planning and coordination functions often develop and operate delinquency prevention programs. These programs have been described in other sections of this report. Federal funds for delinquency prevention programs is made available through DCJS. In FY 1991-92 the following programs for high risk youth were funded:

- Martinsville: Job Skill Training
- Petersburg: Truancy Program
- Henrico Co.: Performing Arts Program
- Martinsville: Anchor Family Preservation Program
- Prince William Co.: Project Hope
- Montgomery Co.: Families At Risk Program
- Newport News: Center for Youth
- Charlottesville: Reading Partners Program

Note: These programs are classified as delinquency prevention programs for ease of presentation. They represent, as a group, programs which were believed to have a delinquency prevention impact. Individually, however, they represent differing approaches which also have other preventative impacts and therefore could be listed in other categories of prevention programs.

Coordinating Bodies

- State: Va. Department of Youth and Family Services
- Local: Local Offices on Youth

Funding Analysis

- Federal : JJDP\$280,000
- State: Offices on Youth\$1,966,715

Substance Abuse Prevention

Substance abuse prevention in Virginia includes a wide variety of strategies. These include public information about the dangers of abuse, peer resistance, alternative activities, social skill development, building self-esteem, and programs designed to help youth perform well in school and become prepared for the world of work. Some of these programs will be described in other sections of this Appendix. Virtually every Virginia jurisdiction has a variety of substance abuse prevention programs.

School Based Initiatives

- Student Assistance Programs
- Children of Alcoholics Support Programs
- "Just Say No" Clubs
- DARE Programs
- Operation Prom/Graduation
- Peer Resistance Groups such as S.O.D.A.
- Other Programs funded by the Governor's Drug Policy Office

Community Based Initiatives

- Career Clubs
- Community Youth Activities Programs
- Public Education Activities
- Safe Neighborhoods Programs
- Drug Elimination Programs (in Public Housing)
- Other Programs funded by the Governor's Drug Policy Office
- Drug-Free Youth Activities

Coordinating Bodies

- Governor's Drug Policy Office (state level coordination)
- CADREs (offices on youth are represented on these coordinating bodies which represent the public and private sector)
- Special Advisory Committees to Local School Boards (required by the federal Drug Free Schools and Communities Act; often CADREs perform this federally mandated function)
- Locally created Task Forces and Coalitions (offices on youth are usually represented on these groups)

Funding Analysis

The majority of local substance abuse prevention initiatives are federally supported through the Drug Free Schools and Communities Act (administered through the Department of Education and the Governor's Drug Policy Office), ADM Block grants (administered through DMHMRSAS), the Anti-Drug Abuse Act (through DCJS), the National Transportation Safety Administration (through DMV), or use local public and private funding support.

The federal Department of Housing and Urban Development (HUD) has made a major commitment to fighting substance abuse in public housing neighborhoods. \$2,500,000 is currently awarded to public housing authorities in Virginia to combat substance abuse through increased security and law enforcement activity. Youth who live in public housing authorities receive an indirect benefit from these activities.

The federal Justice Department's Bureau of Justice Assistance has made a grant to the Virginia State Police to train local DARE Officers. The grant totals \$210,000. Funding for DARE programs are usually assumed by the localities. Since DARE programs are conducted by local law enforcement personnel, and since the state does assist localities in sharing the financial burden for law enforcement through the "599" aid the localities funding formula, it can be said that the state does indirectly financially support the DARE programs. This support is estimated to be a very small fraction of the total cost of the program.

State funding support for local substance abuse prevention is limited to state aid for education and public safety, support for community service boards substance abuse prevention efforts (32 of the 40 community services boards) and matching requirements assigned to federal funding streams.

Source of Funds

Federal:

Drug Free Schools and Communities Act	\$10,000,000
Anti-Drug Act Youth Prevention	276,000
Bureau of Justice Assistance-DARE Grant	210,000
ADM Block Grant (to CSB's)	2,053,826
National Highway Safety Administration	750,000*
HUD Drug Elimination	2,500,000*

State:

Community Services Boards	\$ 1,242,207
DCJS (G.F. Match on Fed. Funds)	25,000

* Not specifically targeted for youth-related activities.

