



Charlottesville, VA

FUNDING STREAMS FOR JUVENILE DELINQUENCY PREVENTION

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CHARLOTTESVILLE, VIRGINIA

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LIST OF ACRONYMS

CA	Community Attention Division
VJCCCA	Virginia Juvenile Community Crime Control Act
JTS	Juvenile Tracking System
CSA	Children's Services Act
NCSL	National Conference of State Legislatures
OJJDP	Office of Juvenile Justice and Delinquency Prevention
DJJ	Virginia's Department of Juvenile Justice
JCC	Juvenile Correctional Centers
CTM	Community Treatment Model
RSC	Regional Service Coordinator
DHS	Department of Human Services
OAR	Offender Aid and Restoration
CAFF	Community Attention Foster Families
CSP	Community Supervision Program
CAYIP	Community Attention Youth Internship Program
FCU	Family Checkup
EDP	Everyday Parenting
JJDPA	Juvenile Justice and Delinquency Prevention Act
JABG	Juvenile Accountability Block Grant
MOE	Maintenance of Effort
CHINS	Child in Need of Services
CSU	Court Services Unit
JDC	Juvenile Detention Center
OCS	Virginia Office of Children's Services
CPMT	Community Policy and Management Team
DSS	Department of Social Services

EXECUTIVE SUMMARY

Since its creation in 1899, juvenile justice has moved steadily towards a more holistic treatment of juvenile offenders (Grisso, 2017). The latest push towards more rehabilitative programs and services, prompted the Virginia Department of Juvenile Justice to move away from residential juvenile placements in correctional centers, to a more community-based approach that keeps youth with family.

Currently, Charlottesville's Department of Human Services offers a wide array of programs for juveniles in the community. These programs, however, are focused on rehabilitation or intervention after delinquency rather than prevention before delinquency. The largest barrier to creating these prevention programs for at risk youth is the lack of funding available. Federal funds for prevention are awarded solely to Richmond or have been discontinued by the General Assembly. State funds for juvenile justice are earmarked solely for youth who have already offended, are part of the foster care system, or have special education needs (Office of Children's Services, 2017; Virginia Department of Juvenile Justice, 2014). There is no funding for preventative programs within federal and state funding structures. In fact, evidence demonstrates that the juvenile justice system is not set up to provide funding for prevention programs for at risk youth.

This report provides the Department of Human Services with options to address this funding gap. This report analyzes the impact of three policy alternatives:

1. Maintain Current Programming
2. Establish a Friends of Community Attention Foundation
3. Expand Partnerships with Local High Schools

Each alternative is evaluated on a set of four main criteria: effectiveness, feasibility, sustainability, and cost. Effectiveness takes into account the ability of each alternative to generate a funding stream for prevention. Feasibility evaluates the administrative and political feasibility of implementation. Sustainability assesses the ability of the department to maintain the alternative and the alternative's flexibility to respond to changes in demand. Lastly, costs estimate the opportunity cost of staff time for each alternative and are projected using estimates of salary, hours worked, and average weeks worked per year.

Upon evaluation, the Department of Human Services is recommended to, in the short term, maintain current programming and, in the long term, establish a Friends of Community Attention Foundation. Analyses also discuss the concerns associated with this recommendation and the tradeoffs inherent within them. Finally, the report examines considerations for implementation for both short term and long term recommendations.

PROBLEM DEFINITION

While national trends show a move towards more holistic treatments for juvenile offenders, they also reveal a gap in programs, evidence-based practices, research, and funding for primary prevention. The overwhelming majority of programs focus on juvenile justice treatment after youth have already offended, often looking at re-entry, decreasing recidivism rates, and diversion programs. Thus, there are fewer funding streams dedicated specifically to primary prevention programs for identified at risk youth. Currently, funding streams only step in to provide funding once youth have already encountered court systems or become delinquent.

In Charlottesville, in order for Community Attention (CA) to access Virginia Juvenile Community Crime Control Act (VJCCCA) funds, youth must have a juvenile tracking system (JTS) number assigned. However, in order to assign a JTS number, a youth must have already had some interaction with the juvenile justice system. Similarly, in order to access Children's Services Act (CSA) funding, a youth must already be identified as part of the foster care system with special education needs and/or with behavioral health issues. Therefore, the issue remains that the juvenile justice system is not set up to provide funding for primary prevention programs.

If this problem is not addressed, preventable delinquency in at risk youth will continue to result in a continuous cycle of youth in juvenile justice systems. Preventing delinquency through intervention and programs can change the lives and trajectory of juveniles in the community. Without funding for primary prevention programs, at risk youth have a much higher chance of becoming entrenched in the adult criminal justice system through cycles of reoffending.

BACKGROUND

This section begins by looking at the history of juvenile justice before focusing in on Virginia and Charlottesville's juvenile justice systems. It then delves into identified pathways to delinquency for youth with an examination of truancy as one of the leading causes of juvenile delinquency. Following this, it moves into the heart of the issue, funding, by looking at it from the federal and state levels before moving to private and non-profit funding. The section concludes by exploring potential best practices that will inform the alternatives proposed further in the report.

REFORMING JUVENILE JUSTICE IN THE UNITED STATES

The juvenile justice system, created as an alternative to adult justice systems in 1899 by the Chicago Women's Club, was envisioned as a "treatment oriented and developmentally-based system" focused on supporting children and families to overcome obstacles to healthy development (Howell, 2017).

Since its creation, four distinct waves have shifted and reframed society's views and the system's treatment of juvenile offenders. The first was the establishment of juvenile justice as a separate entity from the adult criminal justice system (Grisso, 2017). The second wave, during the 1960s and 1970s, recognized the rights of youth offenders by incorporating due process into juvenile courts and systems (Grisso, 2017). The third wave, beginning in the 1980s, increased emphasis on punishment for juveniles, shifting juvenile approaches toward more adult-like systems (Grisso, 2017). This trend resulted from widespread societal beliefs in the existence of "super predators," or juveniles believed to be perpetrators of increasingly violent crime (Howell, 2017). During this wave, states began to abandon rehabilitative programming in favor of increased juvenile confinement in detention centers and "scared straight" programs (Howell, 2017).

In 2015, the National Conference of State Legislatures (NCSL) conducted a review of recent trends in juvenile justice policies and found that current practices "[marked] a clear departure from laws enacted 20 years ago" (National Conference of State Legislatures). The current and fourth wave is trying to combat the effects of existing practices and policies adopted previously (Grisso, 2017). Most notably, there has been a national shift away from juvenile confinement in detention centers and punitive approaches to a focus on rehabilitative services. One of the main themes identified in new initiatives is "reinvestment," which shifts juvenile justice policies from confinement to prevention and treatment programs (Howell, 2017). Indeed, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) found that the number of youths in residential placements declined by more than half from 107,493 in 1999 to 48,043 in 2015 (Howell, 2017).¹

¹ Residential placement can refer to a wide variety of programs including "detention centers, reception and diagnostic centers, correctional facilities, wilderness camps, residential treatment centers, training schools, shelter care, and group homes" (Development Services Group, Inc., 2010).

