

**REPORT OF THE  
VIRGINIA CRIME COMMISSION**

**ASSESSMENT OF THE VIRGINIA  
JUVENILE COMMUNITY CRIME  
CONTROL ACT FORMULA AND  
THE ROLE OF OFFICES ON YOUTH**

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



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## I. Authority to Study

§ 9-292 of the *Code of Virginia* establishes the Commission on Youth and directs it to "...study and provide recommendations addressing the needs of and services to the Commonwealth's youth and their families." § 9-294 provides the Commission the power to "...undertake studies and gather information and data in order to accomplish its purpose...and to formulate and present its recommendations to the Governor and members of the General Assembly."

Item 10 of the 1999 Appropriations Act enacted by the General Assembly directed the Commission on Youth to study "evaluate the adequacy of the funding formula of the Virginia Juvenile Community Crime Control Act and assess the role of the local or regional Offices on Youth in the coordination, local oversight and administration of the Act." In fulfilling its legislative mandate, the Commission undertook the study.

## II. Members Appointed to Study

The authorizing legislation required the Commission on Youth to study the VJCCCA and the role of Offices on Youth in Virginia. The Commission divided into three subcommittees for the purposes of conducting the studies assigned to them in the 1999 General Assembly Session. One of the three, designated as the Juvenile Justice Subcommittee, met September 7 and October 7.

The recommendations of the Subcommittee were forwarded to the full Commission at its December 16th legislative meeting and approved at that time. The members of the Juvenile Justice Subcommittee are:

- Del. Jerrauld C. Jones (Norfolk), Subcommittee Chairman
- Del. Eric I. Cantor (Henrico)
- Del. Thomas M. Jackson, Jr. (Carroll)
- Del. Robert F. McDonnell (Virginia Beach)
- Sen. J. Randy Forbes (Chesapeake)
- Sen. R. Edward Houck (Spotsylvania)
- Mr. Gary Close (Culpeper)
- Mr. Douglas F. Jones (Alexandria)

## III. Executive Summary

The 1999 Budget Bill requested the Commission on Youth to assess the potential role of Offices on Youth in the coordination, local oversight and administration of the Virginia Juvenile Community Crime Control Act (VJCCCA) programs. In FY 00, the VJCCCA provided \$29.5 million to localities across the Commonwealth. These funds support locally-designed community-based programs for court-involved youth. Local

governments determine the administrative structure for the program. Services are developed based on an assessment of the needs of the target population.

Local governments also determine their need for an Office on Youth and, once established, Office activities are locally driven within certain statutorily established requirements. The state currently provides \$2.3 million to localities in support of 49 Offices serving 53 localities. Offices on Youth are required to conduct local needs assessment, coordinate youth programs and promote delinquency prevention strategies. Changes in departmental policy has shifted Office on Youth activity away from planning and coordination to service delivery. There is tremendous variation in the experience, skill level and Office activity across the state. While the VJCCCA requires local planning and Offices on Youth are similarly required to conduct needs assessments, there is no formal linkage between the two Department of Juvenile Justice programs. Only ten Offices on Youth have any formal involvement in the VJCCCA at the local level. Although Office on Youth directors are desirous of an expanded role with the VJCCCA, the current VJCCCA coordinators uniformly reject these views. However, the ambiguity of the role for Offices on Youth and lack of integration between the two programs present missed opportunities for improved efficiency and accountability at the state and local level.

#### Findings

*Offices on Youth vary tremendously in their scope of activities at the local level. While some Offices are responsible for the administration of the CSA, others primarily provide recreational programming. While required to conduct six-year plans and annual needs assessments, these activities are usually not integrated into the local VJCCCA planning effort. The Code provides limited guidance for required Office activities, focusing instead on broad goals for the Offices' Citizens Boards. VJCCCA Coordinators are usually tasked with a variety of administrative functions, leaving little time for data collection, analysis and evaluation of local programs. Code revisions that clarify the Offices on Youth role and link them with the VJCCCA in the area of their required expertise would strength both programs, while maintaining local flexibility.*

#### Recommendation 1

**Amend the Code of Virginia to standardize Office on Youth activities with respect to:**

- a) assessment of their community's youth development and delinquency prevention needs and resources;**
- b) assisting in planning and modifying VJCCCA services;**
- c) collaborating in the development and dissemination of local service inventories, and**
- d) collaborating in identifying service gaps, as well as potential funding sources.**

#### Findings

*Over the past five years, the Department of Juvenile Justice (DJJ) has revised the administrative policies and standards governing the Offices on Youth. The net effect*

*of these revisions has been to move Offices away from community planning and service coordination towards direct service delivery. By requiring Court Services Unit Directors' approval of Office on Youth workplans, the autonomy of Citizens Boards and lines of accountability are called into question. In some localities, Offices on Youth function as a service arm of the Court providing group programming to court-involved youth. The VJCCA represents 11% of Offices on Youth revenue. However, Offices on Youth function primarily as local programs, with localities providing the lion's share of funding (39%) and day-to-day direction. DJJ policies appear to be contradictory to the statutory role of the Offices on Youth. This contradiction has created ambiguity at the local level and confusion over accountability.*

**Recommendation 2**

**Request the Department of Juvenile Justice to revise Office on Youth policies and standards to reflect the statutory expectations of Offices on Youth**

**Recommendation 3**

**Remove administratively-imposed requirement that Court Service Unit Directors approve Office on Youth workplans.**

**Recommendation 4**

**Remove administratively-imposed requirement that the majority of Office on Youth activities address the needs of court-involved youth.**

**Findings**

*The regional meetings convened for the study were, in most cases, the first opportunity local Office on Youth Directors had had to meet with one another. Directors cited the absence of training and skill development opportunities offered by DJJ. The majority of their training is provided by other state agencies. Local VJCCA Coordinators consistently rated the skill level of Offices on Youth as low. While the majority of Directors have been in their positions for over five years, one-third of them have less than two years on the job. In order for the VJCCA funds to be used most effectively and for the state to receive evaluation data, training opportunities should be expanded.*

**Recommendation 5**

**Request the Department of Juvenile Justice to provide on-going training activities to enhance the effectiveness of Offices on Youth. Specific training areas include data collection approaches, needs assessment strategies, and budget development.**

**Findings**

*There is wide disparity in the level of state support provided to Offices on Youth. The percent of state funds in local programs ranges from 8 to 75%. The range of state support for single jurisdiction Offices ranges from \$23,740 to \$76,000. Local levels of support also vary, ranging from \$8,000 to \$261,000. Director salaries range from \$16,354 to \$73,164. As most Offices are one-to-two person*

*operations, the range of Director salaries provides a good indication of the diversity of funding support. Current state allocation levels are not driven by any consistent indicators, but reflect the year in which Offices were created. The average state allocation for an Office on Youth is \$37,500, with 15 Offices receiving less than \$30,000 in state funds. The base funding level for Offices has not been adjusted in five years.*

#### Recommendation 6

**The state should provide a base funding level for Offices on Youth based on the current average state allocation of \$37,500. (Total new funds needed annually \$175,638.)**

#### Findings

*There continue to be unspent balances in VJCCCA allocations. There is no analysis of the reasons behind the unspent balances, and anecdotal evidence suggests the majority of the balances are due to late program start-up dates and staff turn-over. Some localities have expressed a need for additional funds to meet one-time expenses or personnel needs. A clean set of guidelines and procedures needs to be established for unspent funds.*

#### Recommendation 7

**The Department of Juvenile Justice is requested to develop a procedure and guidelines for the use of unobligated funds for consideration by the 2001 General Assembly session. In developing procedures and guidelines the Department shall consult with a cross-section of VJCCCA coordinators and other local government representatives.**

#### Findings

*Re-calculations of the formula have been hampered by the absence of reliable data and sufficient technical assistance in program design. The rapid expansion of the VJCCCA argues against continued growth in funding levels at this time. However, localities should not be penalized by decreasing juvenile crime rates. Future growth should be based on indices, which reflect local need yet do not evidence large variations in local rates.*

#### Recommendation 8

**FY01 and 02 levels should remain at FY2000 levels. A hold-harmless provision to base all future funding at 2000 levels should be enacted. Future increases should be based on U.S. Census Bureau data on estimated changes in each locality's juvenile (ages 10-17) population over the biennium.**

The remaining issue has to do with evaluative efforts of the VJCCCA. After four years of implementation it is still difficult to get a handle on what the VJCCCA is actually funding and, more importantly if the funds are making any difference. The DJJ has made improvements in the provision of training to localities but they are still unable to readily provide aggregate information on the program. Commission staff summarized a

matrix chart of all the localities receiving VJCCCA funding and the types of programs funded into broad categories. This secondary analysis is provided below.

Findings

*The absence of outcome data impairs the ability to judge the effectiveness of the VJCCCA. Definitional issues regarding quantifying service units have made statewide analysis difficult. Given the local nature of the program the state has a careful balancing act between respecting local autonomy and promoting standardized services. Initial data suggests that a net-widening effect may be occurring with VJCCCA funds. Evaluative data on VJCCCA is needed to help the Commonwealth make sound financial decisions.*

Recommendation 9

**DJJ should redouble their efforts to produce outcome specific data on VJCCCA funded programs. The money committees of the General Assembly should specify to the Department the specific data they would need to help make future funding decisions.**

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#### **IV. Study Goals and Objectives**

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On the basis of the requirements of the Budget Bill language, the following study objectives were developed by the staff and approved by the Commission:

- A. Examination of the adequacy of the current funding formula for the VJCCCA based local needs and spending patterns.
- B. Assessment of the current role of Offices on Youth in the development and administration of VJCCCA plans.
- C. Determination of the potential for Offices on Youth to expand their role with the VJCCCA.

In response to study objectives, the following activities were undertaken:

- 1. Update of public and private placement trends and costs
- 2. Update of detention offense profiles
- 3. Update of arrest and court intake statistics
- 4. Analysis of Department of Juvenile Justice FY 2001 formula projections
- 5. Development of recommendations for changes in formula
- 6. Review of Offices on Youth statutory mandate
- 7. Meetings with local Office on Youth Directors
- 8. Review of previous Office on Youth evaluations
- 9. Review of Offices on Youth Six Year Plans
- 10. Identification of Offices on Youth reporting requirements
- 11. Description of program services
- 12. Survey of directors of Offices on Youth
- 13. Survey of VJCCCA plan coordinators
- 14. Meeting with Department of Juvenile Justice staff
- 15. Development of recommendations for role of Offices on Youth

## **V. Methodology**

The findings of the 1999 Commission on Youth evaluation of the Virginia Juvenile Community Crime Control Act are based on several different methodologies. The primary purposes of the second year of the study were to examine the adequacy of the funding formula and to assess the role of Offices on Youth in implementation of the Act at the local level. These purposes guided the methodological approaches which are discussed briefly in the following pages.

### **A. Trend Analysis of the VJCCCA Formula**

Commission staff worked with the Department of Juvenile Justice in designing a data collection instrument that would capture service units of VJCCCA funded programs. The new data collection instrument was disseminated to the field in the spring of 1999. This data instrument was used to measure placement ratios, average length of stay and program costs. Analysis was conducted on the DJJ re-calculation of the formula based on the new service information. Departures from the original formula calculations were identified. This fiscal information augmented the Commission's review of juvenile arrest and detention rates. Potential growth factors for the VJCCCA were identified based on arrest rates versus general population growth and analysis conducted on the fiscal implications of each scenario.

### **B. VJCCCA Program Identification**

Local plans which were submitted for DJJ approval, for the 1999-2000 biennium, were reviewed. DJJ staff constructed a program matrix in which twenty-one program categories were identified. The Commission further collapsed this matrix into twelve areas. Analysis was conducted comparing program types to arrest and detention rates. The analysis attempted to discern any statistical relationship between the provision of specific services and a decrease in arrest rates for targeted offenses.

