

North Carolina Department of Juvenile Justice
and Delinquency Prevention

Governor's One-on-One Volunteer Program
Annual Evaluation Report

House Bill 1473 S.L. 2007-323 Section 18.4

March 1, 2008

**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR’S ONE-ON-ONE VOLUNTEER PROGRAM**

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ANNUAL EVALUATION OF COMMUNITY PROGRAMS GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM

EXECUTIVE SUMMARY

The Department of Juvenile Justice and Delinquency Prevention offers the 2006-2007 Governor's One-on-One Annual Evaluation Report in accordance with House Bill 1473, Session Law 2007-323, Section 18.4, Annual Evaluation of Community Programs. This statutory provision requires that the Department evaluate the degree to which participation in the Governor's One-on-One Volunteer Program has resulted in a reduction of court involvement among juveniles.

The report is organized into three sections to include a description of the program, services and recipients of services, an analysis of the measures of program performance, and recommendations for improving services.

(1) A description of program, services, and recipients. Section One of the Governor's One-on-One Volunteer Program annual evaluation report provides a historical context for the formation of the Governor's One-on-One Volunteer Program and introduces the Comprehensive Strategy as a framework by which mentoring is identified as a needed prevention and intervention service for at-risk and court-involved youth. An overview of the administration and funding structure of the Governor's One-on-One Volunteer Program is included and highlights that the Department awarded grant funds to 44 grant funded programs to provide mentoring services in 47 counties during FY 2006-2007. The Governor's One-on-One Volunteer Program service delivery model is detailed to include the minimum core standards for service delivery of all grant funded programs and a description of the youth served during Fiscal Year 2006-2007. A total of 1,173 youth were served in a one-on-one mentoring relationship with an adult/volunteer mentor during FY 2006-2007.

(2) Meaningful measures of program performance. Section Two of the Governor's One-on-One Volunteer Program annual evaluation report provides information about meaningful measures of program performance and the degree to which the Governor's One-on-One grant funded programs are meeting these measures. The section offers a logic model framework including process and outcome evaluation as the basis for measuring the effectiveness of the services during FY 2006-2007. The section also describes the research contexts for mentoring programming by which to provide an analysis of Governor's One-on-One programming effectiveness in relation to output and outcome measures. The evidence of grant funded programs' success ranges from comparisons of the service delivery model to elements of effective mentoring practices to the achievement of program objectives in terms of services provided and legislatively identified objectives. This section demonstrates that the grant funded programs met or exceeded expectations in several elements of effective practice including duration of match relationships, frequency of contact between adult/volunteers and youth, number of structured group activities to support the match relationships, and the number of training offerings provided to support the adult volunteer/mentors in achieving the objectives of the match relationships. The effectiveness of Governor's One-on-One grant funded programs in reducing court-involvement among juveniles is also evident.

(3) Recommendations for improving services. Section Three of the Governor's One-on-One Volunteer Program annual evaluation report offers recommendations for improving services. The sources of the recommendations include Department staff, Governor's One-on-One Regionalized Advisory Council members, and 33 respondents to the Governor's One-on-One Provider Survey administered by the Department in November 2007. The recommendations center around five primary areas: (1) increase funding allocation for grant funded programs and increase Department staff positions; (2) expand services through a statewide competitive request for proposal process; (3) implement additional mentoring models with a primary focus on group mentoring; (4) increase staff training among grant funded program personnel; and (5) fund Governor's One-on-One Volunteer Program outcome evaluation.

ANNUAL EVALUATION OF COMMUNITY PROGRAMS GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM

DESCRIPTION OF PROGRAM, SERVICES, AND RECIPIENTS

The first section of the Governor's One-on-One Volunteer Program annual evaluation report serves to provide a description of the program to include information on the services provided and the recipients of services. Toward this end, the section begins by offering the historical and research contexts for the Governor's One-on-One Volunteer Program and the funding structure and processes by which the Department of Juvenile Justice and Delinquency Prevention utilizes to administer the Governor's One-on-One Volunteer Program funds. A description of the Governor's One-on-One Volunteer Program service delivery model and core standards required of the grant funded programs is provided and the recipients of services during FY 2006-2007 are highlighted in terms of several demographic profiles including gender, race, age, legal status, referral reasons and referral sources.

Historical and Research Contexts for the Governor's One-on-One Volunteer Program: Executive Order and Comprehensive Strategy

The Governor's One-on-One Volunteer Program was created by Executive Order in 1982 by former Governor Jim Hunt. This Executive Order established funding for 34 local Governor's One-on-One Volunteer Programs to be administered by the Department of Human Resources, Division of Youth Services, in order to promote the development of local programs that matched court involved young people with local adult volunteers to help direct youth activities away from delinquency. On March 20, 1989, House Bill 729 was enacted to appropriate funds for the expansion of 4 new local programs to provide adult volunteer friends and role models for troubled young people¹.

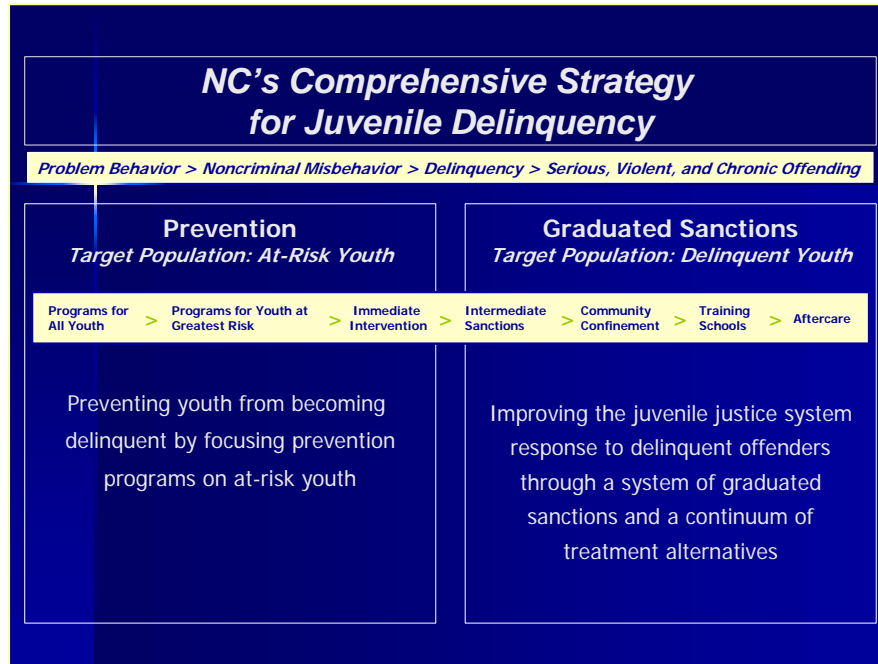
The Department of Juvenile Justice and Delinquency Prevention was established in July 2000 as the first cabinet level agency to focus on juvenile justice issues and at-risk youth in the State. Since 2000, the Department has administered the Governor's One-on-One Volunteer Program. The Department's mission is to promote public safety and juvenile delinquency prevention, intervention, and treatment through the operation of a seamless, comprehensive juvenile justice system that provides the most effective services to youth and their families at the right time in the most appropriate settings.

In fulfilling this mission, the Department works to provide the state of North Carolina with a Comprehensive Strategy that helps prevent and reduce juvenile crime and delinquency. The Comprehensive Strategy (see Figure 1-1) is a system for responding proactively to juvenile delinquency and crime as well as a framework that provides the Department with a practical method for evaluating its juvenile justice and delinquency prevention programs against best practices. It focuses to strengthen families, promote delinquency prevention, support core social institutions, intervene effectively and immediately when delinquent behavior occurs, and to

¹ House Bill 729, Session 1989.

identify and control the small group of serious, violent and chronic juvenile offenders in local communities.

Figure 1-1: Comprehensive Strategy



At the front end of the continuum, delinquency and early intervention prevention programs are resources for preventing and reducing the onset of juvenile delinquency. Prevention and early intervention program offerings are grounded in the principles of risk and protection wherein a continuum of prevention strategies is needed to offset major risk factors in individual, family, peer, school and community domains. This prevention continuum includes mentoring as one of nine effective service categories for prevention and court supervised delinquency programs.²

Since its formation in 1982, the Governor’s One-on-One Volunteer Program has evolved as a statewide mentoring initiative serving at-risk³ and court-involved⁴ youth. In accordance with the

² See Lipsey, M. W., Howell, J. C., & Tidd, S. T. (July 2007). The Standardized Program Evaluation Protocol (SPEP): A Practical Approach to Evaluating and Improving Juvenile Justice Programs in North Carolina, Final Evaluation Report. Nashville, TN: Vanderbilt University, Center for Evaluation Research and Methodology.

³ **At-risk Youth** - Youth possessing a wide range of personal, familial, social, or academic circumstances wherein the propensity of school failure or involvement in anti-social activities without intervention to reduce risk factors increases.

⁴ **Court-Involved Youth** – Adjudicated delinquent or undisciplined youth with a personal profile including delinquent behavior, truancy, an unstable home environment, low self-esteem, substance abuse, below grade level school performance, family income below or at the poverty level, physical or mental health problems, and learning disabilities.

mission of the Department and in alignment with the Comprehensive Strategy, the Governor's One-on-One Volunteer Program aims to:

1. Provide structure for court-involved youth through mentorship and court guidance.
2. Prevent juvenile crime in local communities served by the program by mentoring youth who are at risk of delinquency.
3. Recruit community volunteers to provide positive adult role models for youth.
4. Improve youth school attendance and performance, character, social, and leadership skills.
5. Reduce juvenile delinquency and undisciplined behavior in youth involved with juvenile court.
6. Increase county awareness of and involvement in the problems of youth served in the Juvenile Justice System.

As a result of close coordination and collaboration between youth and their families, adult volunteer/mentors⁵, public and private human service agencies, and the Juvenile Court System, the Governor's One-on-One Volunteer Program has served youth and families for more than twenty-five years, becoming the catalyst for a comprehensive network of community-based services available to at-risk and court-involved youth in North Carolina.

Description of the Program: Governor's One-on-One Volunteer Program Administration and Funding Structure

In FY 2006-2007, the North Carolina General Assembly appropriated \$1,645,545 to the Department of Juvenile Justice and Delinquency Prevention to fund Governor's One-on-One grant programs for the provision of mentoring services to at-risk and court-involved youth. Proposals to provide these mentoring services were solicited by the Department through a Request for Proposal and competitive grant process.

Through the grant process, the Department awarded single grants in counties to 501(c)(3) private, non-profit organizations or components of city, county, and state governments to deliver a Governor's One-on-One mentoring grant program. Grant programs were selected for funding based on factors which include, but were not limited to the applicant's ability to:

- Demonstrate the need for mentoring services for youth ages 6-17 years old to include community risk factors and how the proposed program will offset the risk factors that place youth at risk for juvenile delinquency;
- Develop a comprehensive plan for the implementation of a structured mentoring program for at-risk and court-involved youth;
- Recruit, screen, train, and retain qualified adult volunteers/mentors;
- Utilize elements of effective mentoring practices and strategies;

⁵ **Adult Volunteer/Mentor** - A trained adult volunteer eighteen (18) years of age or older matched with an at-risk or court-involved youth(s) either in a traditional one-on-one or group setting.

- Collaborate with Juvenile Crime Prevention Councils, local law enforcement, school systems, juvenile court, and other youth serving agencies;
- Deliver structured age appropriate guided growth activities to assist youth explore careers, increase academic success, address character and social development and build stronger relationships with family and community; and
- Demonstrate ability to manage state funds in accordance with principles of sound internal accounting controls.

The Governor’s One-on-One grant funds are restricted for the purpose of subsidizing personnel expenses, solely salaries and fringe benefits for key personnel responsible for directing and/or coordinating the grant funded program. Grant funded programs are responsible for seeking additional revenues to complete local program operational budget.

The Department awards grant funds across five funding classifications or levels of funding ranging from \$16,500 per year to \$66,000 per year. The current funding formula allows for a full-time grant program to receive up to \$33,000 per year in Department funds. Grant funded programs classified as full-time are required to employ a full time staff person in the role of Program Director or Program Coordinator. The formula for determining all other classifications of funding is derived using the full-time classification of \$33,000 as the basis. For example, a grant funded program classified as Half-Time receives one-half (\$16,500) of the full-time funding classification amount.

At each classification of funding, grant funded programs are responsible for maintaining compliance with client capacity requirements. Client capacity refers to the minimum number of new and continuing youth matches⁶ each year. Figure 1-2 outlines the five funding classifications, the funds available, and the minimum requirements for the number of matches for each classification.

Figure 1-2: Grant Funding Classifications, Allocations, and Requirements

Funding Classification	Grant Award	Client Capacity	Number of Grant Programs
Half-Time	\$ 16,500	Eight (8) youth matches with four (4) new youth matches per year	14
Three-Quarter Time	\$24,750	Twelve (12) youth matches with six (6) new youth matches per year	3
Full-Time	\$ 33,000	Seventeen (17) youth matches with eight (8) new youth matches per year	20
Full-Time and One-Half	\$ 49,500	Twenty-two (22) youth matches with twelve (12) new youth matches per year	2
Double Time	\$66, 000	Thirty-four (34) youth matches with sixteen (16) new youth matches per year	5

⁶ Youth Match – Adult Volunteer/Mentor and Youth in a one-to-one mentoring relationship

In FY 2006-2007, the Department awarded funds to a total of 44 grant funded programs for the operation Governor's One-on-One mentoring services in 47 counties.⁷ Appendix A further depicts the award of grant funds by organization, region and counties served.

Description of the Program: Service Delivery Model and Requirements

The Governor's One-on-One Volunteer Program service delivery model is designed for grant funded programs to serve at-risk and court-involved youth ages 6 to 17 through the provision of traditional one-on-one mentoring services⁸. The traditional mentoring model involves the placement of a caring adult volunteer/mentor and at-risk or court-involved youth in a mentoring relationship for a period of one year wherein the adult volunteer/mentor meets with the youth on a regular basis for a minimum of 2 hours a week and/or 8 hours a month. During the meetings, the adult volunteer/mentor strives to accomplish set goals and objectives to support the development of a valued relationship, improved behavior, improved academic performance and attendance, and improved social development with his/her youth.

The Governor's One-on-One Volunteer Program service delivery model includes minimum standards and operating requirements for the grant funded programs. A description of minimum core standards and requirements for service delivery follows. These core standards set a foundation for a discussion in Section Two of this report in assessing how the Governor's One-on-One Volunteer Program service delivery model aligns with national research on effective mentoring practices. Appendix B provides a full description of the Governor's One-on-One Volunteer Program Standards and Operational Requirements.

Governor's One-on-One Volunteer Program Core Standards

Youth Admissions and Terminations Standards

Each Governor's One-on-One grant funded program must adhere to admissions criteria for youth referred to the local grant funded program.

Sixty percent (60%) of youth referrals served by the grant funded programs must originate from local law enforcement, Juvenile Court Counselor, Youth Development Center Social Worker, and/ or School Resource Officer during any 12 month period. Forty percent (40 percent) of youth referrals served by the grant funded programs may originate from other referral sources such as parents/guardians, school guidance counselors, and social services agencies.

Grant funded programs must demonstrate that at least 80 percent of all terminations from the program were successful completions⁹ and met the one year match obligation.

⁷ Three agencies were each awarded grant funding to operate programs in two counties.

⁸ Effective July 1, 2008, grant funded programs will be required to implement group mentoring as a component of service delivery. Group mentoring is the placement of a caring adult volunteer/mentor with a group of 4-8 at-risk and/or court-involved youth in a group setting wherein community service (service learning), social and life skills development, academic enrichment, and career exploration are provided through group facilitation.

⁹ **Successful Completion** – High level of client participation in program activities and achievement of behavioral improvement goals.

Required Number of Youth Matches

Within each classification of funding, grant funded programs are responsible for maintaining compliance with client capacity requirements. Figure 1-3 below illustrates the minimum number of youth required to be served in ongoing and new matches per each funding classification.

Figure 1-3: Minimum Client Capacity Requirements for Grant Funded Programs

Funding Classification	Client Capacity	
	On-Going Matches	New Matches
Half-Time	8	4
Three-Quarter Time	12	6
Full-Time	17	8
Full-Time and One-Half	22	12
Double Time	34	16

Volunteer Recruitment Screening and Training

The service delivery model requires that all grant funded programs utilize a screening and training process for all volunteers interested in serving as an adult volunteer/mentor to a youth. Volunteer applicants must complete a screening process that includes an application, reference letters, criminal history checks to include Department of Motor Vehicles and Sex Offender Registry, a face to face or personal interview, and verification of vehicular insurance. Grant funded programs may require applicants to also complete a drug screening if warranted by the grant funded program's policies and procedures.

Grant funded programs are also required to have a Volunteer Screening Committee as part of their local Board of Directors and/or Advisory Board. The role of the Volunteer Screening Committee is to provide support and guidance to the program director/coordinator when special circumstances arise and to ensure that grant funded programs base decisions on volunteer/mentor selection using established guidelines and protocols commensurate to the general hiring practices of their local organization.