TRANSFORMING VIRGINIA'S DEPARTMENT OF JUVENILE JUSTICE

As part of the latest wave of reforms, Virginia's Department of Juvenile Justice (DJJ) began reexamining their use of juvenile correctional centers (JCC) in 2014. These findings prompted DJJ to develop a Transformation Plan in June of 2016 (Virginia Department of Juvenile Justice, 2017). This transformation plan focuses on four key principles – (1) reducing the use of the state's juvenile correctional facilities, (2) reforming supervision, rehabilitation, and treatment of juvenile offenders, (3) replacing juvenile correction centers with smaller, regional, rehabilitative treatment facilities, and (4) sustaining the transformation by maintaining healthy workplaces with highly skilled staff. These four principles reform the current practices dramatically by closing almost all JCC facilities in Virginia, transforming remaining JCC units to a Community Treatment Model (CTM), increasing alternative placements, establishing new service networks with Regional Service Coordinators (RSCs), and many other changes (Virginia Department of Juvenile Justice, 2017). These changes are projected to save the DJJ approximately \$6.6 million per year (Block, 2016).

While the impact of these transformations on Charlottesville is still unknown, it is anticipated that there will be an increase in demand for juvenile diversion services and programs due to the many closings of JCC facilities in Virginia. Additionally, the new system of service networks with RSCs has the potential to significantly change the way certain programming is funded and who provides specific services.

CHARLOTTESVILLE DEPARTMENT OF HUMAN SERVICES

The Department of Human Services (DHS), as part of the City of Charlottesville, provides a large array of services to the Charlottesville community. Created in 2010, the mission of the Charlottesville DHS is to conduct "community planning, promote collaboration, and provide direct services" in order to promote "healthy development and stability for at risk youth" and increase family self-sufficiency (Communities in Schools, n.d.). As part of this mission, DHS has a range of programs and community-based services, providing care to youth and their families. DHS also works to prevent "juvenile delinquency and family disintegration" and rehabilitate youth (Office of Budget and Performance Management, 2017).

While the Community Attention Division of DHS provides the bulk of services offered, DHS also has several programs in partnership with local organizations. For example, Coming Home to Work is a partnership between DHS, Offender Aid and Restoration (OAR), and other businesses that come together to help those with criminal histories to find work ("City of Charlottesville Scorecards," n.d.). Another program is the City of Promise program, "promise neighborhood initiative" designed to improve "educational and developmental outcomes for children and youth in the 10th and Page, Westhaven, and Starr Hill neighborhoods" ("City of Charlottesville Scorecards," n.d.). City of Promise is a collaborative effort of different community members, public schools, non-profits, and other organizations to build the community that children need in order to succeed ("City of Charlottesville Scorecards," n.d.). Interviews with staff indicate that DHS relationships with non-profits, other organizations, and community members are generally positive and often highly collaborative.

Charlottesville’s adopted operating and capital improvement budget showed that DHS received a total of \$5,530,945 in fund revenue for FY17/18 (Office of Budget and Performance Management, 2017). This is a decrease of approximately \$147,157 from FY16/17 (Office of Budget and Performance Management, 2017). Appendix 1 outlines funding for programs in FY17/18.

COMMUNITY ATTENTION DIVISION

Of the many divisions and programs within DHS, CA is the main provider of residential and community-based support to youth (“Community Attention - About Us,” n.d.). As a “fee based program,” primary funding for CA comes from the VJCCCA and CSA (“Community Attention - About Us,” n.d.). They provide a large list of services which includes residential services like the Community Attention Foster Families (CAFF), a foster care program for children ages 0 – 21 in Charlottesville, Albemarle, and surrounding counties, and community-based services (“Community Attention - About Us,” n.d.).

In addition to CAFF, other community-based services include Teens GIVE — which is a character education and life skills training program — the Community Supervision Program (CSP) — which provides case management, counseling, assessment, diversion, and supervisory services — the Life Skills Groups, and a youth internship program (CAYIP) which provides youth with opportunities to work and learn work-readiness skills (“Community Attention - About Us,” n.d.).

Recently CA has added three new community-based services. The first is Family Checkup (FCU), an evidence-based intervention designed to improve child behavior, promote school adjustment, and reduce risky behavior in teens. The second is Everyday Parenting (EDP), a curriculum meant to be completed in tandem with FCU and tailored to the needs and strengths of each family. Lastly, Girls Circle, the third new service, is a structured support group for girls designed to increase personal strengths, competence, and positive connections. Each of these new programs primarily draws on funding from the VJCCCA.

PATHWAYS TO DELINQUENCY: RISK FACTORS

NCSL identifies four general areas of risk for juveniles – “individual, family, peer, and school and community” (National Conference of State Legislatures, n.d.). While grouped into four areas, these risk factors often overlap and compound one another. No single risk factor is fully predictive of potential juvenile delinquency; however, working together, variables of each area increase a juvenile’s likelihood of offending (National Conference of State Legislatures, n.d.)

Individual risk factors can include anything from antisocial behavior to hyperactivity and/or other emotional and cognitive development issues (National Conference of State Legislatures, n.d.). Typically family risk factors include many different variables like poverty, domestic violence, teenage parenthood, single parent homes, maltreatment, and divorce (National Conference of State Legislatures, n.d.). Peer risk factors usually refer to associations and/or friendships with delinquent peers or experiences of peer rejection (National Conference of State Legislatures, n.d.). Lastly, school and community risk factors include poor academics coupled with low academic aspirations, disorganized neighborhoods and neighborhood disadvantages, and high concentrations of juvenile delinquent groups (National Conference of State Legislatures, n.d.).

STATUS OFFENSES: TRUANCY, A SCHOOL AND COMMUNITY RISK FACTOR

For juveniles with these risk factors, if they do commit an offense, most often these offenses are considered a status offense. Status offenses are non-criminal behaviors that are considered crimes or offenses because juveniles are minors (National Conference of State Legislatures, n.d.). Most commonly, these status offenses include truancy, curfew violations, underage alcohol purchase and consumption, or running away from home (National Conference of State Legislatures, n.d.). These offenses are often precursors to more serious delinquency in the future. Research has shown that early intervention like prevention for youth at risk of status offenses are more effective than disciplinary actions or adjudication post offense (National Conference of State Legislatures, n.d.).

Of the crimes considered status offenses, truancy is one of the most easily tracked and accessible for preventative programming. Truancy, or unexcused absences from school, is not defined specifically by Virginia law (Virginia Department of Education, n.d.). While Virginia does not have a legal definition of truancy, it does define a “child in need of supervision” as someone who is chronically absent from school without justification (Virginia Department of Education, n.d.). Virginia’s Department of Education has, unofficially, distinguished between truancy and chronic truancy (Virginia Department of Education, n.d.). Their definition qualifies a student with one unexcused absence as truant, while a student who has reached or surpassed a certain number of unexcused absences is categorized as chronically truant (Virginia Department of Education, n.d.). Truancy disproportionately impacts youth who are already at risk and vulnerable (Mallett, 2016). Additionally, students who are truant are more likely to “end up caught within the school-to-prison pipeline” (Mallett, 2016).

A 2007 study by the Justice Policy Institute found that increased graduation rates were associated with positive public safety outcomes (Justice Policy Institute, 2007). Researchers found that even a 5 percent increase in male high school graduation rates create \$5 billion in annual savings in “crime-related expenses” (Justice Policy Institute, 2007). They also found that states with higher levels of “educational attainment” also had “crime rates lower than the national average” (Justice Policy Institute, 2007). A 2000 study by Battin-Pearson, et al. found a significant relationship between “dropout prevention programs and the prevention of deviant behaviors among adolescents” (Toldson, Sutton, & Brown, n.d.).

