

**Virginia Department of
Juvenile Justice**

**2008 Special Report on
Juvenile Delinquency
Prevention Programs**

*In response to:
Chapter 879, 2008 Virginia
Appropriations Act,
Item 410(C)*





Barry R. Green
Director

COMMONWEALTH of VIRGINIA

Department of Juvenile Justice

700 Centre, 4th Floor
7th and Franklin Streets
P.O. Box 1110
Richmond, VA 23218-1110
(804) 371-0705
Fax: (804) 371-0773
Voice/TDD: (804) 371-0772

September 1, 2008

The Honorable Charles J. Colgan
Chairman, Senate Finance Committee
General Assembly Building, Room 625
Capitol Square
Richmond, Virginia 23219

The Honorable Lacey E. Putney
Chairman, House Appropriations Committee
General Assembly Building, Room 947
Capitol Square
Richmond, Virginia 23219

The Honorable John W. Marshall
Secretary of Public Safety
Patrick Henry Building
1111 East Broad Street, 3rd Floor
Richmond, Virginia 23219

Gentlemen:

Pursuant to Item 410 (C), Chapter 879 (2008 Acts of Assembly), I am submitting to your respective committees the Department of Juvenile Justice's *2008 Special Report on Juvenile Delinquency Prevention Programs*.

Please do not hesitate to contact me if I can provide any additional information.

Sincerely,

A handwritten signature in cursive script that reads "Barry R. Green".

Barry R. Green

BRG/dch
Enclosure

Preface

Authority for the Study

Chapter 879, 2008 Appropriations Act - Item 410(C) of the Virginia General Assembly provides that:

The Department of Juvenile Justice shall analyze the level of federal, state, local and other funding for juvenile delinquency prevention programs in Virginia, and assess the current state of evaluation research in juvenile delinquency prevention in Virginia. The report shall include a review of the current utilization of funds provided through the Virginia Juvenile Community Crime Control Act. Copies of the analysis shall be provided by September 1, 2008, to the Secretary of Public Safety and to the Chairmen of the Senate Finance and House Appropriations Committees.

Acknowledgements

The Department of Juvenile Justice would like to thank everyone who contributed to this document. Our appreciation goes to the Offices on Youth, Title V programs, and other programs that provided us with information with special thanks to: Anne Wescott (Department of Education); Michelle Schmitt (Governor's Office on Substance Abuse Prevention); Alicia Armistead, Carol Blair, Jana Carter, Tammy Dunn, Gretchen Ellis, Jane Hubbell, Paul Kuczko, Ben Nagle, and Sopenia Pierce, (OOYs); Gail Banks-Taylor, Patti Bowers, Francis Brown, Daniel Bureau, L. Lee Davis, Kelly Herbert, Trina Lewis, Doris Mosely, and Chris Tan (Title V); James Morris (Virginia Department of Mental Health, Mental Retardation, and Substance Abuse Services); and Erik Beecroft (Virginia Department of Social Services). We would also like to thank Demian Futterman, Laurel Marks, and Ashaki McNeil of the Virginia Department of Criminal Justice Services and Susan Heck and Scott Reiner from the Department of Juvenile Justice for their assistance in gathering the data necessary for this report.

Table of Contents

Executive Summary	IV
I. Introduction	1
II. Level of Funding for Delinquency Prevention	1
A. Federal.....	1
<i>Title V Programs</i>	1
<i>Title V Funding</i>	3
B. State and Local.....	5
<i>Offices on Youth</i>	5
<i>Governor’s Office on Substance Abuse Prevention</i>	8
III. Current State of Evaluation Research	9
A. Federal Funds: Title V	9
<i>Title V Funded Delinquency Prevention Programs</i>	13
B. State and Local Funds: OOYs.....	15
IV. Current Utilization of VJCCCA Funds	16
A. Distribution of Funds	17
B. Outcomes of VJCCCA Services	19
V. Recommendations	22
A. Funding	22
B. Evaluation Research.....	22
Appendices	24
A. Title V Program Areas	25
B. Virginia Title V Prevention Grants Awarded FY 2005	27
C. Virginia Title V Prevention Grants Awarded FY 2006	28
D. Virginia Title V Prevention Grants Awarded FY 2007	29
E. OOY Additional Ancillary Programs without Funding Information.....	30
F. Title V Delinquency Prevention Logic Model.....	32
G. References.....	33

Executive Summary

Various programs have been implemented in Virginia to combat juvenile delinquency, including numerous prevention and early intervention services. Funding for these programs has decreased in recent years, and evaluation research has been minimal. However, efforts are being taken to improve the frequency and consistency of delinquency prevention program evaluations.

Funding

Federal funding for delinquency prevention programs through Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act has decreased dramatically since it peaked in FFY 1999. After receiving no funding in FFY 2003, states received less than \$15 million in both FFY 2004 and FFY 2005 and less than \$5 million in both FFY 2006 and FFY 2007. Virginia's Title V funding reflected the national cuts; in FFY 2006, the funding dropped 83.2% from the previous year to \$56,250.

Offices on Youth (OOYs) were established to assist in planning and coordination of local delinquency prevention programs and provide direct service delivery. Localities had different needs for addressing delinquency, resulting in a significant amount of diversity in the types of OOY programs offered, including programs that focus on general factors associated with juvenile delinquency rather than specifically targeting delinquency prevention. State funding for OOYs was eliminated in FY 2002, and many OOYs closed as a result. The remaining OOYs receive a variety of mostly state and local funding. The Governor's Office on Substance Abuse Prevention (GOSAP) also provides state funding for programs focused on drug and violence prevention among youths; thus, these programs target general risk factors for delinquency.

Evaluation Research

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) began developing a performance measurement system in 2004 in order to report quantitative and standardized outcome information on Title V programs and to provide states with training and technical assistance concerning evaluation research. However, it was difficult to report programs' performances for the OJJDP reporting periods because they did not match local award periods. Furthermore, there were few required outcome measures, so the information provided in the reports had limited usefulness. Evaluation information was not available for the OOYs that were contacted.

Virginia Juvenile Community Crime Control Act (VJCCCA)

Funded by both state and local expenditures, VJCCCA is meant "to deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending" (Va. Code §16.1-309.2). After state appropriations stabilized at \$29.5 million in FY 2002, VJCCCA received a 51% decrease in state funding to \$14.5 million in FY 2003. In FY 2008, VJCCCA state funding was further reduced by over \$360,000. Localities must maintain the same level of funding to the programs that they provided in 1995.

The majority of juveniles (80.2%) completed VJCCCA programs satisfactorily in FY 2007. The rate of rearrest within 12 months of entry into a VJCCCA placement in FY 2006 was 35.5%. This rate was lower than the rate for probation placements and JCC releases for the same time interval. In years prior to FY 2006, however, the VJCCCA 12-month rate was slightly higher than probation placements while still lower than JCC releases.

Recommendations

Funding:

- Continuation of funding should be based on outcome results in order to reserve the limited funding for services that truly make a difference. However, consideration should be given to the distinct characteristics of a population before terminating a failed service or expanding an efficacious program to other localities.
- Delinquency prevention funding should be restricted to programs that focus specifically on delinquency or directly related risk factors.

Evaluation Research:

- Defined expectations for outcome and implementation evaluations must be set for delinquency prevention programs in Virginia.
- Program staff must be trained to perform accurate evaluations.
- Delinquency prevention programs, as well as their funding sources, should rely on self-report data (i.e., surveys), program completion information (i.e., exit criteria), and official data (i.e., arrests, convictions, and commitments) for program outcome measures in order to obtain the most accurate depiction of the impact of the programs.
- Programs used as alternatives to other sanctions, such as VJCCCA services, should be evaluated on a cost-benefit basis in addition to outcome measures.

I. Introduction

Juvenile delinquency is defined as “single or multiple acts that violate the law by persons who are minors, generally under age 18” (Smith, 2008, p. 3). Juvenile delinquency rates have steadily declined since 1996, with national arrest rates declining 31.8% from 1996 to 2005, and Virginia arrest rates declining 45.7% during the same time period (Puzzanchera, Adams, Snyder, & Kang, 2007).

Perhaps influencing these reductions, various programs have been implemented in Virginia and the rest of the nation to combat juvenile delinquency, including numerous prevention and early intervention services. However, not all of these programs specifically target delinquency prevention. Instead, they focus on decreasing general risk factors associated with juvenile delinquency (e.g., poor anger management, family conflict, lack of parental support, lack of school achievement) or preventing a specific youth problem that may or may not be related to delinquency (e.g., truancy, pregnancy, substance abuse).

This report will describe the current delinquency prevention programs in Virginia, funded by both federal and state/local sources, discussing both the level of funding and the current state of evaluation research for these programs. Furthermore, the current utilization of funds provided through the Virginia Juvenile Community Criminal Control Act (VJCCCA) will be presented separately, along with the outcomes of those programs and services. Finally, recommendations concerning funding and evaluation research for juvenile delinquency prevention programs in Virginia will be presented.

II. Level of Funding for Delinquency Prevention

A. Federal

Title V Programs

The Juvenile Justice and Delinquency Prevention (JJDP) Act was enacted by Congress in 1974, and was reauthorized on November 2, 2002. Its goal is to promote both “quality prevention programs” and “programs that assist in holding juveniles accountable for their actions and in developing the competencies necessary to become responsible and productive members of their communities.” The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is charged with supporting states and localities in reaching these goals.

Title V of the Act, “Incentive Grants for Local Delinquency Prevention Programs,” provides the grant guidelines for juvenile delinquency prevention programs. Because of the reduction in Title V funds over the years, which will be described later in the report, the Advisory Committee on Juvenile Justice approved a recommendation to use some Title II funds for delinquency prevention efforts as well. Title II of the Act awards formula grants to states for programs aimed to achieve compliance with four core requirements: deinstitutionalization of status offenders, sight and sound separation of juvenile and adult offenders, removal of juveniles from adult jails and lockups, and reduction of minority overrepresentation in the juvenile justice system.

However, because Title V is specifically intended for prevention programming, these funds are the focus of the current report's description of federal funding for delinquency prevention.

Title V grants are awarded to the states by OJJDP and then disseminated by the responsible state agency to units of local government to provide programs in increments up to 12-month for a maximum of three years. The Virginia Department of Criminal Justice Services (DCJS) is the state agency designated to distribute these funds. The Criminal Justice Services Board, upon recommendation from the Advisory Committee on Juvenile Justice, determines the local subgrantees in the Commonwealth through a competitive grant process. The local unit must provide a 50% match of the grant total in order to be eligible. The JJDP Act tasks the Administrator of OJJDP with making grants to states for delinquency prevention programs as well as the following:

“activities for youth who have had contact with the juvenile justice system or who are likely to have contact with the juvenile justice system, including the provision to children, youth, and families of–

- (1) alcohol and substance abuse prevention services;
- (2) tutoring and remedial education, especially in reading and mathematics;
- (3) child and adolescent health and mental health services;
- (4) recreation services;
- (5) leadership and youth development activities;
- (6) the teaching that people are and should be held accountable for their actions;
- (7) assistance in the development of job training skills; and
- (8) other data-driven evidence based prevention programs.”