Drop-out Prevention

Local schools have historically supported drop out prevention initiatives out of federal, state and local funds. Several categories of aid to education have been used to fund school improvement efforts which have impact upon reducing the number of drop outs. In addition, federal delinquency prevention programs were funded in a limited number of jurisdictions (through federal JJDP Act formula funds). Beginning in state FY 1989-90 the Virginia General Assembly committed \$6.9 million of general funds. In FY 1990-91 the amount was increased to \$9.2 million. Sixty six local school division programs were funded during FY 1989-90, 83 in FY 90- 91 and 101 in FY 91-92.

School Based Initiatives

Local school divisions are the chief provider of drop out prevention initiatives. Specific programs designed to prevent dropping out include: truancy reduction programs, alternative education projects, in-school suspension

programs, early intervention, counseling, outreach and many vocational and technical training programs. Youth at-risk for dropping out are often one of the chief target audiences for these special educational services. The Va. Department of Education oversees the "Youth Experiencing Success" Program which provides funding support for currently 101 local school divisions with state general funds. They have also developed a tracking system to better measure the drop out rate. The Va. Department of Criminal Justice Services also funds two school based programs (Petersburg and Charlottesville) with federal JJDP Act funds.

Community Based Initiatives

In many localities community services boards, cooperative extension, office on youth, and public housing authorities operate youth development programs which target youth at-risk of dropping out.

Coordinating Bodies

Local School Boards

Note: Many localities have created drop-out committees (Offices on Youth are usually represented on these groups).

Funding Analysis

Federal: No federal initiatives solely target drop out prevention.
State: Project YES Grants\$10,361,539

Child Abuse Prevention

The Va. Department of Social Services attempts to prevent family violence and child abuse primarily through the Family Violence Prevention Programs. These 24 programs are designed to provide parent education and nurturing services for teen parents and parents of adolescents, pre school programs for parents and their 2 1/2 to 5 year-old children.

Community Based Initiatives

Twenty-two localities currently operate a variety of programs funded through the Family Violence Prevention Program funding stream through the Department of Social Services.

State Level Initiatives

The Department of Social Services also funds four state level programs to prevent child abuse. Funding for these programs is also through the Family Violence Prevention program. These initiatives include:

- Virginians for Child Abuse Prevention (formerly Stop Child Abuse Now) and Parents Anonymous (public awareness)
- Va. Cooperative Extension Services (training and public awareness)
- James Madison University (newsletter)
- Theater IV - "Hugs and Kisses" (awareness play for youth)

Coordinating Bodies

State: Virginia Department of Social Services
Local: Offices on Youth
Locally created Child Abuse Coalitions (Offices on Youth are usually represented)

Funding Analysis

Family Violence Prevention Program is a federal challenge grant program where most of the funding is the responsibility of the participating states.

Federal:\$100,000
State:\$400,000

Teen Pregnancy Prevention

The Department of Mental Health, Mental Retardation and Substance Abuse Services makes local grants through the Better Beginnings Programs. A total of \$150,000 in state general funds is allocated each year for this purpose. In

FY 1991-92, eighteen \$5,000 coordination grants were awarded. These coalitions must raise local and private sector funding support for prevention programs. State funds support planning and coordination efforts.

Local schools have curricula which address this issue through information about the human reproductive process in health classes, family life education curricula also addresses certain of this issue. School guidance counselors, social workers and nurses also may provide individual consultation to students.

Local health departments provide family planning services, pregnancy testing, and contraceptives in all Virginia localities. Services are offered on a "sliding scale" based upon the family's ability to pay. Local funds also support these efforts.

Coordinating Bodies

State: Department of Mental Health, Mental Retardation and Substance Abuse Services

Local: Better Beginnings Coalitions

Note: Local offices on youth are usually represented on local Better Beginnings Coalitions.

Funding Analysis

Federal:	Family planning	\$4,865,221 *
State:	Better Beginnings	\$ 150,000
	Family planning	\$3,488,254 *

* Not specifically targeted for youth-related activities.

Crime Prevention _____

Virtually every locality in Virginia has one or more crime prevention efforts. Strategies include citizens surveillance, home and commercial security inspections and property identification and public information about how to avoid high risk personal behaviors and high crime areas.

Community Based Initiatives

These include Neighborhood Watch programs, Operation Identification, Home Security Surveys and Officer Friendly Programs. These are operated or supported by local law enforcement agencies.

The Va. Department of Criminal Justice Services funds crime prevention programs in the following Virginia jurisdictions using federal revenue: Richmond, Loudoun Co., Hanover Co., Appomattox Co., Henrico Co., Pulaski Co., Roanoke Co., Christiansburg, and Petersburg.