Charlottesville’s truancy rates vary widely from year to year. For example, during the 2015-16 academic year there were 178 truant youth in Charlottesville, but in the most recent academic year from 2016-17, the truancy count jumped to 592, the highest in 10 years. However, lower counts between 2010 and 2013 may be a result of Charlottesville City’s Truancy Prevention Program, a program targeting truant youth, which began in 2007 and was expanded in 2010 to include another elementary school (Hott, 2010). Research has not revealed a definitive reason as to why Charlottesville experienced such an extreme increase in the last two years.

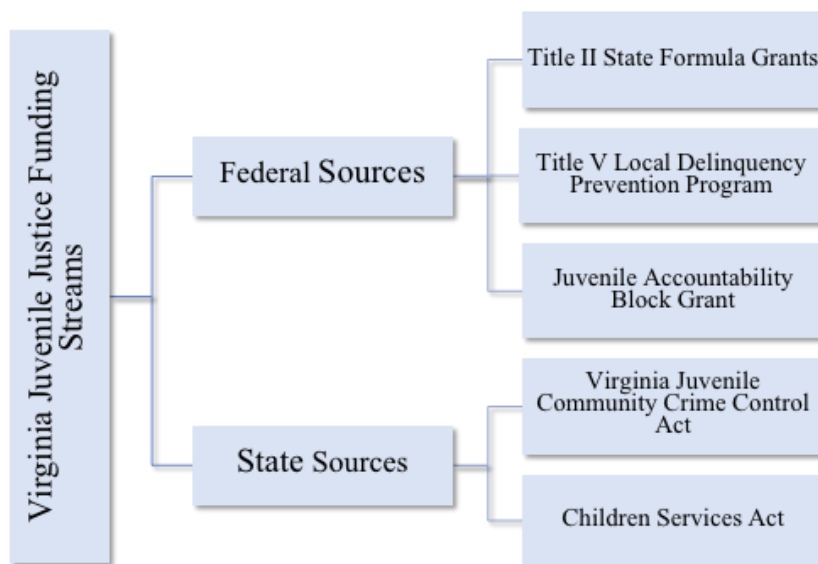
Table 1: Truancy Counts 2007 - 2017		
Year	Virginia Total Truancy Count	Charlottesville Truancy Count
2016-2017	52,133	592
2015-2016	51,001	178
2014-2015	50,291	217
2013-2014	48,681	343
2012-2013	49,046	194
2011-2012	50,349	164
2010 - 2011	43,048	149
2009 - 2010	42,240	283
2008-2009	46,170	338
2007-2008	48,504	330
*Number of students with whom a conference was held after the student had accumulated six absences during the school year.		
Source: Virginia Department of Juvenile Justice Data Resource Guides Years 2013 - 2017		

FUNDING SOURCES

Within this section federal and state sources refer to grants and programs that are offered by the federal and state government, respectively. Federal grants and programs typically do not restrict funding from being used for prevention programs, while state grants are allocated specifically for reactionary programs.

FEDERAL

An examination of federal grants designed specifically for prevention reveal past priorities and interests in preventing at risk juveniles from offending. At the federal level, there are three grants and programs that provide funding for primary prevention: Title II State Formula Grants, Title V Local Delinquency Prevention Program, and the Juvenile Accountability Block Grant (ACT4JJ, n.d., p. 4). However, as described below, federal grants have slowly decreased in their availability as Congress has shifted priorities elsewhere. These are included in the report to generate a better understanding of why the funding problem exists and continues to persist for Charlottesville. Awardees and award amounts from the past five years are detailed in Table 2.



Title II State Formula Grants

Title II State Formula Grants are authorized by the Juvenile Justice and Delinquency Prevention Act (JJDPA) which provides funds to states following federally-mandated core protections on youth care and treatment as they encounter the justice system (ACT4JJ, n.d.). Title II supports state and local efforts to “plan, establish, operate, coordinate, and evaluate policies and projects” in order to develop more effective “education, training, research, prevention, diversion, treatment, and rehabilitation programs and reform efforts in delinquency prevention and juvenile justice system improvement” (Office of Juvenile Justice and Delinquency Programs, 2017). All awards under Title II are made in the form of a grant with amounts subject to the availability of appropriated funds for the funding year. States receiving Title II funding may not use more than 10 percent of grant funding for administration or planning. Between 2002 and 2017, Title II funding has decreased by nearly 38 percent nationally (“Federal Juvenile Justice Appropriations,” n.d.).

Title V Local Delinquency Prevention Grants Program

Title V² is also authorized by the JJDPA and is designed to specifically prevent youth delinquency at local levels (ACT4JJ, n.d.). The purpose of Title V is to prevent youth who are identified at risk for delinquency from entering the juvenile justice system and to intervene with first-time offenders of non-serious crimes in order to keep them from having additional contact with the system (Office of Justice Programs, 2017). Administered by the OJJDP, Title V requires that state and local recipients provide a 50 percent match in funding (ACT4JJ, n.d.). While funding appropriated for Title V has remained relatively constant ranging from \$15 million in FY 2014 to \$17.5 million in FY 2016 between 2002 and 2017, Title V funding decreased by more than 85 percent (“Federal Juvenile Justice Appropriations,” n.d.; Office of Justice Programs, 2017).

Juvenile Accountability Block Grant

The Juvenile Accountability Block Grant (JABG) is authorized by the Omnibus Crime Control and Safe Streets Act (ACT4JJ, n.d.). Also administered by the OJJDP, funds are provided as block grants to states for programs that “promote greater accountability in the juvenile justice system” (Prevention (OJJDP), n.d.). In 2002, JABG funding was approximately \$249.5 million, however, it has been eliminated from Congress’ budget since [FY 2014] (“Federal Juvenile Justice Appropriations,” n.d.).

² Title V grants were formally known as Local Delinquency Prevention Incentive Grants.

Table 2: Federal Funding Amounts Virginia, 2013 - 2017					
Year	2013	2014	2015	2016	2017
OJJDP Title II Formula Grant Program Award Recipient and Amount	Richmond	Richmon d	Richmon d	Richmon d	Richmond
	\$591,300	\$870,181	\$868,373	\$945,441	\$787,202
Title V	\$0	\$0	\$0	\$0	\$0
Juvenile Accountability Block Grant	Richmond	\$0	\$0	\$0	\$0
	\$386,080				
Source: U.S. Department of Justice Office of Justice Programs Grant Awards					

Table 2 shows that federal funding for juvenile prevention programs is inconsistent and awarded solely to the City of Richmond. Virginia has not received Title V funding since 2011 and funding from the JABG since 2013 (Office of Justice Programs, 2018). While Charlottesville has received funding from OJJDP from other grants and programs, it has not received funding from the three grants discussed above for at least the past 18 years (Office of Justice Programs, 2018). Charlottesville, therefore, cannot rely on federal funding for juvenile prevention initiatives.³

STATE

Unlike federal funding, at the state level, there are only two funding sources for juvenile justice, and neither are designed to target prevention. The first is the Virginia Juvenile Community Crime Control Act (VJCCCA) and the second is the Children Services Act (CSA).⁴ Each target a different population and is managed by a different agency.

Virginia Juvenile Community Crime Control Act

One of the primary and main sources of funding is the VJCCCA. Enacted in 1995 by the General Assembly, the VJCCCA was established to create “a community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs” (Virginia Department of Juvenile Justice, 2014). The main purpose of the VJCCCA is to “deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions, as well as reduces the pattern of repeat offending” (Virginia Department of Juvenile Justice, 2014). The DJJ is the administrative entity responsible for allocation of VJCCCA funds and ensuring that funds are used appropriately and effectively.

