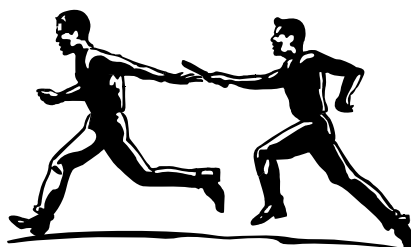


GOVERNOR'S ONE ON ONE

A Community Based Mentoring Initiative



DEPARTMENT OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

ANNUAL REPORT (FY 2005-2006)

March 2007

Executive Summary

2005-2006 Report to the General Assembly Regarding Governor's One on One Volunteer Program

Governor's One on One Volunteer Programs have offered effective services to North Carolina at risk youth and their families for more than twenty years across North Carolina communities in many of the most service challenged judicial districts. The One on One services were established by Governor's Executive Order in 1982. During the 2005-06 fiscal year, the Department of Juvenile Justice and Delinquency Prevention provided support and oversight to 46 local programs providing services in 49 counties.

These 46 programs served 1273 youth with one on one mentors at a total annual cost per child of \$2,232 with a cost to the State of \$1118 per child. These programs served an additional 2,849 youth by incorporating youth activities other than one on one mentoring. Law enforcement, court counselors and school resource officers referred 64% of the youth admitted to these programs during 2005-06. These mentoring services serve as juvenile court diversion and disposition resources to juvenile court counselors and as child serving community resources to law enforcement and school resource officers. Other school personnel, child serving agencies, families and local communities provide the additional referrals to the programs.

The North Carolina program has developed strict standards for operation, training and volunteer recruitment. In this state program, local directors are trained annually in best mentoring practices to recruit and screen volunteers actively. Volunteers undergo a comprehensive training prior to being matched with youth. These matches are based on compatibility and overall youth needs assessment. There are safeguards such as regularly scheduled contacts with the mentor, the youth and the family to ensure the success of the match. Ultimately, this program, in 64% of its matches, demonstrates a successful, positive behavioral change in the youth involved in the program.

The intent of this annual report is to examine the constructs of the programs across the state and to examine closely whether the programs are meeting the desired goals. The evaluation of data will provide insight to questions of youth served, services delivered, impact of services on the youth served and the benefit of this impact.

Governor's One on One Program

Evaluation Report 2006

Introduction

The Governor's One on One Volunteer Program initiated in 1982 continues to serve court involved and at risk youth across North Carolina. This report is created based on data collected throughout the 2005-06 fiscal year and provides a response to the request of the North Carolina General Assembly for an annual evaluation of the program

During 2005-06, the Department of Juvenile Justice and Delinquency Prevention provided funding for 46 local Governor's One on One Volunteer Programs that operated in 49 counties. The Department provided One on One program oversight, technical assistance, training and monitoring through the Intervention/Prevention Division of the Department.

This report examines the effectiveness of the Governor's One on One Volunteer Program by addressing five basic questions:

- Is the program serving the right youth?
- Is the program delivering the services it was designed to provide?
- Does the program show measurable positive impact on delinquent and undisciplined behavior?
- What impact has the program had on Youth Development Center commitments?
- What is the benefit of this program?

Section 1. *Is the Program serving the right youth?*

In FY 2005-06, approximately **64%** of program admissions were **referred** from either juvenile court or local law enforcement. The Governor's One on One Volunteer Program requires that programs primarily target delinquent and undisciplined youth. The program **expectation is** that a minimum of **60%** of the youth served will be referred from juvenile court counselors, local law enforcement officers or school resource officers. Admissions data for the past nine years is summarized in Table I.