School Based Initiatives

As part of the standard curriculum (K through 8th grade) many local schools give students lessons in crime resistance using materials developed by the TIPS program as well as other sources.

State Level Initiatives

The Va. Department of Criminal Justice Services operates a Crime Prevention Resource Center. This Center provides training, public education, policy analysis, and technical assistance.

Coordinating Bodies

State: Department of Criminal Justice Services

Local: Local law enforcement agencies

Funding Analysis

Federal:	Bureau of Justice Assistance	\$1,000,000 *
State:	Crime Prevention Resource Center	\$ 250,000 *
	Match on federal grants	138,000 *

* Not specifically targeted for youth-related activities.

Vocational Education

Every school division in Virginia offers some form of vocational education. They vary greatly in intensity and focus. These programs are funded with federal, state and local funds. Supplementing these services are federally-funded (Job Training Partnership Act) job training programs administered by the federally-mandated 14 Private Industry Councils throughout Virginia. A total of 40% of clients served through this network must be youth. The Governor's Employment and Training Department sponsors a Summer Youth Employment Institute for 200 youth.

Coordinating Bodies

State: Governor's Employment and Training Department
Local: Private Industry Councils

Funding Analysis

Federal:	Job Training Partnership Act	\$18,329,608
	Vocational Education	168,792,345 *
State:	Vocational Education	80,792,720 *

Note: The figure for spending on youth for JTPA is estimated at 40% of the available \$45 million allotment.

* Not specifically targeted for youth-related activities.

Health Promotion

Local health departments provide a wide range of programs designed to promote healthy child development and prevent the spread of communicable diseases. Cooperative Extension Services also operate such programs in schools and community based settings via a network of 107 local extension offices. Local schools have in place a health education curriculum for all students. Many Community Services Boards operate mental health promotion programs and mental retardation prevention programs. A total of 26 of the 40 CSB's have state-supported mental health programs, while 13 operate mental retardation prevention programs with state funds.

The 29 Community Action Agencies also operate a wide variety of programs to serve economically disadvantaged citizens. Three specific types of their activities which promote positive youth development include recreation, nutrition and education/information.

Funding Analysis

The Virginia Department of Health tracks federal and state funding to Virginia localities for prevention and youth-related activities under the categories of communicable and chronic disease prevention and control (includes cancer, tuberculosis, venereal disease, and AIDS), and state health services (includes child development, children's speciality, family planning, and maternal and child health services). Youth are eligible for the services which are outlined below; however, the proportion of funding for youth-related services cannot be readily determined.

Federal:	Communicable and Chronic Disease	
	Prevention and Control	\$5,423,450
	State Health Services	15,575,918 *
	Cooperative Extension Services	1,248,000 *
	Mental Health Promotion	142,444 *
	Mental Retardation Prevention	16,542 *
State:	Communicable and Chronic Disease	
	Prevention and Control	\$7,820,579
	State Health Services	11,732,138 *
	Cooperative Extension Services	3,432,000 *
	Mental Health Promotion	1,544,913 *
	Mental Retardation Prevention	308,066 *
	Community Action Agencies (Dept. of Social Services)	1,958,170 *

* Not specifically targeted for youth-related activities.

Early Childhood Education

Many localities in the Commonwealth have early childhood education programs. The majority of them are federally funded and called Head Start Programs. In addition the federal Department of Housing and Urban Development has recently awarded \$800,000 to Virginia public housing authorities to operate Head Start programs for youngsters who reside in public housing.

In addition the Virginia Council on Child Care and Early Childhood Programs last year used state general funds to support a small number of planning grants and demonstration programs. Funding was discontinued for these programs in the second year of this biennial.

Coordinating Bodies

State: Council on Child Care and Early Childhood Programs
Local: Local Offices on Youth

Funding Analysis

Federal:	Child Care and Development Block Grant (for Head Start)	\$22,097,972
	HUD	800,000
State:	Demonstration Projects	\$ 472,309
	Planning Grants	55,083

Recreation Programs

Providing recreational and leisure time activities for youth is the operational and financial responsibility of local units of government. The vast majority of funding resources are local. Local programs are sometimes supplemented by federal and state discretionary funds as an investment to prevent delinquency and substance abuse. These programs are described in other sections of this appendix. The state Department of Conservation and Recreation does, however, have development, management, operational and financial responsibility for state parks and recreational facilities. Approximately \$11,000,000 in state general funds and \$633,000 in federal funds are earmarked for recreational facilities. Youth indirectly benefit from these expenditures.