According to its mandate, all VJCCCA funds must be used to serve “juveniles before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision or delinquent” (Virginia Department of Juvenile Justice, 2014). In FY 2017, there were 7,161 juveniles placed in VJCCCA programs across Virginia (Virginia Department of Juvenile

³ The Office of Justice Programs grant award search tool only goes back as far as January 1, 2000. Using this search tool, Charlottesville has not received any funding from the three funding grants discussed from 2000 to the present.

⁴ The Children Services Act was formerly known as the Comprehensive Services Act.

Justice & Jr., 2017). This increased the total number of VJCCCA program placements to 11,736 (Virginia Department of Juvenile Justice & Jr., 2017).

While participation in VJCCCA is voluntary, participating localities must submit a plan for how funding will be used and contribute the same amount of funding each year called the “Maintenance of Effort” (MOE) (Virginia Department of Juvenile Justice, 2014). In order to use VJCCCA funds, the MOE funding from each locality must be spent in its entirety (Virginia Department of Juvenile Justice, 2014). For example, once all of Charlottesville’s MOE funding is used, Charlottesville will then be able to access VJCCCA funds awarded by the state.

For FY 2017, VJCCCA’s appropriation level, for all 133 cities and counties, was \$10,379,921 (Hull, 2018). According to Charlottesville Comprehensive Annual Financial Reports, VJCCCA revenues are \$344,289 per year or approximately 3.3 percent of total VJCCCA funding (Department of Finance, 2017). Additionally, Charlottesville’s budget shows that since the City became the fiscal agent for the grant beginning in July 2010, its MOE has remained consistently at \$108,415. As summarized in Table 3, the total amount of funding to DHS through VJCCCA is \$452,704 each year. Appropriation levels for FY 2018 have not yet been determined (Hull, 2018).

Table 3: VJCCCA Funding Virginia and Charlottesville, FY 2017	
Year	2017
Virginia Appropriation Total	\$10,379,921
Charlottesville MOE	\$108,415
Charlottesville VJCCCA	\$344,289
Charlottesville Total	\$453,704
Source: VJCCCA Spring Meeting Programs and Services Presentation and Charlottesville’s Comprehensive Annual Financial Report Fiscal Year Ended June 30, 2017	

However, these funds, as mentioned previously, are designed to serve juveniles already in the system. Thus, in order to access VJCCCA funding, juveniles must have a Juvenile Tracking System (JTS) number which is assigned at intake (Smith, 2018a). Intake typically occurs after delinquency or identification of the youth as a child in need of services (CHINS) whether by referral or by family members (Smith, 2018a). Once assigned a JTS number, the DJJ’s local branch of the court services unit (CSU) investigates for probable cause (Moore, 2018). If probable cause is insufficient, CSU intake officers may resolve the complaint without further action (“Juvenile Justice System Delinquency Flow Chart,” n.d.). However, if probable cause exists, CSU intake officers may “informally process or divert the case, file a petition to initiate court action, or file a petition with an order placing the juvenile in a [juvenile detention center] JDC” (“Juvenile Justice System Delinquency Flow Chart,” n.d.). Should CSU choose to divert the youth, VJCCCA funding is triggered and pays for any programs that CA may enroll the youth in. A flowchart of the juvenile justice system can be found in Appendix 2.

Children Services Act

Enacted in 1993 by the General Assembly, the Children's Services Act (CSA) was created to "create a collaborative system of services and funding" and is a "state-mandated interagency program" serving youth in foster care, youth at risk of entering foster care, and youth with special education needs (Office of Budget and Performance Management, 2017; Office of Children's Services, 2017). Youths involved in the Juvenile Court system and/or having "serious emotional or behavior problems" are also eligible for service via CSA funding (Office of Budget and Performance Management, 2016). The CSA creates local "multidisciplinary teams" to work with families in order to both plan unique services for each youth unique to their needs and to administer community activities (Office of Children's Services, 2017).

Virginia's Office of Children's Services (OCS) administers CSA funds and works to ensure that CSA funding is effectively and efficiently implemented across the state (Office of Children's Services, 2017). CSA has a state pool of funds that are distributed to localities based on a specific formula for local matching funds (Office of Budget and Performance Management, 2016). These funds are primarily used within DSS for youth in foster care and/or with special needs. Primary prevention programs for at risk youth are not funded using the CSA grant. The Community Policy and Management Team (CPMT), an interagency management team, ensures Albemarle's and Charlottesville's accordance with CSA policies, in addition to administering CSA funds (City of Charlottesville, n.d.).

Since 2011, CSA funds and services have been administered by the City's and County's Departments of Social Services (DSS), with most funding and policy decisions made by the CPMT (Office of Budget and Performance Management, 2016). The CPMT is composed of members from both Albemarle County and Charlottesville City (City of Charlottesville, n.d.). Table 3 details Charlottesville's CSA pool fund allocations by match rate and state and local allocations for the last five years.

Table 4: Children's Services Act Pool Fund Allocations (Non-Medicaid Expenditures)				
Charlottesville, 2013 - 2017				
Year	Match Rate	State Allocation	Local Allocation	Total Allocation
2013	30.68%	\$4,126,421	\$1,826,506	\$5,952,927
2014	30.68%	\$3,435,620	\$1,520,733	\$4,956,353
2015	30.68%	\$3,430,530	\$1,518,479	\$4,949,009
2016	30.68%	\$3,409,009	\$1,508,954	\$4,917,963
2017	30.68%	\$3,568,280	\$1,579,453	\$5,147,733
Source: Office of Children's Services Statewide Statistics Locality Allocations				

PRIVATE FOUNDATIONS, NON-PROFIT ORGANIZATIONS, AND CORPORATIONS

In addition to federal and state funding, there are several charities and foundations that award funding to non-profits targeting juvenile prevention. Without the contributions of individual citizens, non-profits, corporations, and other organizations, funding for many initiatives, including juvenile prevention, would be limited entirely to government sources. These nongovernmental organizations can often be the only source of revenue for non-profits working in juvenile justice.

One such organization is the Public Welfare Foundation, which has a Youth Justice Program that supports groups working to “advance a fair and effective community-based vision of youth justice” with a focus on “ending the criminalization and incarceration of youth of color” (“Program Guidelines,” n.d.). The Public Welfare Foundation, which in 2016 awarded a total of over \$18 million in grants, awards individual grants of up to \$400,000 with a rolling application deadline. Their application requires that funding be used general operating expenses and/or applied projects or programs (“Public Welfare Foundation Grant,” n.d.; Public Welfare Foundation, Inc., 2017).

The Kresge Foundation is another organization that provides numerous grant opportunities. The foundation fulfills its mission to “promote human progress” through six specific areas – “arts and culture, education, environment, health, human services, and community development” (“Who We Are,” 2015). Their main focus in the human services area is to invest in advocacy for “improved regulatory, legislative and financial mechanisms” that will support the human services sector, policies that “support public sector-driven integration” of services, and expanding human services through the health care system (“Human Services Focus Area,” 2015). Non-profit 501(c)(3) organizations and government entities are eligible to apply for these grants (“Human Services Focus Area,” 2015). Typically, funding is awarded in one- to three-year increments on a rolling basis.