### **C. Meetings with local directors of Offices on Youth**

During June and July of 1999, Commission staff met with the directors of Offices on Youth in seven regional meetings around the state. Forty of 43 local directors participated in these meetings. Each meeting included an opportunity for directors to share information with Commission staff and their peers about the services they provided. Basic fiscal and programmatic information was gathered at these meetings. Directors also completed a survey instrument designed to gather information about their role in the Virginia Juvenile Community Crime Control Act (VJCCCA). (See Appendix C). This survey provided the basis for discussion of the Act and of the potential for an expanded role for Offices on Youth in its implementation. The results of these meetings were compiled for statewide analysis.

### **D. Statewide Survey**

Commission staff developed and disseminated surveys to all coordinators of VJCCCA plans throughout the state. (See Appendix D) These surveys, similar to those completed by Office on Youth directors, asked plan coordinators about their job responsibilities and the role of Offices on Youth in the development and implementation

of their local plans. Survey questions also asked about the potential for Offices on Youth to change their role.

#### **E. Meetings with Department of Juvenile Justice staff**

Commission staff met with the Department of Juvenile Justice's Regional Administrators and Managers. The purpose of this meeting was to gather feedback about their views of Offices on Youth and the potential for linkages between Offices on Youth and VJCCCA plans. Meetings were also held with the Deputy Director and the VJCCCA statewide coordinator to share survey results and discuss recommendations.

## **VI. Background**

### **A. The Virginia Juvenile Community Crime Control Act**

During the 1993 General Assembly Session, localities presented members with requests for funding for the construction of secure detention homes for the pre-dispositional placement of juvenile offenders. These requests followed the trend of increased demand for secure detention space for juvenile offenders. Rather than continue to build facilities on a year-by-year basis with no state plan to guide the allocations process, the General Assembly directed the Commission on Youth to study statewide local access to pre-dispositional placement of juveniles in secure and non-secure facilities in the Commonwealth.

At the time of the study, Virginia shared the operational costs of pre- and post-dispositional programs with "owner" localities. An owner locality is defined as a community, either singularly or in combination with others, which funds at least one-third of the programs' operational costs. There were 17 secure detention facilities, 47 non-secure residential facilities, and 16 less secure outreach programs. State funding for all the Court placements was administered by the Department of Youth and Family Services<sup>1</sup> through a block grant program. Localities not owning secure detention facilities and non-secure facilities/programs bought placements at varying amounts from the owner jurisdictions. However, during the late 1980's and early 1990's, problems began developing with non-owner jurisdictions obtaining access to secure detention beds and/or alternative less secure programs.

The Commission's study analyzed data and survey information in three areas: current usage patterns for secure and non-secure local residential facilities, projected need for local placements given prevailing lengths of stay and alternative funding and programmatic options to address identified needs for placements. The results of the study indicated that there were few non-secure, pre-dispositional placement options available throughout the state, and many judges felt they had only two pre-dispositional options available to them: to place the juvenile in secure confinement or to send the juvenile home.

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<sup>1</sup> Agency name was changed to the Department of Juvenile Justice in 1996.

Thus, in 1994, the General Assembly enacted the Virginia Juvenile Community Crime Control Act (VJCCCA). The Act established a statewide funding initiative which provided localities with state resources to help establish local continuums of care for juveniles brought before the Juvenile and Domestic Relations Court. Initially, the VJCCCA provided state funding for residential and non-residential placements in two areas of a locally-designed continuum of care: pre-dispositional and post-dispositional services.

As envisioned, each local continuum of care is designed by a multi-disciplinary team of local personnel to respond to the needs of the court-involved youth in their area. Local participation in the VJCCCA is voluntary and there is no local match required to receive the state funds. However, localities do have to maintain the level of support they contributed for non-secure placements prior to participation in the Act. Local funding for the initiative is determined by a funding formula which takes into account arrest rates, intake rates, placement rates and prevailing costs for services statewide. Administration of the program funds and approval of the local plans are under the purview of the Department of Juvenile Justice.

In the first year of implementation<sup>2</sup> the VJCCCA was comprised of two components, pre- and post-dispositional services which totaled \$14,140,323 in new funds. This amount was added to the former Block Grant appropriation to localities (minus funding provided for secure detention). As first envisioned, the VJCCCA was to fund the full continuum of services at the local level from diversionary services through post dispositional options. Secure detention, at the middle of the continuum was to be included as a means to provide local control on the use of dollars and services for juveniles before the court. However, secure detention was excluded from the Act when it was enacted by the General Assembly.

The formula (a detail of the current formula is found in Appendix E) was developed as a means to quantify local practice regarding the placement of juveniles who were brought before the court. The Commission examined the placement rates of the top ten jurisdictions across the state and used the placement ratios from these service-rich communities to set funding ratios. Offender profile data was used to identify the types of juveniles being placed in different points of the service continuum. Arrest rates for violent crimes and a portion of drug related crimes were excluded from the formula based on the policy assumption that these juveniles would be placed in detention and funding for alternatives was not necessary. In the initial years and with the subsequent expansion of the VJCCCA, policy choices were made with respect to the amount of state share for the parts of the continuum. Given the research which supports the effectiveness of intervention at the earliest point in a juvenile's interaction with the justice system, state share of pre-dispositional services was provided at 75% and 50% for post-dispositional services.

In the following year, FY97, additional components of the service system were funded by the VJCCCA, community diversion and first time offender services. In FY97

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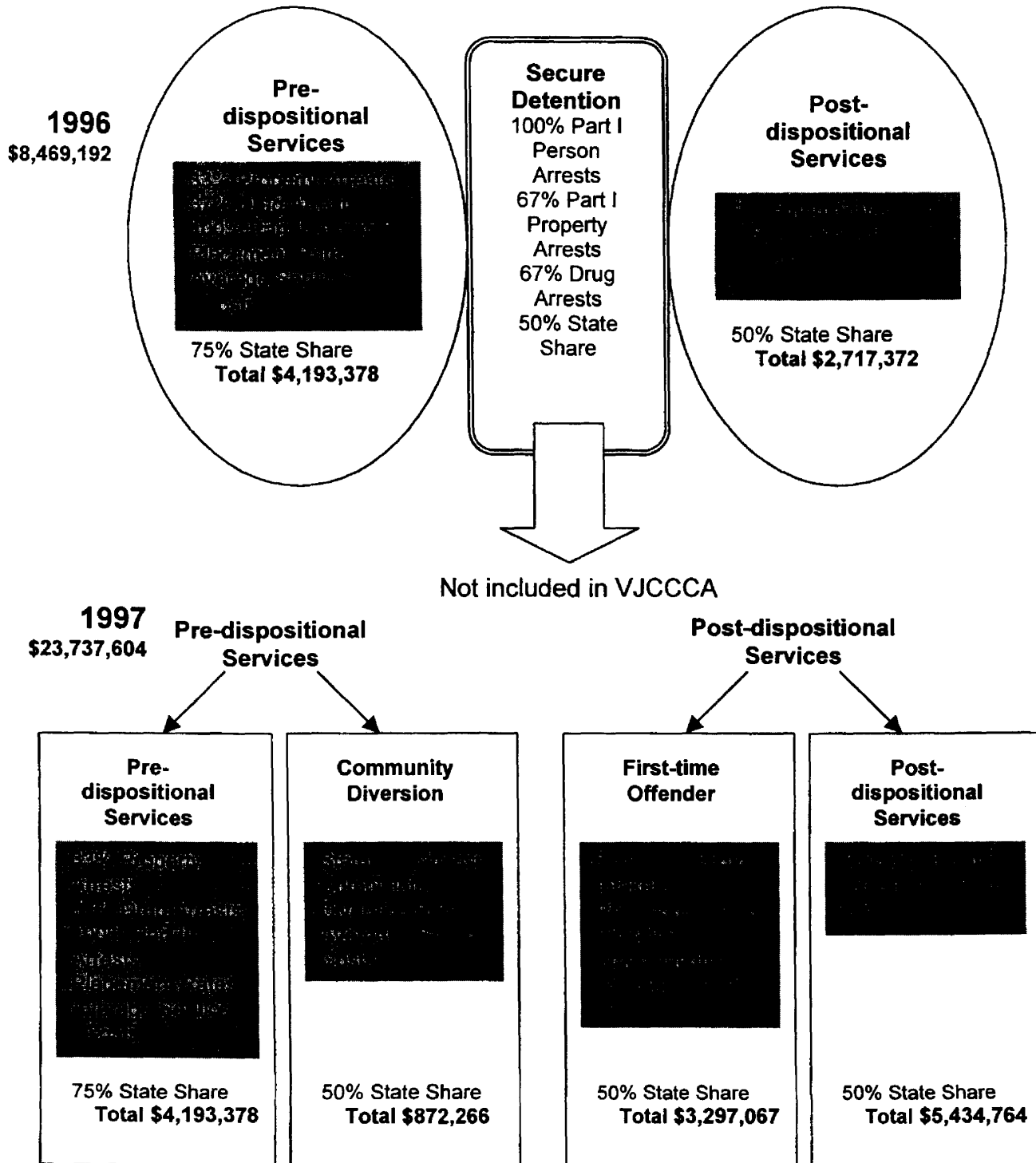
<sup>2</sup> Funds were appropriated in FY96 and the program was implemented January 1, 1997.



\$23,737,604 was provided through the VJCCCA. By this time the formula had four components and a hold-harmless provision. The components and funding amounts for the VJCCCA in the first two years are shown in Chart 1.

Chart 1

VJCCCA Funding Components and Levels FY 97-00



Source: Commission on Youth graphic Spring 1999

The formula currently has five components in total; community diversion, pre-dispositional services, first time offender services, post-dispositional services and a hold harmless clause. These components are summed, and localities receive a lump sum to develop their own service continuum based on their assessment of local need. As Table 1 indicates, the amount of state funding for juvenile justice programming has increased 257% from \$11,119,668 in Block Grant funding for non secure programs in FY95 to \$29,506,010 in FY2000.

**Table 1**  
**VJCCCA Funding History**

FY96	\$14,284,373
FY97	\$21,864,845
FY98	\$26,696,726
FY99	\$29,384,027
FY00	\$29,506,010

Source: House Bill 30 1996-1999

The legislation authorizing the VJCCCA requires the Department of Juvenile Justice to recalculate the formula every biennium based on the formula components. In FY98, the first year for which calculations were required, the Department maintained the service ratio of the original formula and used updated arrest data. It has taken a number of years for the Department of Juvenile Justice to develop data collection instruments which would allow them to recalculate placement ratios and length of stay ratios. The FY01-02 budget is the first time ratios have been recalculated and are addressed in the findings section of this report.

There has been limited evaluation of the impact of this funding on either secure detention or state commitment rates. It has taken the Department of Juvenile Justice a number of years to establish data collection mechanisms that allow for this form of analysis. However, the Department of Juvenile Justice has initiated processes by which localities are reporting on program level information. It is hoped in the coming biennium this data will be used to assess the local and statewide impact of the infusion of so many dollars in such a short period of time.

The VJCCCA is a state-administered program with respect to providing approval of a locality's plan for the funds. However the program is fundamentally driven by local decision making. Funds are allocated to the local unit of government which in turn determines both the appropriate administrative entity for the program, and the actual use of the funds. In overseeing the program the DJJ has had to balance respect for local autonomy with a responsibility to ensure good stewardship of the funds and development of programs which reflect best practices in juvenile justice.

The use of VJCCCA funds is ideally determined by an assessment of local service needs. This assessment should be data driven and based on analysis of client profiles and local service capacity. The request by the General Assembly to assess the appropriateness of stronger linkages between the VJCCCA and Offices on Youth was partially prompted by the planning activities statutorily required of Offices on Youth and their role with communities. In assessing the potential for greater involvement of the Offices on Youth with the VJCCCA, the current activities of Offices on Youth and their configuration across state was undertaken.

## **B. Overview of Offices on Youth**

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 administration and oversight of the offices in 1979 with the passage of the Virginia Delinquency Prevention and Youth Development Act.

Offices on Youth operate under three sets of directives: structural mandates included in the *Code of Virginia*, administrative and programmatic standards promulgated by the Department of Juvenile Justice, and locally mandated activities resulting from local government and citizen input.