Coordinating Bodies

Local Departments of Recreation

Funding Analysis

Federal:	\$ 633,000 *
State:	General Fund	\$11,076,780 *
	Special Revenue	296,655 *

* Not specifically targeted for youth-related activities.

Appendix F



Virginia Delinquency Prevention and Youth Development Association

December 10, 1991

Mr. Stan Orchowsky
Evaluation Section Chief
Department of Criminal Justice Services
805 East Broad Street
Richmond, Virginia 23219

Dear Mr. Orchowsky:

Thank you for providing our Association an opportunity to review the draft "Evaluation of Virginia's Offices on Youth." I would like to have had more time to receive comments from our members. Though I believe we gathered a good sampling, a ten-day turnaround, with the Thanksgiving holiday in the middle, is very problematic. Directors reserve the right to provide additional comments directly to members of the General Assembly and its Senate Finance and House Appropriations Committees.

First, the study team is to be commended for completing what was obviously a difficult and complex project. We believe that accountability is critical, that clarity and direction from the State are necessary for efficient use of resources, and that good programs can always be made better. Your report will thus help us move forward in promoting the positive development of youth in the Commonwealth.

I have listed below, in "bullet" fashion, a range of comments from several Directors from all regions of the Commonwealth. As will be seen, there is diversity of opinion among Directors, reflecting to some degree the differences in local situations.

- The report effectively criticizes General Assembly members for initiating new programs. Many Directors feel strongly that this is in fact a major strength; communities and legislators are able to work as partners in founding prevention programs.
- The report is clearly, and understandably, driven by state-level perspectives, and does not always acknowledge the dynamics of local operation. Certainly, the State had the right and the responsibility to examine the end use of its resources. At the same time, however, it must be remembered that Office on Youth (OOY) Directors are local employees. As such, they must be primarily responsive to local needs, organizational structures and decision makers. It would be a mistake to implement any or all of the report's recommendations without careful consideration of this fact. In many respects, for example, the report appears to call for increased DYFS management structures and procedures, but these programs need more technical assistance and other support. We already have managers at the local level. Increased accountability does not require another layer of supervision.

Mr. Stan Orchowsky, Evaluation Section Chief
December 10, 1991
Page Two

- All Directors with whom I spoke were pleased with the recommended focus on primary prevention, i.e. "the active process of creating conditions and fostering personal attitudes that promote the well-being of people." (Bill Lofquist, The Technology of Prevention). Even so, concern was expressed that the language and recommendation around direct services may be misleading, if not harmful. When direct services are offered, the locality has made a determination to proceed in that direction and DYFS has allowed the project to go forward. In essence, standards are already in place which would limit direct services. The degree to which those limitations are made clear and/or enforced by DYFS may be the real question. One can hardly blame an OOH Director for performing tasks assigned by his/her actual supervisor, with the tacit consent of DYFS, and often with the locality's understanding that this was why the OOH was founded in the first place.

- Related to other "primary prevention" issues, several reviewers noted that fixing the High Risk Indicator Report, while necessary, continues to tie program development and/or design to identified populations. Primary prevention, by definition, is a process or series of initiatives aimed at the general population. As such, the key indicator of need would be, in the most simplistic terms, the lack of an organization established to conduct planning, coordination, policy and education work across professional disciplines. With regard to operations, perhaps DCJS should define, and recommend allowance for, secondary prevention activities based on improved indicators.

- While the study lists a number of OOH activities, including the generating of over 4 million dollars in additional funds for the agencies and/or localities over a three year period, several reviewers were rather surprised at the flat tone of this section. This is not an insignificant amount of money, and there are many innovative and important initiatives underway in program evaluation, service coordination, research and long range planning. We had expected the report to cover more activities which are going well, and not focus almost exclusively on the problem areas, most of which are related to DYFS oversight in any case. It is significant that the program has grown so dramatically state-wide, while not one office has been dropped. The very name of the document is somewhat misleading. Directors do not see this as an "evaluation." If it were, there would be much more discussion of the benefits and impacts of the program, evidence of which was shared with researchers. For example, research has shown dramatic decreases in child abuse and teen pregnancy statistics for the coal field counties since the development of these Offices on Youth.