There are also several companies and foundations that offer funding for either specific programs or issue-focused non-profits. For example, SC Johnson offers education grants aimed at helping non-profits and specific programs focused on “education, social services, environment, community development” and many others (“Applying for Grants,” n.d.). In order to be eligible, applicant organizations must be a registered 501(c)(3) charity or a government entity like a school, library, or public agency (“Applying for Grants,” n.d.). SC Johnson accepts rolling applications with a typical review process of 90 to 120 days (“Applying for Grants,” n.d.). Grant awards vary, but for grants greater than \$5,000, SC Johnson requires outcome reports (“Applying for Grants,” n.d.). Additionally, the Anthony Robbins Foundation supports programs that make a difference in the quality of life for “youth, homeless and hungry, prisoners, elderly, and disabled” (“Anthony Robbins Foundation Grants,” n.d.). This foundation already supports several programs aimed at improving youth outcomes and offers grants to public, private, and 501(c)(3) organizations (“Grant Requests,” n.d.). Applications are accepted on a rolling basis and are reviewed within 120 days by the grant committee (“Grant Requests,” n.d.).

METHODOLOGY

The purpose of this report is to identify, propose, and evaluate policy alternatives that address the funding gap identified for prevention in Charlottesville, Virginia. The goal of each proposed alternative is to create a sustainable funding stream for juvenile prevention. The next section discusses four categories of criteria used to evaluate each proposed alternative. The remainder of the report delves deeper into three policy alternatives, making a final recommendation at the end. Each section gives an overview of the alternative, a detailed analysis, and an evaluation using shared criteria. Following evaluation, using an outcomes matrix, analysis will turn to the advantages, disadvantages, and tradeoffs between each alternative. The final section of this report makes a recommendation to Kaki Dimock, Director of Human Services for the City of Charlottesville, on the best alternative(s) to address the issue of lack of funding for juvenile prevention.

EVALUATIVE CRITERIA

These criteria aim to evaluate the ability of each alternative to make funding for primary prevention programs available. The criteria of feasibility and sustainability are broken down into two subcategories for further evaluation.

Criteria are ordered by priority with effectiveness and feasibility equally prioritized, sustainability next, and cost last as the lowest priority criterion for this evaluation. Effectiveness is the highest priority because if the alternative does not effectively solve the issue of funding, there is little to no reason for adoption and implementation. Similarly, feasibility is equally high in priority because of its component parts — administrative and political. Without both administrative and political feasibility, there is little hope of implementing a given alternative. Sustainability ranks next because of the importance of evaluating each alternative's flexibility and longevity. Cost ranks last because of the many intangible and hypothetical cost measurements used to estimate cost.

EFFECTIVENESS

Effectiveness will assess the ability of each policy alternative to solve the issue of funding for juvenile prevention. Is the alternative *ineffective, moderately effective, or highly effective* in generating a funding stream for prevention programs? It will look specifically at the ability of each alternative to create a successful funding structure to finance prevention programs.

FEASIBILITY

Feasibility will assess the administrative and political feasibility of implementing alternatives. In terms of administrative feasibility, does the alternative require *limited, considerable, or extensive* levels of administration and relational investment? It looks specifically at the administrative capability of the department and the amount of networking and relational investment necessary to implement and sustain each alternative.

For political feasibility, is the alternative going to receive *uncertain, likely, or unlikely* support from key stakeholders in the community? This considers how the alternative impacts DHS relationships with the community and non-profits in and around Charlottesville and how these relationships may impact implementation, in addition to the predicted responses from City staff and City Council.

SUSTAINABILITY

Sustainability will assess the ability of the department to maintain the alternative and the alternative's flexibility. Is the alternative *uncertain, likely, or unlikely* to be maintained past one fiscal year? Maintenance of the alternative evaluates both the department's ability to continue its upkeep in addition to the durability of the alternative to last past one fiscal year.

In terms of flexibility, is the alternative *uncertain, likely, or unlikely* to respond to changes in demand? This is measured by estimates of the alternative's ability to expand and downsize to meet and address community needs.

COST

Cost will assess the opportunity cost of staff time needed for each alternative. This is measured by the monetary cost of staff time for each alternative. Given the many relational and conversational requirements of the alternatives, costs will be calculated in ranges.

The salary used to measure cost is taken from Glassdoor's report of an average salary, including benefits, of \$86,065 per year for a Program Manager ("Salary," n.d.). According to the Bureau of Labor Statistics (BLS), in 2015, state and local government workers had an average of 11 days of paid holidays and 12 days of paid sick leave (Bureau of Labor Statistics, 2015a, 2015b). This totals an average of 23 days of paid time off (PTO) each year. Therefore, for the purposes of all cost discussions, an average of 47 weeks worked per year is estimated. Therefore, the yearly salary, using a 40-hour work week, equates to an average wage of \$45 per hour.

POLICY ALTERNATIVES

This section describes and analyzes three policy options for DHS to consider. Each alternative tackles the issue from a different angle, but if implemented, would provide solutions to issues of preventative funding for at risk youth.

ALTERNATIVE 1: MAINTAIN CURRENT PROGRAMMING

This past year CA and CSU partnered together with Albemarle High School (AHS) to create a pilot program titled “Go To Class Challenge,” designed to tackle pre-truant behavior with 9th and 10th grade at risk youth (Moore, 2018). Designed as a preventative program, the program aims to work with students who have shown signs they may become truant. Since the program is still in its infancy, program particulars are still in development. However, in the program’s current design, CA staff meet with students in the program weekly, during lunch, and engage in conversations with youth about various elements that may contribute to school absences. Students are identified and selected using AHS attendance records. Once students are selected, they are screened by CA to ensure they fit the intended demographic and guardians are given a letter from CSU detailing the program and the mechanism for funding.

WHY NOT A POLITICAL AVENUE?

Informational interviews suggested that it would be very unlikely for the City to increase the amount of funding given to DHS. Interviews also suggested that Virginia’s DJJ would not change their funding structures in the foreseeable future. Finally, given the current political climate and the decreasing trends in federal funding, it is highly unlikely that federal funding for prevention would increase. Therefore, alternatives presented focus on creating a new funding stream rather than relying on funding from the City, state, or federal governments.

In order to access VJCCCA funding for youth enrolled in this program, CSU would create intake JTS numbers for each youth. Upon creating and assigning youth with a JTS number, CSU then would immediately mark the case as resolved. This would trigger VJCCCA funding for youth in this program without creating a juvenile record. The current design does not inflate DJJ or CA numbers for juvenile delinquents in Charlottesville. However, using VJCCCA funds for this preventative program would take VJCCCA funding away from other youth in the community who may have been enrolled in other non-preventative VJCCCA funded programs. Thus, using VJCCCA funds for this program may be unsustainable for the long term.

As the program is still in its infancy, there are identified issues that should be addressed as the program becomes more developed. For example, if CA were to continue this program, it must create a more specific screening tool for AHS in order to more accurately capture the target population. In its current form, AHS is unable to distinguish between chronic absences and pre-truant behavior. By improving its screening tool and being more specific in its program description, CA would be able to improve the reach and impact of this program.

EFFECTIVENESS

Ineffective: Maintaining current programming is ineffective at filling the funding gap that exists in juvenile prevention. Instead of creating a funding structure, this alternative manipulates the current funding structure to include at risk youth, thereby providing a preventative anti-truancy program using only VJCCCA funds.

FEASIBILITY

Limited Administration and Relational Investment: This alternative requires little to no change in current program operations with minimal reallocation of time, and no change in administrative duties for staff. Therefore, it has limited administration and relational investment required, making it administratively feasible.

Likely Political Support: Since this alternative requires little to no change in current program operations there is no approval necessary since programs are already designed, approved, and implemented. Key stakeholders including City staff and City Council will give their support since relationships between DHS, the community. The other City departments will remain unchanged.