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**TABLE I
Program Admissions**

FY Year	Total Admissions	DJJDP (& Court) Referrals	Law Enforcement Referrals	DJJDP & Law Enforcement Referrals	% of all admissions DJJDP or Law Enforcement
97-98	756	352	282	634	83.4*
98-99	695	334	270	604	86.9*
99-00	596	289	219	508	85.2*
00-01	718	354	251	605	84.3*
01-02	730	315	244	559	76.5
02-03	654	249	189	438	67.9
03-04	458	137	169	306	66.9
04-05	534	166	179	345	64.6
05-06	575	182	185	367	63.8%
Total	5716	2378	1988	4366	76.4%

* Percentages based on former 90% referral standard which is now **60% of referrals from DJJDP or Law Enforcement.**

Table I shows that 76.4% of all admissions to the Governor’s One on One Volunteer Program during the past nine years have resulted from referrals made by either juvenile court counselors, local law enforcement officers or school resource officers. The prime target population for this program is clearly being served.

Section 2. Are programs delivering the services that were intended?

The Governor’s One on One Volunteer Program is a statewide initiative that began in 1982 to promote development of local adult volunteer programs. Programs are designed to recruit and train adult volunteers to work one on one with youth from their community. Mentoring Services are aimed at those youth who are experiencing problem behaviors placing them at high-risk for juvenile delinquent activities and juvenile court involvement. The intent is for positive adult role models to become part of a stable support system wherein youth enhance social interaction skills, develop a greater sense of community, develop better attitudes toward school and academic performance; and build interpersonal skills to demonstrate why he/she should be accountable for his/her own behaviors, all of which ultimately improve self-concept. Each volunteer is required to spend 2-4 hours a week for one year with his/her youth. The underlying assumption is that with the occurrence of these things in a one on one relationship between an adult volunteer and youth, there will be measurable improvement in specific behaviors that will result in fewer problems in school, less juvenile crime, and a reduction in Youth Development Center commitments.

In 2005-06, there were 46 local Governor’s One on One Volunteer Programs serving 49 counties. There are several funding levels for these programs based on locally identified need and availability of funds from the Department of Juvenile Justice and Delinquency Prevention. The current formula allows a full-time program to receive up to \$33,000 per year in Governor’s One on One funding. Programs classified at full-time status are required to employ a full-time staff person in the role of Program Director or Program Coordinator In addition, the program

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must provide an Administrative Assistant. Any staff expenses greater than \$33,000 and all other budget requirements are the responsibility of the local program sponsor. Based upon local need and the availability of state funds, programs, over the years, have been awarded in increments of the full-time amount. Current funding levels include:

- 21 Full-time programs qualified for up to \$33,000 from the State
These programs are required to maintain an average caseload of 17 active matches and to establish at least eight (8) new matches each year.
- 15 Half-time programs qualified for up to \$16,500 from the State
These programs are required to maintain an average caseload of 8 active matches and to establish at least four (4) new matches each year.
- 5 Double-time programs qualified for up to \$66,000 from the State
These programs are required to maintain an average caseload of 34 active matches and to establish at least 16 new matches each year.
- 3 Three-Quarter-time program qualified for an amount equal to 3/4's of a full-time program or \$24,750.
These programs are required to maintain an average caseload of 12 active matches and to establish at least 6 new matches each year.
- 2 Full plus Half-time programs qualified for amounts equal to one and a half time programs or \$49,500.
These programs are required to maintain an average caseload of 22 active matches and to establish at least 12 new matches each year.

The caseload and new volunteer requirement for each of these programs is specified in each individual grant and reflects the prorated level of a full time equivalency program.

Working with statewide aggregate data on services delivered in these 46 programs, it is possible to average the above information to determine the overall compliance with program expectations. Combining all levels of program operation from half time to double time yields 43.75 full-time equivalent (FTE) programs. Using that full-time equivalent as an overall average, the services delivered can be summarized and compared to expectations of actual average case loads and new match requirements:

- 1) Minimum expected caseload would equal $17 \times 43.75 = 744$
Actual total on June 30th was 698 for an average of 16 youth matches per FTE program **(6% below expectations)**.
- 2) New youth matches expected would equal $8 \times 43.75 = 350$
Actual new youth matches for the year were 575 for an average of 13 youth matches per FTE program **(64% above expectations)**.
- 3) Number of youth expected to be served annually would equal average caseload (17) plus new youth matches (8) or 25 per FTE program. $25 \times 43.75 = 1094$.
Actual number of youth served is 1273 or 29 per FTE program (16% above expectations).