- Regarding the Needs Assessment process, there was general agreement with the DCJS findings, but not the conclusion. Some reviewers felt that revision, not elimination, would be in order. Further, if only one assessment process were to remain, that it should be a (revised and strengthened) youth survey. To survey only services providers would be to seek information through a system of filters and biases. Prevention theory is very clear about the importance of involving young people in evaluation of programs which are designed to promote their well-being. One reviewer noted that the criticisms in this area refer to past processes, rather than those newly implemented. The Six Year Plans being developed may in fact be better utilized than were past efforts.

- The chapter on funding and establishment of offices generated many comments.

- It is not clear that the State has any authority to determine a locality's compensation package, even though there is universal agreement that salaries are too often insufficient to recruit and retain appropriate personnel.

- One reviewer, who had recently conducted an analysis of Directors' salaries, felt that the factors of geography, tenure of the Office or Director, and education do influence compensation levels. Others noted that a certain amount of discrepancy is to be expected in analyzing such a diverse group of programs and localities.

- Many reviewers expressed concern over the discussion of need-based formulas for program development. First, as discussed earlier, there is immediate ambiguity in discussing "delinquent behaviors" and primary prevention together. Second, the inclusion of consideration of the existence of other programs such as recreation or extension misses the point. One key role for an OOY is facilitating coordination of the services provided by these organizations. Their existence is absolutely not a factor to be used in determining placement of an Office on Youth. Third, the discussion of an ability to pay formula has raised some concern, particularly in the context of localities which look good on paper, but are in fact hard-hit by the ongoing recession.

- The recommendation on multi-jurisdictional programming makes good sense, assuming that a sufficient baseline level of funding is provided. These programs may well reap operational efficiency gains, but will not necessarily be a great deal less expensive. This issue requires much discussion. Additionally, there are enormous political difficulties in operating multi-jurisdictional programs.

Mr. Stan Orchowsky, Evaluation Section Chief
December 10, 1991
Page Four

● The first recommendation under Additional Issues, referring to organizational placement of the Offices, drew several comments. One reviewer felt that the report does not clearly lay the groundwork for such a recommendation, despite explicit and implicit criticism of the current relationship. Another said that DCJS should not call for a wide range of changes and improvements on the one hand, and on the other infer the need for reorganization. While it is not clear that Directors are anxious to move, several did feel that it may be a legitimate issue for discussion.

Thank you again for the opportunity to comment on the Office on Youth report. We, like you, are anxious to insure that the Offices provide the best possible prevention services, and the DCJS report will be very helpful in reaching that goal.

Sincerely,



Grant Priliaman, President
Delinquency Prevention & Youth Development Association

GP/am



Charles J. Kehoe
DIRECTOR

COMMONWEALTH of VIRGINIA

DEPARTMENT OF YOUTH & FAMILY SERVICES

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December 18, 1991

TO: Members of the Senate Finance Committee
Members of the House Appropriation Committee

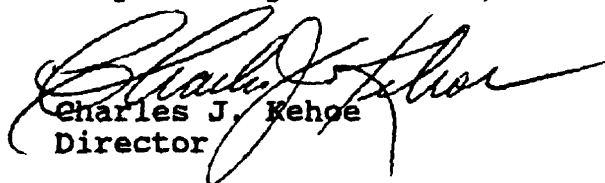
Item 610D of the 1991 Appropriations Act directed the Department of Criminal Justice Services, with assistance from the Department of Youth and Family Services, to evaluate the "program design, effectiveness and funding structure" of the Commonwealth's Offices on Youth.

The resulting report was recently reviewed by our Department. The report contains many constructive criticisms, especially related to funding structure and the administrative and management responsibilities of the Department of Youth and Family Services. A number of the problem areas noted by the Department of Criminal Justice Services were being addressed concurrently with the completion of the study by the Prevention Task Force and the DYFS Funding Issues Study Group. These groups will continue to move forward to resolve outstanding issues.

Our Department does not agree with the Department of Criminal Justice Service's interpretation of some of the data. Attached is a statement of our perspective on those items. Thank you in advance for your consideration of them.

I would like to thank the Directors and Board members of the Offices on Youth, members of the study's Ad-Hoc Committee, and the staff of the Department of Criminal Justice Services for their assistance in providing recommendations for improving this program.