SUSTAINABILITY

Uncertain Maintenance: Since this alternative diverts funding from VJCCCA's intended youth, it is not a sustainable alternative for funding prevention programs. In the short term, CA would be able to maintain the current program, but its ability to maintain it past one fiscal year depends entirely upon the amount of VJCCCA funds available.

Unlikely to Respond: Similarly, because funding is dependent upon the availability of VJCCCA funds, the ability for current programs to expand to include more youth or to other schools is unlikely. Rather than demand driving programming, changes in demand for VJCCCA funding for other programs will dictate the expansion or reduction of the Go to Class Challenge program.

COST

\$676,800 Total Staff Time Per Year: Staff time allocated to this alternative will remain consistent with current hours. Currently, CA has eight full-time staff and a varying number of part-time staff (Smith, 2018b). Full-time staff work 320 hours per week on CA programs (Smith, 2018b). Using the cost assumptions laid out previously, this equals approximately \$14,400 in total staff time per week or \$676,800 in total staff time per year.⁵ As part of this total, there are two full-time staff working 4-6 hours per week specifically on the Go to Class Challenge (Smith, 2018b). This entails writing notes, updating CSU, and meeting directly with students for an hour twice a week (Smith, 2018b). Thus, the Go to Class Challenge alone costs approximately \$270-\$360 in total staff time weekly or \$12,690-\$16,920 in total staff time yearly.⁶

⁵ 320 hours × \$45 = \$14,400 in staff time per week;

\$14,400 × 47 weeks = \$676,800 in total staff time per year

⁶ 6 to 8 hours × \$45 = \$270 to \$360 in staff time per week;

\$270 to \$360 × 47 weeks = \$12,690 to 16,920 in total staff time per year

ALTERNATIVE 2: ESTABLISH A FRIENDS OF COMMUNITY ATTENTION FOUNDATION⁷

This alternative suggests that DHS create a non-profit 501(c)(3) public charity organization for CA in order to raise funding and apply for non-profit specific grants. There are several grants and charities that provide funding to organizations working in juvenile prevention. However, due to CA's status as a government agency, it is often ineligible to apply for those grants and is unable to solicit funding from individual donors. Creating a non-profit arm of CA allows the agency to apply for grants as a non-profit while also creating a new funding stream for prevention programs through its ability to solicit donations and fundraise from individual donors. Specifically, the main purpose of this foundation would be to apply for grants and solicit donations in order to run preventative programs for Charlottesville's at risk youth prior to their delinquency.

501(C)(3) ORGANIZATIONS

The Internal Revenue Service (IRS) defines a public charity as "not a private foundation (Foundation Group®, n.d.). According to the IRS, in order to be tax exempt under a 501(c)(3) categorization, organizations must be "organized and operated exclusively for exempt purposes" and none of its earnings may be organized or operated to benefit private interests (Internal Revenue Service, 2017c).

The organization must be a "corporation (or unincorporated association), community chest, fund, or foundation" and cannot be an individual (Internal Revenue Service, 2017b). Exempt purposes refers to a set of defined activities which include "charitable, religious, educational, scientific, literary, testing for public safety, fostering national or international amateur sports competition, and preventing cruelty to children or animals" (Internal Revenue Service, 2017a).

In this setting, the IRS defines the term "charitable" as many different things including, but not limited to "relief of the poor, the distressed, or the underprivileged," "lessening the burdens of government," and "combating community deterioration and juvenile delinquency" (Internal Revenue Service, 2017a).

Of the three categories of 501(c)(3) organizations — public charities, private foundations, and private operating foundations — creating a public charity arm of CA offers the most flexibility and funding options. This is because public charities are able to receive most of their support from the general public via donations and/or grants while private foundations typically receive all funding and financial support from a single donor or corporation (Foundation Source, n.d.). Additionally, while a public charity must be governed by a board of directors, this stipulation would allow CA staff to focus on developing and running prevention programs funded by the Foundation rather than the operational and fundraising aspect of the Foundation.

Municipalities in various other locations across the United States have created their own charities and 501(c)(3) organizations in order to make certain departments and/or agencies eligible for 501(c)(3) specific grants. The most commonly known examples are Police Foundations and Mayor's Funds. Police Foundations are partnerships between a "community's police department and citizens" who want

⁷ Often, public charities are also named a "foundation" and do not necessarily refer to private or private operating foundations. In this case, the terms foundation and charity are used interchangeably.

to help the police to carry out their mission (United States, Department of Justice, Office of Community Oriented Policing Services, & COPS Program (U.S.), 2014). Police foundations, which aim to “support a police department directly with resources to augment its services to the public,” provide support via purchases of essential equipment and programs like educating and training police officers (United States et al., 2014). Since police departments and their employees are unable to solicit or even accept funds from individuals and/or organizations, the police foundation “bridges the gap” in funding with its ability to accept and solicit donations without compromising the police department’s impartiality (United States et al., 2014).

Mayor’s Funds are also often utilized as a way for City agencies to “vie for private support through the use of a 501(c)(3) umbrella” (The Mayor’s Fund for Philadelphia, n.d.). There are several large cities that employ the use of Mayor’s Funds to both foster collaboration between public and private sectors and solicit funds. For example, the Mayor’s Fund for Philadelphia is an independent non-profit organization that “serves as a vehicle for individuals, foundations, and corporations to contribute to City projects and programs” (The Mayor’s Fund for Philadelphia, n.d.).

New York City also has an extremely successful mayor’s fund titled “the Mayor’s Fund to Advance New York City” which supports all five of NYC’s boroughs (“About the Mayor’s Fund,” n.d.). Not just an entity for fundraising, NYC’s Mayor’s Fund cultivates partnerships between the public and private sectors throughout New York (“About the Mayor’s Fund,” n.d.). For example, one of its current projects include community engagement to collaborate with agencies across several departments to empower community members to strengthen communities or its youth initiatives that “aims to equip the next generation of New Yorkers with the skills and tools they need” (“Current Projects - Mayor’s Fund,” n.d.).

501(c)(3) organizations soliciting donations from the public have the potential to raise substantial amounts of money. For example, the Atlanta Police Foundation recently raised \$20 million in its latest campaign and the St. Louis Police Foundation raised over \$200,000 in its annual kickoff luncheon (Saporta, 2017; Sudduth, 2017). The St. Louis Police Foundation has raised more than \$11 million to support both St. Louis Police Departments (Sudduth, 2017). Additionally, in 2016 alone, the Mayor’s Fund to Advance New York City raised \$25.4 million (Nahmias, 2016). In 2015, the fund raised \$20.8 million via donations (Nahmias, 2016). However, this is not the most the fund has ever raised. Under former mayor Bloomberg, the fund raised \$53.4 million in 2011 (Nahmias, 2016).

Similar to a Mayor’s Fund or Police Foundation, a CA foundation would be an independent organization acting as an umbrella organization vying for and accepting private and public support. Harbor Compliance created a guide to starting a non-profit in Virginia in 13 steps (Harbor Compliance, 2016). These steps are listed in Appendix 3 with some combined for efficiency.

EVALUATION OF ALTERNATIVE

EFFECTIVENESS

Highly Effective: Creating a Friends of Community Attention Foundation is highly effective at filling the funding gap present in juvenile prevention. Rather than relying on state or federal funding, this alternative goes outside current funding mechanisms by creating an independent funding structure specifically earmarked and dedicated to prevention. Additionally, this alternative

broadens the type of funds available by opening the doors to individual donors, corporations, and other non-profit or for-profit organizations.