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These measures of program service delivery indicate that the programs were slightly below expectations in terms of average caseload on June 30, 2006. However, during the fiscal year, the programs exceeded the expected number of new matches and overall number of youth served. Another measure of program service delivery is the frequency of contact between the volunteers and youth. The program expectation is that weekly contact will be maintained and that matches will last for at least one year. Last year the youth, who completed the program, both successfully and not successfully, were involved for an average length of stay of 529 days. The average days of contact service were 43 per youth or once every 12 days for all youth ending the program during 2005-06.

Section 3. Are the programs changing the behavior of the youth they serve?

Governor’s One on One Volunteer Programs are showing a substantial reduction in the referrals to juvenile court and in out of school suspension.

The DJJDP management information system requires the documentation of changes in certain specific behaviors for all youth served by the programs. Those measured behaviors include referrals to juvenile court and out of school suspensions. The programs record the number of court referrals and out of school suspensions for each youth during the 12-month period prior to admission and compare that to the number of instances of these behaviors recorded while they are involved in the program

These impact measures for the past nine annual reporting periods are summarized in Table II.

Court Referrals

FY Year	Before Program	During Program	% Reduction
97-98	571	101	82%
98-99	478	80	83%
99-00	449	67	85%
00-01	439	43	90%
01-02	438	70	84%
02-03	260	54	80%
03-04	211	40	82%
04-05	178	37	80%
05-06	219	34	85%
Totals	3243	526	84%

Out of School Suspensions

FY Year	Before Program	During Program	% Reduction
97-98	592	271	54%
98-99	586	250	57%
99-00	541	163	54%
00-01	496	163	67%
01-02	667	163	75%
02-03	407	172	58%
03-04	346	126	64%
04-05	465	117	75%
05-06	413	148	65%
Total	4513	1573	65%

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The high percentage of reductions in court referrals and out of school suspensions demonstrates that the programs are having positive impacts on behaviors these programs were designed to affect.

Section 4. What was the outcome?

Since 1997-98, court referred youth who were matched with an adult volunteer through the DJJDP One on One Volunteer Program were significantly less likely to be committed to a Youth Development Center than was the case for all court involved youth in the state. Only 2.2% of court-involved youth served by this program were terminated to Youth Development Centers. During that same period, 2.6% of all North Carolina court-involved youth were committed to a Youth Development Center.

The ultimate measure of any public initiative is the degree to which it contributed to achieving its overall public policy goal. For the DJJDP One on One Volunteer Program, the goal is to prevent troubled youth from being removed from the community by providing effective services in the community. More specifically, the intended purpose of the program is to eliminate or reduce the likelihood of Youth Development Center commitment. To measure progress in achieving that goal, a control group of similar youth that were not served by the program would be needed in order to make a definitive comparison.

A close approximation of a control group is the total number of delinquent youth seen by juvenile court. Table III looks at court involved youth in North Carolina for a nine-year period and compares Youth Development Center commitments for those with a Governor’s One on One Volunteer to those who did not have an adult volunteer.

TABLE III

FY Year	Youth with Non Volunteer			One on One Youth		
	Court Involved	YDC Commitments		Court Involved	YDC Commitments	
97-98	27,617	1,149	4.1%	352	12	3.4%
98-99	27,971	1,257	4.4%	334	8	2.4%
99-00	29,787	955	3.2%	322	10	3.1%
00-01	31,743	731	2.3%	395	11	2.8%
01-02	31,118	512	1.6%	315	6	1.9%
02-03	30,269	570	1.9%	229	3	1.3%
03-04	26,578	461	1.7%	115	1	.9%
04-05	25,242	464	1.8%	151	0	0%
05-06	23,903	445	1.9%	155	0	0%
Total	254,228	6544	2.6%	2368	51	2.2%