The *Code of Virginia* requires the Director of the Department of Juvenile Justice to "develop and supervise delinquency prevention and youth development programs in order that better services and coordination of services are provided to children." (§ 66-26) Through youth services citizens advisory boards, localities are responsible for preparation of an annual comprehensive plan based on objective assessment of their community's needs and resources. Current statutory language lists four responsibilities of youth service citizen boards:

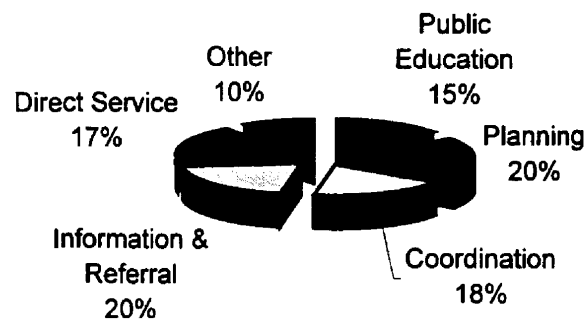
1. Assist community agencies and organizations, including the community policy and management team established pursuant to §2.1-750, in establishing and modifying programs and services to youth on the basis of an objective assessment of the community's needs and resources;
2. Evaluate and monitor community 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 local citizens' board is charged with active participation with community representatives in the formulation of a comprehensive plan for the development, coordination and evaluation of the youth services program. It is responsible for making formal recommendations to the governing authority concerning the comprehensive plan and its implementation during the ensuing year. (§ 66-35)

The *Code* makes clear that Offices on Youth are primarily local programs. Prior to the development of an Office, the locality must enact a local ordinance establishing the citizen board and its direction. Citizen boards may be either policy or advisory in nature. Given the local autonomy of the offices, there is tremendous diversity in the services provided their role in local government, and skill level of the staff.

There are 43 Offices on Youth serving 53 Virginia localities. (See Exhibit 1 for map of localities served by Offices on Youth) Local citizen boards and program staff are charged with the responsibility to work in their communities to promote the effective use of existing resources and develop partnerships to identify and address community needs. Historically, there has been diversity in program activities among the Offices. Some Offices have provided local service planning and coordination, while others have focused on direct service delivery through recreational programming and skill enhancement projects. Currently, according to study data, the majority of Office on Youth activity is devoted to planning, information and referral. (See Chart 2). The percentage of time spent on direct service by Offices on Youth has increased in the last five years in response to changes in policy enacted by the Department of Juvenile Justice. According to previous state evaluations of Offices on Youth, ambiguity over the role of the Offices with respect to planning versus direct service has characterized the program since its inception.

**Chart 2**  
**1999 Self-Report of Offices on Youth Program Activities**



Source: Commission on Youth Analysis of Office on Youth Survey Data Summer, 1999

To establish background and policy context for the study effort, Commission Staff examined the previous evaluations conducted of Offices on Youth. Two such studies have been completed, one by the Department of Criminal Justice Services in 1991, and the other by the Department of Planning and Budget in 1992.



Pursuant to the 1991 Appropriations Act, the Department of Criminal Justice Services (DCJS) conducted an evaluation of the Offices on Youth, with emphasis on program design, funding structure and effectiveness. At the time of the study, the Department of Youth and Family Services (DYFS) administered \$1.9 million in grants to 48 Offices on Youth serving 58 localities. Methodology for the DCJS study included a literature review, interviews with state agency and legislative staff, surveys and interviews with local personnel and citizen board members associated with the Offices, and a review of program documentation. Findings and recommendations resulting from the study were clustered in four areas:

- Role of Offices on Youth;
- Funding;
- DYFS Administration and Management of Programs; and
- Issues for Further Study.

#### Role of Offices on Youth

The study team concluded that ambiguity in both the legislation and administrative guidelines had fostered confusion over the role and function of Offices on Youth. This resulted in wide variations of Offices' activities and hampered efforts in maintaining state and local support. DCJS offered three recommendations in this area:

- Revise the *Code of Virginia* to direct Offices on Youth to provide primary prevention activities;
- Restrict state funds to specifically supporting those activities; and
- Fund other Office on Youth functions with local dollars.

#### Funding

The DCJS study found the procedures for funding Offices on Youth to be inequitable. Start-up funding has varied from year to year, and there have been no adjustments in the baseline levels to create a funding "floor." DCJS also expressed concern that salary levels for program staff varied widely, with the basis for those levels and variations often unclear. Finally, the study found that Offices were not well distributed across the state in relation to the juvenile population. For example, almost half of the Offices on Youth were located in the Southwest part of the state, but only 17% of the juvenile population resides in that region of Virginia. In response to these concerns for a more equitable funding structure and program placement, DCJS made the following recommendations:

- Amend the *Code of Virginia* to authorize DYFS to develop and administer a funding formula;
- Establish a needs-based formula for determining placement of new Offices and minimum funding levels;
- Determine funding formula variables;
- Develop more multi-jurisdictional Offices; and
- Establish a pay scale for Office on Youth salaries.

#### DYFS Administrative and Management Responsibilities

DCJS evaluated several components of the Office on Youth comprehensive needs assessment which is required every six years. The survey team reached three

conclusions. First, conducting the needs assessment severely taxes the resources of most directors, and expending such effort every six years was found to be an ineffective use of resources. Second, directors are not provided with enough guidance on how to use the needs assessment results. Few Offices were able to provide a comprehensive review of survey results and fewer still can produce an analysis of results which would be useful for planning purposes. The third conclusion was that there is little evidence that when analysis was conducted those findings were used to plan services at the state or local level.

DCJS recommended that DYFS eliminate the requirement for the six-year needs assessment, but retain the requirement of a biennial survey of youth service agencies. Additional recommendations included increasing the 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.

Finally, the DCJS report focused on issues around prevention funding streams and oversight of Offices on Youth. Additional recommendations included the following:

- DYFS, the Department of Social Services, and the Department of Mental Health, Mental Retardation, and Substance Abuse Services should determine the appropriate oversight agency for Offices on Youth;
- Establish a study to track the funding devoted to prevention services; and
- Develop a resource document, maintained by a single agency, based on the aforementioned study.

#### Status of DCJS Recommendations

None of the *Code* amendments suggested by the study were introduced during the 1992 session, nor in any subsequent session. No action was taken on any of the other recommendations, and funding, salary, and placement situations remain unchanged. Despite the recommendation to direct Offices to focus on primary prevention activities, program standards were revised in 1996 directing Offices to spend more than half of their time with court-involved youth.

A second evaluation of the Offices on Youth was included in the Study of Prevention and Early Intervention Services in Virginia conducted by the Department of Planning and Budget in 1992. Specific objectives of this study were to:

- Identify and catalog prevention and early intervention programs already funded through state agencies;
- Identify relevant funding streams;
- Assess interagency collaboration;
- Globally assess the programs' impact; and
- Identify ways in which a comprehensive system of prevention and early intervention programs can be structured and funded.

The DPB study revealed substantial activity in the prevention and early intervention service arena, with over 2600 programs, 9000 employees, and 44,000 volunteers. Other findings included:

- Record-keeping, particularly among prevention programs was poor, with numerous inconsistencies and gaps across and within agencies; and
- Program numbers and types varied widely across and within localities. While every locality reported at least one program, major urban areas and a few rural jurisdictions have multiple programs while others are comparatively service-poor.

The DPB team concluded that, while there was a substantial investment in prevention and early intervention services in Virginia, there was a “lack of central direction across agencies in relation to program implementation and coordination.”

DPB concluded its report by recommending that prevention and early intervention programs be major components of a comprehensive continuum of services organized in the structure established for the Comprehensive Services Act (CSA). The report suggested the establishment of agency liaisons between the field and CSA managers, the pooling of prevention and early intervention funding streams, and the reduction of restrictions on other categorical monies.

These 1993 recommendations met with tremendous resistance early in the development of the CSA. In response, the State Executive committee established the Comprehensive Services Prevention and Early Intervention Project (CSPEIP) to develop a plan for coordinating the prevention and early intervention services across state agencies. The final report of this project, issued by the Secretary of Health and Human Resources, reflected a limited role of state government with respect to any new initiatives. Adaptation of federal initiatives, i.e., the Family Preservation and Support Act were seen as a mechanism for achieving the comprehensive community planning suggested by DPB. The final recommendation excluded legislative involvement, despite Steering Committee recommendations for legislative actions to amend the CSA, and did not include a specific implementation plan to provide training and technical assistance to communities. Further, the final report recommended increased responsibilities for the State Executive Council without additional staffing support. As expected, reforms have been slow to occur.

Currently, depending upon the needs of the community, local Offices on Youth organize, implement and evaluate additional services and activities. These may include:

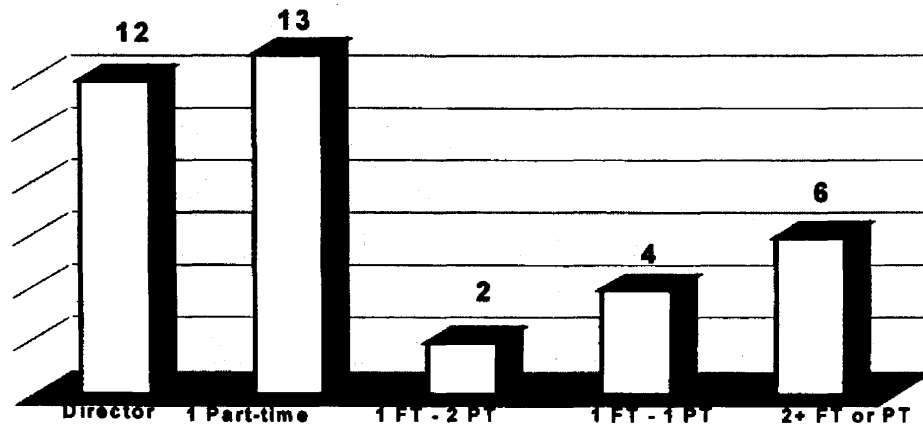
- Restitution Programs
- Community Service Programs
- First Offender Diversion Programs
- Intensive Probation
- Mentoring Programs
- Parent Education
- Wilderness Adventure Programs
- Crisis Shelters
- Shoplifting Diversion Programs
- Summer job training and placement
- Athletic programs



The Department of Juvenile Justice Minimum Standards for Offices on Youth requires each office to have one paid full-time director (6 VAC 35-60-180) and access to clerical and other support services (6 VAC 35-60-190). As shown in Chart 3, one-third of the Offices on Youth are single-staff agencies. Another third have a director and one part-time staff member, generally providing administrative support. The lack of adequate staffing has been a concern of many Offices as their responsibilities have expanded.

**Chart 3**

**Configuration of Offices on Youth Staffing**

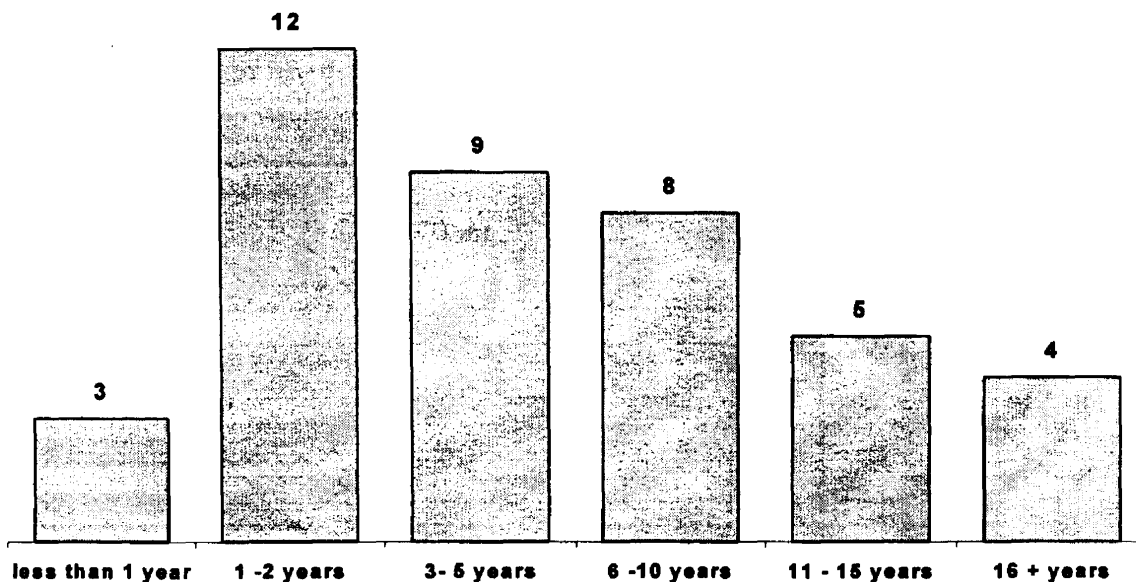


Source: Commission on Youth Analysis of Office on Youth Survey Data Summer, 1999

Offices on Youth are directed by individuals with a wide range of background experiences. Approximately 67% have been in their current positions for three years or more, with 20% having more than 10 years experience as Office on Youth directors. (See Chart 4) Conversely, one third of the directors have been in their jobs for less than two years. The length of tenure in the directors position appears to be correlated with the importance a locality places on the activities of the office.