FEASIBILITY

Extensive Administrative and Relational Investment: This alternative requires a large amount of dedicated staff time, expertise, and commitment in its initial phase with the potential of increasing the amount of administrative duties after the foundation is fully formed. It also relies heavily on leveraging relationships within Charlottesville. Thus, there are extensive levels of administration and relational investment required for this alternative.

Uncertain Political Support: This alternative would require the buy-in of not just CA staff but also of City staff on all levels, community members, local NGOs, and potential donors. Additionally, it may create increased competition for funding, which has the potential to negatively impact relationships with local organizations and non-profits. However, the alternative may also create a funding structure that Charlottesville youth sorely need and key stakeholders on all levels may benefit from an increase in funds for prevention. Therefore, the level of political support for this alternative is uncertain.

SUSTAINABILITY

Likely Maintenance: The foundation would be independent and run by a board of directors, so its maintenance would largely fall on the board of directors. These directors may or may not be made up of DHS and CA staff. Because of the intensity of creating a foundation, including the many conversations and approvals necessary, it would be likely that once the foundation is fully created, it would be active for the foreseeable future.

Likely to Respond: This alternative is extremely flexible and likely to respond to demand as a foundation has the opportunity and the ability to expand as demand grows. There is the potential to diversify its mission in the future and expand both the services it offers and the funding it solicits. In addition to its responsiveness to an increase in demand, this alternative also has the ability to downsize its operations should demand decrease.

COST

\$20,470-\$40,385 Estimated Total Costs: This alternative has high start-up costs and a long start-up timeframe. Time estimates and associated costs are calculated for each step taken from Harbor Compliance's step by step guide to creating a non-profit in Virginia (Harbor Compliance, 2016). Time and cost estimates assume that there will not be significant political, departmental, or City resistance to creating an independent non-profit for Community Attention.

Prior to beginning the steps laid out in Appendix 3 to create a non-profit, DHS will likely have to garner both support and approval to create a non-profit. These preliminary conversations and in-depth research are necessary for long term success and will likely occur over the course of several months. For the purposes of this cost analysis, I estimate that this research and related conversations may last between 9-12 months due to the many people within the City and in the community that DHS will have to meet with.

In terms of staff hours, I estimate approximately 5-10 hours per week of meetings for these 9-12 months, which results in between \$8,100-\$23,400 of staff time.⁸ I estimate that steps 1-3 will take approximately 6-9 months at approximately 5 hours per week to coordinate and organize, resulting in between \$5,400-\$8,100 of staff time.⁹

Steps 4-6 and Step 8 are estimated to take approximately 20-40 hours of staff time, equaling \$900-\$1,800 of staff time.¹⁰ Step 7 is estimated to take approximately 2-3 hours of total staff time or \$90-\$135.¹¹ Step 9 will require at least 100 hours of staff time or \$4,500.¹² Steps 10-12 are estimated to take an average of 15-30 hours of staff time, which equals \$675-\$1,350.¹³

In addition to the cost of staff time, the total fees necessary to start a non-profit will range from \$805- \$1,100. There are also unknown opportunity costs associated with the staff time spent on forming a non-profit that would have been spent on other programs and responsibilities. Overall, the total costs of this alternative ranges between \$20,470-\$40,385.

STARTING A NON-PROFIT: HIGHLIGHTS

These are compiled from Harbor Compliance and a more detailed explanation is found in Appendix 3.

Step 1: Name your organization

Step 2: Recruit Incorporators and Initial Directors

Step 3: Appoint a Registered Agent

Step 4: Prepare and File Articles of Incorporation

Step 5: Obtain an Employer Identification Number

Step 6: Establish Initial Governing Documents and Policies

Step 7: Hold Organizational Meeting of Board of Directors

Step 8: Get Virginia State Tax Identification Numbers/Accounts

Step 9: Apply for 501(c)(3) Status

Step 10: Apply for State Tax Exemptions

Step 11: Register for Charitable Solicitation

Step 12: Obtain other Business Licenses and Permits

⁸ 180 to 520 hours × \$45 = \$8,100 to \$23,400 of staff time

⁹ 120 to 180 hours × \$45 = \$5,400 to \$8,100 of staff time

¹⁰ 20 to 40 hours × \$45 = \$900 to \$1,800 of staff time

¹¹ 2 to 3 hours × \$45 = \$90 to \$135 of staff time

¹² 100 hours × \$45 = \$4,500 of staff time

¹³ 15 to 30 hours × \$45 = \$675 to \$1,350 of staff time

ALTERNATIVE 3: EXPAND PARTNERSHIPS WITH LOCAL HIGH SCHOOLS

This alternative suggests that CA create working partnerships with Albemarle, Western Albemarle, Charlottesville, Murray, and Monticello High Schools to provide services and programming for identified at risk youth. Rather than the current model of CA using VJCCCA funds to pay for the Go to Class Challenge prevention program in Albemarle High school, high schools would apply for educational grants that target low-income and/or at risk students.

Creating community school partnerships is an idea pioneered by the Charles Stewart Mott Foundation over 70 years ago (Nahmias, 2016). Today, there are many different forms of community school partnerships. In general, these partnerships can range from school partnerships with parents and/or guardians of students, to school partnerships with local business or government agencies, to complete community-based schools where schools function as a kind of community center (Perkins, 2015). The National Education Association (NEA) groups these different forms into three types of initiatives: (1) “community and family-community programs,” (2) parent and family engagement programs, and (3) “wraparound social and community services programs” (Anne T. Henderson et al., 2011). Of these three, wraparound programs focus specifically on strengthening and supporting youth and families through social and health services, while the other two programs focus more on youth learning and engagement within the academic setting (Anne T. Henderson et al., 2011). These partnerships and systems are also called complementary learning. Complementary learning is the idea that “systems that intentionally link non-school supports with each other and with schools” can ensure that youth have the tools, skills, and resources necessary to succeed (Bouffard & Malone, 2007).

There are several organizations and localities that have adopted models of community school partnerships. Communities in Schools (CIS) is a national organization, founded in the 1970s that works to integrate communities and schools to build relationships “that empower students to stay in school and succeed in life” (Communities in Schools, n.d.-a). Since its creation, CIS has grown to include 2,300 schools in 25 states and Washington D.C. (Communities in Schools, n.d.-a). Their model uses a school-based coordinator to “bring community resources into schools” in order to decrease barriers to services for youth at risk of dropping out (Communities in Schools, n.d.-b).

Another example of a successful evidence-based community school partnership is from Multnomah, Oregon. Their program, Schools Uniting Neighborhoods (SUN), is designed to promote “full-service neighborhood hubs” where schools and community partners can come together to provide services to help families and children be successful (“SUN Community School Profiles,” 2010). The entire SUN Service System is a county-city-school partnership that was created and designed to intentionally align and pool resources from each entity (Goss & Bouffard, 2007). Funding for SUN is taken from the County and City’s existing school, health and social services, and recreation budgets (Goss & Bouffard, 2007). Previously allocated funding for separate services was pooled into a single budget for the SUN service system (Goss & Bouffard, 2007).

This pooled funding provides programs and supports like “housing and energy assistance, homelessness prevention services, and many others via schools as the community hub (Goss & Bouffard, 2007). To facilitate and ensure constant communication among all service providers, County, City, and school staff, there is a SUN Service System Coordinating Council responsible for

“guiding and governing the system” including, among many, its allocation of resources, funding, and establishment of best practices (Goss & Bouffard, 2007).