Title V programs may fall into eighteen different program areas (PAs; see Appendix A for the description of each PA):

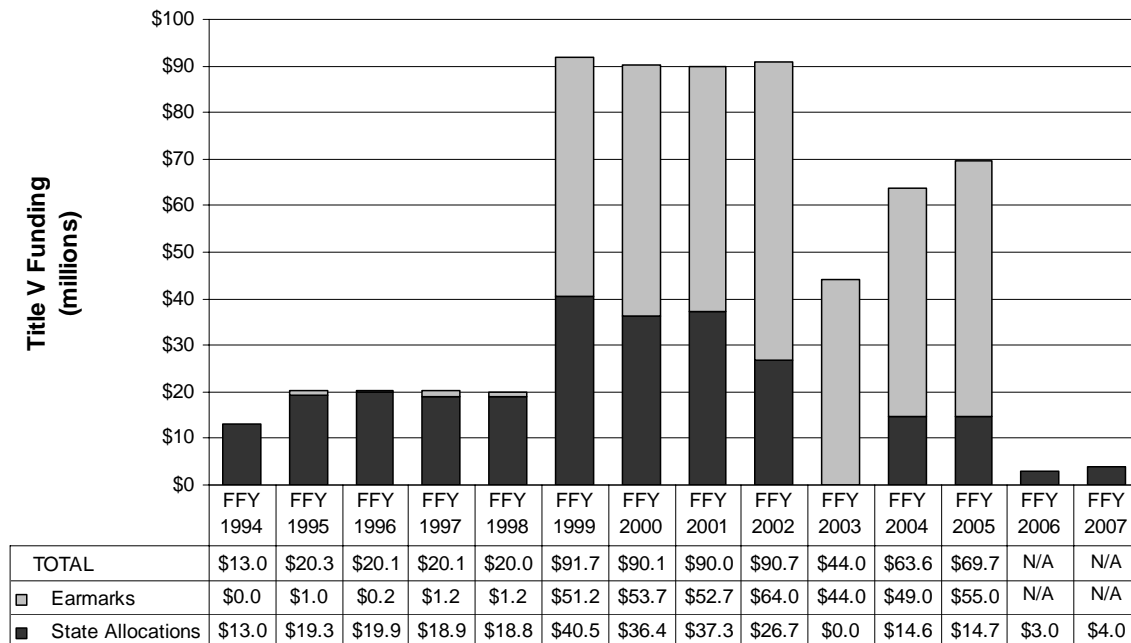
- | | |
|---|-------------------------------------|
| Child Abuse and Neglect Programs (#3) | Job Training (#18) |
| Children of Incarcerated Parents (#4) | Mental Health Services (#20) |
| Delinquency Prevention (#9) | Mentoring (#21) |
| Disproportionate Minority Contact (#10) | American Indian Programs (#22) |
| Diversion (#11) | Restitution/Community Service (#25) |
| Gangs (#12) | Rural Area Juvenile Programs (#26) |
| Gender-Specific Services (#13) | School Programs (#27) |
| Gun Programs (#15) | Substance Abuse (#32) |
| Hate Crimes (#16) | Youth Courts (#34) |

In 2005, states (excluding seven states or territories that did not report) funded 263 subgrants in 13 of the 18 PAs. The majority (79.1%) of subgrants were in PA #9, Delinquency Prevention (OJJDP, 2008). In FY 2006, both Virginia Title V subgrants were PA #9, Delinquency Prevention. In FY 2007, one of the four subgrants awarded in Virginia was PA #9, one was PA #12, Gangs, and two were PA #27, School Programs (DCJS, Juvenile Services, n.d., Unpublished data). In FY 2005, two of the seven Title V subgrants were PA #9, but PA information was not available for the remaining five programs.

Title V Funding

The initial appropriation of Title V funds to states in federal funding year (FFY) 1994 was \$13 million without any earmarks for other purposes. By FFY 1999, Title V funding peaked at \$91.7 million, but only \$40.5 million was allocated to states due to earmarks. In FFY 2003, \$44 million of Title V funding was earmarked, leaving only \$2 million for state allocations; because this amount was too little to distribute, OJJDP did not award any Title V funds to states that year. State funding returned at the lowered level of \$14.6 million in FFY 2004 and \$14.7 million in FFY 2005 while earmarks increased to \$49 million and \$55 million in FFY 2004 and FFY 2005, respectively (OJJDP, 2008). State allocations decreased again to \$3 million in FFY 2006 and \$4 million in FFY 2007. (DCJS, Juvenile Services, n.d., Unpublished data; See Figure 1). States are eligible for funds based on the number of juveniles below the age of criminal responsibility (Caliber Associates, Inc., 2006).

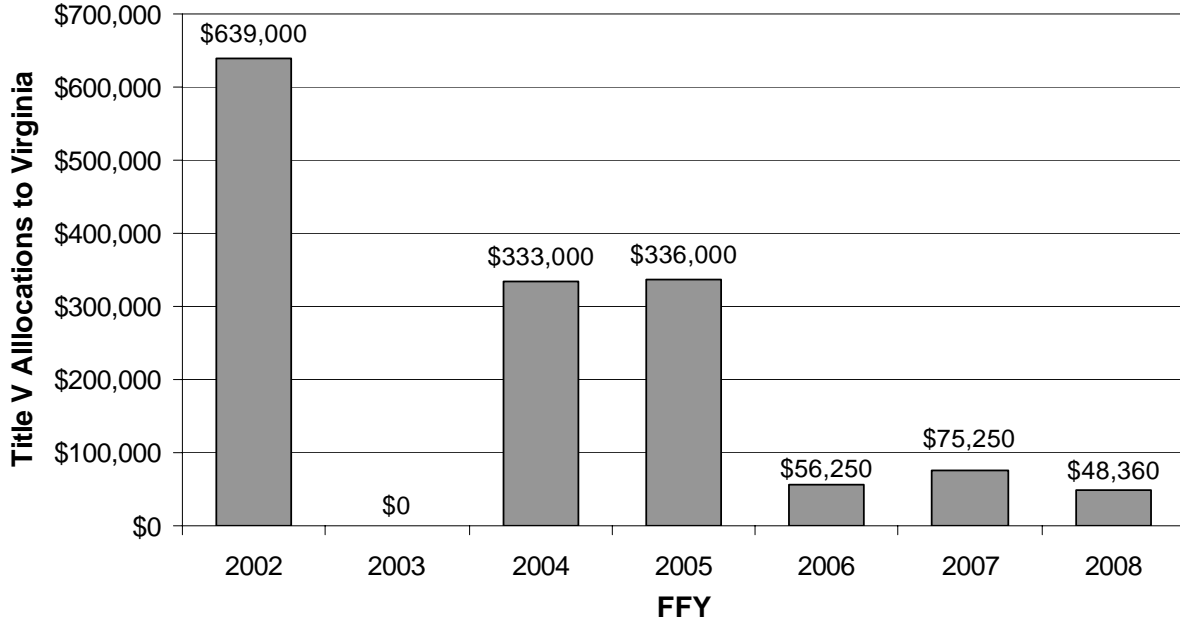
Figure 1. Title V Funding, FFY 1994 – FFY 2007



The decrease in Title V funding forced most states (74%) to either award fewer subgrants to localities or reduce the amount of awards for each subgrant in FY 2004 and FY 2005 (OJJDP, 2008). Virginia elected to use some Title II funds to cover some prevention programs as a way to accommodate the reduction in Title V funds (DCJS, Juvenile Services, n.d. Unpublished data). Total and earmarked national Title V funding data was not available after FFY 2005.

Virginia's Title V funding reflected the national cuts. In FFY 2002, Virginia received \$639,000. When Title V funding returned after the FFY 2003 elimination, Virginia received approximately half of the amount from FFY 2002. In FFY 2006, the funding dropped 83.2% from FFY 2005 to \$56,250. The awards for Virginia in FFY 2008 were even lower at \$48,360 (DCJS, Juvenile Services, n.d., Unpublished data; See Figure 2). The amount of Title V earmarks received by Virginia was unavailable at the time of this report.

Figure 2. Title V Allocations to Virginia by FFY*



* States can use a combination of their past years' unused Title V funds from OJJDP to award subgrantees. Thus, the total amount allocated to a state by OJJDP in a FFY will not necessarily match the total amount allocated to subgrantees by the state.

DCJS awarded seven Title V subgrants for FY 2005 to six localities/organizations for a total of \$379,196. All of the funding went to the continuation of existing Title V programs; no new awards were granted. The average award amount was \$54,171 (Virginia Advisory Committee on Juvenile Justice, 2006). Information concerning the PAs of these programs was not available. (See Appendix B for brief program descriptions and award amounts.)

DCJS awarded two Title V subgrants for FY 2006 to two localities/organizations for a total of \$98,868 (DCJS, Juvenile Services, n.d., Unpublished data). Both programs were in their third year of Title V funding, and both were PA #9, Delinquency Prevention. (See Appendix C for brief program descriptions and award amounts.)

DCJS awarded four Title V subgrants for FY 2007 to four localities/organization for a total of \$180,563 (DCJS, Juvenile Services, n.d., Unpublished data). One program was identified as PA #9 (Delinquency Prevention) and received \$46,563, one program was PA #12 (Gangs) with \$60,000 of funding, and two programs were PA #27 (School Programs) with \$32,500 and \$41,500 of funding. (See Appendix D for brief program descriptions and award amounts.)

Currently, a bill (S. 3155) is being considered by the United States Senate that would reauthorize the JJDP Act (GovTrack.us, 2008). In addition to reauthorization, the JJDP Reauthorization Act of 2008 would amend the funding allocations for both Title II formula grants and Title V delinquency prevention programs to include specific dollar amounts allowed instead of the general statement of "such sums as may be necessary" (42 U.S.C. 5671, 42 U.S.C. 5784). The dollar amounts for the delinquency prevention programs range from \$272,200,000 in FFY 2009 to \$474,600,000 in FFY 2013. Although these amounts do not represent the required funding

allocations, they provide guidance to appropriators and are 291% and 581% increases, respectively, from the total allocations (including earmarks) made for Title V funding in FFY 2005.

B. State and Local

The following information discusses the local Offices on Youth (OOYs) and the programs that are funded for delinquency prevention, as well as those programs that address other factors that may contribute to juvenile delinquency. At the state level, the Governor's Office on Substance Abuse Prevention (GOSAP) is also included in this discussion. Through GOSAP, programs that are intended for delinquency prevention by focusing on substance abuse and violence prevention receive funding.

Offices on Youth (OOYs)

OOYs were established in 1973 through the Federal Office of Justice and Department of Health, Education and Welfare grant programs. Virginia assumed the responsibility for administration and oversight after the Virginia Delinquency Prevention and Youth Development Act was passed in 1979 (House Document No. 42, 2000). Va. Code § 66.26 assigned the Director of the Department of Juvenile Justice (DJJ) the responsibility to oversee local delinquency prevention programs (e.g., OOYs). OOYs not only assist in planning and coordination of local programs, but also provide direct service delivery. Localities have different needs for addressing delinquency, resulting in a significant amount of diversity in the types of programs offered (Virginia Crime Commission, 2000). Programs that the local OOYs may organize and/or provide based on the community needs include:

- Community Service Programs
- Parenting Programs
- Truancy Programs
- Substance Abuse Prevention
- Leadership Programs
- Mentoring Programs
- Workforce Training

Some of the programs operated and/or supervised by the OOYs were designed as prevention programs, but are currently utilized as early intervention programs for juveniles that have been through the court. This change of program functionality may be the result of difficulties identifying those at-risk youth that could benefit from participation in a prevention program.