Volunteer applicants must complete a minimum of 3 to 6 hours of pre-service training. Pre-service training is the official orientation session for new volunteers/mentors. The pre-service training must cover specific curriculum topics as outlined by the Department.

Volunteers/mentors who have served more than 3 years with the grant funded program must attend an updated training. The new training session must include Department and organizational policy changes, a review of emergency protocols, and procedures for reporting monthly contact with youth.

Volunteer Activities and Support Services

Support services and activities must be provided by each grant funded program at least 4 times annually to recognize, motivate, and retain volunteers/mentors. Each grant funded program must offer at least 2 group activities for the adult volunteer/mentor and youth matches during the fiscal year and a minimum of 2 in-service training sessions for the volunteers during the fiscal year.

Matching Volunteers

The Governor's One-on-One Volunteer Program service delivery model requires that each grant funded program match adult volunteers/mentors with youth based on compatibility factors determined by the program that are beneficial to the youth. Matching an adult volunteer with a youth is individualized according to compatibility, race, gender, and personal preferences. Male volunteers/mentors are not to be matched with female youth; female volunteers/mentors may be matched with male youth according to the specific guidelines and/or by-laws of the grant funded program agency. Volunteers/mentors must be at least 18 years of age at the time he/she is matched with a youth.

Program Director Qualifications and Training

Each grant funded program is required to be staffed with a local program director and/or program coordinator who has a minimum of Bachelor degree in a human services related field or a four-year college degree in any field plus at least two years experience as a direct service professional in a child-serving agency. New program directors/coordinators of grant funded programs are required to complete the Basics of One-On-One Volunteer Administration training provided by the Department within the first year of employment. Program directors are also required to attend four regional meeting training sessions facilitated by the Department on a quarterly basis and other trainings as deemed necessary by the Department.

Program Director/Coordinator Contact:

The program director/coordinator of each grant funded program must maintain contact with adult volunteers, parent(s)/ guardian, and youth participating in the program. The program director or coordinator must establish and maintain personal contact with each volunteer/mentor once a week for the first 6 weeks after the volunteer/mentor has been matched with a youth with contract being made once a month thereafter for the remainder of the one-year commitment.

Contact with the parent/guardian of the youth being served is made within the first 2 weeks after the match is made. Contact must be maintained every month thereafter for the remainder of the year's commitment. Contact with each matched youth is also performed on a monthly basis.

The program director/coordinator must maintain a filing system documenting contact with adult volunteers, parent(s)/guardian, and youth. At minimum, contact notes with the volunteer/mentor, youth, and parent/guardian should include the date, name of the person initiating contact, detailed conversation points, and specific updates demonstrating the ability of the volunteer/mentor to be a positive role model.

Recipients of the Services: Governor’s One-on-One Grant Funded Programs

Governor’s One-on-One grant funded programs are designed to serve a diverse population of youth between the ages of 6 to 17 who are at-risk and/or court-involved. For purposes of this discussion, recipients of mentoring services are defined interchangeably as youth participants or youth served, and are comprised of youth who have been admitted to or terminated from the grant funded program. An *admission* to the grant funded program occurs when a youth is matched with an adult/volunteer mentor, thus becoming a youth served in the grant funded program. A *termination* from the program occurs when the youth completes the grant funded program and/or when the youth is withdrawn or removed from the grant funded program. Conducting an analysis of data in this manner is appropriate due to the minimum one year match relationship requirements. Admissions to and terminations from grant funded programs are fluid and the number of youth participants can account for youth that are being served by grant funded programs across fiscal years. For example, a youth may be admitted into the grant funded program in May and be served in the match relationship into the next fiscal year.

The Request for Proposal process requires that grant funded programs conduct a needs assessment of existing conditions for youth participants describing how community risk factors placing youth at-risk for juvenile delinquency will be offset by the implementation of Governor’s One-on-One mentoring services.

According to the North Carolina Rural Economic Development Center, only ten of the 47 counties served in FY 2006-2007 were classified as urban counties.¹⁰ Youth served by grant funded programs reside in communities wherein at least one if not all rates of unemployment, child poverty, and students passing end of grade exams were slightly below above the states average.

An analysis of regional data for the 44 grant funded programs providing mentoring services in 47 counties as shown in Figure 1-4 demonstrates that child poverty rates exceeded the overall state rate of 15.7 percent. In addition, an average of all counties served report an average of a 1.45 percent decrease for students passing the end of grade exams when compared to the entire state. The average for each region was 59.7 percent. The average employment rates for these counties also are slightly higher. See Appendix C for a breakdown of data per county and per region.

Figure 1-4: Rural Economic Data Comparison

Area Totals	2000 Poverty Rate	Child Poverty Rate	Students Passing End of Grade Exams	Unemployment Rate 2006
NORTH CAROLINA	12.3%	15.7%	61.2%	4.8%
CENTRAL REGION	15%	19%	57%	6%
EASTERN REGION	16%	22%	57%	5%
PIEDMONT REGION	12%	16%	59%	5%
WESTERN REGION	14%	17%	66%	5%

¹⁰ North Carolina Rural Economic Development Center Databank 2008

The need for mentoring services for at-risk and court involved youth from single parent households and low socioeconomic status to be involved in a long-term positive relationships is vital to a youth's overall physical, mental, academic, and social development¹¹. Youth from rural counties and distressed communities with propensity to have increased rates of academic failure and live in poverty comprise a majority of the youth served by the grant funded programs.

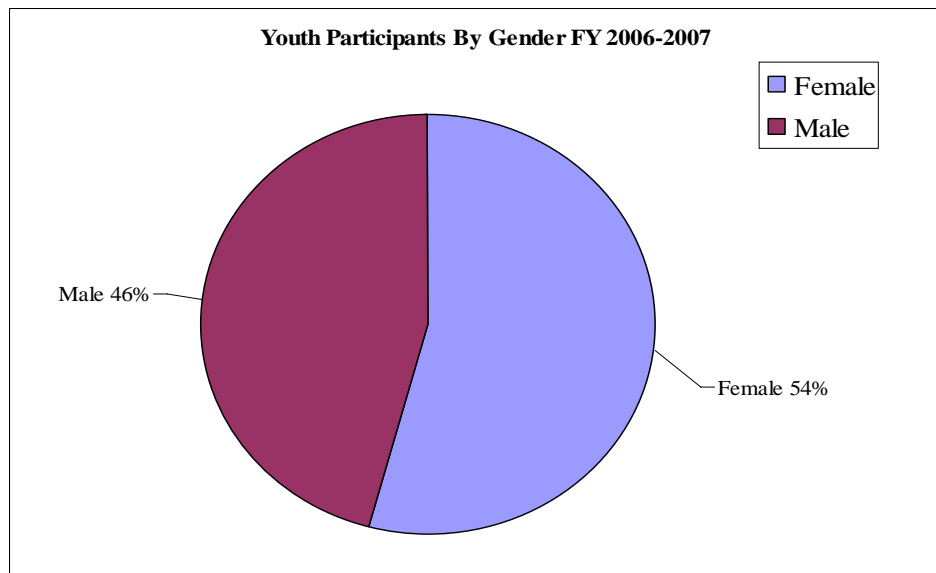
During FY 2006-2007, the grant funded programs served 1,173 youth participants in traditional one-to-one mentoring services. Additional descriptions of the youth participants are illustrated and reported in Figures Five through Ten in terms of the following demographic profiles: Gender, race, age, juvenile justice involvement, source of referral and reason for referral.

As depicted in Figure 1-5 through Figure 1-7, female youth accounted for 54 percent of the youth served while males represented 46 percent of youth served in the FY 2006-2007. Of these youth, 54 percent were African American, 37 percent Caucasian with the remaining 9 percent of youth of Asian, Hispanic, Multiracial, Indian, or other descent. Youth ages 10-13 years old constituted 47.7 percent of the total number of youth served in FY 2006-2007.

Figure 1-5: Youth Participants by Gender

N=1,173 Youth Served

Source: DJJDP Client Tracking System



¹¹ Mentoring; A Promising Strategy for Youth Development, February 2002, <http://www.childtrends.org/files/mentoringbrief2002.pdf>.

Figure 1-6: Youth Participants by Race

N=1,173 Youth Served

Source: DJJDP Client Tracking System

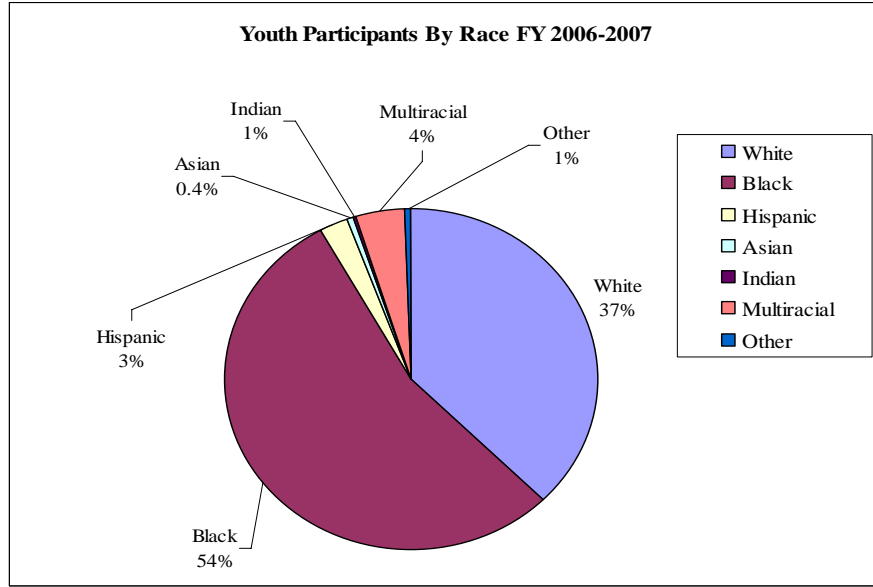
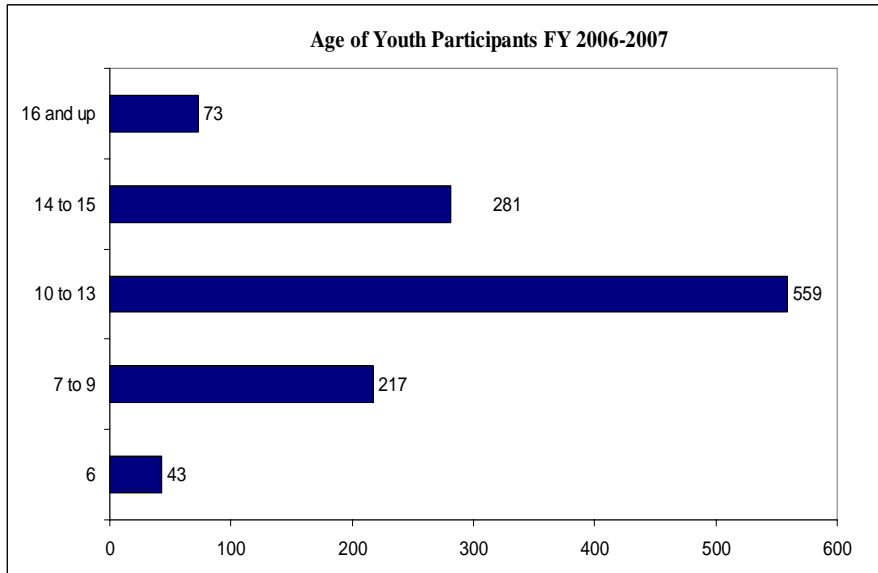


Figure 1-7: Youth Participants by Age

N=1,173 Youth Served

Source: DJJDP Client Tracking System



Of the 1,173 youth served in FY 2006-2007, 655 of the youth were identified as youth at-risk. These youth have not been adjudicated delinquent or undisciplined but demonstrate many of the risk factors that are strong predictors for delinquent behavior. Exposure to risks such as family conflicts and disruption, community drug and alcohol use, academic failures, early and persistent

behavior problems in school and the presence of gangs correlate to high rates for juvenile delinquency.

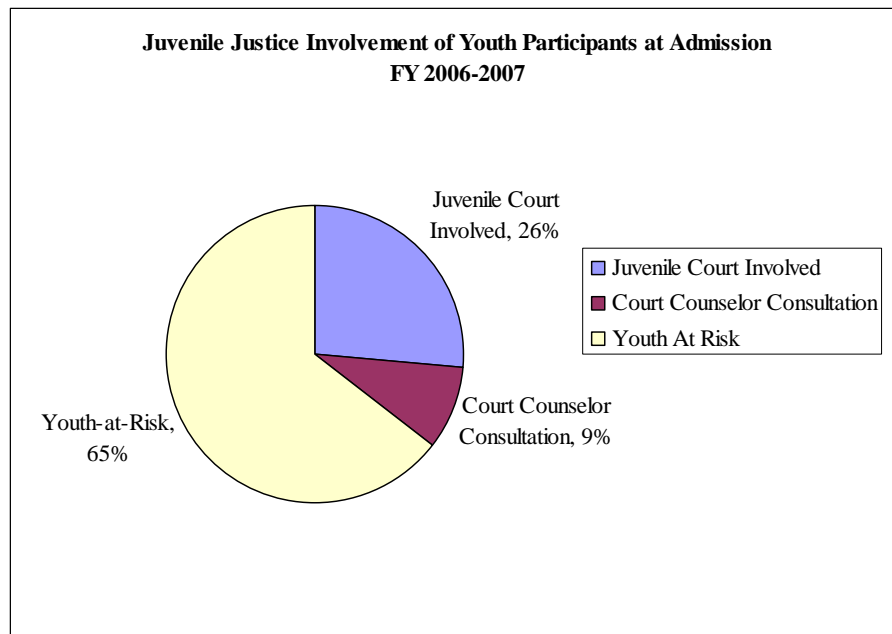
The remaining youth served by the Governor’s One-on-One grant funded programs have had some contact with a Department of juvenile Justice and Delinquency Prevention Court Services district office and have been diverted into programming or have penetrated the juvenile justice system. Approximately 26 percent of youth served are identified as having contact with or penetrating the juvenile justice system.

Figure 1-8 below depicts the number of youth served by juvenile justice involvement.

Figure 1-8: Juvenile Justice Involvement of Youth Participants at Admission

N=1,173 Youth Served

Source: DJJDP Client Tracking System

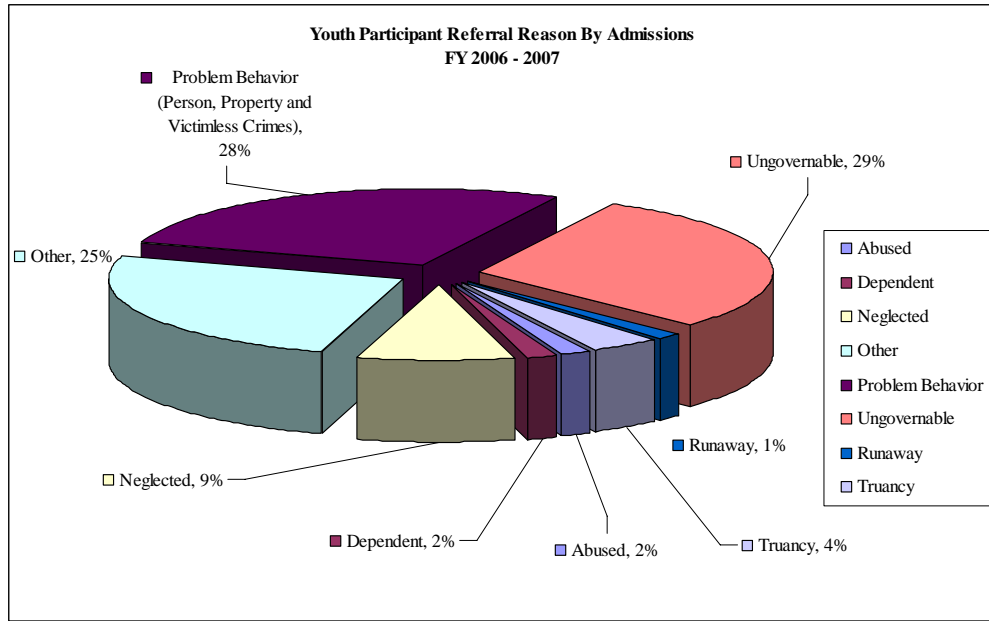


Of the 1,173 youth served during FY 2006-2007, 28 percent were referred to the grant funded programs for problems identified as delinquent behavior (person, property, or victimless crimes) crimes. Youth that committed status offenses or were considered ungovernable accounted for 29 percent of the youth served during that same year. Figure 1-9 below illustrates the youth participants by referral reason.