During Fiscal Year 2005-06, 1.9% of North Carolina’s court involved youth were committed to Youth Development Centers while none of the court involved youth terminated from the Governor’s One on One Volunteer programs were committed. Over the course of nine years as illustrated in Table III, court referred youth who were served by an adult volunteer through the Governor’s One on One Volunteer Program were 15% less likely to be committed to

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a Youth Development Center than were court involved youth not involved with an adult volunteer. For the nine year period, juvenile court records show that 2.6% of all court involved youth were committed to Youth Development Centers and only 2.2% of One on One court involved terminations were committed.

Section 5. What was the cost? Was it worth it?

The first of these questions is relatively easy; the second is a question that can be answered by policy makers. This section of the evaluation will offer some cost documentation intended to assist in that assessment. Table IV shows the costs for the Governor’s One on One Grants for FY 2005-06.

TABLE IV

Annual Cost for the Governor’s One on One Grants in FY 2004-2005

Source of Funds	Expenditures FY 04-05	% of Expenditures
DJJDP Funds	\$1,423,422	50%
Cash & Grants	\$1,047,666	37%
<u>Local In-Kind</u>	<u>\$ 370,434</u>	<u>13%</u>
Total	\$2,841,522	100%

Average Program Cost:

43.75 FTE programs \$64,949 (\$32,535 Cost to the State)

Cost Per Youth: \$ 2,232 (\$1118 Cost to the State)

DIRECT SERVICE TO YOUTH

There is no easy way to accurately document the benefits to the state and to the local communities served by these programs for the reduction in juvenile crime, school disruptions and juvenile court costs that resulted from the behavior changes seen in the juveniles served by this program. As detailed above, each year the juveniles served by an adult volunteer is less likely to participate in delinquent behavior.

Other significant cost/benefits that were documented in Table II included **2,717 fewer unlawful actions resulting in referral to juvenile court** resulting in savings to victims for loss of the monetary value of property stolen or damaged as well as the psychological cost of being the victim of a criminal action. Table II also documented **2,940 fewer instances of out of school suspension**, which had occurred during the previous school year. If each suspension averaged 10 days in length that would result in **29,400 more days in school** as a result of the Governor’s One on One Volunteer program and perhaps represents the most valuable contribution to the future of these young people of anything yet mentioned.

Further, as discussed in section 4 above, benefits in reduced commitments appear to be realized for several years after program participation. The combination of reduced delinquent behavior while in the program, improved school performance and the apparent long term reduction in Youth Development Center commitments make this program a solid investment of state resources.

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Summary and Conclusions

This report reviewed the Governor's One on One Volunteer Program and offered an evaluation based on statistical documentation and narrative summaries addressing five basic questions. The conclusions supported by this analysis are as follows:

1. The Governor's One on One Volunteer Program continues to clearly demonstrate that it is serving a highly at-risk population of youth who have already begun to display behaviors that make them likely candidates for more serious delinquent activities and for commitment to the Department's Youth Development Center program;
2. The services provided by the local programs and the support activities of the governing boards at the local level are in line with required standards and program expectations;
3. The behavior of the young people while involved in the program has improved dramatically resulting in fewer court referrals and out of school suspensions as compared to the year prior to their involvement in the program;
4. The overall impact of the program shows fewer youth committed to Youth Development Centers as compared to court involved youth who were not served by the program; and
5. The overall financial benefits in terms of the generation of local resources and the relatively low cost per juvenile served are noteworthy. The cost aversion to the state by preventing Youth Development Center commitments is significant. The probable reduction in crime and school disruption combined with other recognized benefits; such as providing positive role models to troubled youth, fostering stable, supportive relationships with caring adults, creating safer communities, and improving the self-esteem in the youth served, make the Governor's One on One Volunteer Program a good investment.

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