In FY 2001, \$2,080,891 of DJJ's budget provided funding for the 41 OOYs to coordinate local delinquency prevention programs (DJJ, 2002). However, the Governor did not include state funding for Virginia's OOYs in his budget for FY 2002. Predictably, this action resulted in the closing of some OOYs while others were able to obtain funding from the local government, grants, donations, and other sources to remain operational. As of 2007, 31 OOYs were still providing services. There are no known evaluations of OOYs prior to the budget elimination in FY 2002.

In an effort to address the level of delinquency prevention funding from the local government and other agencies, DJJ contacted the local OOs that operated across the state via email and follow-up phone calls as necessary. Since OOs state funding was eliminated in 2002, resulting in the closure of several OOs, the response rate was low.

- Twenty-seven of the thirty-one programs were contacted with requests for funding information. Contact information was not available for four programs.
 - Six localities (Harrisonburg/Rockingham, Central Shenandoah Valley, Rappahannock, City of Lexington, Lonesome Pine, and Surry County) responded with relevant data.
 - Two localities indicated that they no longer had an OO.
 - Nineteen localities did not respond.

The information that follows will present detailed information on the one program identified with the primary goal of prevention and follow-up with a brief discussion of programs operating with other immediate goals related to contributing factors associated with juvenile delinquency.

As previously mentioned, DJJ contacted OOs to solicit information regarding their delinquency prevention programs, but received a limited response rate. One respondent, Surry County, provided information on a variety of programs they operate in an effort to address many of the contributing factors to delinquency; however, only one program specifically targeted prevention of juveniles’ involvement with the courts and/or diversion from further court involvement. The “Alternatives to Violence = Victory (A₂V²)” program is composed of group sessions for high-risk youth in danger of dropping out of school due to various factors.

Funding for the Surry OO is primarily through the local government. However, in FY 2007-2008, \$7,624 from the VJCCA funds were allotted to this OO. The table below (Table 1) provides a perspective on the variety of funding sources the Surry OO used to fund programming (Surry County Office on Youth, n.d., Unpublished data).

Table 1. Funding Sources for Surry OO

Funding Source for Prevention	Fiscal Years					
	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
	Expended	Expended	Expended	Expended	Expended	Approved Budget
Local Government	\$ 108,179.00	\$ 120,596.00	\$ 124,605.00	\$ 159,174.00	\$ 153,573.00	\$162,303.00
Promoting Safe and Stable Families Funds/Resources shared with Surry Department of Social Services	Approx. \$5,000	Approx. \$6,500	Approx. \$6,500	Approx. \$2,300	Approx. \$2,500	Approx. \$2,300
Virginia Juvenile Community Crime Control Act (for Office on Youth)	N/A	N/A	N/A	N/A	\$7,624	Expected \$8,049
Governors Office of Substance Abuse Prevention	N/A	N/A	N/A	\$ 12,175.25	N/A	N/A

Six OOs provided information relevant to programs they either coordinated or directly administered to the juveniles in their localities. Each of these OOs received funding through the local government, as well as through federal and state grants, school systems, donations, or other sources. Although specific programs differed from Office to Office, there are some

common subject areas that many addressed including substance abuse prevention, workforce preparation, family services, and truancy/education.

Table 2 is intended to present the programs for which specific funding information was provided. There are an additional 35 programs provided by the OOs; however, no program specific funding information was provided (See Appendix E).

Table 2. Ancillary OOs Programs

Program Title/Locality	Funding	Program Description
Substance Abuse Prevention Programs		
Guiding Good Choices Surry County OOY	FY 2006-2007, a total of \$12, 175.25 was received from the Governors Office of Substance Abuse Prevention (GOSAP) for substance abuse prevention programs	Program goal is to reduce substance abuse and behavior issues through increased interaction and involvement between parents and children (ages 9-14 years old), reducing family conflict and promoting good behavior through consistent family management.
Too Good for Drugs and Violence After-School Program Surry County OOY	Funding provided through the FY 2006/2007 GOSAP award	Program addresses several key issues, including drug awareness.
Protecting You Protecting Me Surry County OOY	Funding provided through the FY 2006/2007 GOSAP award	Educational program designed to inform children, educators, parents, and family caregivers about the latest brain research and developmental risks associated with the use of alcohol before age 21. Safety skills are also taught to elementary aged children, specifically, how to refuse a ride from an unsafe driver and how to reduce the risks associated with riding with a driver who is not alcohol free.
Workforce Development Programs		
YouthBuild Lonesome Pine OOY	Department of Labor (DOL) grant / \$200,000 per year	Program provides unemployed juveniles who have dropped out of school and have not received their GED to develop job skills and attend the YouthBuild alternative school. Each participant is paid to attend GED classes and for time spent on local construction sites. The program curriculum integrates academics with life skills.
Family Service Programs		
Teen Pregnancy Prevention Harrisonburg/Rockingham County OOY	Funding was \$300,000 for FY 2008 which was the 4th year of a Office of Adolescent Pregnancy Programs (OAPP) grant (total of 1.2 million over 5 years).	NA
Teen Suicide Prevention Harrisonburg/Rockingham County OOY	Funding was \$65,000 for FY 2008 which was the 2nd year of a Virginia Department of Health (VDH) 3 year grant (currently awaiting renewal of funding).	NA
Education Programs		
Youth Data Survey Harrisonburg/Rockingham County OOY	For FY 2008, funding was \$12, 000 through local funding from United Way, Rockingham Memorial Hospital, and the school systems, as well as a \$12,000 in-kind match from James Madison University	The results of this survey are used to generate programming specific to the region.
Early Literacy Outreach Harrisonburg/Rockingham County OOY	Funding for FY 2008 was \$120,000 through federal grants, the Virginia Early Childhood Foundation (VECF), and some local funding	Program is a mobile literacy program used to prepare children to be ready to learn when they start school.
City of Lexington OOY	\$63, 580 in FY 2008 (\$62,143 in FY 2007), all of which was from local sources.	Programming after school and during the summer to serve 42 families with youth ages 5-12 years old.

Central Shenandoah, Rappahannock Area, and Lonesome Pine OOs provided additional funding information; however, the information included some programs that do not impact juvenile delinquency prevention efforts. The funding sources and other budgetary information for these OOs is described below:

- Central Shenandoah OOY
 - Federal grants (\$247,573)

- State grants (\$278,742)
- Local government (\$425,500)
- Other (\$103,000)
- Rappahannock Area OOH
 - Local government (\$291,148)
 - Client Fees (\$20,000)
- Lonesome Pine OOH
 - Comprehensive Services Act (CSA) for family preservation and reimbursements from the Department of Social Services (\$121,000)
 - Local government (\$30,000)
 - Entrepreneurship program (\$200,000)
 - \$45,000 budgeted for the operation of Dolly Parton's Imagination Library
 - \$100,000 budgeted for Lonesome Records and Lonesome Ace Publishing (subsidiary of the OOH that publishes books and music CDs)

Governor's Office on Substance Abuse Prevention (GOSAP)

GOSAP serves as the administrator for the Governor's portion of the federal Safe Drug-Free Schools and Communities Act (SDFSCA) grant program. Programs targeting delinquency by implementing drug and violence prevention activities are awarded grants. Specifically, the following criteria are considered when awarding a GOSAP grant:

- Development and implementation activities that prevent/reduce violence associated with prejudice and intolerance
- Dissemination of information concerning drug and violence prevention
- Development and implementation of community-wide drug and violence prevention planning and organizing activities

The SDFSCA provides guidelines that require the Governor's Office to give priority to programs and activities that prevent illegal drug use and violence for:

- Children and youth who normally are not served by state educational agencies or local educational agencies
- Populations that need special service or additional resources (such as youth in juvenile detention facilities, runaway or homeless children, youth, pregnant and parenting teenagers, and school dropouts)
- Program inclusion of a component to address providing and incorporating mental health services related to drug and violence prevention

GOSAP awarded grants for 2005-2006 in four categories with funding ranging from \$8,093 to \$50,000. The four categories are described below:

- Category 1: Programs for Youth Who Need Special Services or Additional Resources
 - These programs were given priority consideration to comply with SDFSCA requirements. Specifically those programs receiving funding must be designed to prevent illegal drug use and violence for youth not normally served by the local school division and youth that need special or additional services. The program

submitted for consideration must also be evidence-based and nationally recognized prevention programs.

- Category 2: Replication of Evidence-Based Programs
 - These programs underwent a review process and were required to be deemed “exemplary,” “model,” “effective,” or “promising” by nationally recognized prevention agencies or organizations. An evaluation must also be used by the program to provide findings to support commitment to the program model and short-term, intermediate, and long-term outcomes.
- Category 3: Community Prevention Needs Assessments
 - These programs follow guidelines for the implementation of comprehensive community prevention needs assessments. Receipt of a grant award in this category requires sponsorship by multiple community-based agencies and organizations and a developed plan of action based on the needs assessments. The project must include a standardized youth survey, use of local indicator data, stakeholder input, and a prevention resource inventory to produce an analysis of risk and protective factors.
- Category 4: Continuation of Effective Programs
 - These programs have demonstrated successful implementation and evaluation evidence to indicate positive outcomes to date. Grantees receive either 50 or 75% of the initial grant award, based on the number of years the grant project has received funding.

The information above was provided through GOSAP in the *Virginia Governor’s Safe and Drug-Free Schools and Communities Act Program: Preliminary Summary of 2005-06 Grantees’ Quarterly Reports*.

III. Current State of Evaluation Research

A. Federal Funds: Title V

Title V of the JJDP Act gives priority to applicants “developing data-driven prevention plans, employing evidence-based prevention strategies, and conducting program evaluations to determine impact and effectiveness.”

In an evaluation of Title V program implementation from 1994 to 2002, evidence-based practices were encouraged and evaluation plans were required for applications for Title V funding in Virginia (Caliber Associates, Inc., 2006). However, guidance concerning the expectations for implementation of these evaluations or the development of realistic and measurable goals and objectives was not provided. Optional training and technical assistance was available through DCJS, but the number of subgrantees taking advantage of these services was not reported. There was no required training for Title V subgrantees in Virginia (Caliber Associates, Inc., 2006).

OJJDP began developing a performance measurement system in 2004 in order to report quantitative and standardized outcome information on Title V programs and to provide states with training and technical assistance concerning evaluation research (OJJDP, 2008). This

training expanded since its inception with the implementation of the Data Collection and Technical Assistance Tool (DCTAT) in which users accessed live phone or email assistance while reviewing the data collection process.

Full evaluation plans are no longer required of Virginia Title V subgrantees, and a numerical benchmark is no longer used to measure programs' success. Instead, since FFY 2005, OJJDP requires states to report specific performance measures for Title V grants. DCJS collects these outcome measures from subgrantees and provides the information to OJJDP.

Data elements required by OJJDP include the number of youth served, demographic information, number of successful completions, and other standardized outcome variables. Each program area also has additional performance measure requirements; for example, mandatory outcome performance measures for PA #9 (Delinquency Prevention) include the number of program youth exhibiting desired change in targeted behaviors, both short- and long-term, and the number of program youth completing program requirements. Optional measures include, but are not limited to, youth and family satisfaction, increased staff knowledge, and variables targeting implementation and monitoring of the programs. (See Appendix F for an example of an evaluation logic model for Title V programs, provided by OJJDP). There are few required outcome measures, so the information provided in the reports has limited usefulness.