Figure 1-9: Youth Participants by Reason for Referral to Grant Funded Programs

N=1,173 Youth Served

Source: DJJDP Client Tracking System

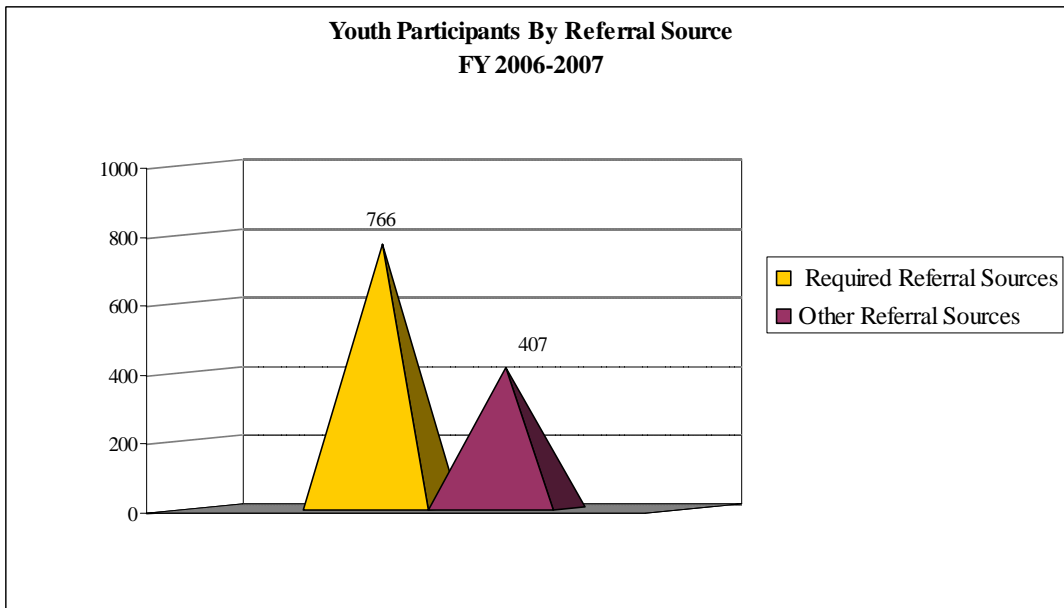


As discussed in Section One of this report, a core standard of the Governor’s One-on-One Volunteer Program service delivery model is the requirement that 60 percent of the youth referrals are provided by Juvenile Court, School Resource Officers, or Law Enforcement while the remaining 40 percent of referrals are from other sources including, but not limited to, parent/guardians, mental health and social services agencies, or school personnel. As demonstrated in Figure 1-10 below, 766 or 65.3 percent of the 1,173 youth served in FY 2006-2007 were referred to the grant funded programs by juvenile court, school resource officers and/or law enforcement.

Figure 1-10: Youth Participants by Source of Referral to Grant Funded Programs

N=1,173 Youth Served

Source: DJJDP Client Tracking System



Summary and Conclusion

Section One of the Governor's One-on-One Volunteer Program annual evaluation report provides a historical context for the formation of the Governor's One-on-One Volunteer Program and introduces the Comprehensive Strategy as a framework by which mentoring is identified as a needed prevention and intervention service for at-risk and court-involved youth. An overview of the administration and funding structure of the Governor's One-on-One Volunteer Program is included and highlights that the Department awarded grant funds to 44 grant funded programs to provide mentoring services in 47 counties during FY 2006-2007.

The Governor's One-on-One Volunteer Program service delivery model is detailed to include the minimum core standards for service delivery of all grant funded programs and a description of the youth served during FY 2006-2007. A total of 1,173 youth were served in a one-on-one mentoring relationship with an adult/volunteer mentor during FY 2006-2007.

ANNUAL EVALUATION OF COMMUNITY PROGRAMS GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM

MEANINGFUL MEASURES OF PROGRAM PERFORMANCE

The second section of the Governor's One-on-One Volunteer Program annual evaluation report concentrates on the meaningful measures of program performance and the degree to which the Governor's One-on-One Volunteer Program is meeting these measures.

This section examines the effectiveness of the Governor's One-on-One Volunteer grant funded programs funded in FY 2006-2007 in the following output and outcome measures of program performance:

- (1) Number of Matches and Total Volunteer/Mentor Hours
- (2) Number of Volunteer/Mentor Trainings and Total Hours
- (3) Number of Structured Activities Delivered for Mentor and Youth
- (4) Compliance with Meeting Minimum Standards
- (5) Reduction of Delinquent Complaints
- (6) Reduction of Adjudicated Delinquent Complaints
- (7) Increased Parental Accountability

The Department of Juvenile Justice and Delinquency Prevention introduces a logic model framework and process evaluation as two approaches by which to examine and report the effectiveness of the Governor's One-on-One grant funded programs in each of the measures noted above. A logic model is included to facilitate understanding of the Governor's One-on-One Volunteer Program flow of operations and how the planned activities lead to effects of participation. This model will then be followed by a description of the process evaluation approach utilized by the Department that includes research contexts for measuring program effectiveness against best practices nationally and how the grant funded programs performed in relation to these practices during FY 2006-2007.

This section concludes with outcome evaluation information concerning how the grant funded programs performed in relation to the statutory provision concerning reduction of court involvement among juveniles.

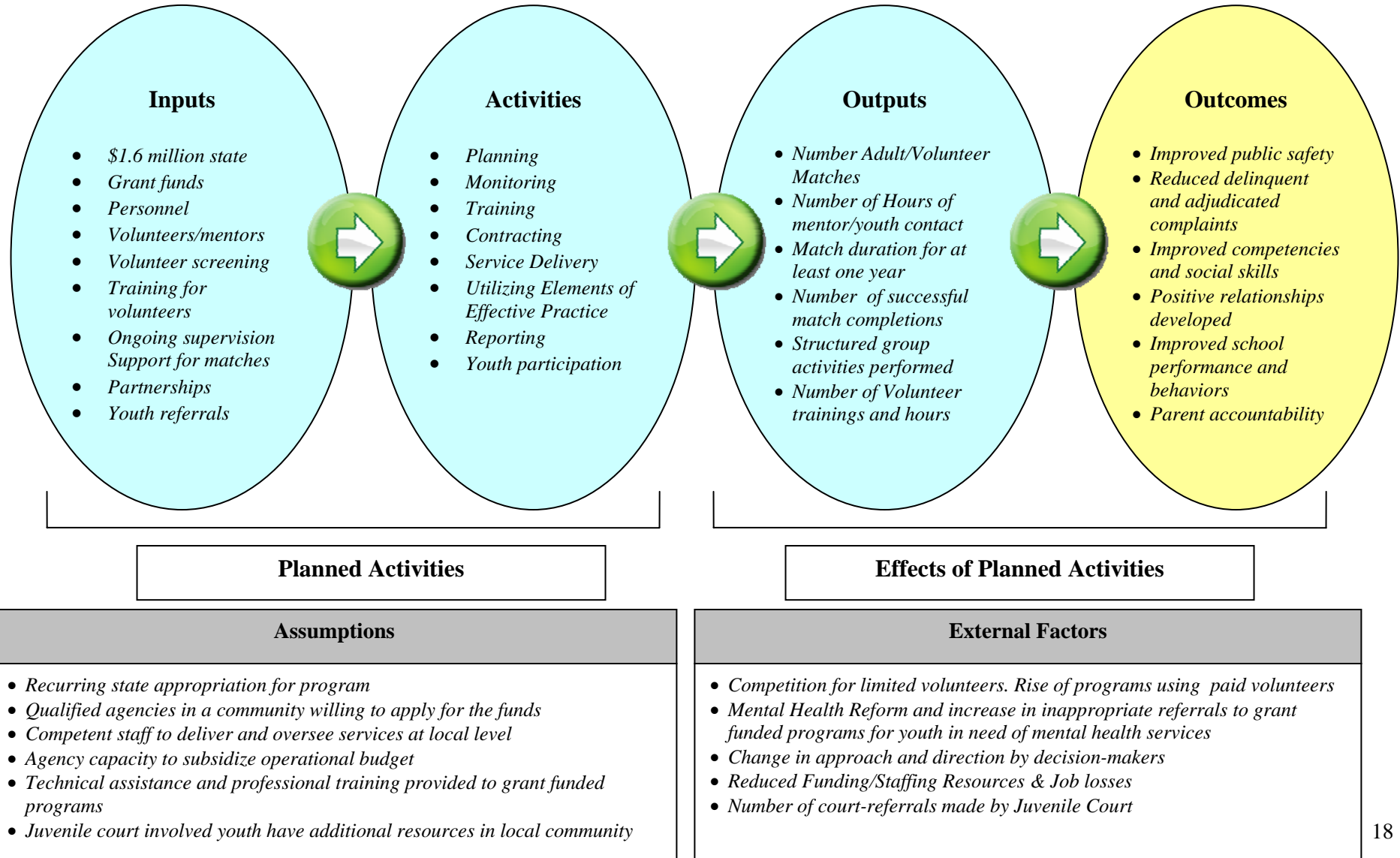
Governor's One-on-One Volunteer Program Performance: A Logic Model

A logic model is a framework that lays out the inputs, activities, outputs, and outcomes in order to promote understanding of the operations and anticipated outcomes of a program. The logic model for the Governor's One-on-One Volunteer Program (see Figure 2-1) provides a road map to reach important outcome goals and serves as a systematic and visual method to present the perceived relationships among the resources to operate the grant funded programs, the activities to be delivered, and the intended changes or results for the youth, families, and communities.

Figure 2-1: LOGIC MODEL

Program title: Governor’s One-on-One Volunteer Program

Situation Statement: In 2006, approximately 48,000 complaints concerning juvenile crimes and offenses were received in North Carolina. Once youth become involved in the juvenile justice system it is much more costly in terms and resources to provide effective treatment. At the front end of the Department’s continuum of care, mentoring programs are funded in local communities as one of nine effective service categories for prevention and intervention programs for at-risk and court involved youth. According to the North Carolina Mentoring Partnership, there are approximately 500,000 youth in North Carolina in need of mentoring services. The Department allocates \$1.6 million annually for Governor’s One-on-One grant funded mentoring programs to help offset this need in local communities throughout the state.



The model offers that there are a number of assumptions inherent to the success of the grant funded program operations including the availability of recurring funding, the importance of prevention programming and need for mentoring services to offset known risk factors, the interest and capacity of qualified organizations to deliver services, the availability of volunteer/mentors to be matched with at-risk and court-involved youth, and community collaborations. The inputs include resources dedicated to or consumed by the grant funded programs such as funding, funding requirements, staff, volunteer/mentors, training, and knowledge, and plans. Activities are the organized events, strategies, processes, and techniques that comprise the Governor's One-on-One Volunteer Program service methodology ranging from service delivery, planning, training, contracting, monitoring, evaluation, and reporting. Outputs are the direct products of grant funded program activities and are usually measured in terms of the volume of work accomplished such as the number of matches made, total number of mentoring hours, and the number of structured activities delivered. Outputs are intended to lead to desired outcomes for participants or populations. Outcomes are the benefits or changes for individuals or populations during or after participating in the program activities.

As with the assumptions, external factors can impact the successful operation of the grant funded programs. For example, mental health reform has resulted in an increased need for youth being referred to the grant funded programs to receive services outside the scope of mentoring services. Most of the grant funded programs are not equipped with the resources by which to provide these needed services to youth in their care and/or are required to enhance community collaborations in order to provide these services. Similarly, mental health reform has resulted in an increase and pattern of "paid volunteers" by agencies promoting 'mentoring' as an intervention for youth in need of mental health services. Governor's One-on-One grant funded programs offers community-based traditional one-on-one mentoring services wherein monetary compensation is neither provided nor is funding available to offer compensation. This has resulted in increased competition for volunteers with negative impacts on the recruitment of community based volunteers/mentors for the Governor's One-on-One grant funded programs. In addition, the continued success of grant funded programs to reach court-involved youth requires the continued receipt of referrals from juvenile court. Without strong collaborations from law enforcement and juvenile court, the grant funded programs will be unsuccessful in meeting the needs of this vulnerable population.

According to the logic model framework, if the assumptions are intact, the inputs and activities are in place, and external factors mitigated, then achievement of outputs and outcomes can be met or exceeded. The logic model assists in providing an evaluation framework by which to assess the overall effectiveness of the grant funded programs in terms of outputs generated from service delivery and outcomes associated with longer term impacts of the services, such as reductions in juvenile crime.

Process Evaluation: Research Contexts for Measures of Program Effectiveness

The Department of Juvenile Justice and Delinquency Prevention currently utilizes process evaluation as the primary approach by which to measure the effectiveness of the Governor's One-on-One grant funded programs. Process evaluation focuses on what services were provided and how those services were delivered. Its purpose is to describe how the grant funded programs

were implemented, document and analyze the implementation of these programs, and assess whether strategies were implemented as planned and whether expected outputs were produced.

This discussion begins with a research context for evaluating the output measures of program effectiveness for the Governor's One-on-One grant funded programs. The standards and operational requirements which shape the service delivery requirements, activities, and processes for the Governor's One-on-One grant funded programs are informed and supported by what national mentoring research deems as elements of effective practice. The National Mentoring Partnership¹² highlights the following four program practices identified essential for strong and effective mentoring relationships:

1. Conducting reasonably intensive screening of potential mentors
2. Making matches based on shared interests of the youth and mentor
3. Providing more than six hours of training for mentors
4. Offering post match training and support

In addition, an extensive empirical evaluation of program practice effectiveness was carried out by a meta-analysis of fifty-five evaluations of mentoring programs¹³. This study found seven different mentoring program practices as predictive of strong positive effective on youth outcomes:

1. Use of community based mentoring (as opposed to school-based settings only)
2. Procedures for systematic monitoring of program implementation
3. Utilization of mentors with backgrounds in helping roles and professions
4. Clearly established expectations for frequency of mentor-youth contact
5. Ongoing (post-match) training for mentors
6. Structured activities for mentors and youth
7. Support for parent involvement

The Governor's One-on-One Volunteer Program service delivery requirements are inclusive of these practices deemed effective by national mentoring research. Figure 2-2 provides a comparison of the Governor's One-on-One service delivery requirements and core standards as outlined in Section One of this report to these elements of effective practice for mentoring programs.

¹² National Mentoring Partnership is an organization that promotes, advocates and is a resource for mentors and mentoring initiatives nationwide

¹³ DuBois, D.L., Holloway, B.E., Valentine, J.C., & Cooper, H. (2002). Effectiveness of mentoring programs for youth: A meta-analytic review. *American Journal of Community Psychology*, 30, 157-197.

Figure 2-2: Governor’s One-on-One Volunteer Program Standards in Relation to Elements of Effective Practice

Elements of Effective Practice					
Governor’s One-on-One Volunteer Program Standards	Intensive Screening of Potential Mentors	Making Matches Based on Shared Interests	Mentor Training and Support	Expectations for Frequency of Contact	Support for Parent Involvement
		<ul style="list-style-type: none"> • Written application updated once every 2 years. • 4 Reference letters • A local and statewide criminal background check. Includes NC DMV and Sex Offender Registry • Applicants relocated to North Carolina for less than one (1) year must have a criminal background check conducted in previous state of residence. • Drug screenings when required by the grant program • Documented in-depth interview • Verification of a valid Drivers License. • Verification of auto insurance • Grant programs must have Volunteer Screening Committee as part of the Board of Directors and/or Advisory Board. 	<ul style="list-style-type: none"> • Matching an adult volunteer with a child is individualized according to compatibility, race, gender, and personal preferences. • Male volunteers are not to be matched with female youth. • Female volunteers may be matched with male youth according to specific program guidelines and/or by-laws. • Volunteers must be at least 18 years of age at the time he/she is matched with a youth 	<ul style="list-style-type: none"> • Minimum of 3-6 hours of Pre-Service training. • Training to cover specific curriculum topics as outlined by DJJDP. • Volunteers having served more than 3 years must attend an updated training to include policy changes, a review of emergency protocols, and procedures for reporting monthly contact with youth. • Support services and activities provided at least 4 times annually to recognize, motivate, and retain volunteers. • Minimum of 2 group activities provided and documented for the adult volunteer and youth matches during the fiscal year. • Minimum of 2 in-service training sessions for the volunteers during the fiscal year. • Grant program personnel must establish and maintain personal contact with each volunteer once a week for the first 6weeks after the volunteer has been matched with a child. • Contact must be made once a month thereafter for the remainder of the one-year commitment. 	<ul style="list-style-type: none"> • A volunteer must commit to a one (1) year service agreement. • Each volunteer must maintain a minimum of 2 hours of contact per week and/or 8 hours per month with a youth

Process Evaluation: Outputs in Relation to Elements of Effective Practice

In using the logic model framework and process evaluation as the primary basis for evaluation, the service delivery and requirements (processes) for which grant funded programs are accountable resulted in the achievement of several outputs or evidence that service delivery occurred. Included in this discussion are reports on the following three output measures of program effectiveness in relation to elements of effective practice:

- (1) Number, Duration, and Frequency of Contact for Mentor Matches
- (2) Training and Support Activities for Mentor Matches
- (3) Monitoring of Grant Funded Programs: Effectiveness Based on Meeting Minimum Client Capacity Standards

Throughout this section, excerpts from youth perspectives about their experiences in mentoring relationships are included to provide additional context on the effectiveness of the services provided by the grant funded programs.