Respectfully submitted,


Charles J. Kehoe
Director

Enclosure

CJK:na

THE DEPARTMENT OF YOUTH AND FAMILY SERVICE'S
RESPONSE TO THE
DEPARTMENT OF CRIMINAL JUSTICE SERVICE'S
"AN EVALUATION OF VIRGINIA'S OFFICES ON YOUTH"

DISAGREEMENT WITH INTERPRETATION OF DATA:

- <> Primary Prevention Focus Can Include High Risk Populations:
(differs with DCJS report "Chapter 2: Office Structure")

The DYFS agrees with DCJS's programmatic focus on primary prevention. But the DYFS philosophically disagrees that this approach excludes high risk population service options. The DYFS MINIMUM STANDARDS definition of primary prevention can allow for community assessment, service planning, public education, organizational development, program development consultation, and training with high risk population areas.

- <> Salary Inequities Are Influenced By Tenure and Education, Geography, Year of Initial Funding, and Staff Size: (differs with DCJS report "Chapter 3: Funding and Establishing Office on Youth")

A July 1991 analysis of salary inequities attempted by a member of the DYFS Funding Issues Study Group shows that the above factors have an apparent impact on salary levels. It should be remembered that Office on Youth staff are local employees and subject to local compensation standards.

- <> DYFS Has Criteria for Establishing New Programs:
(differs with DCJS report "Chapter 3")

Unacknowledged by DCJS is that the DYFS "High Risk Indicator" Annual Report was designed to assist in establishing need and targeting new program development. The DYFS agrees that using a funding formula derived from "needs" based criteria would certainly better direct/manage funding.

- <> Continue 6-Year Needs Assessment and Plan: (differs with DCJS report "Chapter 4: DYFS Administrative and Management Responsibilities")

DCJS says that there is little evidence that the 6-year needs assessments have been used to plan services. It is more accurate to say that the needs assessment instrument, 6-year needs assessment and plan, and training for their use are all recent developments, and therefore, it's too early to tell if the first 6-year plans (due date 7/1/92) relate to needs. Effective 7/1/90, the 6-year plan requirement was placed in Minimum Standards. The DYFS has expended many resources in the last 2 years to improve and give guidance to needs based planning. Training on how to use needs assessment data to write plans has been taught to programs only since June 1991 (after most DCJS study data was collected).

The DYFS more strongly disagrees that only a 2-year agency survey should be used for needs-based planning. Youth, their families, and other non-agency personnel and decision makers are clients of the planning process. Youth responses often differ from service providers. Planning without input from the clients who are to use the "services" sometimes creates underutilized programs, services, buildings, etc., because intentioned clients don't really feel the need for them.

OVERALL IMPRESSIONS:

- <> DYFS does not believe that the overall study addresses the intent of the Appropriations Act. The report fails to address impact(s) of the program. The DYFS feels that a true program effectiveness evaluation is still needed.

- <> DCJS Does Not Acknowledge the Effort/Recommendations of the DYFS Prevention Task force Nor Prevention Funding Issues Study Group:

Training, evaluation, and funding issues have been addressed; some, even in the DYFS' 1992-94 Addendum Budget proposal.

- <> DCJS Does Not Adequately Acknowledge Benefits and Impacts of the Program:

The report emphasizes problem areas, and does not give a true representation of the positive accomplishments of the local programs and DYFS management efforts.

- <> DYFS concurs with the study's observations regarding the creation of new Offices on Youth. DYFS further recommends that no new Offices on Youth be incorporated into future Appropriations Acts without the locality going through a needs assessment process conducted by DYFS.
- <> The DYFS report contains many good recommendations, especially for administrative and funding management improvements.
- <> DYFS recommends that since issues have been raised regarding training for Office on Youth staff, a specific amount be set aside in the Appropriations Act that will enable the DYFS to be a pass-through for funds to the Virginia Delinquency Prevention and Youth Development Association. This strategy would permit the Association to provide or purchase training for the Offices on Youth.
- <> DYFS concurs with the issues the study raises regarding the Department's oversight to local offices. DYFS has reviewed and is reorganizing its Regional Offices to improve its monitoring and supervisory capabilities.
- <> The issues raised by DCJS regarding the tracking of prevention funding streams from either the Federal or State level goes beyond the scope of this study and is therefore not relevant.