Although many states noted an improvement in tracking programs due to the mandatory performance measures, several states, including Virginia, found that it was difficult to report programs' performances for the OJJDP reporting periods (October 1st to September 30th) because they did not match local award periods (July 1st to June 30th) (OJJDP, 2008). For example, the same program might be listed in a report as two separate subgrants because it received funding for two consecutive local award periods but was active during one performance reporting period based on FFY. Also, the total amount of funds listed for an OJJDP reporting period might not match the total amount of funding awarded to the subgrantees during the local award period. Likewise, if programs were in the early stages of implementation during the reporting period, the report might indicate that they had not yet served any youth or that those served had not yet improved or completed the program (DCJS, Juvenile Services, n.d., Unpublished data).

There were also difficulties in implementing the performance measure reports. OJJDP first required the collection of performance measure data, and then conducted training for funding coordinators and specialists. During the transition to the new system, DCJS required performance measure data from new subgrantees only, so early reports may not have complete information on all programs. Furthermore, grantees initially reported their performance measure data at a variety of times and in different formats; those data were compiled at the state level and entered into the data collection system by DCJS.

DCJS has continually adjusted their performance data collection policies in order to make reporting easier and more accurate for both subgrantees to DCJS and DCJS to OJJDP. DCJS now requests annual data from subgrantees and provides a common format. Also, Virginia subgrantees receive training on performance measures from DCJS.

DCJS, Juvenile Services provided the following reports*:

- Title V Grant FFY 2004 Funds active between January 1, 2005 - September 30, 2005**
- Title V Grant FFY 2006 Funds active between October 1, 2005 - September 30, 2006
- Title V Grant FFY 2005 Funds active between October 1, 2006 - September 30, 2007

*Because states can use any combination of their past years' unused Title V funds from OJJDP to award individual subgrantees, the FFY funds for these reports were not sequential, and subgrants funded in the same FY might be included in different reports. Furthermore, these reports do not necessarily reflect the complete performance information from subgrantees, but only that information both submitted by subgrantees and submitted to OJJDP by DCJS (DCJS, Justice Services, n.d., Unpublished data). The difficulties and caveats in the reporting process that were described above should be considered when interpreting these reports.

**The first Title V performance report to OJJDP was for the period of January 1, 2005 to September 30, 2005. All subsequent reports use the period of October 1st to September 30th.

Details of each report are provided below:

- 1. Title V grants awarded to Virginia during FFY 2004 that were active between January 1, 2005 and September 30, 2005** presented two subgrants, both PA #9 (Delinquency Prevention). The total amount of funds for both subgrants was \$49,434. However, only one of those subgrants reported actual performance data. This program was not evidence-based, and it was not able to be identified from the available information.
 - The number of program slots available in this program was 28, and it served 15 youth and 11 parents.
 - All of the youth and parents were satisfied with the program, and 93.3% completed the program requirements.
 - All of the youth exhibited improvements in antisocial behavior and family relationships, but the measures used to assess these outcomes were not listed.
 - Other report variables were listed as NR, meaning no valid data was reported for the time period.
- 2. Title V grants awarded to Virginia during FFY 2006 that were active between October 1, 2005 and September 30, 2006** presented one subgrant of \$45,989. This subgrant was PA #9 (Delinquency Prevention) and was evidence-based.
 - The number of program slots available in this program was 53, and it served 53 youth and 50 parents.
 - All of the youth completed program requirements.
 - All of the youth exhibited improvements in antisocial behavior and family relationships, but the measures used to assess these outcomes were not listed.
 - All of the youth exhibited improvements in school attendance, both during short- and long-term tracking.
 - All of the youth and families were satisfied with the program.

- 3. Title V grants awarded to Virginia during FFY 2005 that were active between October 1, 2006 and September 30, 2007** presented seven subgrants: one PA #9 (Delinquency Prevention), two PA #12 (Gangs), and four PA #27 (School Programs). The total amount of funds for the subgrants was \$303,578. PA #9 constituted 15.3% (\$46,563), PA #12 constituted 39.5% (\$120,000), and PA #27 constituted 45.1% (\$303,578) of the Title V grant awards presented in the report.
- The seven subgrants, all based on prevention evidence-based models, served a total of 898 program youth.
 - The one delinquency prevention program (PA #9) did not serve any youth during the time period of the report.
 - The two gang programs served 124 youth with an average of 62 per subgrant.
 - The four school programs served 774 youth with an average of 194 per subgrant.
 - Ninety-three percent of program youth completed the program requirements.
 - Sixteen percent of youth in gang programs completed program requirements.
 - Ninety-eight percent of youth in school programs completed program requirements.
 - Seventy-eight percent exhibited improvements in school attendance. No other outcome variable was reported.
 - Ninety-eight percent of youth in gang programs improved school attendance.
 - Forty-seven percent of youth in school programs improved school attendance.

In 2006, a report on the assessment methods of Federal Government programs was presented for juvenile justice programs aimed at prevention and intervention, including Title V funded programs (U.S. Office of Management and Budget and Federal Agencies, 2006). Categories were scored as percentages of completion or success. The programs’

- “Purpose and Design” scored 80%, with the only deduction being for the allocation of funds to congressional earmarks instead of to states and localities directly, a problem noted earlier.
- “Strategic Planning” scored 88%, with the only deduction being for failure to base budget requests on long-term performance results. This failure may be due in part to the absence of detailed evaluation requirements.
- The score for “Program Management” was reduced to 66% due to weak financial management practices, failure to make program performance data available to the public, and lack of grant awards based on a competitive process.
- “Program Results and Accountability” scored 53% after reductions for mixed results of annual and long-term performance goals and lack of independent evaluations (U.S. Office of Management and Budget and Federal agencies, 2006).

Juvenile Justice programs compared favorably to other youth aggression and violent behavior programs, and improvements were noted in achieving performance goals (U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 2008).

The JJDP Reauthorization Act of 2008 previously described (S. 3155) would mandate several research studies regarding juvenile delinquency and encourage the use of evidence-based programs with measurable outcomes. The bill would also provide technical assistance to states

concerning research and training by OJJDP. Finally, although mentoring programs have always been eligible for funding through the JJDP Act, the list of programs in the proposed reauthorization specifically articulates mentoring as a possible Title V program.

Title V Funded Delinquency Prevention Programs

The following information presents examples of the optional evaluation research of Title V programs. The programs were selected as examples based on their comprehensive evaluation data. They were not selected to be representative of the type of evaluation conducted by every Title V program. A subsequent discussion will provide summary information for other Title V programs.

It would be ideal to discuss the effectiveness of all Title V programs, but due to the limited performance information available, those conclusions cannot be made. It is important to note that any lack of comprehensive outcome evaluation does not indicate the program was inadequate or failed to meet requirements. Programs were required to report only select performance measures and not full evaluation plans, and this information was presented in the reports from DCJS to OJJDP described above. The following information was obtained directly from the programs for the current report in order to provide examples of the evaluations being conducted by individual Title V programs in Virginia.

1. Functional Family Therapy

The Functional Family Therapy program was funded for its third year in FY 2005 in the City of Richmond. The program evaluation measured adult family member demographics (education, marital status, job status, criminal record, substance abuse, and mental and physical health), participant demographics (race, gender, exceptional educational status, Medicaid status, and grade level), outcome grade, program duration, offenses, and progress notes.

Family Member Demographics:

- 44.7% did not have a high school diploma.
- 58.3% were unmarried.
- 24.6% were unemployed.
- 38.0% had a criminal history.
- 28.9% reported they were currently using drugs or had a past substance abuse problem.
- 9.7% reported mental health problems.
- 52.1% reported they were in good physical health.

Participant Demographics:

- 97.5% were black. 50.6% were female.
- 56.6% were high school students. 36.2% were middle school students.
- 47.6% were not considered exceptional education students. 36.9% were considered exceptional education students.
- 46.1% received Medicaid assistance.

Participant Outcome Data

- 42.1% received an outcome grade of A or B. 4.6% received a D or F. 30.1% of the services were canceled for various reasons.
- 88.9% were in the program for the required length of time.
- 95.6% were considered non-violent.
- 46.8% had no or minor problems in the progress notes. 25.5% had incomplete details.

2. *Strengthening Families*

A Strengthening Families program was funded in both Richmond and Newport News from FY 2004 to FY 2006. Newport News provided a final outcome measure report in FY 2006. Pre- and Post-test scores were obtained through a survey administered to those parents who successfully completed the program. This survey addressed four outcome measures: Percent of Program Youth Exhibiting Desired Change in Target Behaviors, Antisocial Behavior, Family Relationships, and Families Satisfied with the Program. Information was not available for the outcome measure for Youth Satisfaction with the program because a Youth Survey was not conducted based on the recommendation of the SFP National Trainers.

- 24 juveniles and 25 parents were served during the course of this grant; 19 parents and 20 juveniles successfully completed the program.
- Overall, parents indicated a positive impact accomplishing a change in the juvenile's behavior.
- Parents agreed that the program positively impacted their children in five of the seven questions (responses to two questions focusing on alcohol/drug use indicated no improvement).
- Overall, the responses to questions concerning family relationships indicated positive changes.
- Of the 19 parents completing the survey, all agreed that the SFP program was excellent and that they felt more confident as a parent; 17 parents indicated that their child's behavior significantly improved following program completion.

The Strengthening Families program is also described in an online National Registry of Evidence-based Programs and Practices (SAMHSA, 2008). The program has been independently replicated from its original model among culturally diverse populations in six different states. In evaluations of this program nationwide, small improvements in aggression, concentration, criminal behavior, social skills, alcohol and drug use, and depression were reported. Additionally, positive parenting, parent involvement, parenting skills, parental supervision, and parenting efficacy improved. Finally, family organization, cohesion, communication, conflict, and strengths improved for participants in the program (SAMHSA, 2008). Although these evaluations were not conducted on the Virginia Strengthening Families programs, they indicated that the model program was evidence-based, and the registry rated the program's readiness for dissemination as 3.8 out of 4.0 (SAMHSA, 2008). The Richmond program received training to properly replicate this program (DCJS, Juvenile Services, n.d., Unpublished data); training information was not available for Newport News.

3. Truancy Parent Group (PERT)

The Truancy Parent Group in Norfolk, PERT, was funded in FY 2007. Program staff used six short-term measures to evaluate outcomes: number of truancy petitions filed, number of truants appearing in court for violation, number of youth sentenced to detention for violation, number of days truants are sentenced to detention, failure to comply for parents, and use of detention of alternative strategies and programs. The goals were to reduce the first five measures and increase the sixth measure, and each of these goals was reached. In addition to these measures, the program tracked the number of participating families and the number of successful completions of the program.

- Truancy petitions against youth decreased from 288 in 06/07 to zero in 07/08.
- Youth sentenced to detention for violations decreased from 32 to zero.
- Parental participation petitions decreased from 122 to 36.
- Number of days that truants spent in detention decreased from 233 to zero due to an increase in detention alternatives and program usage.
- Of the 60 families referred to the PERT program during the 07/08 school year, 44 successfully completed the program.

The PERT program planned to continue reviewing data and assessing needs; however, there was no mention of evaluating delinquency outcome measures in the program's report.