Output Performance Measure (1): Number, Duration, and Frequency of Contact for Mentor Matches

National mentoring research has shown that the duration or length of the mentoring relationship is an indicator of positive outcomes for youth. Given the fact that development of trusting relationships builds over time, national mentoring research recommends that mentors and youth should meet regularly for at least 4 hours per month for at least nine months.¹⁴

During FY 2006-2007, the 44 grant funded programs reported a total of 1,173 youth matched with an adult volunteer/mentor for a period of at least 12 months. The 1,173 volunteers/mentors spent a total of 63,175 hours in one-on-one mentoring relationships with youth during the twelve month period. This equates to an average of 4.5 hours per month per match relationship.

“I would like for Dave to be my mentor again. He has become like a grandfather to me. So please let me be in the program again this year. He has taught me so much and I would like for him to teach me more.” **Braxton, age 14 Lee County**

Output Performance Measure (2): Structured Activities and Training for Mentor/Youth Matches

National mentoring research also suggests that structured activities to support the match relationship and training for volunteers are strong predictors of positive youth outcomes. The Governor’s One-on-One grant funded programs are mandated to provide a variety of training and support

“Some things that stick out in my mind about Grady is when he took me to the Rocky Mount Mall for the first time in my life and now he said he was going to help me learn how to drive a stick shift since I will be getting my driver’s permit soon. Now having Grady involved in my life has been something great. Many times I saw friends were spoiled by their family members taking them places and doing things together, but now I can say with Grady that I am more spoiled than my friends.” **Desmon, age 13, Wilson County**

¹⁴ National Mentoring Partnership: How to Build a Successful Mentoring Program Using the Elements of Effective Practice.

activities to enrich the one-on-one mentoring relationships, increase the knowledge base of adult and youth participants, and strengthen community collaborations.

During FY 2006-2007, the 44 grant funded programs incorporated group activities centered on developing key life coping skills that included conflict resolution, gang awareness, communication, cultural awareness, and etiquette skills. Substance abuse prevention topics were also reviewed and discussed, specifically methamphetamine use and its effect on families.

There were several commonalities among grant funded programs regarding the incorporation of physical fitness in agency sponsored activities. Rope courses, bowling, swimming, golfing, basketball, fishing, and skating were offered to the youth served. Service learning activities included community gardening, community beautification projects, and roadside and beach clean-ups. Many youth experienced their first visit to a college and/or university as participants in a Governor's One-on-One grant funded program. Programs also held "Back to School" activities and holiday celebrations for youth, families, and volunteers/mentors.

"One of the reasons that Gary means so much to me is because I don't have a Dad. He died in a car accident 5 years ago. My mom thought that me and my brothers needed a male role model in our lives....I think Gary is the best Big Brother role model. He helps me with basketball. We go swimming, skating, and to the movies. I help him with his projects on his house. He is always doing something to make his house better. And I learn how to use tools, and how to do things." *William, age 12, Guilford County*

As a community based mentoring initiative, the traditional mentoring model allows youth and volunteers/mentors to develop their own set of approved activities to which they can routinely partake throughout the term of the match relationship. Common activities for youth and volunteers/mentors include tutoring and homework help, outings to the library, movies, concerts, theatres, museums, and sporting events.

The Governor's One-on-One Volunteer Program service delivery model requires that grant funded programs provide a minimum of 4 structured activities to support the match relationships during the 12 month period. In FY 2006-2007, the 44 grant funded programs offered a total of 302 structured group activities which equates to an average of 6.9 group activities per grant funded program.

"I just felt like not going to school, staying at home and not doing anything anymore because I just couldn't pass my grades, they were so bad and I failed a bunch of classes. John helped me every week giving me pretend spelling tests and going over my work....Another favorite thing we did was go to the Theater of Dare's production of "Little Shop of Horror's." I got to meet with some of the actors and it was really fun, it gave me the incentive then to play one of the leading roles in my Drama class this year. I played one of the biggest parts in my schools production of "Annie" which was Daddy Warbucks, I rehearsed all of my lines with John almost every night....I knew I could do it because he had helped me and encouraged me so much that I had of a lot of confidence. I would have never done that before now everyone in school knows me and likes me. And the best part is that I got an "A" and passed all my classes. John Watts is the best match I could have ever had and am very grateful for him and all he does for me." *Michael, age 14, Dare County*

In-service training topics for volunteers/mentors consisted of CPR certification, community resources and poverty training, keys to educational success for youth. The vast majority of grant funded programs held recognition events to retain and motivate volunteers/mentors.

In FY 2006-2007, the 44 grant funded programs held a total of 261 pre-service trainings totaling an average of 783 hours of training per program for volunteers recruited, screened, and eligible for being matched in a one-to-one relationship with a youth. These programs also provided ongoing support of the mentoring relationships by offering a total of 109 in-service trainings for adult volunteers/mentors in a one-to-one relationship with a youth. At an average of 3 hours per training, this equates to 327 hours of in-service training per program

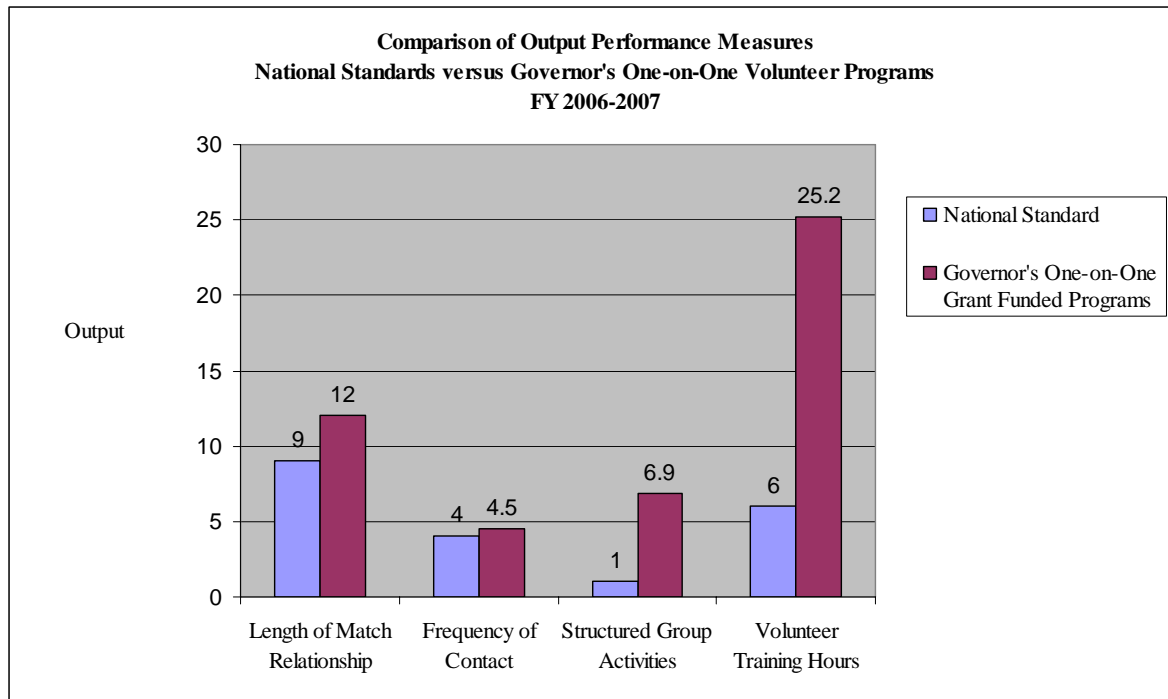
The combined number of pre-service and in-service training opportunities per program averaged 8.4 trainings per program. At an average of 3 hours per training, grant funded programs provided a total average of 25.2 hours of training for volunteers/mentors.

Figure 2-3 illustrates a comparison of the effectiveness of the Governor’s One-on-One grant funded programs in each of the 4 output performance measures against minimum standards of effective practice as cited in national mentoring research literature¹⁵.

Figure 2-3: Comparison of Output Performance Measures between Elements of Effective Practice and Governor’s One-on-One Volunteer Programs

N=44 Grant Funded Programs

Source: 2006-2007 DJJDP Governor’s One-on-One Volunteer Program Statistical Summary Report



¹⁵ National mentoring research literature does not provide a minimum number of structured group activities required for positive youth outcomes. Therefore, the value for this output is defaulted to one (1) activity per mentoring program.

Output Performance Measure (3): Monitoring of Grant Funded Programs – Effectiveness Based on Meeting Minimum Client Capacity Standards

Dubois, et. al. (2002)¹⁶ identified that procedures for systematic monitoring of program implementation constitute an element of effective mentoring practice. The Governor's One-on-One grant funded programs are required to deliver mentoring services in accordance with the Department's Governor's One-on-One Volunteer Program Standards and Operational Requirements, contract terms and conditions, North Carolina General Statute 143C-6-21-23 and North Carolina Administrative Code. Department staff conduct routine programmatic and financial reviews of each grant funded program as well as utilize a structured compliance monitoring protocol to conduct on-site review of program operations at the local level.

Routine and programmatic reviews are conducted monthly through submission of monthly activity reports by the grant funded programs and on-site reviews are conducted at least once by Department staff during the grant funded program's three year grant cycle.

As introduced in Section One of this report, the Department awards grant funds across five funding classifications ranging from Half-Time to Double-Time classification. At each classification of funding, grant funded programs are responsible for maintaining compliance with client capacity requirements. Client capacity refers to the minimum number of new and continuing youth matches each year.

A core indicator of compliance for grant funded programs monitored by the Department is the degree to which the grant funded programs meet the client capacity standards for the number of new matches as required at each funding classification level.

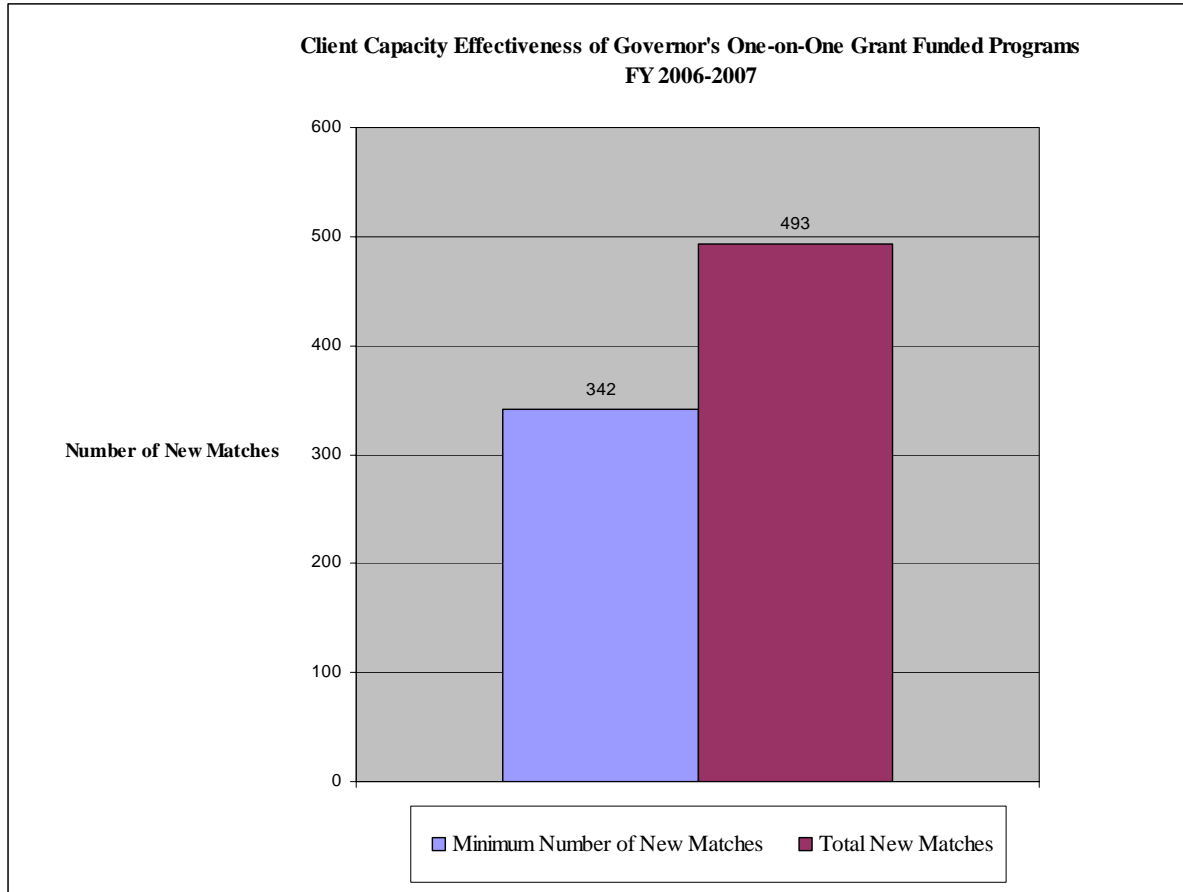
Section One of this report introduced the minimum number of new matches required at each classification of funding. Using this information as a guide, the 44 grant funded programs were responsible for meeting a total minimum number of 342 new matches during FY 2006-2007. A review of compliance monitoring data demonstrates that the 44 grant funded programs achieved a total of 493 new matches during FY 2006-2007. Grant funded programs exceeded the minimum client capacity standards by 151 matches or 44 percent. Results of effectiveness are depicted in Figure 2-4 below:

¹⁶ DuBois, D.L., Holloway, B.E., Valentine, J.C., & Cooper, H. (2002). Effectiveness of mentoring programs for youth: A meta-analytic review. *American Journal of Community Psychology*, 30, 157-197.

Figure 2-4: Client Capacity Effectiveness of Grant Funded Programs

N=44 Grant Funded Programs

Source: 2006-2007 DJJDP Governor's One-on-One Volunteer Program Statistical Summary Report

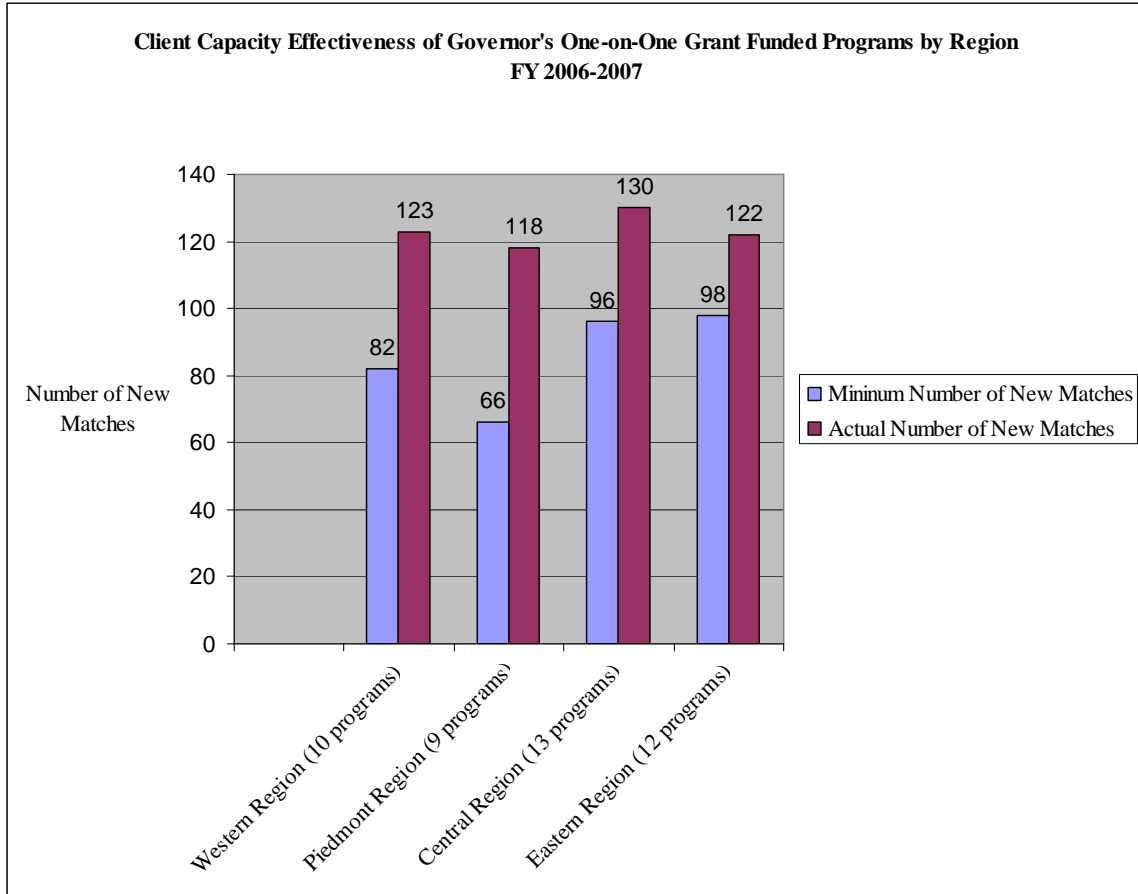


The Department offers multiple services and support for various programs across four regions of the state: Eastern, Central, Piedmont, and Western. The 44 grant funded programs are dispersed statewide and the overall effectiveness of grant funded programs in each region of the state is depicted in Figure 2-5. Appendix C offers information specific to each grant funded program within each region regarding compliance with minimum client capacity requirements for new matches.