**Chart 4**

**Number of Years as Office on Youth Director**

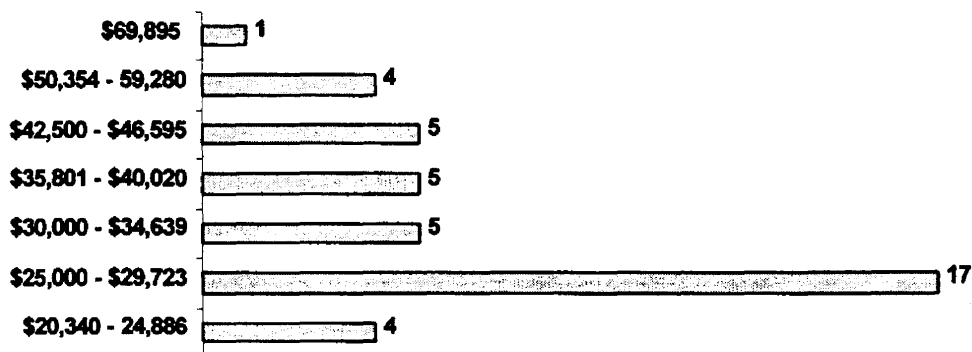


Source: Commission on Youth Analysis of Office on Youth Survey Data Summer, 1999

Chart 5 presents the salary range of Office on Youth Directors. Directors are local employees with their salaries determined by the locality. The state requires the presence of a director for each Office but plays no role in establishing salary amounts. Directors' salaries range from \$20,000 to almost \$70,000. The majority of directors (63%) earn less than \$34,639 and the average salary is \$34,581.

**Chart 5**

**Office on Youth Directors' Salaries**



Source: Commission on Youth Analysis of Office on Youth Survey Data Summer, 1999

The Department of Juvenile Justice provides funding to local offices. As depicted in Table 2, the state allocations range from \$23,740 to \$76,000. There is no correlation between the amount of state funding and the size of the locality receiving the funds. State funding amounts are dependant upon the year in which the office was first

established, the base funding for Offices provided during that year, the number of incremental increases in subsequent years and specific line item appropriation enacted by the General Assembly. Local funding, as long as it represents 25% of the Office's budget, is up to local discretion. Again, funding amounts provided by localities are determined by the role the Office plays in the locality, local salary ranges and budget constraints. The average allocation is approximately \$37,000. Fifteen Offices (37%) receive less than \$30,000 from the state. For some localities, the DJJ allocation is the primary funding source and constitutes the maximum allowable (75%) percentage of the total budget. For others, local and grant funding comprise a much greater portion of the total Office on Youth budget.

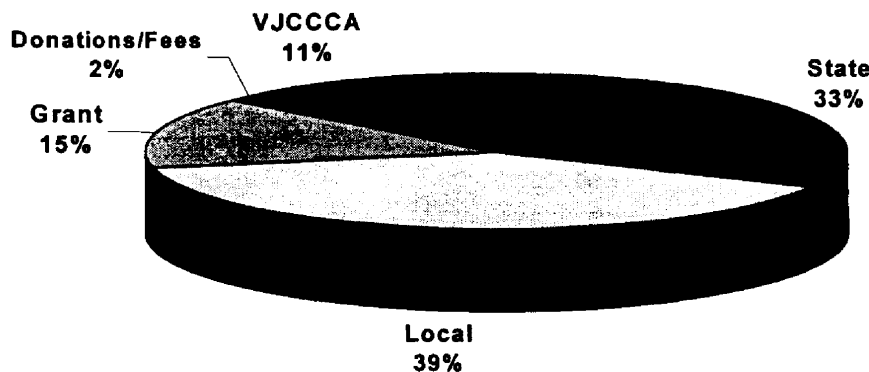
**Table 2**  
**Primary Funding Sources**

	State Funds	Local Funds
Range of Allocation	\$23,740 - \$76,000	\$8,236 - \$261,000
Average Allocation	\$37,354	\$44,882
Medium Allocation	\$35,005	\$26,500
Number of Offices receiving less than \$30,000	15	21

Source: Commission on Youth Graphic Analyses of data provided by Offices on Youth, August 1999

Chart 6 illustrates the aggregate sources of revenue for Offices on Youth across the state. Local funds account for 39% of Office on Youth income. Dedicated state funds for Offices on Youth comprise 33% of their funding sources. When VJCCCA funds received by some Offices are added to the state funding amount, the total state contribution is 44% of their funding sources. Some of the offices have begun to provide direct services to the locality with VJCCCA funds. A smaller amount of income is generated through grants, donations, and fees for services.

**Chart 6**  
**Office on Youth Sources of Income**



The statutory role of offices on Youth is to provide coordination of services and promotion of activities that enhance youth development and the delinquency prevention. The role of the VJCCCA is to provide funding through which locality's develop service continuums which hold offenders accountable and promote rehabilitation. Currently there is no formal linkage between these two DJJ administered locally operated programs.

**VII. FINDINGS AND RECOMMENDATIONS**

The Virginia Juvenile Community Crime Control Act is a statewide program implemented through 103 local or multi-jurisdictional plans. Localities determine which entity will act as coordinator or administrator of the plan. In the fall of 1997, the Commission on Youth conducted telephone surveys with all local VJCCCA coordinators. In the first year of implementation, 56% of the participating localities designated the court service unit director to coordinate the plan. Regional Group Home Commission directors were the second largest group of designated coordinators, representing 21% of the localities. City or county administrators comprised 9%, and Office on Youth directors coordinated the VJCCCA in 7% of the localities. The remaining 7% of localities designated either a combination detention home superintendent, CPMT chair or other local official to coordinate the Act.

In the two ensuing years, there has been a shift in localities' practice in designating a coordinator of the funds. As Table 3 indicates, while court service unit directors (who are state employees) comprise the largest portion of local VJCCCA administrators, there is greater diversity in the selection of local responsibility for the funds. The greatest change has been in the number of localities in which the Group Home Commission administrator is responsible for the plan. This has decreased from 21% in 1997 to 7% in 1999. This is in response to the Code language which maintained commissions' administrative role for the first two years of the Act.

**Table 3**  
**Administrative Entity for VJCCCA**

	Number	Percent
J&DR Court Services Unit	43	43%
City/County Administrator	10	10%
Office on Youth	9	9%
Residential Services	8	8%
Regional Group Home Commission	7	7%
Juvenile Services Administration	6	6%
CPMT of Local CSA	3	3%
Department of Social Services	2	2%
Other	3	3%
No Response	9	9%
Totals	100	100%

Source: Commission on Youth Analysis of DJJ Coordinators List, Spring 1999

Forty-three Offices on Youth currently serve 53 localities. Nine Office on Youth directors are their locality's primary VJCCCA contact; these VJCCCA plans involve 11 localities. Most Offices on Youth did not participate in the development of their locality's VJCCCA plan. Only the nine directors who act as primary contact and 8 additional Office on Youth directors (total: 32%) had any involvement, and they consistently participated in only 4 of the 9 development activities.

**Table 4**

PLAN DEVELOPMENT ACTIVITIES	Number of	
	Directors	Percent of Localities
Conduct Needs Assessments	12 (12/16)	23% (12/53)
Meet With Judges/Local Officials	13 (13/16)	25% (13/53)
Develop Budget	12 (12/16)	23% (12/53)
Review Court Data	12 (12/16)	23% (12/53)

Source: Commission on Youth Analysis of Office on Youth Surveys Results, Spring 1999

When asked about their satisfaction with their role in the development of their locality's plan, 30% of Office on Youth Directors reported that they were satisfied, given their limited involvement. These findings suggest the Office on Youth directors did not have the degree of involvement in the early stages of the VJCCCA they believed they should. Approximately half of the Directors reported they wanted their role expanded, specifically in the areas of conducting needs assessments, meeting with judges and local officials, and writing the final VJCCCA Plan for Department of Juvenile Justice approval.

Administration of the VJCCCA plans involves eight primary activities. Ten Office on Youth directors are involved in administration. Nine of those are their plan's primary contact. They described involvement in the same administration activities as their counterparts, although with more attention to report writing and data collection.

**Table 5**

ADMINISTRATIVE ACTIVITIES	Office on Youth		VJCCCA Coordinators	
	# of Directors (N=9)	% of Localities (N=11)	# of Coordinators (N=91)	% of Localities (N=103)
Report Writing	9	100%	69	67%
Program Modification	7	78%	78	76%
Direct Service Supervision	6	67%	64	62%
Budget Negotiation	8	89%	79	77%
Data Collection	9	100%	77	75%
Staff Training	6	67%	60	58%
Program Development	8	89%	78	76%
Program Evaluation	7	78%	73	71%

Source: Commission on Youth Analysis of VJCCCA Coordinators and Office on Youth Directors Surveys Results, Spring 1999

VJCCCA Coordinators in communities with Offices on Youth are satisfied with the Offices' current role in development and administration of VJCCCA plans. Office on Youth directors are less satisfied. Most would like an expanded role, particularly in program development and evaluation. As shown in Table 6, Office on Youth Directors favor stronger linkages with the VJCCCA four times more than VJCCCA Coordinators, and most identified needs assessment as the area in which stronger linkages would be most supported.

Table 6

	Favor Stronger Linkages		Do Not Favor Stronger Linkages	
	Number	Percent	Number	Percent
Office on Youth Directors who Coordinate VJCCCA	9	100%	0	0%
Other Office on Youth Directors	23	74%	8	26%
Other VJCCCA Coordinators in Localities Served by an Office on Youth	7	18%	31	82%
Other VJCCCA Coordinators	15	28%	38	72%

Source: Commission on Youth Analysis of DJJ Coordinators List, Spring 1999

Local governments determine their need for an Office on Youth and, once established, Office activities are locally driven within certain statutorily established requirements. The state currently provides \$2.3 million to localities in support of 49 Offices serving 53 localities. Offices on Youth are required to conduct local needs assessment, coordinate youth programs and promote delinquency prevention strategies. Changes in departmental policy have shifted Office on Youth activity away from planning and coordination to service delivery. There is tremendous variation in the experience, skill level and Office activity across the state. While the VJCCCA requires local planning and Offices on Youth are similarly required to conduct needs assessments, there is no formal linkage between the two Department of Juvenile Justice programs. Only ten Offices on Youth have any formal involvement in the VJCCCA at the local level. Although Office on Youth directors are desirous of an expanded role with the VJCCCA, these views are uniformly rejected by the current VJCCCA coordinators. However, the ambiguity of the role for Offices on Youth and lack of integration between the two programs present missed opportunities for improved efficiency and accountability at the state and local level.