The remaining Virginia Title V programs awarded by DCJS in FY 2005 to FY 2007 were also contacted to request evaluation data. Outcomes varied and few programs were able to provide evaluation reports. Most programs with evaluation information included the measures required by OJJDP: number of youth served, demographic information, and number of successful completions for the program. Some programs chose to collect additional data; for example, the Functional Family Therapy program in the City of Richmond, funded in FY 2005, tracked the required measures as well as participants' grades and offenses. Even though Title V funding is meant to focus on delinquency prevention, no other Title V programs reported using offending data as an evaluation measure, and it is not a required OJJDP performance measure.

Few measures are required for performance reports to OJJDP, and there was little overall consistency among Title V programs' optional evaluations concerning report formatting, number and relevance of outcome variables, and level of detail. According to DCJS, some of the history was likely lost due to turnover both at the local level in programs and at the state level in the monitoring and administration of those programs, which could account for some of the inconsistency.

B. State and Local Funds: OOYs

Evaluation information was not available for the OOYs that were contacted. Although some of these programs may fail to evaluate the outcomes, the low response rate and the recent changes in funding sources may also have influenced the lack of evaluation data for these services.

IV. Current Utilization of VJCCCA Funds

A legislative study on the lack of alternatives to detention and substantial revisions to the Juvenile Code led the 1995 Virginia General Assembly to pass the Virginia Juvenile Community Crime Control Act (VJCCCA) “to establish a community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs” (Va. Code §16.1-309.2). The purpose of the VJCCCA is “to deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending” (Va. Code §16.1-309.2).

Since January 1996, funding has been allocated to each local governing body (an independent city or county) through a formula based on factors including the number and types of arrests in a locality and the average daily cost for serving a child. In order to maintain their commitment to youth, participating localities must maintain the same level of contribution to these programs that they made in 1995. This amount is called “Maintenance of Effort.”

To participate in VJCCCA, each jurisdiction must develop a plan for how it will use the funding and have that plan approved by the Board of Juvenile Justice. Some localities have combined programs and funding across jurisdictions. Communities are given substantial autonomy and flexibility to address local juvenile crime patterns. Development of the plan requires consultation with judges, Court Service Unit (CSU) directors, and Comprehensive Services Act Community Policy and Management Teams (an interagency body that manages the expenditure of state funding to serve children and families). The local governing body designates who will be responsible for managing the plan. In over one-half of the localities, this responsibility has been delegated to the CSU.

All funding must be used to serve “juveniles before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision or delinquent” (Va. Code §16.1-309.2). Local governing bodies may provide services directly or purchase them from other public or private agencies. No specific types of programs or services are required, although a menu of permissible activities is in place. The intent is for programs and services to be developed to fit the needs of each locality.

In FY 2007, VJCCCA served over 12,000 youth through residential and non-residential programs and services including less secure detention; group homes; family-oriented group homes; crisis intervention and shelter care; outreach detention and electronic monitoring; intensive supervision; substance abuse assessment and treatment; sex offender assessment and treatment; mental health assessments; individual, group, and family counseling; home-based, in-home, or family preservation services; mentoring; community service; restitution/restorative justice; after-school or extended day services; academic improvement; truancy programs; employment/vocational programs; shoplifting programs; law-related education; anger management; parenting skills; life skills; recreation and wilderness programs; and individually purchased services to meet specific needs. (See Table 3; DJJ, 2007).

Table 3. VJCCCA Services Provided, FY 2007*

VJCCCA Services	
Juveniles Served	12,344
Average Placements per Juvenile	1.64
Juveniles Eligible for Detention	79.8%

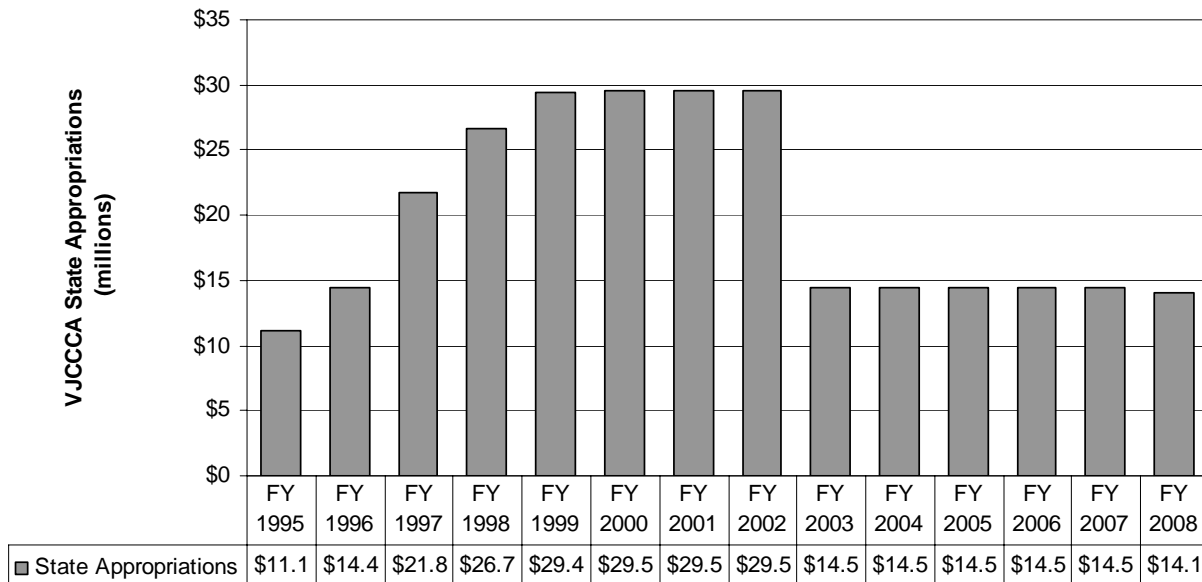
*At the time of data collection, information was not available for one locality.

All VJCCCA programs were categorized into 30 service types. In FY 2007, the number of juvenile placements varied depending on the type of service, with family-oriented group homes, sex offender assessment, and academic improvement programs each receiving less than ten placements and outreach detention/electronic monitoring and community service programs each receiving over 4,000 placements. This range indicated that some types of programs were more utilized than others. FY 2007 had a mean of 723 placements per service type and a median of 346 placements per service type.

A. Distribution of Funds

VJCCCA services are funded by both state and local expenditures. After state appropriations stabilized at \$29.5 million in FY 2002, VJCCCA received a 51% decrease in state funding to \$14.5 million in FY 2003. In FY 2008, VJCCCA state funding was further reduced by over \$360,000. (See Figure 3.)

Figure 3. VJCCCA State Appropriations, FY 1995 – FY 2008

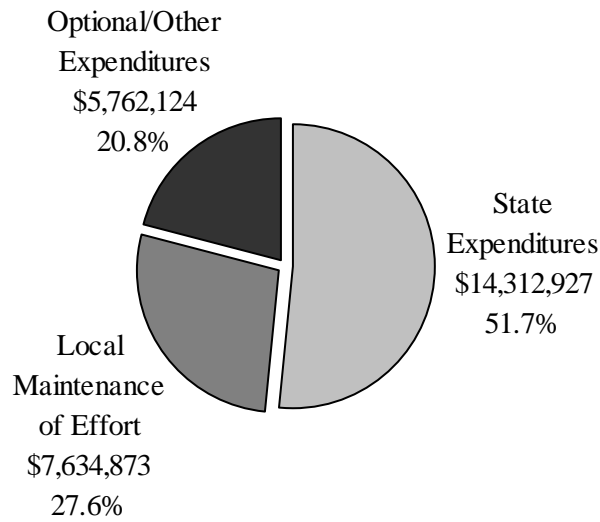


As mentioned above, in order to receive the state allocations, localities must maintain the same level of funding to the programs made in 1995 (Maintenance of Effort). In addition to this amount, localities may choose to invest additional funds in VJCCCA programs; this amount is

shown as “Optional/Other Expenditures.” Reporting optional/other expenditures is not required, so the amount presented in this report may underestimate the actual funding by localities.

The state and localities spent a combined total of \$27,709,924 in FY 2007 on VJCCCA services. Forty-eight percent (\$13,396,997) of funding was local (Maintenance of Effort and Optional/Other), and state expenditures comprised 52% (\$14,312,927). (See Figure 4.)

Figure 4. Expenditures by Funding Source, FY 2007*



*Percentages may not total to 100% due to rounding.

Instead of reporting the total expenditure by service type, the cost per placement may better reflect the true distribution of spending due to the varied number of placements per service type. The cost per placement ranged from \$80.68 to \$31,144.00 per placement. Most notably, group homes, academic improvement programs, and family oriented group homes cost between \$21,000 and \$32,000 per placement, while all of the remaining service types cost below \$3,000 per placement. The mean cost per placement in FY 2007 was \$3,581, and the median cost per placement was \$806. (See Table 4.) Although cost per placement illustrates the range of expenditures devoted to individuals, it does not reflect the differences in time investments between service types. For example, academic improvement programs cost \$22,593.89 per placement, but each placement received 169 sessions. Thus, the cost per session was \$133.52.

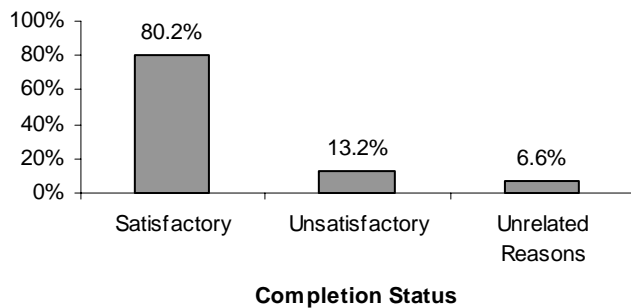
Table 4. VJCCCA Expenditures, FY 2007

VJCCCA FY 2007 Expenditures			
Program Type	Total Placements	Cost Per Placement	Total Expenditures
ACADEMIC IMPROVEMENT PROGRAMS	9	\$22,593.89	\$ 203,345.00
AFTER SCHOOL OR EXTENDED DAY PROGRAMS	483	\$1,878.19	\$ 907,167.92
ANGER MANAGEMENT PROGRAMS	957	\$187.52	\$ 179,452.50
CASE MANAGEMENT	94	\$2,295.47	\$ 215,774.03
COMMUNITY SERVICE	4369	\$398.64	\$ 1,741,648.42
COORDINATOR/ADMINISTRATIVE	N/A	N/A	\$ 474,414.05
CRISIS INTERVENTION AND SHELTERCARE	1326	\$2,991.33	\$ 3,966,497.98
EMPLOYMENT/VOCATIONAL	166	\$1,757.91	\$ 291,812.93
FAMILY ORIENTED GROUP HOMES	3	\$31,144.00	\$ 93,432.00
GROUP HOMES	382	\$21,678.22	\$ 8,281,078.94
HOME-BASED, IN-HOME, OR FAMILY PRESERVATION SERVICES	527	\$2,297.04	\$ 1,210,541.72
INDIVIDUAL, GROUP, FAMILY COUNSELING	257	\$740.38	\$ 190,277.82
LAW RELATED EDUCATION	309	\$188.44	\$ 58,227.05
LESS SECURE DETENTION	531	\$2,108.57	\$ 1,119,648.16
LIFE SKILLS	176	\$596.23	\$ 104,936.33
MENTAL HEALTH ASSESSMENTS	435	\$168.09	\$ 73,117.14
MENTORING	131	\$1,704.52	\$ 223,292.68
OFFICE ON YOUTH	N/A	N/A	\$ 69,587.51
OUTREACH DETENTION/ELECTRONIC MONITORING	4255	\$1,153.82	\$ 4,909,517.70
PARENTING SKILLS	166	\$212.37	\$ 35,254.00
RECREATION AND WILDERNESS PROGRAMS	97	\$515.46	\$ 50,000.00
RESTITUTION/RESTORATIVE JUSTICE	404	\$369.75	\$ 149,379.08
SEX OFFENDER ASSESSMENT	3	\$350.00	\$ 1,050.00
SEX OFFENDER TREATMENT	21	\$2,126.97	\$ 44,666.36
SHOPLIFTING PROGRAMS	138	\$80.68	\$ 11,133.78
SUBSTANCE ABUSE ASSESSMENT	568	\$330.59	\$ 187,776.60
SUBSTANCE ABUSE EDUCATION	387	\$319.14	\$ 123,505.89
SUBSTANCE ABUSE TREATMENT	1497	\$241.53	\$ 361,568.49
SUPERVISION PLAN SERVICES	265	\$871.78	\$ 231,020.96
SUPERVISION/PROBATION	2293	\$959.79	\$ 2,200,799.08
TOTAL	20249	\$100,260.31	\$ 27,709,924.12

B. Outcomes of VJCCCA Services

The majority of juveniles completed VJCCCA programs satisfactorily in FY 2007; the specific criteria for satisfactory completion were determined independently by each program. In addition to those with a satisfactory or unsatisfactory completion status, some juveniles did not complete a program due to unrelated reasons (e.g., status changes, program closures, and juvenile relocation). (See Figure 5.)