Figure 2-5: Client Capacity Effectiveness of Governor’s One-on-One Grant Funded Programs by Region

N=44 Grant Funded Programs

Source: 2006-2007 DJJDP Governor’s One-on-One Volunteer Program Statistical Summary Report



Outcome Evaluation: Meaningful Measures of Program Effectiveness - Reduction in Court Involvement Among Juveniles

The process evaluation produced evidence that the Governor’s One-on-One Volunteer Program service delivery model includes elements of effective practice, as well as that the Governor’s One-on-One grant funded programs are meeting and exceeding the outputs required by the Department and those recommended as minimum standards by the national mentoring research.

Using the logic model framework once again as a guide, achievement of these outputs lends support that mentoring services provided by the local grant funded programs correlated to positive outcomes. As required by House Bill 1473, Session Law 2007-323, Section 18.4, Annual Evaluation of Community Programs, the Department of Juvenile Justice and Delinquency Prevention focuses its attention in evaluating the degree to which the participation in the Governor’s One-on-One Volunteer Program has resulted in a reduction of court involvement among juveniles as the outcome measure of program effectiveness.

Included in this discussion are reports on the following three measures of program effectiveness related to reductions in court involvement among juveniles:

- (1) Reduction of Delinquent Complaints
- (2) Reduction of Adjudicated Delinquent Complaints
- (3) Increased Parental Accountability

For these analyses, the Department uses two data sources: the North Carolina Juvenile On-Line Information Network (NC-JOIN) and the Client Tracking Database. NC-JOIN is a secure web-based application that manages the Department's confidential juvenile information regarding complaints, court actions, activities involving the supervision of juveniles under the jurisdiction of the Department as well as information regarding admissions and supervision of detailed juveniles and juveniles in Youth Development Centers. On a monthly basis, client tracking data is submitted as electronic files (diskettes and emailed data tables) from the grant funded programs to the Department where the data is then compiled and transferred to a central database. Department staff rely heavily upon the data in client tracking database in conducting the monitoring of client capacity requirements for grant funded programs.

Outcome Performance Measure (1): Reduction of Delinquent Complaints

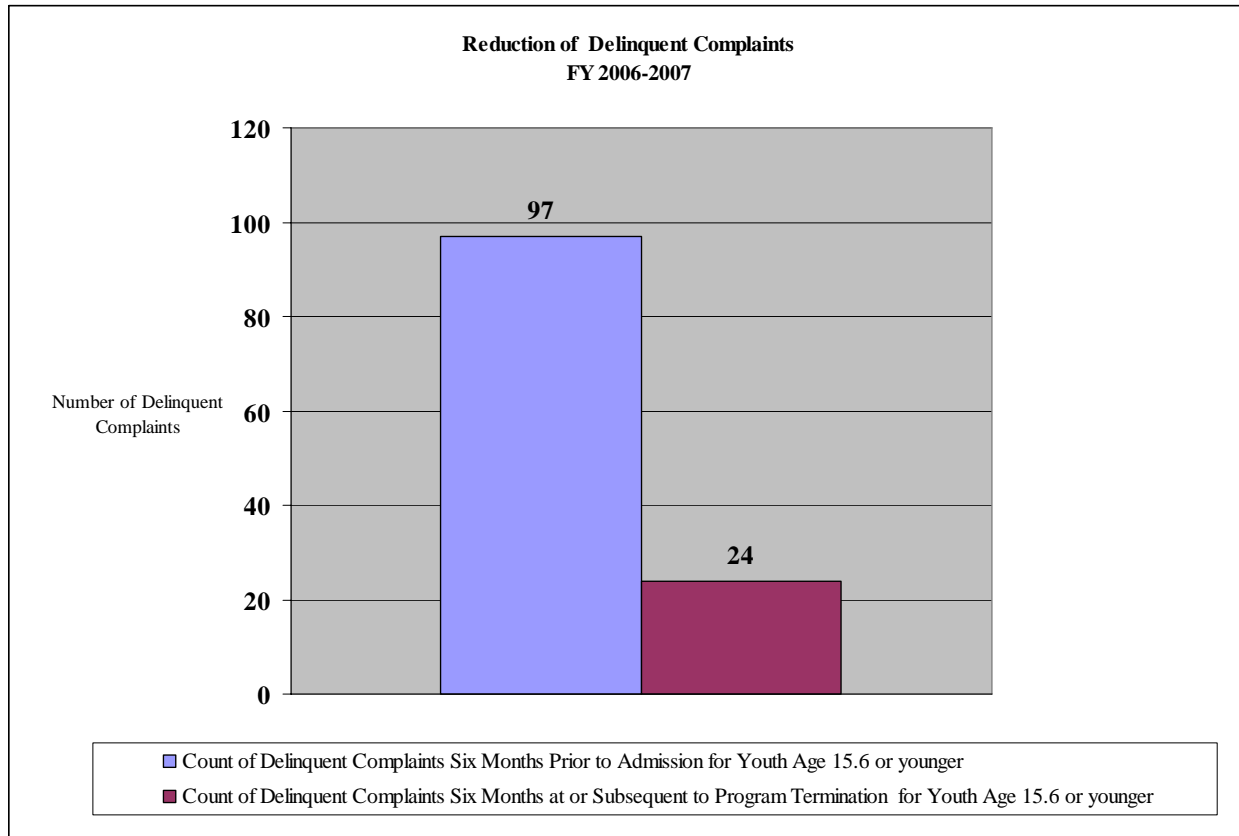
An important outcome for all Department programs is the impact on public safety. As highlighted in Section One of this report, one goal of the Governor's One-on-One Volunteer Program is to reduce juvenile delinquency and undisciplined behavior in youth involved with juvenile court. The logic model framework also presupposes that the inputs and processes involved with the mentoring programs will result in several outcomes including enhanced public safety and reductions in juvenile crime. One indicator utilized by the Department in measuring this outcome is the reduction of delinquent complaints. One would assume that if effective mentoring practices are implemented and program objectives are met, then youth and families would receive services that would ultimately result in a reduction of delinquent complaints.

To ensure that reductions in delinquent complaints were not due to the 'aging-out' of the sample of youth in the juvenile system, this analysis examined youth who were 15 and a half years of age or younger 6 months prior to admission and 6 months subsequent to termination from the Governor's One-on-One grant funded programs. An admission occurs when the youth is matched with an adult volunteer/mentor. A termination occurs when a youth completes the grant funded program and/or is withdrawn or removed from the grant funded program. The results of the analyses are depicted below in Figure 2-6: Reduction of Delinquent Complaints for Governor's One-on-One Volunteer Programs.

Figure 2-6: Reduction of Delinquent Complaints

N=372 Terminations

Source: NCJOIN and DJJDP Client Tracking System



For FY 2006-2007, there were 97 total delinquent complaints six months prior to youth admission to the grant funded programs. There were a total of 24 delinquent complaints six months following termination or program completion date. This constitutes a 75.3 percent reduction in delinquent complaints.¹⁷

Outcome Performance Measure (2): Reduction of Adjudicated Delinquent Complaints

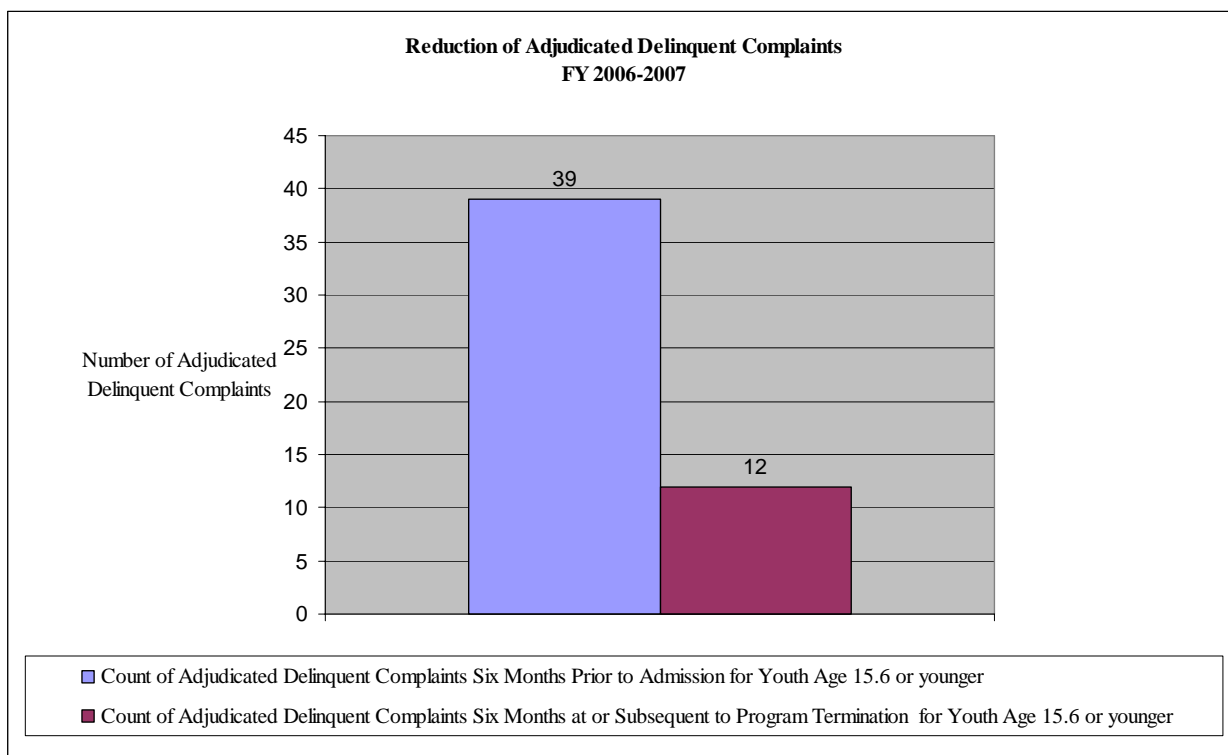
The reduction of delinquent adjudications reflects the prevention of youth from becoming more deeply involved in the juvenile justice system. To ensure that reductions in subsequent adjudicated delinquent complaints were not due to the 'aging-out' of the sample of youth in the juvenile system, this analysis examined youth who were 15 and a half years of age or younger 6 months prior to admission to and 6 months subsequent to termination from the Governor's One-on-One grant funded programs. The results of the analyses are depicted below in Figure 2-7: Reduction of Adjudicated Delinquent Complaints for Governor's One-on-One Volunteer Programs.

¹⁷Data current as of January 13, 2008.

Figure 2-7: Reduction of Adjudicated Delinquent Complaints

N= 372 Terminations

Source: NCJOIN and DJJDP Client Tracking System



For FY 2006-2007, there were a total of 39 total adjudicated delinquent complaints six months prior to youth admission to the grant funded programs. There were a total of 12 adjudicated delinquent complaints six months following termination or program completion date. This constitutes a 69.2 percent reduction in adjudicated delinquent complaints¹⁸.

End Outcome Performance Measure (3): Increased Parental Accountability

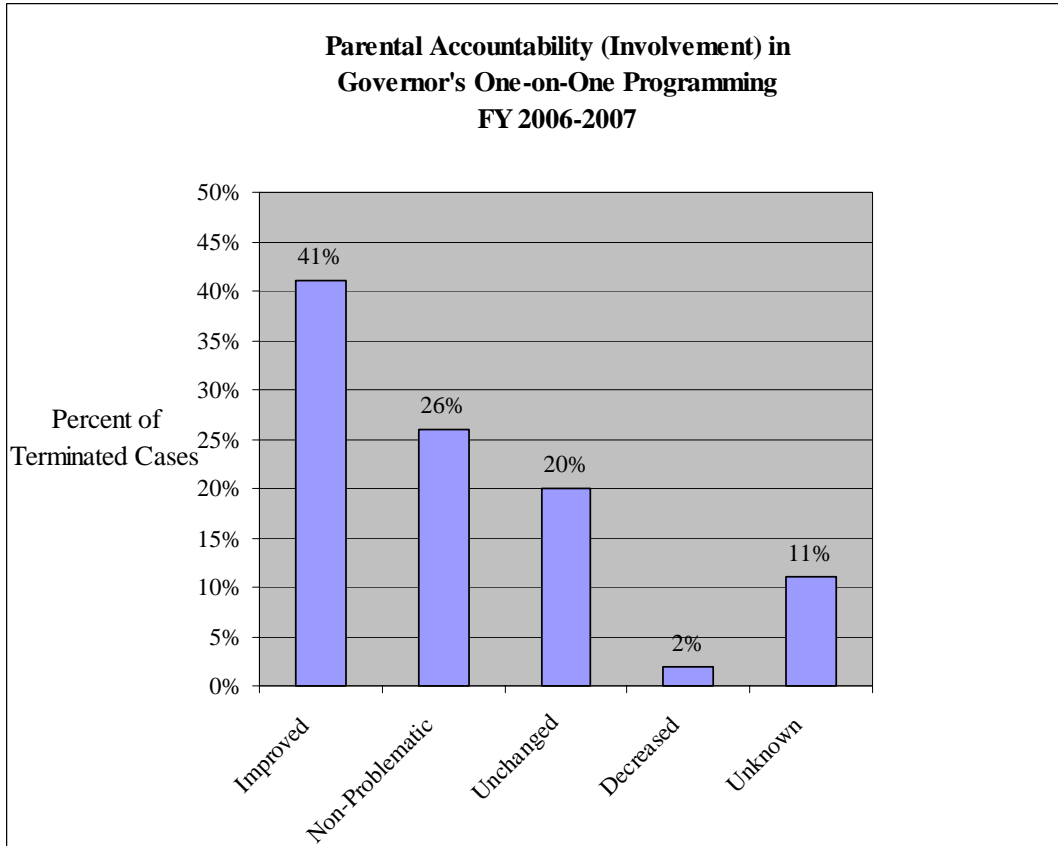
The Governor's One-on-One Volunteer Program service delivery model seeks to engage parents in the provision of services by way of personal contact with the parents during the duration of the youth match with the adult volunteers/mentors. Client Tracking also records the level of parental involvement during the program as an outcome measure. The results of the analysis are depicted below in Figure 2-8.

¹⁸ Data current as of January 13, 2008.

Figure 2-8: Increased Parental Accountability (Involvement)

N=286 Terminations

Source: DJJDP Client Tracking System



In FY 2006-2007, there were a total of 286 youth terminated from the grant funded programs for which this outcome measure was reported. Of the 286 terminations, 41 percent of the grant funded programs reported that parental accountability (involvement) among youth served had improved from the time of admission to the time of termination in the grant funded programs. Of the 286 terminations, 26 percent of the grant funded programs reported that parental involvement was non-problematic at the time youth were admitted to the grant funded programs while 20 percent reported that the levels of parental involvement remained unchanged from the time of admission to the time of termination from the grant funded programs.

Summary and Conclusion

Section Two of the Governor's One-on-One Volunteer Program annual evaluation report provides information about meaningful measures of program performance and the degree to which the Governor's One-on-One grant funded programs are meeting these measures. The section offers a logic model framework and process evaluation as the basis for measuring the effectiveness of the services during FY 2006-2007. The section also describes the research contexts for mentoring programming by which to provide an analysis of Governor's One-on-One programming effectiveness in relation to output and outcome measures.

The evidence of grant funded programs' success ranges from comparisons of the service delivery model to elements of effective mentoring practices to the achievement of program objectives in terms of services provided and legislatively identified objectives.

This section demonstrates that the grant funded programs met or exceeded expectations in several elements of effective practice including duration of match relationships, frequency of contact between adult/volunteers and youth, number of structured group activities to support the match relationships, and the number of training offerings provided to support the adult volunteer/mentors in achieving the objectives of the match relationships.

This section also demonstrates the effectiveness of Governor's One-on-One grant funded programs in enhancing public safety through reductions in juvenile crime.

ANNUAL EVALUATION OF COMMUNITY PROGRAMS GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM

RECOMMENDATIONS FOR IMPROVING SERVICES

The third section of the Governor's One-on-One Volunteer Program annual evaluation report offers recommendations for improving services. The longevity and success of the Governor's One-on-One Volunteer Program to reduce juvenile delinquency and provide positive community support to at-risk and court-involved youth through mentorship can be attributed to professionalism and dedication of staff employed by the Department of Juvenile Justice and Delinquency Prevention as well as by the program directors of the grant funded programs. As with many mentoring programs, there are several areas requiring continuous improvement wherein policy makers, Department staff, and grant funded programs must align themselves in creating a comprehensive plan to provide all youth the opportunity to succeed.