**Findings**

*Offices on Youth vary tremendously in their scope of activities at the local level. While some Offices are responsible for the administration of the CSA, others primarily provide recreational programming. While required to conduct six-year plans and annual needs assessments, these activities are usually not integrated into the local VJCCCA planning effort. The Code provides limited guidance for required Office activities, focusing instead on broad goals for the Offices' Citizens Boards. VJCCCA Coordinators are usually tasked with a variety of administrative functions, leaving little time for data collection, analysis and evaluation of local programs.*

*Code revisions which clarify the Offices on Youth role and link them with the VJCCCA in the area of their required expertise would strengthen both programs, while maintaining local flexibility.*

Recommendation 1

**Amend the Code of Virginia to standardize Office on Youth activities with respect to:**

- a) assessment of their community's youth development and delinquency prevention needs and resources;**
- b) assisting in planning and modifying VJCCCA services;**
- c) collaborating in the development and dissemination of local service inventories, and**
- d) collaborating in identifying service gaps, as well as potential funding sources.**

Findings

*Over the past five years, the Department of Juvenile Justice (DJJ) has revised the administrative policies and standards governing the Offices on Youth. The net effect of these revisions has been to move Offices away from community planning and service coordination towards direct service delivery. By requiring Court Services Unit Directors' approval of Office on Youth workplans, the autonomy of Citizens Boards and lines of accountability are called into question. In some localities, Offices on Youth function as a service arm of the Court providing group programming to court-involved youth. The VJCCCA represents 11% of Offices on Youth's source of income. However, Offices on Youth function primarily as local programs, with localities providing the lion's share of funding (39%) and day-to-day direction. DJJ policies appear to be contradictory to the statutory role of the Offices on Youth. This contradiction has created ambiguity at the local level and confusion over accountability.*

Recommendation 2

**Request the Department of Juvenile Justice to revise Office on Youth policies and standards to reflect the statutory expectations of Offices on Youth**

Recommendation 3

**Remove administratively-imposed requirement that Court Service Unit Directors approve Office on Youth workplans.**

Recommendation 4

**Remove administratively-imposed requirement that the majority of Office on Youth activities address the needs of court-involved youth.**

Findings

*The regional meetings convened for the study were, in most cases, the first opportunity local Office on Youth Directors had had to meet with one another. Directors cited the absence of training and skill development opportunities offered by DJJ. The majority of their training is provided by other state agencies. Local VJCCCA Coordinators consistently rated the skill level of Offices on Youth as low.*

*While the majority of Directors have been in their positions for over five years, one-third of them have less than two years on the job. In order for the VJCCCA funds to be used most effectively and for the state to receive evaluation data, training opportunities should be expanded.*

#### Recommendation 5

**Request the Department of Juvenile Justice to provide on-going training activities to enhance the effectiveness of Offices on Youth. Specific training areas include data collection approaches, needs assessment strategies, and budget development.**

#### Findings

*There is wide disparity in the level of state support provided to Offices on Youth. The percent of state funds in local programs ranges from 8 to 75%. The range of state support for a single jurisdiction Office ranges from \$23,740 to \$76,000. Local levels of support also vary ranging from \$8,000 to \$261,000. Director salaries range from \$20,000 to \$70,000. As most Offices are one-to-two person operations, the range of Director salaries provides a good indication of the diversity of funding support. Current state allocation levels are not driven by any consistent indicators, but reflect the year in which Offices were created. The average state allocation for an Office on Youth is \$37,500, with 15 Offices receiving less than \$30 thousand in state funds. The base funding level for Offices has not been adjusted in five years.*

#### Recommendation 6

**The state should provide a base funding level for Offices on Youth based on the current average state allocation of \$37,500. (Total new funds needed annually \$175,638.)**

In FY 00, the VJCCCA provided \$29.5 million to localities across the Commonwealth. These funds support locally-designed community-based programs for court-involved youth. Local governments determine the administrative structure for the program. Services are developed based on an assessment of the needs of the target population. The VJCCCA has grown over 250% since its inception. In FY99 there were 3 million dollars appropriated under VJCCCA which were unspent by localities. Given the growth in the funding amounts in such a short period of time, it is possible that localities are not able to spend the total amounts provided by the formula. Concerns have also been raised regarding continued expansion of the program at a time when juvenile crime rates are decreasing. Lastly the absence of any evaluative data on the VJCCCA has created caution to further enlarge the program. Each of these three concerns, unspent funds, absence of evaluative information and decreasing juvenile crime rates were examined in the study.

The majority of the unspent funds are spread out among the participating jurisdiction. In the majority of cases, the 3 million dollars is comprised of localities that did not spend their total appropriations due to late starting dates of planned programs



or staff turnover. There are two localities which have decided not to participate in the VJCCCA because of the requirement that they provide the same amount of local funding that they allocated in FY95 for juvenile justices services. These two localities have determined that they would forgo receiving additional state aide rather than provide any local funding.

Suggestions have been made that unallocated balances be spent based on procedures developed by the Department of Juvenile Justice. These procedures may address localities' needs for equipment or other one-time expenditures, or be set aside to respond to salary requirements for staff who have reached the top of the pay scale, or be directed towards localities not receiving the total amounts they are entitled to under the first time offender component of the formula<sup>3</sup>. However, given the problems the DJJ has experienced in administering the program and encouraging localities to adopt certain practices with the funds, at this time granting the Department discretion over unspent balances is not recommended.

### Findings

*There continue to be unspent balances in VJCCCA allocations. There is no analysis of the reasons behind the unspent balances, and anecdotal evidence suggests the majority of the balances are due to late program start-up dates and staff turn-over. Some localities have expressed a need for additional funds to meet one-time expenses or personnel needs. A clean set of guidelines and procedures needs to be established for unspent funds.*

### Recommendation 7

**The Department of Juvenile Justice is requested to develop a procedure and guidelines for the use of unobligated funds for consideration by the 2001 General Assembly session. In developing procedures and guidelines the Department shall consult with a cross-section of VJCCCA coordinators and other local government representatives.**

The DJJ recalculated the formula based on data received from the field regarding placement ratios, average length of stay in programs and average program costs. The applied ratio of arrests to placements and percent of court intakes adjudicated for the first time remain unchanged. The changes from the original formula on DJJ's calculations for 2001 and 2002 are provided below in Table 7.

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<sup>3</sup> Due to finding constraints a funding ceiling was imposed on this component of the formula.

Table 7

Comparison of VJCCCA Formula Indices FY96 and FY01/02

Indices	Original Rate	Re-calculated Rate
<b>Pre-dispositional</b>		
• Non-residential average length of stay	41.98 Days	67.47 Days
• Non-residential average cost	\$22.97	\$22.59
• Percent in non-residential placements	49%	90.16%
• Residential average length of stay	22.05 Days	20.3 Days
• Residential average cost	\$105.88	\$133.30
<b>Post-dispositional</b>		
• Non-residential average length of stay	116.57 Days	92.33 Days
• Non-residential average cost	\$18.83	\$13.75
• Percent in non-residential placements	50%	50%
• Residential average length of stay	127.22 Days	116.21 Days
• Residential average cost	\$112.65	\$127.34
<b>Community Diversion</b>		
• Percent status offenders	46%	20.45%
• Average complaints per intake	1.208	1.044
• Average length of service	41.98 Days	67.47 Days
• Average Cost	\$22.97	\$22.59
<b>First Offender</b>		
• Average number complaints per intake	1.208	1.348
• Percent resolved at intake	37%	6.33%
• First offenders receiving supervision	44%	44%
• Average length of stay	116.57 Days	92.33 Days
• Average costs	\$18.83	\$13.75

Source: Commission on Youth Analysis of HB30 and DJJ data, Fall 1999

In reviewing the changes in the indices a number of issues are raised. In the pre-dispositional component, the percentage of juveniles served non-residentially have almost doubled, and the length of services have increased 62% from approximately 42 to 67 days. While the length of stay has increased, the costs of these services have decreased. The percentage of juveniles served non-residentially is very high when viewed in light of skyrocketing detention rates for non-violent crimes. It is unclear if these placement rates reflect a net widening effect of the program or manipulation of the

data by the Department to keep costs down. Given the decrease in length of stay in the residential component of pre-dispositional funding, the changed indices may only partially be based in actual service trends. Current funding amount for this part of the formula totals \$10,929,134. In FY01/02 it is projected at \$10,802,875.

In the post dispositional part of the formula, the length of stay residentially and non-residentially have decreased. Unit cost for services non-residentially have gone down dramatically at 27% of original cost. No changes were made in the placement ratios. If actual placement data were used for re-calculation of costs, it is assumed the funding required would have doubled. As re-calculated, funding for post-dispositional services for FY01/02 totals \$941,457 over the current year.

The community diversion component shows a decrease in the number of status offenders diverted from 46% to 20.45%. The changes in the law which took effect in July 1996 limiting the numbers of diversion may account for this change. The length of service however increases 160% from 42 days to 67 days. The driving factor in this part of the formula is clearly the drop in diversion rates. Current funding for community diversion is \$2,001,394, for FY 2001 \$1,823,738 was requested.

The last component, first offender, shows a decline in the number of complaints per intake and the percent of delinquent complaints resolved at intake. The Department calculated that only 6.33% were resolved. This percentage coupled with the law diversion rates cited above, indicates that few cases are diverted from the system. It is unclear, without juvenile-specific data, if one could conclude based on these intakes that the Act has created the unintended consequence of net widening rather than appropriate expansion of needed services. Comparisons of current and projected funding levels are provided in Table 8.

*Table 8*

**Comparison of Funding for Formula Components**

	<b>FY00 Funding</b>	<b>2001 Funding</b>
Pre-dispositional	\$10,929,134	\$10,802,875
Post-dispositional	\$9,266,548	\$10,208,005
Community Diversion	\$2,001,394	\$1,823,738
First Time Offenders	\$5,909,771	\$6,263,463

Source: Commission on Youth Analysis of HB30 and DJJ Formula Projections, Fall 1999

Clearly given the lack of standardization in updating the formula indices, there were policy decisions made by DJJ in their re-calculations. The problem with the current re-calculation rests with the data upon which it is based. Localities differ in their quantification of services (i.e., counting days versus halves versus a "session"). In addition some communities have chosen to provide services to groups of juveniles who,

without additional financial support from the state would not have been provided program interventions. This service expansion is not negative per se, but in the absence of outcome data on what type of juvenile was served, it is hard to know if the funds are meeting their intended goal. Coupled with the decrease in crime, other factors must be used in future years to determine if and how allocations should grow.

It is suggested that future calculations for any future growth in funding be based on indices, which are not as susceptible to misinterpretation by the field or reflect unintended consequences of the Act (such as net-widening).

Virginia, like the rest of the nation is experiencing a decrease in juvenile crime. From 1996 to 1998 statewide juvenile arrests have decreased 5.4%. The bulk of this decrease is found in Part II arrests which have declined 3.13% during this period. The majority of offenses driving the formula are Part II offenses. Given the decrease in juvenile crime it is hard to justify financial expansion of the VJCCCA. There has always been concern by a segment of the juvenile justice field that, by basing funding on juvenile crime rates, localities would be penalized by losing funding in the event their crime rate drops. It is unwise to penalize localities which, through the receipt of funds, have been able to establish an effective continuum of services.

#### Findings

*Re-calculations of the formula have been hampered by the absence of reliable data and sufficient technical assistance in program design. The rapid expansion of the VJCCCA argues against continued growth in funding levels at this time. However, localities should not be penalized by decreasing juvenile crime rates. Future growth should be based on indices which reflect local need yet do not evidence large variations in local rates.*

#### Recommendation 8

**FY01 and 02 levels should remain at FY2000 levels. A hold-harmless provision to base all future funding at 2000 levels should be enacted. Future increases should be based on U.S. Census Bureau data on estimated changes in each locality's juvenile (ages 10-17) population over the biennium.**

The remaining issue has to do with evaluative efforts of the VJCCCA. After four years of implementation it is still difficult to get a handle on what the VJCCCA is actually funding, and, more importantly if the funds are making any difference. The DJJ has made improvements in the provision of training to localities but they are still unable to readily provide aggregate information on the program. Commission staff summarized a matrix chart of all the localities receiving VJCCCA funding and the types of programs funded into broad categories. This secondary analysis is provided below.