Figure 5. Placements by Completion Status, FY 2007*



*At the time of data collection, information was not available for one locality.

In terms of public awareness, recidivism is usually the primary measure of interest when evaluating the effectiveness of interventions with adult or juvenile offenders. As stated in the Code of Virginia, the purpose of the VJCCCA is “to deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending” (Va. Code §16.1-309.2). For this reason, rearrest is one of the outcome measures for VJCCCA programs. In the FY 2007 Data Resource Guide, DJJ defines rearrest as a “petition filed at intake for a new delinquent complaint or an adult arrest for a new criminal offense.”

Rearrest analysis for FY 2007 VJCCCA placements is currently being conducted and will be available in DJJ’s FY 2008 Data Resource Guide published in December. Thus, FY 2006 rearrest data represents the most recent data available. Rearrest rates for VJCCCA are presented alongside probation placements and juvenile correctional center (JCC) releases. However, juveniles served by VJCCCA programs may be less serious offenders than those in the other categories. Furthermore, VJCCCA services can be combined with probation or can operate as an alternative to detention. For these reasons, direct comparisons between the rearrest rates for VJCCCA placements, probation placements, and JCC releases do not necessarily reflect the relative effectiveness of each program.

The rate of rearrest within 12 months of entry into a VJCCCA placement in FY 2006 was 35.5%. This rate was lower than the rate for probation placements and JCC releases for the same time interval. In years prior to FY 2006, however, the VJCCCA 12-month rate was slightly higher than probation placements while still lower than JCC releases. (See Figures 6a-c.)

- VJCCCA placement 3-month rearrest rates were higher than both JCC releases and probation placement rates for the same interval.
- VJCCCA placement 6- and 12-month rearrest rates were lower than JCC release rates for the same intervals while VJCCCA 6-month rearrest rates were higher than probation placement rates for the same interval.

Figure 6a. Three-Month VJCCCA Rearrest Rates, Comparison to Probation and JCC Release

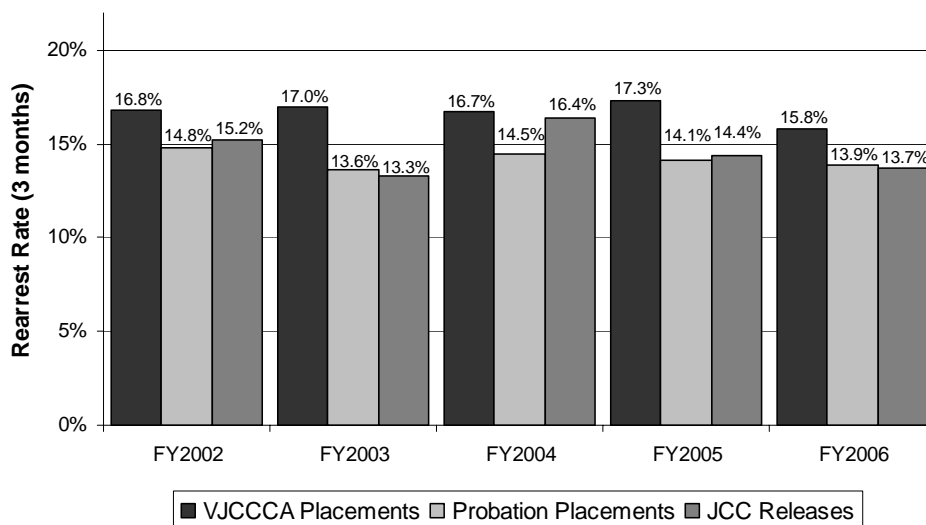


Figure 6b. Six-Month VJCCCA Rearrest Rates, Comparison to Probation and JCC Release

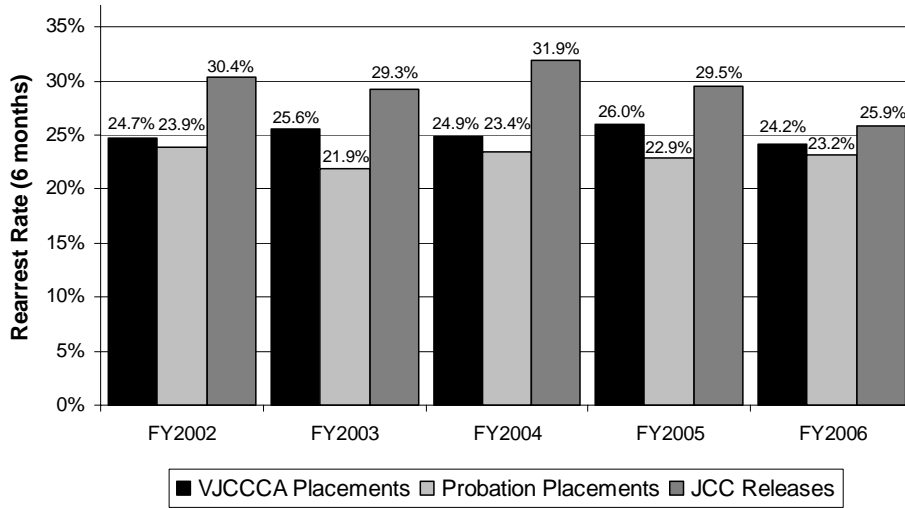
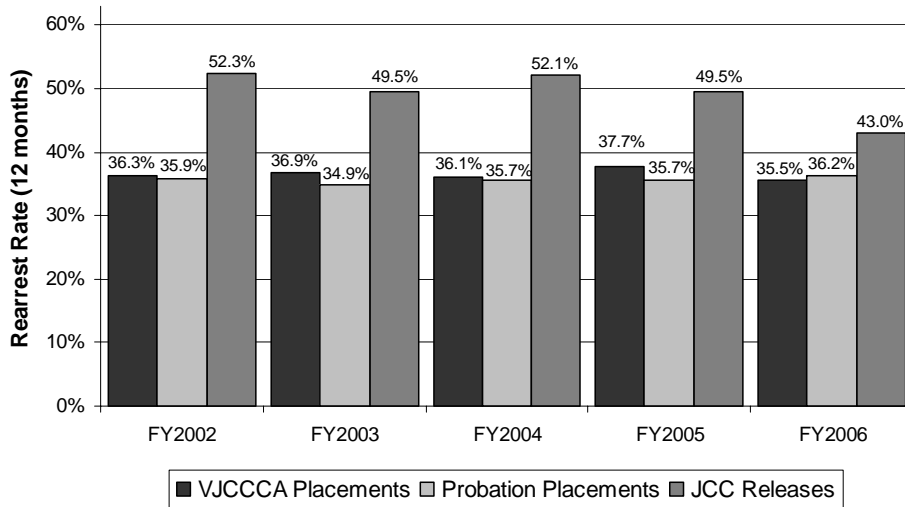


Figure 6c. Twelve-Month VJCCCA Rearrest Rates, Comparison to Probation and JCC Release



In addition to examining rearrest rates, a cost-benefit analysis would be appropriate since VJCCCA services are sometimes used in lieu of detention for low-risk offenders. For instance, even if there is not a great difference in outcomes for this population placed in VJCCCA programs versus detention, a lower cost for VJCCCA services would make the programs worthwhile. Unfortunately, the data necessary for this type of analysis is not yet available.

V. Recommendations

A. Funding

A clear finding is that funding for delinquency prevention has diminished at the federal, state, and local levels. Aside from increasing allocations to delinquency prevention efforts from all levels, additional recommendations are necessary to guide the use of the existing funds.

The continuation of funding should be based on outcome results in order to reserve the limited funding for services that truly make a difference. This policy is in place for Title V funding in Virginia, but its enforcement is inconsistent. In order to rely on outcome results, of course, evaluations must be performed on the services. Recommendations of these evaluations are discussed in the next section.

However, consideration should be given to the distinct characteristics of a population before terminating a failed service or expanding an efficacious program to other localities. Gottfredson et al. (2000) described the difference between an efficacious program, in which the program has demonstrated success in at least one instance, and an effective program, in which the program is successful whenever employed in an average situation. A potentially effective program may fail if improperly implemented. Conversely, a pilot program might prove to be efficacious when precisely implemented in a model environment, but when expanded to a less malleable population or implemented by less trained professionals, the results might differ. A typical program evaluation focuses on the isolated instance of the service instead of the ability of the program to be successful whenever implemented correctly. Thus, a program's implementation can play a major role in its success, and adherence to the program's guidelines should be examined during a process evaluation before decisions regarding its funding are made. In cases of errors in implementation, training and time allowances for corrections may be appropriate before funding is terminated.

Finally, delinquency prevention funding should be restricted to programs that focus specifically on delinquency or directly related risk factors. Federal, state, and local funding is diminishing, so the limited awards designated for delinquency prevention should be reserved for that purpose. Most delinquency prevention federal funding is being earmarked for other purposes, and state and locally funded delinquency prevention programs are forced to find awards from a variety of changing sources in order to remain active.

Godfredson et al. (2000) discussed four barriers to successfully implementing prevention programs, and two of those barriers involve funding: (1) difficulties with funding continuity over time led to program instability, and (2) difficulties with funding or expertise led to insufficient program evaluations. A program needs time to attain effectiveness and it needs funding and support to prove effectiveness through evaluation.

B. Evaluation Research

Defined expectations for outcome and implementation evaluations must be set for delinquency prevention programs in Virginia. As described, federal Title V funding for Virginia programs

have traditionally encouraged evaluations without providing guidelines, requiring training, or mandating reporting. With the introduction of the OJJDP performance data reports, outcome evaluations for Title V programs are becoming more common, but there are few required measures and interpretations of effectiveness based on the limited data are inconclusive. VJCCCA services report program completions and rearrest rates, but few other delinquency prevention programs analyze participants' criminal offenses. There was little evaluation research of any kind found for state and locally funded programs. Also, consistency between programs, reliability of variable measures, and clarity of the findings is still lagging for those programs implementing evaluations. Even when programs are required to report performance data, information is sometimes incomplete possibly due to inadequate staff expertise on evaluations, insufficient tracking, or lack of funding consequences for missing reports.