Recommendations for improving services are informed by Department staff, Governor's One-on-One Regionalized Advisory Council¹⁹ members, and program director surveys, all of which were instrumental in developing strategies to enhance the efficacy of mentoring services. The recommendations for improving services are centered around the need for increased funding to support improvement in services in five primary areas:

(1) Increase Funding Allocation to Grant Funded Programs and Increase Department Staff Positions. According to research by Evaluation, Management and Training (EMT) Group²⁰, high staff turnover is a common obstacle faced by mentoring programs. In FY 2006-2007 the Governor's One-on-One grant funded programs experienced a Program Director staff turnover rate of 20 percent or 9 out of 44 grant funded programs. There are two underlying causes which can be attributed to the high Program Director staff turnover rate.

First, Governor's One-on-One grant funds are restricted to subsidizing personnel expenditures of key personnel cited in program standards as Program Directors, Program Coordinators, and Administrative Assistant positions. These funds are disbursed by the Department to the grant funded programs for salary and fringe benefit expenditures incurred by the grant funded program's organization on a reimbursement basis. The funding methodology used by the Governor's One-on-One Volunteer Program does not take into consideration the multi-faceted role of the Program Director whose scope of work involves an insurmountable degree of accountability to the Department, the grant funded program's Board of Directors, Advisory Boards, other grant funders, and more importantly the youth and their families.

Program Directors of the grant funded programs are charged with fundraising to supplement the programs operational budget, recruiting, screening, training, and matching adult volunteers/mentors, coordinating group events to support youth and adult volunteer/mentor

¹⁹ Regional representatives of currently grant funded programs serving in an advisory capacity to assist the Department meet the goals of the Governor's One-on-One Volunteer Program

²⁰ Brenda Ingram, Denise Johnston, and Dustainne North. "Research Findings, Mentoring Theory, and Introduction to Best Practices." When Stakes Are High: Research-Based Mentoring For Youth with Multiple Risk Factors Regional Training Symposium. 2003. Evaluation, Management, and Training Group.

matches, intense supervision of all matches, developing community partnerships, attending quarterly regional meetings, and submitting required reporting describing monthly activities.

The educational requirement for Program Directors and Program Coordinators imposed by Governor's One-on-One Volunteer Program service delivery model and standards are necessary to acquire qualified professionals with the knowledge, skills, and abilities to manage and work directly with individuals from varied socioeconomic backgrounds, cultures, and ethnicities. Thus, the current allocations for grant funded programs are not competitive for entry level positions with similar duties and responsibilities.

Second, the Department lacks staffing to effectively provide technical support to Program Directors and Coordinators. Although, the Department has established and maintained a good rapport with grant funded programs, the addition of staff to perform on-site program monitoring; facilitate training and technical assistance workshops, and conduct research on the latest trends in the mentoring field would improve the overall effectiveness of statewide operations.

The Department employs one Community Grants Coordinator who is responsible for coordinating the Governor's One-on-One contract processes, technical support for more than 64 key personnel with grant funded programs, on-site monitoring and internal reviews, training and resource development for the mentoring services. In addition, the Community Grants Coordinator works to ensure the integrity of statewide data reported by grant funded programs. Increased funding of \$50,000 for a minimum of one additional staff person to assume several of these responsibilities would improve upon the quality of services and support at the Department level to grant funded programs.

In summary, increasing appropriations for the provision of mentoring services for the Governor's One-on-One Volunteer Program would allow the Department to implement strategies to decrease Program Director staff turnover, hire additional Department staff to support statewide program operations, and meet the growing need of at-risk and court-involved youth. Strategies consist of a revised funding methodology to making salary and fringe benefit funding allocations commensurate with the scope of work for Program Directors and Coordinators.

(2) Expand Services through Statewide Request for Proposal Process. Over the past eight years, there has been a constant decline in the number of counties receiving Governor's One-on-One mentoring services. Since 2000, the range of counties served has fluctuated between 59 and 42 grant funded programs. The average of counties served by grant funded programs from 2000 to 2007 is 51.25. The Governor's One-on-One Volunteer Program became stagnant, precluding at-risk and court-involved youth access to mentoring services. Based on an analysis of program operations from FY 2000 to 2007, there were 18 counties that ceased operations due to a demonstrated inability to meet program standards and/or lack of resources to sustain the Governor's One-on-One operational budget. On average, two grant funded programs have ceased operations each year.

The Department implemented its first Governor's One-on-One statewide request for proposal process wherein 53 counties were eligible to apply for the Governor's One-on-One Volunteer Program grant funds in November 2007. This process was paramount in efforts to not only

secure additional mentoring services, but to receive input on which counties and regions demonstrated the highest need. A Juvenile Crime Prevention Council (JCPC) survey was administered to Department Area Consultants to better assess the level of need and interest in local communities. The results of the survey concluded that the statewide request for proposal process was a long awaited process for many community based organizations seeking funds to provide mentoring services. As a result of the statewide request for proposal process, the Department received a total of 4 applications resulting in grant award recommendations for 3 of the 4 organizations that submitted an application. The Department entered into contractual agreement with 2 of the 3 organizations at Half-Time funding classification for the period of January 1, 2008 to June 30, 2008. Initial feedback from potential applicants indicated in part that the Half-Time funding classification of \$16,500 per year was not sufficient to deliver services.

The Department seeks to continue the statewide request for proposal process in FY 2008-2009 to fund a minimum of 15 Full-Time grant programs at \$33,000 per grant award. At minimum, it is estimated that additional funding in the amount of \$495,000 is needed in order to expand Governor's One-on-One mentoring services in new counties at the Full-Time funding classification.

(3) Implement Additional Mentoring Models. Volunteer recruitment and retention are two critical components to the overall success of a community based mentoring program. Over the past two years, Governor's One-on-One grant funded programs as well as other youth serving agencies dependent on volunteers have experienced a decline in the number of adult volunteers/mentors. Effective July 1, 2008 group mentoring will be offered by grant funded programs as an option especially for rural counties as a means to utilize a small proportion of the adult volunteers/mentor base.

The Governor's One-on-One Volunteer Program defines group mentoring as the implementation of structured and unstructured activities to include but not limited to community service (service learning), social and life skills development, academic enrichment, and career exploration provided by adult volunteer/mentor through group facilitation with a minimum volunteer and staff/youth ratio of 1:4 or 2:8.

Factors attributing to the decision to incorporate group mentoring as an ancillary model for the Governor's One-on-One Volunteer Program are based on research that concludes 59 percent of mentors work full-time²¹. The ability of volunteers to serve is impacted by their need to take care their personal obligations. Moreover, research shows many adult volunteers participate in a group setting to provide mentoring services that would not volunteer in a traditional one-on-one mentoring relationship²².

Furthermore, in 2005, the National Mentoring Partnership released a study²³ estimating 14.6 million youth in the U.S. were in need of mentors. According to the North Carolina Mentoring

²¹ Corporation for National Community Service and National Mentoring Partnership: "Mentoring in America: A Summary of New Research "

²³ National Mentoring Partnership Mentoring in America 2005: A Snapshot of the Current State of Mentoring

Partnership, there are approximately 500,000²⁴ youth in North Carolina in need of mentoring services. These figures confirm the unmet need to provide youth with a caring adult volunteer/mentor which exceeds the number of youth being served, thus resulting in a gap in service delivery known as the mentoring gap. The group mentoring model is being introduced in the Governor's One-on-One Volunteer Program to address the increasing mentoring gap within the grant funded programs. Approximately 760²⁵ youth were reported by the grant funded programs to be on a waiting list for mentoring services as of June 30, 2007.

The number of youth reported by the grant funded programs to be in need of mentoring services is a result of the limited capacity of grant funded programs to find adult volunteers/mentors to serve in a traditional one-on-one relationship as noted above coupled with challenges the current funding classifications place on the capacity of grant funded programs to reach more youth. The addition of the group mentoring model will allow grant funded programs to increase client capacity by serving more youth over a twelve month period in addition to the traditional one-on-one mentoring model currently in practice. The model offers several benefits to youth participants. The estimated wait period to match a youth with a caring adult role model ranges from 1 month up to 6 months contingent upon the availability of trained adult volunteers/mentors. The group mentoring model enables grant funded programs to constructively serve more youth and also minimizes any delay in direct service.

Projections forecast the group mentoring model will increase organizational capacity by 10 percent to 20 percent to serve youth on the waiting list within FY 2007-2008. With this in mind, the Department recommends a reclassification process wherein grant funded programs will be categorized in 3 distinct types of program operations with a range of youth to be served per category. The reclassification will consist of Half-Time, Full-Time, and Double-Time funding classifications instead of the 5 existing funding classifications.

The reclassification process will permit fundraising revenues and other resources generated by the grant funded programs to be utilized for resource development directly impacting how quality services are delivered to youth participants and their families.

While the Department is initiating the group mentoring model effective July 1, 2008, additional resources required include an increase in funding to grant funded programs to support the subsequent increase in staff requirements needed at the grant funded program level to manage both the traditional one-on-one and group mentoring models. The Department is currently exploring funding allocation methodologies by which to shape requests to the General Assembly for the amount of increase in funding allocations.

(4) Increase Staff Training. In efforts to ensure grant funded programs have direct access to the latest information regarding mentoring trends and training opportunities, additional funding in the amount of \$20,000 per year is recommended to allow the Department to provide a professional development series of ongoing trainings for key Governor's One-on-One grant funded staff.

²⁴ North Carolina Mentoring Partnership Governor's Office

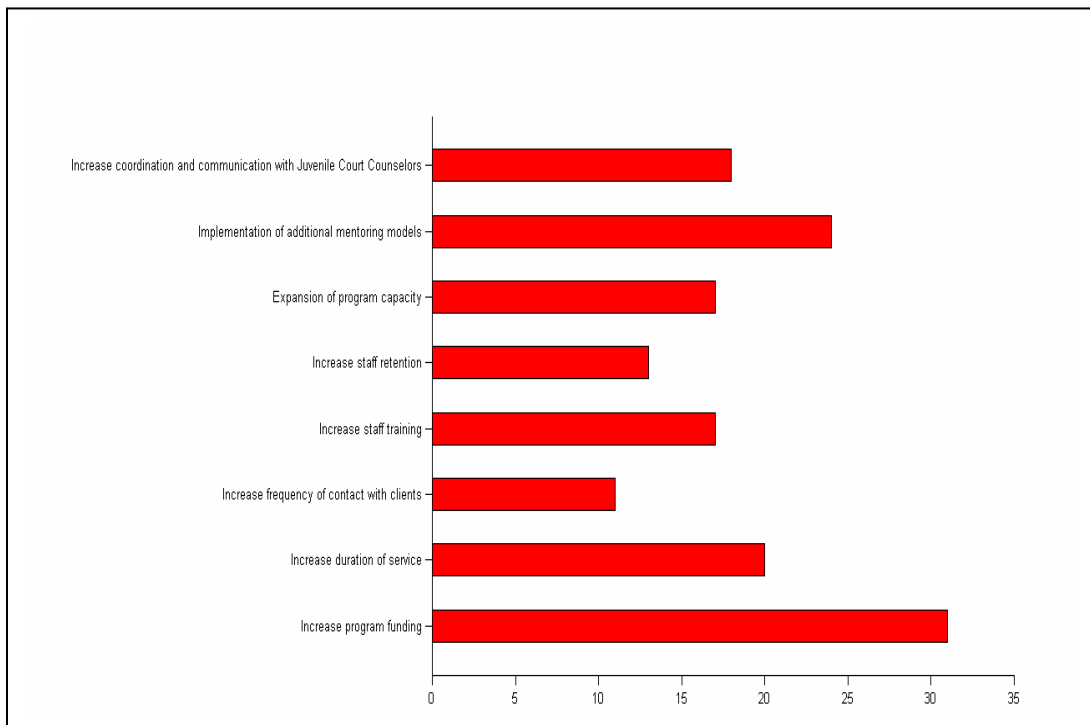
²⁵ 2006-2007 DJJP Governor's One-on-One Volunteer Program Statistical Summary Report

In November 2007, the Department administered the Governor’s One-on-One Provider Survey which helped to inform the four recommendations for improving services. This survey was administered to all 40 2007-2008 grant funded programs. The survey resulted in responses from 33 of 40 grant funded programs (78 percent response rate). Results from the provider survey reflect congruency among recommendations for improving services as discussed throughout the section. Figure 3-1 demonstrates that 100 percent (33 of 33) of the responses from the grant funded programs noted an increase in program funding as the primary recommendation for improving services. Similarly, 25 of 33 or 75.8 percent of the respondents noted that implementation of additional mentoring models would enhance services to at-risk and court-involved youth.

Figure 3-1: Governor’s One-on-One Provider Survey: Recommendations for Improving Services

N=33 of 40 Respondents

Source: Governor’s One-on-One Volunteer Program Provider Survey



(5) Fund Program Outcomes Evaluation. The FY 2006-2007 Governor’s One-on-One Volunteer Program annual evaluation report is limited to discussion on the effectiveness of grant funded programs in meeting outputs resulting from planned activities and outcome performance measures related to reductions in juvenile crime.

The Department seeks to enhance its outcome evaluation efforts to request \$150,000 per year from the General Assembly in order to contract for a comprehensive statewide evaluation that includes assessment of the quality of the mentoring relationships and the measurement of outcomes central to the concepts of positive youth development. The positive youth development approach recognizes that children and youth need to acquire a number of assets in

order to make healthy and productive transition from pre-adolescence, through adolescence and into young adulthood. This type of evaluation model will enable the Department to measure the effectiveness of the Governor's One-on-One Volunteer Program in meeting the outcomes related to improvements in academic performance, social skills and competencies, and development of positive relationships as well as additional statutory provisions as required by the General Assembly.

Summary and Conclusion

Section Three of the Governor's One-on-One Volunteer Program annual evaluation report offers recommendations for improving services. The sources of the recommendations include Department staff, Governor's One-on-One Regionalized Advisory Council members, and 33 respondents to the Governor's One-on-One Provider Survey administered by the Department in November 2007.

The recommendations center on increasing funding to support improvement of services in five primary areas: (1) increase funding allocation for grant funded programs and increase Department staff positions; (2) expand services through a statewide competitive request for proposal process; (3) implement additional mentoring models with a primary focus on group mentoring; (4) increase staff training among grant funded program personnel; and (5) fund Governor's One-on-One Volunteer Program outcome evaluation.

**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM**

**APPENDIX A
ORGANIZATIONS FUNDED IN 2006-2007**

Region	County*	Grant Funding Classification	Grant Award Amount	Grantee
Central	Bladen	Full-Time	\$33,000	NC Cooperative Extension Bladen County Center
	Caswell	Half-Time	\$16,500	Caswell County Parish, Inc.
	Chatham	Half-Time	\$16,500	Chatham Together!, Inc.
	Columbus	Half-Time	\$16,500	Columbus County Dream Center, Inc.
	Cumberland	Full-Time	\$33,000	Fayetteville Urban Ministry, Inc.
	Durham	Double	\$66,000	Durham Companions, Inc.
	Harnett	Full-Time	\$33,000	County of Harnett
	Lee	Full-Time	\$33,000	Lee County Department of Youth & Family Services
	Orange	Full and Half-Time	\$49,500	Volunteers for Youth, Inc
	Person	Half-Time	\$16,500	NC Cooperative Extension Person County Center
	Scotland	Full-Time	\$33,000	Scots for Youth, Inc.
	Wake	Full-Time	\$33,000	Haven House Services, Inc.
	Warren	Half-Time	\$16,500	Warren County Youth Services Bureau
Eastern	Beaufort	Half-Time	\$16,500	Beaufort County Board of Education
	Chowan	Three Quarter-Time	\$24,756	NC Cooperative Extension Chowan County Center
	Dare	Full-Time	\$33,000	County of Dare
	Edgecombe	Half-Time	\$16,500	Harrison Family YMCA of Rocky Mount
	Lenoir	Full-Time	\$33,000	Kinston/Lenoir County One-on-One, Inc.
	Nash	Half-Time	\$16,500	Harrison Family YMCA of Rocky Mount
	New Hanover	Full-Time	\$33,000	Family Services of the Lower Cape Fear, Inc.
	Onslow	Full-Time	\$33,000	Boys & Girls Club of Eastern North Carolina, Inc.
	Pasquotank	Full-Time	\$33,000	Friends of the Court, Inc.
	Perquimans	Full-Time	\$33,000	NC Cooperative Extension Perquimans County Center
	Pitt	Full-Time	\$33,000	Communities in School of Pitt County, Inc.
	Wayne	Double-Time	\$66,000	Smart Choices for Youth, Inc.
	Wilson	Full-Time	\$33,000	Juvenile Support Services, Inc.