**Chart 7**  
**Summary of VJCCCA Programs**

<b>FY 2000 VJCCCA</b>	<b>Program Type</b>	<b>No. Localities With Program</b>
<b>Supervision/Monitoring</b>	Electronic Monitoring	100
	Probation	76
<b>Counseling/Mental Health</b>	Individual, Group, Family Counseling	88
	In-Home Counseling	76
	Substance Abuse Treatment	48
	Mental Health Assessments	70
	Sex Offender Treatment	39
<b>Restoration/Community Service</b>		64
<b>Post-dispositional Placement</b>	Group Homes	69
	FOG Homes	20
<b>Pre-dispositional Placement</b>	Shelter Care	50
	Less Secure Detention	4
<b>Educational/Enrichment</b>	Mentoring	67
	Employment/Vocational	28
	Parenting Skills	24
	Life Skills	24
	Anger Management	22
	After School/Extended Day	19
	Law-Related Education	16
	Truancy	15
	Academic Improvement	14
	Shoplifting Intervention	13
	Recreation and Wilderness	12
<b>Purchase of Services</b>		56

Source: Office on Youth Analysis of DJJ Service Matrix, Fall 1999

However the type of analysis which examines funding with an eye towards potential duplication of effort or inadvertent net-widening has not occurred. As a review of the funding indices indicate, there are still definitional issues, which impede data collection efforts. Of greater importance, the indices indicate that service practice has changed dramatically with respect to placement types and length of services. In the absence of juvenile specific data with the capacity to track outcomes it is difficult to know the impact of these service changes.

Findings from a Commission on Youth study undertaken this year on secure detention suggest that localities may be serving juveniles in programs which were to provide alternatives to confinement who would not meet a confinement criteria. Two alternatives, electronic monitoring and community restitution were identified as

alternatives to pre-dispositional detention. Analysis was conducted in which VJCCCA funded programs by committing localities of the 21 detention facilities were compared with their use of detention. The results are provided in Table 9 below.

*Table 9*

**Use of Selected VJCCCA Funded Program Alternatives to Detention**

<b>Detention Facility</b>	<b>PD Sentence</b>	<b>VJCCCA Funded Alternative</b>	<b>Jurisdictions Funding Alternative</b>	<b>Jurisdictions Not Funding Alternative</b>
<b>Bristol</b>	1-10	Electronic Monitoring	Bristol, Washington, Smyth, Wise, Dickenson, Russell, Buchanan, Tazewell	Norton, Lee, Scott,
		Restoration/Community Service	None	Bristol, Washington, Smyth, Wise, Dickenson, Russell, Buchanan, Tazewell, Norton, Lee, Scott
	1-30	Group Homes	Lee, Scott, Wise, Dickenson, Russell, Buchanan, Tazewell	Bristol, Washington, Smyth, Norton
<b>Chesterfield</b>	1-10	Electronic Monitoring	Chesterfield	Colonial Heights
		Restoration/Community Service	Colonial Heights	Chesterfield
	1-30	Group Homes	Chesterfield	Colonial Heights
<b>Crater</b>	1-10	Electronic Monitoring	Hopewell, Petersburg, Dinwiddie, Prince George, Surry, Sussex, Brunswick	None
		Restoration/Community Service	Hopewell, Petersburg, Dinwiddie	Prince George, Surry, Sussex, Brunswick
<b>Fairfax</b>	1-10	Electronic Monitoring	Fairfax Co., Fairfax	None
		Restoration/Community Service	Fairfax Co., Fairfax	None
<b>Henrico</b>	1-5	Electronic Monitoring	Henrico	None
		Restoration/Community Service	Henrico	None
<b>Loudon</b>	6-7	Electronic Monitoring	Fauquier, Rappahannock,	Loudon, Page, Shenandoah
		Restoration/Community Service	Loudon,	Fauquier, Rappahannock, Page, Shenandoah
<b>Lynchburg</b>	1-10	Electronic Monitoring	Lynchburg, Amherst, Appomattox, Bedford County, Campbell, Charlotte Nelson	None
		Restoration/Community Service	Lynchburg	Amherst, Appomattox, Bedford County, Campbell, Charlotte, Nelson

**Table 9 (Cont'd)**

<b>FACILITY</b>	<b>PD Sentence</b>	<b>VJCCCA Funded Alternative</b>	<b>Jurisdictions Funding Alternative</b>	<b>Jurisdictions Not Funding Alternative</b>
<b>Merrimac</b>	1-30	Group Homes	Poquoson, Williamsburg, Charles City, Essex, Gloucester, James City, King and Queen, King William, Lancaster, Mathews, Middlesex, New Kent, Northumberland, Richmond Co., Westmoreland, York	Caroline, Hanover, King George
<b>New River</b>	1-3, 5-10	Electronic Monitoring	Giles, Montgomery, Pulaski, Galax, Wythe, Carroll, Grayson, Tazewell, Buchanan, Russell, Dickenson	Radford, Floyd, Bland
		Restoration/Community Service	Radford, Montgomery, Pulaski, Galax, Wythe, Carroll, Floyd, Grayson	Giles, Bland, Tazewell, Buchanan, Russell, Dickenson
<b>Newport News</b>	1-10	Electronic Monitoring	Newport News, Hampton	None
		Restoration/Community Service	Newport News, Hampton	None
<b>Norfolk</b>	1-5	Electronic Monitoring	Norfolk, Accomack, Northampton	None
		Restoration/Community Service	Norfolk, Northampton	Accomack
<b>Northern Virginia</b>	2	Electronic Monitoring	Arlington, Falls Church, Alexandria	None
		Restoration/Community Service	Arlington	Falls Church, Alexandria
	1-30	Group Homes	Falls Church	Arlington, Alexandria
<b>Prince William</b>	10	Electronic Monitoring	Prince William, Manassas, Manassas Park	None
		Restoration/Community Service	None	Prince William, Manassas, Manassas Park
<b>Rappahannock</b>	1-2, 5-10	Electronic Monitoring	Madison	Spottsylvania, Stafford, Fredericksburg, Orange, Greene, Louisa
		Restoration/Community Service	Spottsylvania, Stafford, Orange, Greene	Madison, Fredericksburg, Louisa
<b>Richmond</b>	1-3	Electronic Monitoring	Richmond	None
		Restoration/Community Service	Richmond	None
<b>Roanoke</b>	1-10	Electronic Monitoring	Roanoke, Roanoke Co., Salem, Franklin Co.	Botetourt
		Restoration/Community Service	Roanoke, Roanoke Co., Botetourt, Franklin Co.	Salem

Table 9 (Cont'd)

FACILITY	PD Sentence	VJCCCA Funded Alternative	Jurisdictions Funding Alternative	Jurisdictions Not Funding Alternative
Shenandoah	1-10	Electronic Monitoring	Staunton, Lexington, Charlottesville, Waynesboro, Augusta, Albemarle, Buena Vista, Rockbridge, Highland	Harrisonburg, Rockingham, Covington, Clifton Forge, Alleghany, Bath, Craig
		Restoration/Community Service	Staunton, Charlottesville, Waynesboro, Augusta, Albemarle, Covington, Clifton Forge, Alleghany, Bath, Craig	Harrisonburg, Lexington, Rockingham, Buena Vista, Rockbridge, Highland
Tidewater	5-10	Electronic Monitoring	Chesapeake, Virginia Beach, Franklin, Suffolk, Isle of Wight, Southampton, Portsmouth	None
		Restoration/Community Service	Suffolk, Isle of Wight, Southampton, Portsmouth	Chesapeake, Virginia Beach, Franklin
Winchester	2-3	Electronic Monitoring	None	Winchester, Frederick, Clarke
		Restoration/Community Service	None	Winchester, Frederick, Clarke
WW Moore	1-10	Electronic Monitoring	Danville, Martinsville, Pittsylvania, Patrick, Henry, Mecklenburg	None
		Restoration/Community Service	Danville, Martinsville, Pittsylvania, Patrick, Henry	Mecklenburg

This Table indicates that the programs offered might be serving a juvenile population other than what was originally intended.

Findings

*The absence of outcome data impairs the ability to judge the effectiveness of the VJCCCA. Definitional issues regarding quantifying service units has made statewide analysis difficult. Given the local nature of the program the state has a careful balancing act between respecting local autonomy and promoting standardize services. Initial data suggests that a net-widening effect may be occurring with VJCCCA funds. Evaluative data on VJCCCA is needed to help the Commonwealth make sound financial decisions.*

Recommendation 9

**DJJ should redouble their efforts to produce outcome specific data on VJCCCA funded programs. The money committees of the General Assembly should specify to the Department the specific data they would need to help make future funding decisions.**



## VII. Acknowledgments

The Commission on Youth would like to express its appreciation to the following individuals and organizations who assisted in the study.

*Department of Juvenile Justice*

Tim Howard, Deputy Director of Community Programs  
Susan Gholston, VJCCCA Coordinator

*Virginia Community Residential Care Association*

Debbie Duggan

*Anchor Group Home System*

Curtis Nolan, Program Director

*Quantum Resources*

Jennifer Metze

*Virginia Association of Youth Development and Delinquency Prevention*

Dolores Daulton  
William Smith

**HB 1450 - 1999 Budget, Chapter 935**

**Virginia Commission on Youth (839)**

Authority: Title 9, Chapter 33, *Code of Virginia*

Evaluation of VJCCCA

The Commission on Youth, with assistance from the Departments of Planning and Budget and Juvenile Justice, shall evaluate the adequacy of the funding formula for the Virginia Juvenile Community Crime Control Act. In examining the funding formula, the Commission shall also assess the potential role of local or regional Offices on Youth in the coordination, local oversight, and administration of programs funded through the Virginia Juvenile Community Crime Control Act.



# VIRGINIA COMMISSION ON YOUTH

## OFFICES ON YOUTH DIRECTORS' SURVEY

The 1999 Appropriations Act directs the Virginia Commission on Youth to continue its evaluation of the Virginia Juvenile Community Crime Control Act (VJCCCA) and to "assess the potential role of the local and regional Offices on Youth in the coordination, local oversight and administration of programs funded under the Act." As part of this study, the Commission is surveying both Office on Youth directors and local coordinators of the VJCCCA to collect opinions and information related to the evaluation mandate.

In addition to meeting with the directors of the Offices on Youth, the Commission has designed a brief survey to insure uniformity in their data collection efforts. As a part of each regional meeting, 15 minutes will be set aside to allow for the completion of this survey form. If you have any questions, please discuss them with the Commission staff. The General Assembly of Virginia and the Virginia Commission on Youth thank you for your assistance in this important study effort.

**NOTE: Acknowledging that there are both multi-jurisdictional VJCCCA plans and multi-jurisdictional Offices on Youth, the term "locality" in its singular form is used throughout for simplicity.**

### SECTION I: VJCCCA Current Administration

(Please Print.)

Office on Youth Locality (ies) served \_\_\_\_\_

Person Completing Survey \_\_\_\_\_ Job Title \_\_\_\_\_

1. Are you the primary contact for your locality's VJCCCA program?  
 Yes  No
  
2. Is the plan multi-jurisdictional?  
 Yes (If YES, please list localities.)  No  Don't Know

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3. Does your locality have a designated full- or part-time coordinator of the VJCCCA ?  
 Yes (If YES, proceed to question 5.)  No  Don't Know  
      \_\_\_ Full Time    \_\_\_ Part Time
  
4. Do you feel your locality needs a designated full- or part-time coordinator of the VJCCCA?  
 Yes  No  Don't Know  
      \_\_\_ Full Time    \_\_\_ Part Time
  
5. Did your Office on Youth participate in the initial development of your local VJCCCA plan?  
 Yes (If YES, proceed to question 5a.)  No (If NO, proceed to question 6.)

5a. What activities were you involved in for the development of the plan? (Check all that apply.)