Thus, program staff must be trained to perform accurate evaluations. Training sessions could be mandatory for grantees, and ongoing technical assistance should continue to aid staff in tracking appropriate variables throughout their programs. Expectations for clear and measurable objectives must be emphasized for grant applicants. Furthermore, as mentioned above, continuation of funding should be based on the implementation and outcome evaluations of individual programs.

Delinquency can be assessed using two measures: official data reports concerning arrests, convictions, and commitments, and self-report surveys concerning offending and/or victimization. Although official data reports underestimate the actual delinquency rates, self-report surveys may overestimate the amount of actual delinquency (Smith, 2008). Thus, the success of a program must be interpreted with consideration for the method of data collection. Delinquency prevention programs, as well as their funding sources, should rely on self-report data (i.e., surveys), program completion information (i.e., exit criteria), and official data (i.e., arrests, convictions, and commitments) for program outcome measures. Using this method, the most accurate representation of a program's success can be determined.

Finally, programs used in lieu of traditional approaches, such as VJCCCA services, should be analyzed on a cost-benefit basis in addition to outcome measures. Even if these programs do not result in substantial offense rate improvements, a cost savings would be beneficial to the overseeing agency and would allow for increased funding for other programs.

After finding virtually no evaluations of juvenile violence prevention programs in 1990, Cohen and Wilson-Brewer recommended at the conference, "Violence Prevention for Young Adolescents," developing "interdisciplinary research centers to focus on the evaluation of violence prevention programs" and "conducting rigorous evaluations of model programs already underway" (Cohen & Wilson-Brewer, 1991, p. xii). Eighteen years later, fulfilling those recommendations is still a lofty goal, but progress has been made. Funding sources encourage evidence-based services, and program staff are attempting to evaluate outcomes for required reporting. Outcome variables are being identified, and evaluation training is available. Continuing to advance evaluation research for juvenile delinquency prevention programs in Virginia will enable the Commonwealth to improve juvenile services. In the face of past and future declines in funding, implementing effective programs while avoiding those without documented favorable outcomes is imperative.

APPENDICES

Appendix A

Title V Program Areas*

- 3 *Child Abuse and Neglect Programs.* Programs that provide treatment to juvenile offenders who are victims of child abuse or neglect and to their families to reduce the likelihood that such at-risk youth will commit violations of law.
- 4 *Children of Incarcerated Parents.* Services to prevent delinquency or treat first-time and nonserious delinquent juveniles who are the children of incarcerated parents.
- 9 *Delinquency Prevention.* Programs to prevent or reduce the incidence of delinquent acts and directed to youth at risk of becoming delinquent to prevent them from entering the juvenile justice system or to intervene with first-time and nonserious offenders to keep them out of the juvenile justice system. This program area excludes programs targeted at youth already adjudicated delinquent, on probation, in corrections, and those programs designed specifically to prevent gang-related or substance abuse activities undertaken as part of program areas 12 and 32.
- 10 *Disproportionate Minority Contact.* Delinquency prevention programs primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a)(22) of the JJDP Act of 2002.
- 11 *Diversion.* Programs to divert juveniles from entering the juvenile justice system.
- 12 *Gangs.* Programs to address issues related to preventing juvenile gang activity.
- 13 *Gender-Specific Services.* Services to address the needs of at-risk girls and first-time and nonserious female offenders.
- 15 *Gun Programs.* Programs (excluding programs to purchase from juveniles) to reduce the unlawful acquisition and illegal use of guns by juveniles.
- 16 *Hate Crimes.* Programs to prevent hate crimes committed by juveniles.
- 18 *Job Training.* Projects to enhance the employability of at-risk juveniles and/or first-time and nonserious juvenile offenders or prepare them for future employment. Such programs may include job readiness training, apprenticeships, and job referrals.
- 20 *Mental Health Services.* Psychological and psychiatric evaluations and treatment, counseling services, and/or family support services for at-risk juveniles and/or first-time and nonserious juvenile offenders.

- 21 *Mentoring.* Programs to develop and sustain a one-to-one supportive relationship between a responsible adult age 18 or older (mentor) and an at-risk juvenile and/or first-time and nonserious juvenile offenders (mentee) that takes place on a regular basis.
- 22 *American Indian Programs.* Programs to address delinquency prevention issues for American Indians and Alaska Natives.
- 25 *Restitution/Community Service.* Programs to hold first-time and nonserious juvenile offenders accountable for their offenses by requiring community service or repayment to the victim.
- 26 *Rural Area Juvenile Programs.* Prevention services in an area located outside a metropolitan statistical area as designated by the U.S. Bureau of the Census.
- 27 *School Programs.* Education programs and/or related services to prevent truancy, suspension, and expulsion. School safety programs may include support for school resource officers and law-related education.
- 32 *Substance Abuse.* Programs to prevent and treat the use and abuse of illegal and other prescription and nonprescription drugs and the use and abuse of alcohol among at-risk juveniles and/or nonserious juvenile offenders.
- 34 *Youth Courts (also known as teen courts).* Juvenile justice programs in which peers play an active role in the disposition of first-time and nonserious juvenile offenders. Most communities use youth courts as a sentencing option for first-time offenders charged with misdemeanor or nonserious, nonviolent offenses who acknowledge their guilt. The youth court serves as an alternative to the traditional juvenile court.

* Provided by DCJS, Juvenile Services.

Appendix B

Virginia Title V Prevention Grants Awarded FY 2005*

Project Title / Locality	Amount / Year	Project Description
Reaching Out – Reconnecting Youth <i>Isle of Wight County</i>	\$31,577 2 nd year	Program uses a partnership model involving peers, school personnel and parents to deliver interventions to decrease drug involvement, increase school performance, and decrease emotional distress. Youth in grades 9-12 who are at-risk for school suspension or dropout are the targets.
Beyond the Bell <i>James City County</i>	\$56,465 3 rd year	Middle school after-school program. The goals of the program are to increase socialization, decrease substance abuse, enhance academic performance, and increase positive parental involvement.
Preventing Adolescent Pregnancy & Friendly PEERsuasion <i>Loudoun County</i>	\$65,000 3 rd year	Program focuses on preventing pregnancy and substance use. The target group is Hispanic girls ages 9-18.
Strengthening Families Project <i>Newport News</i>	\$52,879 2 nd year	Program provides family systems and cognitive-behavioral training to 56 families in Newport News with children ages 6-12. The goal is to prevent delinquency by improving family relationships and parenting skills and increasing social and life skills of youth.
Petersburg Operation Safe Kids <i>City of Petersburg</i>	\$62,286 3 rd year	Program uses a multi-agency approach to reduce truancy by providing counseling and supervision to truant youth with 5 or more absences and their families.
Strengthening Families Programs <i>City of Richmond</i>	\$45,989 2 nd year	Project is to develop a Strengthening Families Program for families and youth age 6-10. Iowa State University provided replication training to ensure fidelity to its model.
Functional Family Therapy <i>City of Richmond</i>	\$65,000 3 rd year	Program assists children in a high-risk neighborhood who are assessed at level 3 or 4 of the Richmond DJJS Graduated Level System Placement Guide. The goal is to improve family management and cohesiveness and reduce youth recidivism.

* Table obtained from Virginia Advisory Committee on Juvenile Justice (2006).

Appendix C

Virginia Title V Prevention Grants Awarded FY 2006*

Project Title / Locality	Amount / Year	Project Description
Strengthening Families Project <i>Newport News</i>	\$52,879 3 rd year	Program provides family systems and cognitive-behavioral training to 56 families in Newport News with children ages 6-12. The goal is to prevent delinquency by improving family relationships and parenting skills and increasing social and life skills of youth. (PA #9 – Delinquency Prevention)
Strengthening Families Programs <i>City of Richmond</i>	\$45,989 3 rd year	The Strengthening Families Program is for families and youth age 6-10. Iowa State University provided replication training to ensure fidelity to its model. (PA #9 – Delinquency Prevention)

* Table information obtained from DCJS, Juvenile Services.

Appendix D

Virginia Title V Prevention Grants Awarded FY 2007*

Project Title / Locality	Amount / Year	Project Description
Learning in Field Environments (LIFE) <i>Bristol</i>	\$32,500 1 st year	The Learning in Field Environments (LIFE) Program is a school based prevention program implemented through a collaborative community effort to reduce system involvement of truants and juveniles with negative school related behaviors. The LIFE program targets 20 at-risk children and young offenders age 13 and below. (PA #27 – School Programs)
Students Responding in Peaceful and Positive Ways <i>Charlottesville</i>	\$41,500 1 st year	Project provides Charlottesville City school staff with skills to create a positive school culture free of the negative effects of bullying in grades K-8. The project supports two evidence based programs (Olweus Bullying Prevention Program and Responding in Peaceful and Positive Ways) in two schools. (PA #27 – School Programs)
Boys & Girls Club Gang Prevention / Targeted Outreach <i>Newport News</i>	\$60,000 1 st year	Project expands the Boys & Girls Club Gang Prevention program to other local youth-serving agencies. The model provides an additional 100 youth who are at risk of gang involvement with individualized services, support, and intensive case management services. (PA #12 – Gangs)
Truancy Parent Group <i>Norfolk</i>	\$46,563 1 st year	The Truancy Parent Group promotes parental involvement and support in the reduction of truancy. Parents of truants are involved in sessions with a therapist to understand the impact of their supervision styles, parenting skills, and discipline techniques. (PA #9 – Delinquency Prevention)

* Table information obtained from DCJS, Juvenile Services.