* Forty-seven counties were served by 44 granted funded programs.

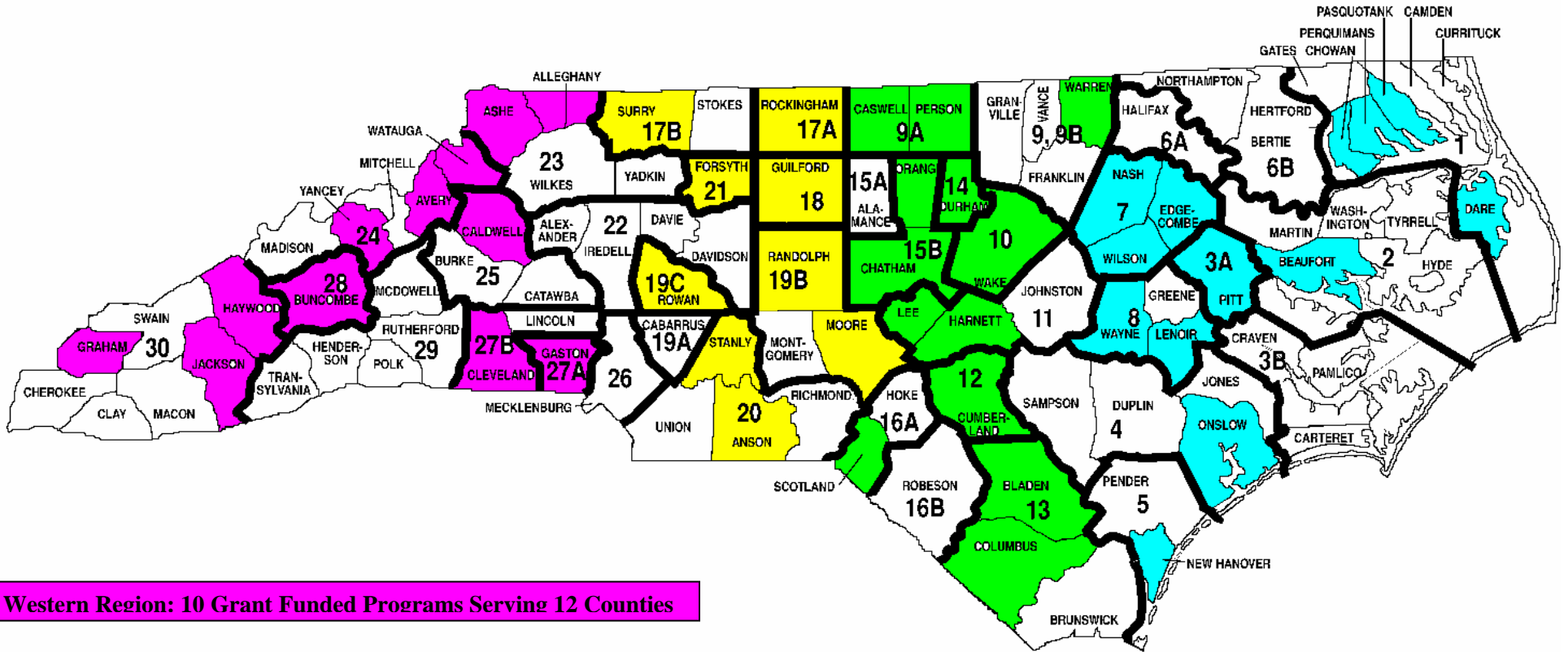
**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM**

**APPENDIX A
ORGANIZATIONS FUNDED IN 2006-2007
Continued**

Region	County*	Grant Funding Classification	Grant Award Amount	Grantee
Piedmont	Anson	Three-Quarter-Time	\$24,756	NC Cooperative Extension Anson County Center
	Forsyth	Full-Time	\$33,000	YWCA of Winston Salem
	Guilford	Double-Time	\$66,000	Big Brothers Big Sisters of Greater Greensboro
	Moore	Full-Time	\$33,000	Moore Buddies, Inc
	Randolph	Half-Time	\$16,500	Randolph-Asheboro YMCA
	Rockingham	Half-Time	\$16,500	Rockingham County Youth Services
	Rowan	Full-Time	\$33,000	Rowan Youth Services Bureau
	Stanly	Half-Time	\$16,500	Stanly County One-on-One Program, Inc.
	Surry	Full-Time	\$33,000	Surry County Board of Education/Mount Airy City Schools
Western	Alleghany	Half-Time	\$16,500	Alleghany Connections, Inc.
	Ashe	Three Quarter-Time	\$24,756	NC Cooperative Extension Ashe County Center
	Avery	Half-Time	\$16,500	Western Youth Network, Inc.
	Buncombe	Half-Time	\$16,500	Big Brothers Big Sisters of Western North Carolina, Inc.
	Caldwell	Full-Time	\$33,000	Caldwell Friends, Inc.
	Cleveland	Double-Time	\$66,000	Communities in Schools of Cleveland County, Inc.
	Gaston	Double-Time	\$66,000	Boys & Girls Clubs of Greater Gaston, Inc.
	Graham	Half-Time	\$16,500	Graham County Board of Education
	Haywood	Half-Time	\$16,500	Big Brothers Big Sisters of Western North Carolina
	Jackson	Half-Time	\$16,500	Big Brothers Big Sisters of Western North Carolina
	Watauga	Full-Time	\$33,000	Western Youth Network, Inc.
	Yancey	Half-Time	\$16,500	NC Cooperative Extension Yancey County Center

* Forty-seven counties were served by 44 granted funded programs.

**Statewide Governor's One-on-One Volunteer Program Operations Per Region
44 Grant Funded Programs Serving 47 Counties
FY 2006-2007**



Western Region: 10 Grant Funded Programs Serving 12 Counties

Piedmont Region: 9 Grant Funded Programs Serving 9 Counties

Eastern Region: 12 Grant Funded Programs Serving 13 Counties

Central Region: 13 Grant Funded Programs Serving 13 Counties

ANNUAL EVALUATION OF COMMUNITY PROGRAMS GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM

APPENDIX B GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM STANDARDS AND OPERATIONAL REQUIREMENTS

I. *Organizational Structure:* Each Governor's One-On-One Volunteer Program must be classified as a private non-profit, component of a non-profit agency, or a component of a state agency. Programs must provide the following documentation to verify the organizational structure.

- A. Articles of Incorporation
- B. IRS 501(c)(3) Status Determination Letter
- C. Organizational Chart
- D. By-laws identifying the Program Status

II. *Program Director Qualifications and Training:* Each Governor's One-On-One Volunteer Program must employ a Program Director to manage the daily operations of the program.

(A.) At a minimum, Program Directors must have a Bachelor degree in a human services related field or a four-year college degree in any field plus at least two years experience as a direct service professional in a child-serving agency.

(B.) Exceptions may be considered for a Program Director not meeting the qualifications stated above with written approval from the Governor's One-On-One Volunteer Program Community Grants Program Coordinator and the Department of Juvenile Justice and Delinquency Prevention [DJJDP].

(C.) New Program Directors shall complete the Basics of One-On-One Volunteer Administration training provided by DJJDP within the first year of employment. A one-day orientation may be held in lieu of the Basics of One-On-One Volunteer Administration training session, if the training session is not held within 90 days of employment.

(D.) Program Directors are required to attend four regional meeting training sessions within the State on a quarterly basis. The Governor's One-On-One quarterly meeting constitutes one of the four regional training sessions. The four regions are defined as Eastern, Central, Piedmont, and Western. Joint regional meetings may occur on a case-by-case basis. In addition, attendance is required at the DJJDP Community Grants Training held annually.

(E.) Grantee requirements for Governor's One-on-One Personnel:

1.) The Grantee must establish and maintain active personnel records for all Governor's One-On-One Volunteer Program staff to include, but is not limited to a current job description, hire letter stating salary and fringe benefits, timesheets, criminal background check, and emergency contact information.

2.) The Grantee is responsible for maintaining personnel records for terminated Governor's One-On-One Volunteer Program staff to include but not limited to a termination letter clearly stating the last date of employment with the program.

3.) The Grantee must maintain a record of all personnel contracts with compensation amounts shown in the contractual agreement. Personnel contracts over \$1000.00 must be receive DJJDP approval. Authorization signatures by the Executive Director and Board member must be in adherence to the execution date of the contract.

4.) The Grantee must maintain a record of all contract agreements related to the delivery of mentoring services. The Grantee is responsible for maintaining current contractual agreements to be approved and signed by the Executive Director and Board member.

5.) The Grantee shall document fundraising events and activities for the purposes of establishing the operational budget of the Governor's One-On-One Volunteer Program. Donation logs and other supporting documentation shall be periodically reviewed by the Board of Directors/ Advisory Board and the DJJDP. Documentation of fundraising events and activities shall serve as the Fundraising Plan for the Governor's One-on-One Program.

III. Program Director/Coordinator Contact: Each Governor's One-On-One Volunteer Program Director/Coordinator must maintain *contact with adult volunteers, parent(s)/ guardian, and youth participating in the program as indicated below: * *Personal contact is defined as face-to-face contact, telephone, and email correspondence. All contact shall be clearly identified and documented in the appropriate file(s) as referenced above.*

(A) Program Contact with Adult Volunteer Contact:

- 1.) The Program Director or Coordinator must establish and maintain personal contact with each volunteer once a week for the first six (6) weeks after the volunteer has been matched with a child.
- 2.) Contact must be made once a month thereafter for the remainder of the one-year commitment.

(B.) Program Contact with Parent/ Guardian Contact:

- 1.) The Program Director or Coordinator must establish and maintain contact with a parent/guardian of each child being served within the first two (2) weeks after the match is made.
- 2.) Contact must be maintained every month thereafter for the remainder of the year's commitment.

(C) Program Contact with Youth:

- 1.) Each Program Director or Coordinator will have monthly contacts with each matched youth.

(E.) Contact Notes

- 1.) The Program Director and/or Program Coordinator must maintain a filing system documenting all contact with adult volunteers, parent(s)/guardian, and youth.
- 2.) At a minimum, contact notes with the volunteer, youth, and parent/guardian should include the date, name of the person initiating contact, detailed conversation points,

and specific updates demonstrating the ability of the volunteer to be a positive role model.

- 3.) Modifications to original contact notes, at a minimum should include the name of the staff member and a written explanation stating the purpose of the revision date and signature.
- 4.) The Program Director and/or Program Coordinator are responsible for making revisions to client files with respect to contact notes. For Governor's One-on-One programs that employ more than one staff position client files are required to be assigned to designated staff members.

IV. Administrative Assistance: Each Governor's One-On-One Volunteer Program shall acquire clerical support.

(A). Grantee requirements for the Administrative Assistance are as follows:

- 1.) Documentation must be maintained by the program and provided upon request of the DJJDP indicating the employment status of the Administrative Assistant position.
- 2.) The Administrative Assistant position may be paid staff or an in-kind service to the Governor's One-on-One Volunteer Program. The type of administrative support provided must be documented and filed accordingly.
- 3.) A job description for the Administrative Assistant is to include a clearly defined outline of job responsibilities and duties shall be maintained.
- 4.) In the event clerical support is provided as an in-kind service, documentation of in-kind support is required to include the total amount of hours worked per week and duration of the service.
- 5.) A criminal background check shall be conducted for the Administrative Assistant and results of such maintained accordingly.

V. Support Services: Each Governor's One-On-One Volunteer Program shall provide support services as listed below:

(A.) Office:

- 1.) The Office work environment should be conducive to meeting Governor's One-On-One Volunteer Program standards and objectives.

(B.) Equipment:

- 1.) The Executive Director/ One-On-One Program Director shall maintain a documented inventory list of specific equipment purchased with DJJDP funds. Programs must provide a copy of the Equipment Inventory Form 006 to the DJJDP, upon request. The equipment list shall be updated as needed and properly identify Governor's One-on-One property.
- 2.) Equipment Inventory Form 006 must be received by the DJJDP at the close of the fiscal year on or before June 30th.

(C.) Supplies:

- 1.) The source of supplies should be documented and sufficient.

VI. Board of Directors and/or Advisory Boards: Each Governor's One-On-One Volunteer Program must maintain a local Board of Directors and/or Advisory Board that reflects local commitment and is representative of the community. The primary responsibility of the Board of Directors is as follows:

(A.) The Board of Directors and/or Advisory Board shall oversee program services and financial operations.

(B.) The Board of Directors shall develop and implement a fundraising initiative to raise local funds to complete the budget for both program and financial sustainability.

(C.) The Board of Directors and/ or Advisory Board shall meet regularly and provide Meeting minutes, agendas, and other documentation as requested by the DJJDP.

(D.) Requirements for Board of Directors are as follows:

- 1.) The Board of Directors shall establish and maintain key management policies. Management policies and procedures shall be reviewed periodically and implemented to assure effective program operations. All policies and procedures must be Board approved.

- 2.) The Board of Directors shall establish and maintain Personnel Policies for full-time and part-time employees. Personnel policies must outline procedures for vacation and sick leave accrual. Accrual policies must specifically address non-compensatory hours (comp time) for employees.

- 3.) The Board of Directors shall ensure that no one person has control over all aspects of any financial transaction.

- 4.) The Board of Directors shall maintain a Conflict of Interest Policy signed, dated and approved by the Board Chair.

The Board of Directors must ensure the Governor's One-on-One Volunteer Program has the required insurance coverages and limits of liability as designated by the DJJDP Contractual Agreement. Additional information may be found under in Section XIII. Liability Insurance.

- 4.) The Board of Directors shall report any concerns with the Governor's One-On-One Volunteer Program as it relates to administration of program service delivery, financial accountability, and overall management to the DJJDP Community Grants Program Coordinator. All concerns must be submitted in writing.

VII. Volunteer Management

Adult Volunteers: It is mandatory for all Governor's One-On-One Volunteer Program Adult volunteers adhere to the screening and training process. Volunteers must demonstrate the ability to commit to the youth match for a one-year period.

(A) Volunteer Requirements for the Adult Volunteers are as follows:

- 1.) A volunteer must commitment to a one (1) year service agreement.
- 2.) Each volunteer must maintain a minimum of two (2) hours of contact per week and/or 8 hours per month with a youth enrolled in the Governor's One-on-One Volunteer Program.
- 3.) Volunteers must provide proof of automobile liability insurance.
- 4.) All of the above documentation must be placed in each volunteer file.

(B.) Volunteer Screening, Training, and Supervision

Volunteer applicants must complete a screening process that shall include inquiries to the North Carolina Department of Motor Vehicles and North Carolina Sex Offender Registry with additional inquiries to other agencies as needed. The complete volunteer screening process includes the following:

- 1.) Written application
 - a.) At a minimum, volunteer applications should be updated once every two (2) years.
- 2.) Four (4) Reference letters
- 3.) Criminal history check:
 - a.) A local and statewide criminal background check will be conducted.
 - b.) An applicant who has residing out-of-state and relocated to North Carolina for less than one (1) year must have a criminal background check conducted in previous state of residence.
- 4.) Drug Screenings are applicable when required by the legal applicant.
- 5.) Documented in-depth interview with the Governor's One-On-One Program Director/Coordinator.
- 6.) The volunteer applicant must present verification of a valid Drivers License. The only exception is an individual with active military status and college students in which he/she must posses a valid Drivers License.
- 7.) The Program Director/Coordinator should verify insurance information provided by the volunteer applicant.
- 8.) Volunteer applicants must complete up to (6) hours of Pre-Service training. Pre-service training must consist of a minimum of (3) hours.
 - (a.) Pre-service training is the official orientation session for new volunteers. The pre -service training must cover specific curriculum topics as outlined by the DJJDP. Pre-service training shall be facilitated by the One-On-One Program Director or Volunteer Coordinator. Professionals who have completed the DJJDP Basic One-On-One Volunteer Administration may facilitate Pre-service training workshops pending approval by the Governor's One-On-One Volunteer Community Grants Program Coordinator.

- (b.) Volunteers having served more than three (3) years must attend an updated training. The new training session must include Departmental and organizational policy changes, a review of emergency protocols, and procedures for reporting monthly contact with youth.

(C.) Programs must have a Volunteer Screening Committee as part of the Board of Directors and/or Advisory Board. The role of the Volunteer Screening Committee is to provide support and guidance to Program Directors and Program Coordinators when special circumstances arise. It is imperative for Program Directors and/or Coordinators to base all decisions on volunteer selection using established guidelines and protocols commensurate to the general hiring practices of the organization.

VIII. Volunteer Activities and Support Services

Support services and activities must be provided at least four (4) times annually to recognize, motivate, and retain volunteers. Support services shall be offered by the One-on-One Program to support the adult volunteer and youth matches as designated below:

- (A.) There shall be at a minimum, two (2) group activities for the adult volunteer and youth matches during the fiscal year. Each activity must be documented with attendance records and supporting documentation such as flyers, agendas, when applicable.
- (B.) There shall be at a minimum, two (2) in-service training sessions for the volunteers during the fiscal year.
- (C.) A volunteer recognition banquet can serve as an in-service training session.