- |  |   |
|--|---|
| <input type="checkbox"/> Conducted needs assessments                 | <input type="checkbox"/> Reviewed court-related data              |
| <input type="checkbox"/> Facilitated meetings with service providers | <input type="checkbox"/> Met with local Judges                    |
| <input type="checkbox"/> Met with local government officials         | <input type="checkbox"/> Worked with DJJ Regional Office          |
| <input type="checkbox"/> Developed budgets                           | <input type="checkbox"/> Organized and produced final VJCCCA plan |
| <input type="checkbox"/> Other (Please explain.)                     |   |

6. Is your Office responsible for the **administration** of your VJCCCA plan?

- Yes (If YES, proceed to question 6a.)  No (If NO, proceed to question 7.)

6a. What activities are you involved in the administration of the plan? (Check all that apply.)

- |  |  |  |
|--|--|--|
| <input type="checkbox"/> Report Writing              | <input type="checkbox"/> Negotiating Budgets | <input type="checkbox"/> Program Development         |
| <input type="checkbox"/> Program Modification        | <input type="checkbox"/> Data Collection     | <input type="checkbox"/> Program Evaluation          |
| <input type="checkbox"/> Direct Services Supervision | <input type="checkbox"/> Staff Training      | <input type="checkbox"/> Monitoring Plan Development |
| <input type="checkbox"/> Other (Please explain.)     |  |  |

7. Were you satisfied with the role of the Office on Youth in the initial **development** of your locality's VJCCCA plan?

- Yes  No  Don't Know

8. Would you like the role of the Offices on Youth in developing the VJCCCA plan to be changed?

- Yes (If YES, proceed to question 9.)  No (If NO, proceed to question 10.)

9. In what way would you like the role of the Offices to change?

- Expanded role (Please proceed to question 9a & b.)  Reduced role (Please proceed to question 9c & d.)

9a. Why would you like to see the role expanded?

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9b. In what areas would you like to see involvement expanded? (Check all that apply.)

- |   |   |
|---|---|
| <input type="checkbox"/> Conducting needs assessments                 | <input type="checkbox"/> Reviewing court-related data             |
| <input type="checkbox"/> Facilitating meetings with service providers | <input type="checkbox"/> Meeting with local Judges                |
| <input type="checkbox"/> Meeting with local government officials      | <input type="checkbox"/> Working with DJJ Regional Offices        |
| <input type="checkbox"/> Developing budgets                           | <input type="checkbox"/> Organized and produced final VJCCCA plan |
| <input type="checkbox"/> Other (Please explain.)                      |   |

9c. Why would you like to see the role reduced?

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9d. In what areas would you like to see involvement reduced? (Check all that apply.)

- |   |   |
|---|---|
| <input type="checkbox"/> Conducting needs assessments                 | <input type="checkbox"/> Reviewing court-related data             |
| <input type="checkbox"/> Facilitating meetings with service providers | <input type="checkbox"/> Meeting with local Judges                |
| <input type="checkbox"/> Meeting with local government officials      | <input type="checkbox"/> Working with DJJ Regional Offices        |
| <input type="checkbox"/> Developing budgets                           | <input type="checkbox"/> Organized and produced final VJCCCA plan |
| <input type="checkbox"/> Other (Please explain.)                      |   |

10. Are you satisfied with the role of the Office on Youth in the **administration** of your locality's VJCCCA plan?

Yes

No

11. Would you like the role of the Offices on Youth in the administration of the VJCCCA plan to be changed?

Yes (If YES, proceed to question 12a.)

No (If NO, proceed to question 13.)

12. In what way would you like the role of the Offices to change?

Expanded role (Proceed to questions 12a & b.)

Reduced role (Proceed to questions 12c & d.)

12a. Why would you like to see the role expanded?

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12b. In what areas would you like to see your involvement expanded? (Check all that apply.)

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Report writing       | <input type="checkbox"/> Negotiating budgets | <input type="checkbox"/> Program development         |
| <input type="checkbox"/> Program modification | <input type="checkbox"/> Data collection     | <input type="checkbox"/> Direct services supervision |
| <input type="checkbox"/> Program evaluation   | <input type="checkbox"/> Staff training      | <input type="checkbox"/> Other (Please explain.)     |

12c. Why would you like to see the role reduced?

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12d. In what areas would you like to see your involvement reduced? (Check all that apply.)

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Report writing       | <input type="checkbox"/> Negotiating budgets | <input type="checkbox"/> Program development         |
| <input type="checkbox"/> Program modification | <input type="checkbox"/> Data collection     | <input type="checkbox"/> Direct services supervision |
| <input type="checkbox"/> Program evaluation   | <input type="checkbox"/> Staff training      | <input type="checkbox"/> Other (Please explain.)     |

13. In localities with Offices on Youth, do you believe those Offices' activities should be more close tied to the VJCCCA ?

Yes

No (If NO, proceed to question 15.)

14. In what areas do you believe the Offices on Youth could be more closely tied with the VJCCCA?  
(Check all that apply.)

Needs assessment

Service development

Direct service supervision

Budget development

Program evaluation

Service Coordination

Plan development

Reporting to DJJ

Other (Please explain.)

15. Should these activities by the Offices on Youth in support of the VJCCCA be mandated by Code?

Yes

No

Don't Know

16. Should these activities by the Offices on Youth in support of the VJCCCA be mandated by agency policy?

Yes

No

Don't Know

17. Do you believe your Office on Youth could provide administration of the VJCCCA?

Yes, we could start today. (Proceed to question 19.)  Yes, with additional support.  No

18. If required, what additional support do Offices on Youth need to provide local administration of the VJCCCA?

Additional staff

Higher salaries

Improved contact with DJJ Regional Offices

Training on needs assessments

Training on data analysis

Training on budgeting

Facilitation of local relationships

Better informed local board

Other (Please explain.)

19. Do you see obstacles to altering the role of the Offices on Youth with respect to the VJCCCA?

Yes

No

20. What obstacles can you identify to altering your role in the community? (Check all that apply.)

Inadequate staffing

Inadequate budget skills

Unfamiliar with services and programs

Inadequate technical evaluation skills

Insufficient knowledge of community dynamic

Absence of community respect

Disconnected from justice community

Inadequate coordination skills

Inadequate relationship with local officials

Other (Please explain.)

21. Do you have other concerns you would like to share? (Please attach additional pages as needed.)



# VIRGINIA COMMISSION ON YOUTH

VJCCCA  
COORDINATOR  
SURVEY

The 1999 Appropriations Act requests the Virginia Commission on Youth to continue its evaluation of the Virginia Juvenile Community Crime Control Act (VJCCCA) and to "assess the potential role of the local and regional Offices on Youth in the coordination, local oversight and administration of programs funded under the Act." As part of this study, the Commission is surveying both Offices on Youth directors and local coordinators of the VJCCCA to collect opinions and information related to the evaluation mandate.

Please return the survey by June 22, 1999. If you have questions, please feel free to call Judith Cash or Nancy Ross at (804) 371-2481.

**NOTE:** Acknowledging that there are both multijurisdictional VJCCCA plans and multijurisdictional Offices on Youth, we have used the term "locality" in its singular form throughout for its simplicity.

## SECTION 1 VJCCCA OFFICE ADMINISTRATION

(Please Print)

Person Filing Out Survey \_\_\_\_\_

Job Title \_\_\_\_\_

1. Are you the primary contact for your locality(s) VJCCCA program?

Yes  No

Locality \_\_\_\_\_

2. Is the plan multijurisdictional?

Yes (If Yes, please list localities)  No

3. Does your locality have a designated full- or part-time coordinator of the VJCCCA ?

Yes (If YES, proceed to question 5)  No  
\_\_\_ Full Time \_\_\_ Part Time

4. Do you feel your locality needs a designated full- or part-time coordinator of the VJCCCA?

Yes  No  
\_\_\_ Full Time \_\_\_ Part Time

5. Did you participate in the **development** of your local VJCCCA plan?

- Yes (If YES, proceed to question 5a.)       No (If No, proceed to question 6)

5a. What activities were you involved in for development of the plan? (Check all that apply)

- |  |  |
|--|--|
| <input type="checkbox"/> Conducted needs assessments                 | <input type="checkbox"/> Reviewed court related data     |
| <input type="checkbox"/> Facilitated meetings with service providers | <input type="checkbox"/> Met with local Judges           |
| <input type="checkbox"/> Met with local government officials         | <input type="checkbox"/> Worked with DJJ Regional Office |
| <input type="checkbox"/> Developed budgets                           | <input type="checkbox"/> Developed plan                  |
| <input type="checkbox"/> Other(Please explain.) _____                |  |

6. Are you responsible for the **administration** of your VJCCCA plan?

- Yes (If YES, proceed to question 6a)       No (If NO, proceed to question 7.)

6a. What activities are you involved in for the administration of the plan?(Check all that apply)

- |  |  |  |
|--|--|--|
| <input type="checkbox"/> Report Writing              | <input type="checkbox"/> Negotiating Budgets | <input type="checkbox"/> Program Development         |
| <input type="checkbox"/> Program Modification        | <input type="checkbox"/> Data Collection     | <input type="checkbox"/> Program Evaluation          |
| <input type="checkbox"/> Direct Services Supervision | <input type="checkbox"/> Staff Training      | <input type="checkbox"/> Other(Please explain) _____ |

7. Does the locality covered in your plan have an Office on Youth?

- Yes       No (Proceed to question 14.)

7a. Name of Office on Youth \_\_\_\_\_

7b. If your plan is multi-jurisdictional, please list the localities with an Office on Youth)

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(If you have more than one Office on Youth serving your area, extra copies of questions #7 - 13 have been provided. Please provide a response for each Office)

8. Was the Office on Youth involved in the **development** of the VJCCCA plan?

- Yes (If YES, proceed to question 8a)       No (If No, proceed to question 9.)

8a. In what activities was the Office on Youth involved for the development of the plan? (Check all that apply)

- |  |   |
|--|---|
| <input type="checkbox"/> Conducted needs assessments                 | <input type="checkbox"/> Reviewed court related data      |
| <input type="checkbox"/> Facilitated meetings with service providers | <input type="checkbox"/> Met with local Judges            |
| <input type="checkbox"/> Met with local government officials         | <input type="checkbox"/> Worked with DJJ Regional Offices |
| <input type="checkbox"/> Developed budgets                           | <input type="checkbox"/> Developed plan                   |
| <input type="checkbox"/> Other (Please explain) _____                |   |



9. Were you satisfied with the role of the Office on Youth in the **development** of your locality(s) VJCCCA plan?

- Yes  No

10. Would you like the role of the Offices on Youth in developing the VJCCCA plan to be changed?

- Yes (If Yes, proceed to question 10a)  No (If No, proceed to question 11)

10a. In what way would you like the role of the Offices to change?

- Expanded role (Please proceed to question 10b)  
 Reduced role (Please proceed to question 10c)

10b. In what areas would you like to see involvement expanded? (Check all that apply.)

- |   |  |
|---|--|
| <input type="checkbox"/> Conducting needs assessments                 | <input type="checkbox"/> Reviewing court related data      |
| <input type="checkbox"/> Facilitating meetings with service providers | <input type="checkbox"/> Meeting with local Judges         |
| <input type="checkbox"/> Meeting with local government officials      | <input type="checkbox"/> Working with DJJ Regional Offices |
| <input type="checkbox"/> Developing budgets                           | <input type="checkbox"/> Developing plan                   |
| <input type="checkbox"/> Other (Please explain) _____                 |  |

10c. In what ways would you like to see involvement reduced ? (Check all that apply)

- |   |  |
|---|--|
| <input type="checkbox"/> Conducting needs assessments                 | <input type="checkbox"/> Reviewing court related data      |
| <input type="checkbox"/> Facilitating meetings with service providers | <input type="checkbox"/> Meeting with local Judges         |
| <input type="checkbox"/> Meeting with local government officials      | <input type="checkbox"/> Working with DJJ Regional Offices |
| <input type="checkbox"/> Developing budgets                           | <input type="checkbox"/> Developing plan                   |
| <input type="checkbox"/> Other (Please explain) _____                 |  |

11. Is the Office on youth involved in the **administration** of the VJCCCA plan?

- Yes (Please proceed to question 11a)  No (Please proceed to question 12)

11a. In what activities is the Office on Youth involved for administration of the plan?