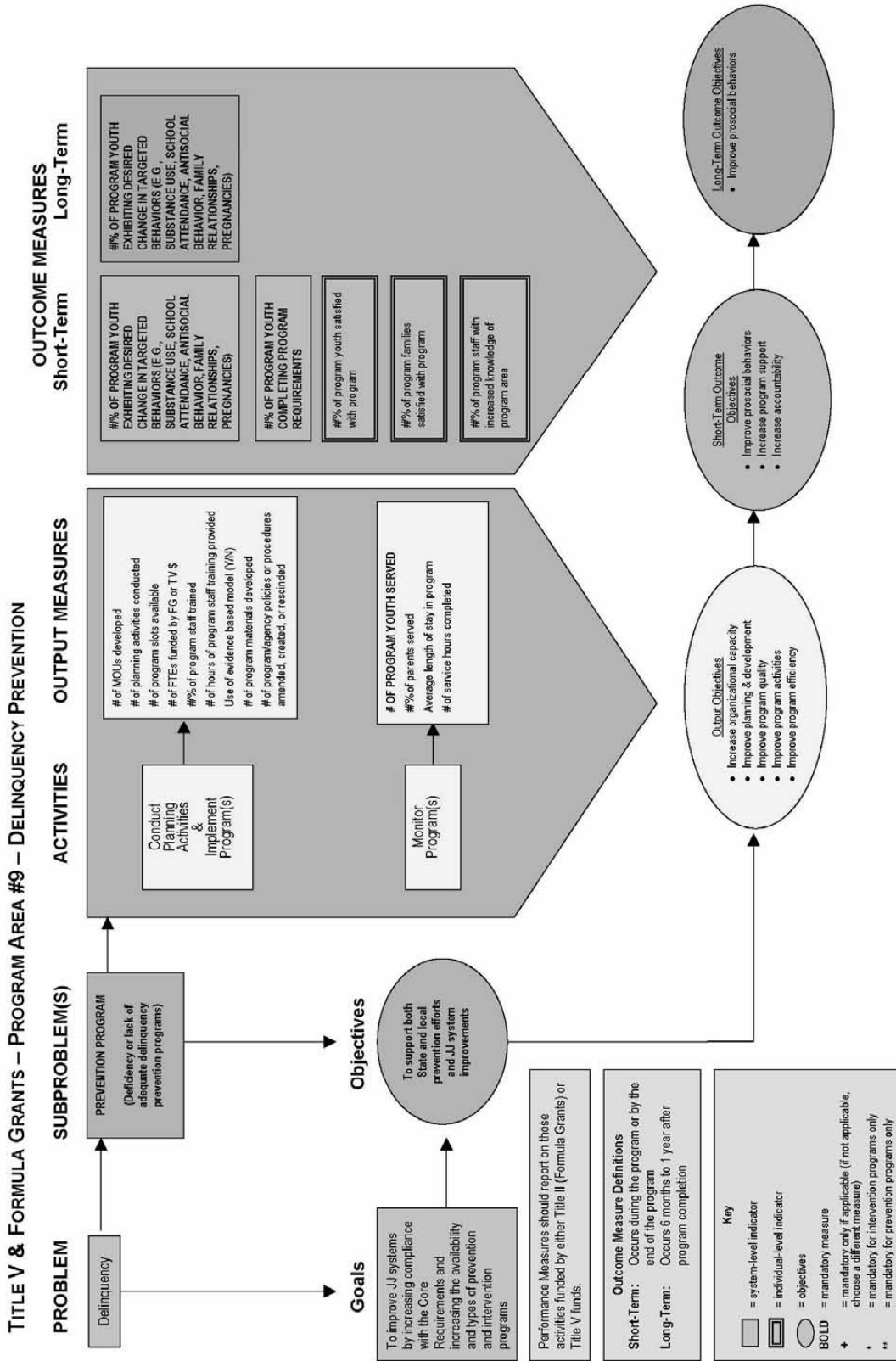
Appendix E

OOY Additional Ancillary Programs without Funding Information

Program Title/Locality	Funding	Program Description
Substance Abuse Prevention Programs		
CADRE (Community Alliance for Drug Resistance and Education) Central Shenandoah Valley Office on Youth (OOY)	NA	This regional coalition provided programs in 2006-2007 to address teen alcohol and drug use in the community. The programs implemented included: Town hall and community workshops, educational presentations to schools and community organizations, Students Against Destructive Decision Making (SADD), pre-prom school assemblies, truancy mediation and tutoring, and environmental strategies.
Teen Activities Central Shenandoah Valley OOO	NA	Initiative designed to organize creative ways for juveniles to interact with their peers without the pressures related to drug or alcohol use on a monthly basis.
Substance Abuse Group Education (SAGE) Rappahannock Area OOO	NA	Program to educate juveniles about the dangers of taking and using alcohol and other illegal drugs, and to enhance their ability to make better choices about drug use.
Workforce Development Programs		
Youth Corps Central Shenandoah Valley OOO	NA	Pre-employment program designed to teach job skills to juveniles ages 14-16 that are unable to obtain employment on their own. While participating in the program, juveniles earn a wage salary and participate in community service projects.
Out-of-School Youth Employment Central Shenandoah Valley OOO	NA	Employment/training program for juveniles' ages 16-21 who are no longer involved with the education system, and are not qualified to obtain long term employment. The purpose of the program is to develop basic skills, work readiness skills, and/or occupational skills.
Summer Youth Employment (SYEP) Central Shenandoah Valley OOO	NA	Provides employment training and experience to eligible juveniles age 14-17. Eligibility is based on 4 criteria: fall within specified income guidelines, receive government assistance, have an Individualized Education Plan (IEP) , or be in foster care.
Virginia REAL (Rural Entrepreneurship through Action Learning) Lonesome Pine OOO	NA	Program is designed to assist high schools and community colleges in Southwest Virginia to develop education curriculum in entrepreneurship. Juveniles enrolled in this program are encouraged to evaluate the communities' benefit from grassroots development and the motivated graduates of the program who remain to contribute to their community by opening their own business.
Family Service Programs		
Teen Pregnancy Prevention Central Shenandoah Valley OOO	NA	Programs moderated by the Office staff with a goal of promoting abstinence.
Guiding Good Choices Central Shenandoah Valley OOO	NA	Program teaches parents and caregivers of juveniles between the ages of 9-14 years ways to help them avoid risky behavior.

Program Title/Locality	Funding	Program Description
Education Programs		
The Community Corps Central Shenandoah Valley OOO	NA	Programming for after school and during the summer.
Healthy Choices Central Shenandoah Valley OOO	NA	Program that provides assistants to the local school system to educate juveniles concerning healthy relationships, sex, abstinence and birth control, and pregnancy.
Family Life Central Shenandoah Valley OOO	NA	Program used as a teaching tool in the local school system for 4th & 5th grade students, focusing on topics related to sexuality and puberty.
Vision of You Central Shenandoah Valley OOO	NA	Program teaches middle and high school students that abstinence from sexual activity is the best way to avoid pregnancy and sexually transmitted diseases.
Prom Promise Central Shenandoah Valley OOO	NA	Intensive program to education high school students about healthy relationships and safe dates by discussing appropriate interactions between couples, as well as providing suggested alternatives to dating that reduce pressure between couples for sex.
All-Stars After-School Program Central Shenandoah Valley OOO	NA	Program is designed for 11-13 year old juveniles and focuses on character development and life skills while providing opportunities to give back to the community.
Too Good for Drugs and Violence After-School Program Surry OOO	NA	Program focuses on middle school age youth and teaches goal-setting, decision making, managing emotions, bonding and relationships, communication, conflict resolution, drug awareness and community involvement.
Gang Prevention Programs		
SAW 2010 Central Shenandoah Valley OOO	NA	Coalition to provide a multi-faceted approach to gang prevention. Local community involvement is sought, as well as creating service opportunities to involve juveniles and provide them with positive opportunities.
Supervised Program Offering Kids Effective Skills (SPOKES) Central Shenandoah Valley OOO	NA	Unclaimed bicycles are provided by the local police department for juveniles involved in the program to learn how to and then actually repair the bicycles after which they are redistributed to the community.
Miscellaneous Programs		
Baby Think It Over Central Shenandoah Valley OOO	NA	This life-like simulator educates youth about the demands of being a parent. Juveniles are provided the "baby" for a time, typically over a weekend. During this period, the simulator records the level of care provided (i.e. abuse, neglect & length of time crying).
Community Corps Summer Enrichment Program Central Shenandoah Valley OOO	NA	Middle school aged juveniles participating in the program take part in various team building, community service, and recreational activities.
Youth Council Surry County OOO	NA	Program for juveniles aged 10 to 18 to help build leadership skills, increase and improve communication between youth and adults, and increase opportunities, resources, and skills of the youth while they assist in planning and implementing activities for the counties youth and families.
Guiding Underage Individuals in a Diverse Education (GUIDE) Mentor Program Surry County OOO	NA	Mission of this program is to develop relationships between a responsible, caring adult and an at-risk youth to assist the juveniles in overcoming adverse circumstances, stay in school, and become a productive citizen through various techniques.
Skills for Managing Anger Rappahannock Area OOO	NA	Research-based curriculum designed to present youth with the awareness, skills, and thought processes necessary to successfully manage their anger.

Appendix F



Appendix G

References

- Caliber Associates, Inc. (2006). National evaluation of the Title V Community Prevention Grants Program. Washington, DC: Office of Juvenile Justice and Delinquency Prevention. (NCJ 212214).
- Central Shenandoah Valley Office on Youth. (2007). *Annual Report*. Unpublished document.
- Cohen, S., & Wilson-Brewer, R. (1991). Violence prevention for young adolescents: The state of the art of program evaluation. Washington, DC: Education Development Center, Inc. (ERIC Document Reproduction Service No. ED 356 441)
- Gottfredson, G. D., et al. (2000). National Study of Delinquency Prevention in Schools, Final Report. Ellicott City, MD: Gottfredson Associates.
- GovTrack.us. (2008). *S. 3155; 110th Congress: Juvenile Justice and Delinquency Prevention Reauthorization Act of 2008*. Online. Available: <http://www.govtrack.us/congress/bill.xpd?bill=s110-3155> [13 Aug. 2008].
- Juvenile Justice and Delinquency Prevention Act of 1974, as Amended in 1992, Pub. L. No. 93-415, 42 U.S.C. § 5601 et seq.
- Lonesome Pine Office on Youth (n.d.). Unpublished document.
- Policy Works, Ltd.. (January 2006). *Virginia Governor's Safe and Drug-Free Schools and Communities Act Program: Preliminary Summary of 2005-06 Grantees' Quarterly Reports*. Richmond, VA: Virginia Governor's Office on Substance Abuse Prevention.
- Puzzanchera, C., Adams, B., Snyder, H., and Kang, W. (2007a). *Easy Access to FBI Arrest Statistics 1994-2005*. Online. Available: <http://ojjdp.ncjrs.gov/ojstatbb/ezaucr/> [07 July 2008].

Rappahannock Area Office on Youth (n.d.). *Office on Youth Services Summary*. Unpublished document.

Smith, C. A. (2008). Juvenile delinquency: An introduction. *The Prevention Researcher*, 15, 3-7.

Substance Abuse and Mental Health Services Administration. (2008). *National Registry of Evidence-based Programs and Practices: Strengthening Families Program*. Online. Available: http://www.nrepp.samhsa.gov/programfulldetails.asp?PROGRAM_ID=211 [07 Aug. 2008].

Surry County Office on Youth (n.d.). Unpublished document.

U.S. Department of Justice. Office of Juvenile Justice and Delinquency Prevention. (2008). 2004-2005 Report to Congress: *Title V Community Prevention Grants Program*. Washington, DC. (NCJ 215559).

U.S. Office of Management and Budget and Federal agencies. (2006). *ExpectMore.gov: Program Assessment, Juvenile Justice Programs*. Online. Available: <http://www.whitehouse.gov/omb/expectmore/summary/10003813.2006.html> [30 July 2008].

Virginia Advisory Committee on Juvenile Justice. (2006). *2005 Annual Report to the Governor*. Richmond, VA: Virginia Department of Criminal Justice Services.

Virginia Crime Commission. (2000). Report to the Governor and The General Assembly of Virginia: *Assessment of the Virginia Juvenile Community Crime Control Act Formula and The Role of Offices on Youth*. Richmond, VA: House Document No. 42

Virginia Department of Criminal Justice Services. Juvenile Services. (n.d.). *Title V Program Areas*. Unpublished document.

Virginia Department of Criminal Justice Services. Juvenile Services. (n.d.). Unpublished data.

Virginia Department of Juvenile Justice, Research and Evaluation Section. (2002). *Data Resource Guide: Fiscal Year 2001*. Richmond, VA.

Virginia Department of Juvenile Justice, Research and Evaluation Section. (2007). *Data Resource Guide: Fiscal Year 2007*. Richmond, VA.