IX. Matching Volunteers

Volunteers: Each Governor's One-On-One Program shall match adult volunteers and youth based on compatibility factors determined by the program that are beneficial to the youth.

- (A.) Matching an adult volunteer with a child is individualized according to compatibility, race, gender, and personal preferences.
- (B.) Male volunteers are not to be matched with female youth.
- (C.) Female volunteers may be matched with male youth according to specific program guidelines and/or by-laws.
- (D.) Volunteers must be at least 18 years of age at the time he/she is matched with a youth participating in the Governor's One-on-One Volunteer Program.

X. Youth Admissions and Termination Standards

- (A.) Admissions Criteria: Each Governor's One-On-One Volunteer Program must adhere to the following Admissions criteria for youth participants:
 - (1) Sixty percent (60%) of youth referrals served by the program must originate from local law enforcement, Juvenile Court Counselor, Youth Development Center Social Worker, and/ or School Resource officer during any twelve (12) month period.

(2) Forty percent (40%) of youth referrals served by the program may originate from other referral sources.

(3) Teen Court referrals shall be documented as referrals from the forty percent (40%) category.

(B.) Youth ages 6 through 17 may be served by the Governor's One-on-One Volunteer Program

(C.) Programs must establish stringent procedures guidelines for the frequent review of referrals by Program Directors and Program Coordinators.

(D.) The Client Tracking Form must be used as a Performance Indicator to identify youth admissions.

(E.) Youth Terminations: Each Governor's One-On-One Volunteer Program must demonstrate that youth terminated from the program during a twelve (12) month period were successful. At a minimum, the Governor's One-on-One Volunteer Program shall demonstrate that at least sixty (60%) of all terminations were successful and met the one (1) year match obligation.

1.) A letter documenting the termination of the youth must be provided to the referral source (if applicable) and placed in the youth file.

2.) The Client Tracking Form must be used as a Performance Indicator to identify youth terminations.

XI. Client Files: Each Governor's One-On-One Volunteer Program Client/Youth file must contain the following documentation.

(A.) Youth Process for Applicant Form

(B.) Referral Form

(C.) Parent Pledge Form

(D.) Medical Release Statement/Form

(E.) Release of Information/Confidentiality Form

(F.) Client Tracking Data Sheet Form

(G.) Press Release Form

XII. Client Program Capacity Standard

Client Program Capacity: Each Governor's One-On-One Volunteer Program shall be classified as a Half-Time, Three-Quarter Time, Full-Time, Full-Time and ½, and Double-Time Program. The minimum number of adult volunteer/youth matches maintained on a continuous basis determines the program classification. Each One-On-One Volunteer Program must also have a specific number of new matches per year. *See Table I below.*

Table I.

Program Classification and Client Capacity	Minimum Number of Ongoing Adult Volunteer and Youth Matches Per Year	Minimum Number of New Adult Volunteer and Youth Matches Per Year
Half –Time	8	4
Three-Quarter	12	6
Full-Time	17	8
Full-Time and ½	22	12
Double-Time	34	16

XIII. Liability Insurance

Liability Insurance Coverage: Each Governor’s One-On-One Volunteer Program shall provide the following:

- (A.) Director & Officers insurance coverage within 120 days of receiving funding from the Governor’s One-On-One Volunteer Program.
- (B.) Worker’s Compensation as required by the laws of the State of North Carolina.
- (C.) Employer’s Liability with a minimum limit of \$500,000.
- (D.) Commercial General Liability with a minimum occurrence limit of \$1,000,000.
- (E.) Vehicular Liability for owned and non-owned vehicles used in the commission of mentoring services with a minimum the combined single limit of \$500,000 for bodily injury, property damage, and uninsured/ under insured motorist; and \$25,000 medical payment.

XIV. Financial Reporting Requirements

(A) Budget Reports: Each Governor’s One-On-One Volunteer Program must maintain financial records to support the Reimbursement Request (Invoices). The operational budget is submitted with the Request for Proposal, Contract, and Contract Amendments.

- 1.) The Governor’s One-on-one operational budget must specifically indicate the projected costs of salaries and fringe benefits to be expended for personnel expenditures.
- 2.) Fringe benefit justifications must be provided for FICA, Retirement, Health Insurance, and other expenditures.

(B.) Budget Revisions: Governor’s One-on-One Providers shall submit a budget revision and narrative when a change occurs in the operating budget that directly impact salary and fringe benefits for key Governor’s One-on-One personnel. The revision shall reflect and explain any variances to the original budget submitted. The DJJDP has discretion in approving all budget revisions. Budget Revision Form 001 and Budget Narrative Form 002 must be submitted for the purpose of revising One-on-One budget information.

(C.) Reimbursement Requests: Each Governor’s One-On-One Volunteer Program must submit a monthly Reimbursement Request (Invoice) Form 003 by the 5th of each the month.

1.) When submitting Reimbursement Request (Invoice) Form 003 the following documentation must also be provided.

(a.) A copy of the payroll check for the staff person named on the Reimbursement Request (Invoice) Form 003.

(b.) Hours worked by each staff person(s) named on the Reimbursement Request (Invoice) must be supported by original timesheet information signed by the staff member and the Executive Director and/or immediate supervisor. Timesheet information must be made available upon the request of the DJJDP to verify hours worked, etc.

(c.) Written documentation on letterhead must be submitted for staff person(s) no longer employed with the Governor's One-On-One Volunteer Program within thirty (30) days of the last official date of employment. At a minimum, documentation must include the person(s) full name and the official last date of employment with the organization.

(d.) Written documentation on agency letterhead must be submitted for newly hired Governor's One-on-One staff person(s) within thirty (30) days of employment. At a minimum, the letter should state the full name of the person(s), official first date of employment, annual salary, and applicable fringe benefits.

(e.) A printout of the general ledger, payroll registry, or copies of pay stubs must be provided.

XV. Disbursements

Funds approved for Governor's One-On-One Volunteer Programs shall be disbursed in monthly payments based on the grant award amount as determined by the DJJDP contract agreement.

A statement of projected unexpended funds shall be filed with the DJJDP by the end of the fiscal year. The Executive Director, Program Director, and the Chairman of the Board of Directors shall prepare the statement, when applicable.

(A) Disbursements may be suspended or terminated and further action by the DJJDP provided the following has occurred:

- 1.) Falsifying information on the Reimbursement Request (Invoice).
- 2.) Violation or breach of the terms of contract by the Governor's One-On-One Volunteer Program
- 3.) Failure to comply with program standards and requirements.

XVI. Allowable Costs

Allowable costs shall not exceed the amount budgeted for key staff as it appears on the Governor's One-On-One Volunteer Program Budget Form submitted to the DJJDP. Key personnel are responsible for the overall management of the program as it pertains to the delivery of quality services to adult volunteers, youth, and their families. Key personnel are considered to be those operating under the following occupational titles:

- (A.) Executive Director
- (B.) Program Director

- C.) Program Coordinator
- (D.) Administrative Assistant

XVII. Audit Requirements

(A.) Audits: Grantees are required to comply with the provisions of the NC General Statute § 143C-6-21-23. The following reports are required in accordance with NC General Statute §143C-6-21-23

- 1.) A certification and sworn statement by the Treasurer and a second authorizing officer on the entity's letterhead;
- 2.) The Schedule of Grantee Receipts and Expenditures (Cash Basis); and
- 3.) Supplementary information on the organization, the paid preparer and the program(s).

(B.) Financial Forms: Each Governor's One-On-One Program shall adhere to the following financial reporting requirements:

- 1.) Supporting documentation must be provided where taxes are paid for Governor's One-On-One staff.
- 2.) Each Governor's One-On-One Programs must complete and submit the End of the Year Grantee Financial Reporting Information at six months prior to the close of the fiscal year in which funds are awarded. Programs are required to familiarize themselves with the requirements in NCGS §143C-6-21-23.
 - (a.) These reports are due to the DJJDP and the Office of the State Auditor six (6) or nine (9) months from the end of the organizations fiscal year. Reports are due on December 31st for Grantees with a June 30th fiscal year end.
 - (b.) Grantees must complete and file Form 941 with the Internal Revenue Service quarterly. Copies of these forms must be available upon request by authorized DJJDP personnel and State Auditors.

XVIII. Other Required Reports

(A.) Monthly Reports: Each Governor's One-On-One Volunteer Program must submit a monthly report to the Department by the 5th of the month.

- 1.) Monthly Activities Reports must be fully completed and signed by the Program Director.
- 2.) Batch Control Report
- 3.) Client Tracking Current Population List
- 4.) Additional materials may accompany the Monthly Report such as newsletters, program announcements, and other documentation that promotes civic and community engagement by the One-On-One Program.

(B.) Annual Reports: Each Governor's One-On-One Volunteer Program must submit the Statistical Summary Data Form as designated by the DJJDP.

(C.) Internal Audit Monthly Required Reporting

IXV. Probation and Non-Compliance

Probation and Non-Compliance: A Governor’s One-On-One Volunteer Program may be placed on probation in the event the program fails to meet or maintain compliance in accordance with program standards and requirements.

(A.) Notification of Non-Compliance:

- 1.) Official documentation in form of a written letter from the Governor’s One-on-One Volunteer Program Community Grants Program Coordinator or DJJDP Designee indicating the area(s) of non-compliance and terms and conditions of probation..

(B.) Probationary Status:

- 1.) A Governor’s One-on-One Volunteer Program may be placed on probation as a result of an on-site monitoring visit or subsequent follow-up visits by the Governor’s One-on-One Volunteer Program Community Grants Program Coordinator and/or DJJDP Designee.
- 2.) A program must provide a written Corrective Action plan on agency letterhead detailing the implementation of specific strategies and timelines to resolve program deficiencies and areas of non-compliance. The Corrective Action Plan must be submitted to the DJJDP Governor’s One-On-One Volunteer Program within thirty (30) days of the non-compliance notification.

(C.) Length of Probation:

- 1.) Governor’s One-On-One Volunteer Programs may be placed on probation for the time periods allotted below for the program areas:

Program Standard	Probationary Period
Mandatory Regional Meetings	90 days
Board Structure	120 days
Volunteer In-Service Training	90 days
Supervision of Matches	60 days
Screening Volunteers	60 days
Admissions Criteria	120 days
Client Capacity	120 days
DJJDP Required Reporting	30 days

- 2.) Further action may be taken in the event a Governor’s One-On-One Volunteer Program Grantee remains non-compliant after the allotted probationary period has expired. The Department may use it’s discretion terminate the contract agreement.

These standards and requirements do not supersede existing agreements administered by the North Carolina Department of Juvenile Justice

**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM**

**APPENDIX C
RURAL ECONOMIC INDEX DATA PER REGION**

Region	County*	2000 Poverty Rate	Child Poverty Rate	Students Passing End of Grade Exams	Unemployment Rate 2006
NORTH CAROLINA		12.3	15.7	61.2	4.8
Central	Bladen	21.0%	28.7%	46.8%	6.4%
	Caswell	14.4%	18.3%	54.5%	7.2%
	Chatham	9.7%	12.7%	65.0%	3.9%
	Columbus	22.7%	30.0%	48.0%	5.7%
	Cumberland	12.8%	16.8%	53.9%	5.5%
	Durham	13.4%	17.2%	50.7%	3.9%
	Harnett	14.9%	17.2%	53.6%	4.9%
	Lee	12.8%	16.5%	62.2%	5.4%
	Orange	14.1%	9.0%	73.8%	3.3%
	Person	12.0%	14.9%	57.2%	6.2%
	Scotland	20.6%	29.8%	57.8%	9.0%
	Wake	7.8%	8.6%	72.2%	3.6%
Warren	19.4%	24.9%	41.5%	6.5%	
CENTRAL REGION TOTALS		15%	19%	57%	6%
Eastern	Beaufort	19.5	28	58.4	5.9
	Chowan	17.6	26	51.5	5
	Dare	8	10	73.9	4.5
	Edgecombe	19.6	28	48.1	8.1
	Lenoir	16.6	22	56.2	5.7
	Nash	13.4	18	53.5	5.6
	New Hanover	13.1	16	66.6	3.7
	Onslow	12.9	17	63.3	4.6
	Pasquotank	18.4	26	49.5	5
	Perquimans	17.9	27	56.2	5.2
	Pitt	20.3	22	54.4	5.3
	Wayne	13.8	19	55.8	4.8
Wilson	18.5	25	54.8	7.2	
EASTERN REGION TOTALS		16%	22%	57%	5%

**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM**

**APPENDIX C
RURAL ECONOMIC INDEX DATA PER REGION
Continued**

Region	County*	2000 Poverty Rate	Child Poverty Rate	Students Passing End of Grade Exams	Unemployment Rate 2006
NORTH CAROLINA		12.3	15.7	61.2	4.8
Piedmont	Anson	17.8%	23.9%	42.3%	7.3%
	Forsyth	11.0%	15.1%	59.4%	4.3%
	Guilford	10.6%	13.8%	59.3%	4.7%
	Moore	11.4%	16.6%	66.8%	4.8%
	Randolph	9.1%	11.6%	61.6%	4.7%
	Rockingham	12.8%	16.3%	55.5%	6.0%
	Rowan	10.6%	13.7%	51.0%	5.0%
	Stanly	10.7%	14.1%	64.7%	5.1%
	Surry	12.4%	15.0%	71.1%	5.2%
PIEDMONT REGION TOTALS		12%	16%	59%	5%
Western	Alleghany	17.2	21	61.7	5
	Ashe	13.5	16	68	5.7
	Avery	15.3	19	64.2	5
	Buncombe	11.4	15	70.5	3.8
	Caldwell	10.7	14	64.4	7.5
	Cleveland	13.3	18	66.2	6.4
	Gaston	10.9	15	59.7	5.5
	Graham	19.5	24	63.8	6.4
	Haywood	11.5	17	67.6	4.1
	Jackson	15.1	16	60	3.7
	Watauga	17.9	12	79.5	3.8
	Yancey	15.8	22	68	5.6
WESTERN REGION TOTALS		14%	17%	66%	5%

**ANNUAL EVALUATION OF COMMUNITY PROGRAMS
GOVERNOR'S ONE-ON-ONE VOLUNTEER PROGRAM**

**APPENDIX D
CLIENT CAPACITY REQUIREMENTS PER COUNTY AND PER REGION**

Region	County*	Grant Funding Classification	New Matches	Minimum Requirement for New Matches
Central	Bladen	Full-Time	9	8
	Caswell	Half-Time	0	4
	Chatham	Half-Time	6	4
	Columbus	Half-Time	1	4
	Cumberland	Full-Time	29	8
	Durham	Double	15	16
	Harnett	Full-Time	11	8
	Lee	Full-Time	11	8
	Orange	Full and Half-Time	16	12
	Person	Half-Time	1	4
	Scotland	Full-Time	11	8
	Wake	Full-Time	12	8
	Warren	Half-Time	8	4
	CENTRAL REGION TOTALS			130
Eastern	Beaufort	Half-Time	7	4
	Chowan	Three Quarter-Time	3	6
	Dare	Full-Time	15	8
	Edgecombe	Half-Time	1	4
	Lenoir	Full-Time	9	8
	Nash	Half-Time	2	4
	New Hanover	Full-Time	6	8
	Onslow	Full-Time	5	8
	Pasquotank	Full-Time	5	8
	Perquimans	Full-Time	8	8
	Pitt	Full-Time	14	8
	Wayne	Double-Time	37	16
	Wilson	Full-Time	10	8
	EASTERN REGION TOTALS			122

Region	County*	Grant Funding Classification	New Matches	Minimum Requirement for New Matches
Piedmont	Anson	Three-Quarter-Time	4	6
	Forsyth	Full-Time	16	8
	Guilford	Double-Time	33	16
	Moore	Full-Time	12	8
	Randolph	Half-Time	1	4
	Rockingham	Half-Time	7	4
	Rowan	Full-Time	18	8
	Stanly	Half-Time	6	4
	Surry	Full-Time	21	8
PIEDMONT REGION TOTALS			118	66
Western	Alleghany	Half-Time	8	4
	Ashe	Three Quarter-Time	7	6
	Avery	Half-Time	11	4
	Buncombe	Half-Time	2	4
	Caldwell	Full-Time	15	8
	Cleveland	Double-Time	26	16
	Gaston	Double-Time	11	16
	Graham	Half-Time	3	4
	Haywood	Half-Time	0	4
	Jackson	Half-Time	0	4
	Watauga	Full-Time	32	8
	Yancey	Half-Time	8	4
	WESTERN REGION TOTALS			123

STATESWIDE NEW ADMISSIONS TOTAL	493
CLIENT CAPACITY MINIMUM REQUIREMENT FOR NEW ADMISSIONS TOTAL	342
Governor's One-on-One Grant Funded Programs Exceeded Minimum Requirements by 44% or 151 Youth Participants.	
* Forty-seven counties were served by 44 granted funded programs.	