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Report writing       | <input type="checkbox"/> Negotiating budgets | <input type="checkbox"/> Program development           |
| <input type="checkbox"/> Program modification | <input type="checkbox"/> Data collection     | <input type="checkbox"/> Direct services supervision   |
| <input type="checkbox"/> Program evaluation   | <input type="checkbox"/> Staff training      | <input type="checkbox"/> Other (Please explain.) _____ |

12. Are you satisfied with the work of the Office on Youth in the **administration** of your locality's VJCCCA plan?

- Yes  No  N/A

13. Would you like the role of the Offices on Youth in the administration of the VJCCCA plan to be changed

- Yes (If YES, proceed to question 13a)  No (If NO, proceed to question 14)

13a. In what way would you like the role of the Office on Youth to change?

Expanded role (Please proceed to question 12b)

Reduced role (Please proceed to question 12c)

13b. In what areas would you like to see your involvement expanded? (Check all that apply)

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Report writing       | <input type="checkbox"/> Negotiating budgets | <input type="checkbox"/> Program development           |
| <input type="checkbox"/> Program modification | <input type="checkbox"/> Data collection     | <input type="checkbox"/> Direct services supervision   |
| <input type="checkbox"/> Program evaluation   | <input type="checkbox"/> Staff training      | <input type="checkbox"/> Other (Please explain.) _____ |

13c. In what ways would you like to see your involvement reduced? (Check all that apply)

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Report writing       | <input type="checkbox"/> Negotiating budgets | <input type="checkbox"/> Program development           |
| <input type="checkbox"/> Program modification | <input type="checkbox"/> Data collection     | <input type="checkbox"/> Direct services supervision   |
| <input type="checkbox"/> Program evaluation   | <input type="checkbox"/> Staff training      | <input type="checkbox"/> Other (Please explain.) _____ |

**SECTION 2: Support for the Office on Youth in the VJCCCA**

14. In localities with Offices on Youth, do you believe those Offices' activities should be more closely tied to the VJCCCA?

- Yes  No (If No, proceed to question 18.)  Don't know

15. In what areas do you believe the Offices on Youth could be more closely tied with the VJCCCA? (Check all that apply)

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Needs assessment   | <input type="checkbox"/> Program development | <input type="checkbox"/> Direct service supervision    |
| <input type="checkbox"/> Budget development | <input type="checkbox"/> Program evaluation  | <input type="checkbox"/> Other (Please explain.) _____ |

16. Should these activities by the Offices on Youth in support of the VJCCCA be mandated by Code?

- Yes  No

17. Should these activities by the Offices on Youth in support of the VJCCCA be mandated by agency policy?

- Yes  No

18. Do you believe your Office on Youth could provide administration of the VJCCCA?

- Yes, they could start today (Proceed to question 19.)  Yes, with additional support  
 No  N/A

19. What additional supports do Offices on Youth need to provide administration of the VJCCCA?

- |  |  |   |
|--|--|---|
| <input type="checkbox"/> Additional staff                    | <input type="checkbox"/> Higher salaries             | <input type="checkbox"/> Improved contact with Regional Offices |
| <input type="checkbox"/> Training on needs assessments       | <input type="checkbox"/> Training on data analysis   | <input type="checkbox"/> Training on Budgeting                  |
| <input type="checkbox"/> Facilitation of local relationships | <input type="checkbox"/> Better informed local board | <input type="checkbox"/> Other _____                            |

20. What obstacles can you identify to altering your role in the community?

- |   |   |
|---|---|
| <input type="checkbox"/> Inadequate staffing                          | <input type="checkbox"/> Inadequate budget skills               |
| <input type="checkbox"/> Unfamiliar with services and programs        | <input type="checkbox"/> Inadequate technical evaluation skills |
| <input type="checkbox"/> Insufficient knowledge of community dynamic  | <input type="checkbox"/> Absence of community respect           |
| <input type="checkbox"/> Disconnected from justice community          | <input type="checkbox"/> Inadequate coordination skills         |
| <input type="checkbox"/> Inadequate relationship with local officials | <input type="checkbox"/> Other ( <i>Please explain</i> ) _____  |

21. Do you have other concerns you would like to share?

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## VJCCCA Funding Formula

### ◆ Pre-Dispositional Alternatives

#### 1. Total Number of Pre-Dispositional Alternative Arrests:

*Step 1:* 33% Part I Property Arrests + 33% Drug Arrests + 100% of Remaining Part II Arrests = Eligible Local Arrests

*Step 2:* Total Eligible Arrests for Top 10 Localities for Pre-Dispositional Placement / Total Number of Pre-Dispositional Alternative Placements for FY 1993 = Applied Ratio of Arrests to Placements

*Step 3:* Applied Ratio of Arrests to Placements x Eligible Local Arrests = Eligible Arrests for Pre-Dispositional Alternatives

#### 2. Days Needed for Residential vs. Non-Residential Placements:

*Step 1:* Eligible Arrests for Pre-Dispositional Alternatives x Statewide Percentage of Residential Pre-Dispositional Placements = Arrests for Residential Placement

*Step 2:* Eligible Arrests for Pre-Dispositional Alternatives x Statewide percentage of Non-Residential Pre-Dispositional Placements = Arrests for Non-Residential Placement

*Step 3:* Arrests for Residential Placement x Average Statewide Length of Stay for Pre-Dispositional Residential Placement = Pre-Dispositional Residential Days

*Step 4:* Arrests for Non-Residential Placement x Average Statewide Length of Stay for Pre-Dispositional Non-Residential Placement = Pre-Dispositional Non-Residential Days

#### 3. Total Cost for Pre-Dispositional Alternative:

*Step 1:* Pre-Dispositional Residential Days x Average Statewide Cost per Residential Day = Total Residential Cost

*Step 2:* Pre-Dispositional Non-Residential Days x Average Statewide Cost Per Non-Residential Day = Total non-Residential Cost

*Step 3:* Total Residential Cost + Total Non-Residential Cost = Total Cost

#### 4. State Share of Pre-Dispositional Cost:

Total Cost x 75% = State Cost

#### 5. Hold Harmless Provision:

*Step 1:* (Number of Days in Each Program by Each Locality x Average Cost per Day for Each Program) x Average State Share of Daily Costs for Each Program = State Funds Expended on Behalf of Locality for FY 1993 Pre-Dispositional Alternatives

*Step 2:* State Share on Proposed Pre-Dispositional Cost - State Funds Expended on Behalf of Locality for FY 1993 Pre-Dispositional Placements = Hold Harmless Amount

## ◆ Post-Dispositional Alternatives

### 1. **Total Number of Post-Dispositional Alternative Arrests:**

*Step 1:* Total Eligible Arrests for Top 10 Localities for Post-Dispositional Placements /  
Total Number of Post-Dispositional Alternative Placements for FY 1993 =  
Applied Ratio of Arrests to Placements

*Step 2:* Applied Ratio of Arrests to Placements x Total Local Arrests = Eligible Arrests for  
Post-Dispositional Alternatives

### 2. **Days Needed for Residential vs. Non-Residential Placements:**

*Step 1:* Eligible Arrests for Post-Dispositional Alternatives x 50% = Arrests for  
Residential Placement

*Step 2:* Eligible Arrests for Post-Dispositional Alternatives x 50% = Arrests for Non-  
Residential Placement

*Step 3:* Arrests for Residential Placement x Average Statewide Length of Stay for Post-  
Dispositional Residential Placement = Post-Dispositional Residential Days

*Step 4:* Arrests for Non-Residential Placement x Average Statewide Length of Stay for  
Post-dispositional Non-Residential Placement = Post-Dispositional Non-  
Residential Days

### 3. **Total Cost for Post-Dispositional Alternatives:**

*Step 1:* Post-Dispositional Residential Days x Average Statewide Cost per Post-  
Dispositional Residential Day = Total Residential Cost

*Step 2:* Post-Dispositional Non-Residential Days x Average Statewide Cost Per Post-  
Dispositional Non-Residential Day = Total Non-Residential Cost

*Step 3:* Total Residential Cost + Total Non-Residential Cost = Total Cost

### 4. **State Share of Post-Dispositional Cost:**

Total Cost x 50% = State Cost

### 5. **Hold Harmless Provision:**

*Step 1:* (Number of Days in Each Program by Each Locality x Average Cost per Day for  
Each Program) x Average State Share of Daily Costs for Each Program = State  
Funds Expended on Behalf of Locality for FY 1993 Post-Dispositional  
Alternatives

*Step 2:* State Share on Proposed Post-Dispositional Cost - State Funds Expended on  
Behalf of Locality for FY 1993 Post-Dispositional Placements = Hold Harmless  
Amount

◆ **Community Diversion**

**1. Eligible Intakes for Community Diversion Services:**

*Step 1:* Total Fiscal Year Juvenile Court Status Offense Complaints x the Statewide Percent of Status Offenders Diverted at Intake (46%) = Eligible Status Complaints

*Step 2:* Eligible Status Complaints / Statewide Average Number of Complaints Per Intake (1.208) = Eligible Intakes for Community Diversion Services

**2. Community Diversion Services Placement Days:**

Eligible Intakes for Community Diversion Services x Average Statewide Length of Stay for Pre-Dispositional Non-Residential Placements = Community Diversion Services Placement Days

**3. Total Cost for Community Diversion Services Placements:**

Community Diversion Services Placement Days x Average Cost per Pre-Dispositional Block Grant Program Non-Residential Day = Total Cost for Community Diversion Placements

**4. State Share of Community Diversion Services Cost:**

Total Cost x 50% = State Cost

◆ **First Offender Services**

**1. Eligible Intake Complaints:**

*Step 1:* Fiscal Year Juvenile Court Delinquent Complaints + Fiscal Year Miscellaneous Criminal Complaints = Total Eligible Complaints

*Step 2:* Total Eligible Complaints / Statewide Average Number of Complaints Per Intake (1.208) = Eligible Intakes Complaints for First Offender Services

**2. Intakes for First Offender Services:**

*Step 1:* Eligible Intake Complaints for First Offender Services - the Statewide Percent of Delinquent Complaints Resolved at Intake (37%) = Non-Resolved Intakes

*Step 2:* Non Resolved Intakes x Percentage of Intakes Adjudicated First Offenders in each Juvenile and Domestic Relations District Court = Intakes for First offender Services

*Step 3:* Percentage of Intakes Adjudicated First Offenders in Juvenile and Domestic Relations District Court Means:

<u>District Number</u>	<u>Percentage</u>
1	40.00
2	40.83
2A	58.75
3	32.10
4	35.83
5	60.00
6	52.50
7	25.00
8	16.46
9	30.00
10	45.00
11	40.00
12	19.17
13	35.00
14	21.25
15	37.50
16	23.75
17	60.00
18	27.50
19	44.17
20	48.75
20L	66.25
21	16.25
22	21.25
23	48.75
23A	42.50
24	35.00
25	31.25
26	55.00
27	21.25
28	30.00
29	42.50
30	36.25
31	48.33

◆ **First Offender Services (Cont.)**

**3. Eligible First Offender Placements:**

*Step 1:* Intakes for First Offender Services x the Statewide Percentage of First Time Delinquent Offenders Placed on Probation/Supervision (44%) = First Offenders Receiving Court Supervision

*Step 2:* Intakes for First Offender Services - First Offenders Receiving Court Supervision = Eligible First Offender Placements

**4. First Offender Services Placement Days:**

Eligible First Offender Placements x Average Statewide Length of Stay for Post-Dispositional Non-Residential Placements = First Offender Services Placement Days

**5. Total Cost for First Offender Placements:**

First Offender Services Placement Days x Average Statewide Cost per Post-Dispositional Block Grant Program Non-Residential Day = Total Cost for First Offender Placements

**6. State Share of First Offender Services Cost:**

*Step 1:* Total Cost x 50% = State Cost

*Step 2:* No Locality Receives More Than \$250,000 in State Aid During Each Fiscal for this Component of the Funding Formula