While community school partnerships are not a new concept, this alternative does not suggest mimicking these models entirely, and rather suggests adopting one specific aspect of the model for Charlottesville –intentional partnership between high schools and the community, namely CA. CA and these high schools would work together to craft a program that would address the needs of their at risk students and fulfill the requirements of the grant. Upon receiving grants, high schools would then contract CA to provide the necessary services and programs. Educational institutions like high schools are often one of the easiest points of contact for youth and a unique way to identify at risk youth. Thus, a partnership would not only provide funding for preventative programs, but also ensure that students in need of prevention receive the necessary services. In the long run, these partnerships, as they become more established and successful, may have the potential to grow into several wraparound social and community services programs.

EVALUATION OF ALTERNATIVE

EFFECTIVENESS

Moderately Effective: Expanding partnerships with high schools is moderately effective at generating a funding stream for prevention. Rather than creating a new funding structure, this alternative redistributes the funding burden to high schools. High schools must either fund prevention programs from their budget or apply for specific education grants. Thus, effectiveness of solving the funding issue hinges on the reallocation of school funds or successful grant applications.

FEASIBILITY

Considerable Administration and Relational Investment: This alternative will require a considerable level of administration and relational investment. DHS already has established partnerships and programs with local schools and will not have to invest significant amounts of time to create new relationships and networks. However, this alternative does require staff to foster a different kind of long term relationship with school administrators and school districts than what is currently in place. This may stretch DHS and CA’s current capacity beyond current relationships. Additionally, because programs will be funded either through local schools or by specific grants, they will need to be created and implemented in accordance with the school’s priorities and/or grants received. This will undoubtedly lead to an increase in staff time and commitment.

Likely Political Support: Given the current partnerships DHS has with the community and local high schools, this alternative will likely receive support from key stakeholders. DHS already has several programs in place that coordinate with local schools. Therefore, increasing levels of partnership will not likely impact DHS relationships with the community and non-profits in Charlottesville and, thus, will not be met with strong resistance. DHS and CA should have preliminary conversations with school districts and school administrators to feel out potential partnerships.

SUSTAINABILITY

Uncertain Maintenance: Since partnerships require long term investment and relationship building, this alternative is likely to be maintained past one fiscal year on the partnership level. Should this alternative be implemented, partnerships will also likely have the ability to expand into other schools and other types of programs. However, in terms of funding, because this alternative relies on grant applications and awards, there is a level of uncertainty for continued funding. Therefore, maintenance past one fiscal year is uncertain.

Likely to Respond: This alternative is likely to respond to changes in demand as it works in conjunction with high schools and joint identification of youth needs and is reliant on grant awards. Partnerships are flexible with the ability to expand and downsize depending on the availability of resources and the needs of schools and its students.

COST

\$85,950-\$116,325 Estimated Total Costs for Two Years: Start-up costs of this alternative will be in the form of CA staff continuing relationships with high school administrators and crafting programs in alignment with the grants awarded. I estimate the start-up time to average 9-12 months or \$64,800-\$84,600 of staff time.¹⁴

Once this alternative is implemented, significant CA staff time will be spent to run each program in each high school. Eventually, this time will be folded into CA staff duties. However, new programs will require more staff supervision. I estimate that CA staff will spend approximately 10-15 hours per week administering and running each program. Assuming that programs will run for one year (47 weeks), this produces a total cost of between \$21,150-\$31,725 of staff time.¹⁵

Therefore, the total cost for the first year of planning and relationship-building is estimated to cost between \$64,800-\$84,600 of staff time, and the total cost of the second year of program implementation is estimated to cost \$21,150-\$31,725 of staff time. The total cost for this alternative is estimated to be 85,950-\$116,325 for the next two years.

¹⁴ 1,440 to 1,880 hours × \$45 = \$64,800 to \$84,600 of staff time

¹⁵ 470 to 705 hours × \$45 = \$21,150 to \$31,725 of staff time

OUTCOMES MATRIX

The matrix below summarizes each alternative's scoring on the evaluative criteria.

Evaluative Criteria	Impact Category	Alternatives		
		1: Maintain Current Programming	2: Establish a Friends of Community Attention Foundation	3: Expand Partnerships with Local High Schools
Effectiveness	Generates a funding structure to finance prevention programs	<i>INEFFECTIVE</i> Uses VJCCCA funds to pay for programs	<i>HIGHLY</i> Creates dedicated funding mechanism	<i>MODERATELY</i> Redistributes funding burden to high schools
Feasibility	Administrative Feasibility: Level of Administration and Relational Investment	<i>LIMITED</i> No increase in administrative duties or time commitments	<i>EXTENSIVE</i> Increased administrative duties in the long term	<i>CONSIDERABLE</i> Expand on existing partnerships; increases in program duties
	Political Feasibility: Likelihood of support from key stakeholders	<i>LIKELY</i> No additional approval or buy in required	<i>UNCERTAIN</i> Requires buy in of many key stakeholders	<i>LIKELY</i> Existing rapport and buy-in due to current partnerships
Sustainability	Maintenance past one fiscal year	<i>UNCERTAIN</i> Reliant upon available VJCCCA funds	<i>LIKELY</i> Longevity of Foundations	<i>UNCERTAIN</i> Reliant upon grants for funding
	Flexibility: Responsive to changes in demand	<i>UNLIKELY</i> Reliant upon available VJCCCA funds	<i>LIKELY</i> Responsive to changes in demand	<i>LIKELY</i> Responsive to changes in demand
Cost	Opportunity cost of staff time	\$12,690 - \$16,920 estimated staff time for Go to Class Challenge \$676,800 estimated total staff time per year	\$20,470 - \$40,385 estimated total start-up costs	\$64,800 - \$84,600 estimated staff time for year one \$21,150 - \$31,725 estimated staff time for year two \$85,950 - \$116,325 total estimated costs for two years

POLICY RECOMMENDATION AND IMPLEMENTATION

Given the projected outcomes and evaluation of each alternative, the recommendation to DHS is twofold: one for the short term and one for the long term.

SHORT TERM RECOMMENDATION: MAINTAIN CURRENT PROGRAMS

In the short term, DHS should follow Alternative 1 to maintain CA's current programs, including its pilot Go to Class Challenge. For the purposes of this recommendation, the short term designates a one- to two-year timeline. The Go To Class Challenge meets with students and CA staff twice a week and, while still in its early stages, is developing into a pilot program that has the potential to be duplicated at other schools in following years. Since this program is already underway, lessons learned from continued development and improvement will prove helpful when developing additional prevention programs. Additionally, continued development and improvement of the pilot program will provide data on costs, effectiveness, and other measures necessary to identify funding needs for prevention programs in the future.

DISCUSSION OF TRADEOFFS AND CONCERNS

While this alternative is effective at temporarily plugging the prevention funding gap, it is unsustainable. VJCCCA funding has remained consistent at a total of \$452,704 per year. However, CA's use of VJCCCA funding fluctuates from year to year, with a surplus some years and some deficit other years. There is no way to predict the number of youth that may require services and programs traditionally funded with VJCCCA money. By reallocating VJCCCA funds, CA runs the risk of not having enough funding for the youth VJCCCA is originally designated for.

Additionally, while limited in the amount of administration and relational investment required with likely political buy-in from key stakeholders, maintaining the status quo may not be as easy past the short term, especially as VJCCCA funding needs change year to year. Continual funding of the Go to Class Challenge may become both administratively and politically difficult if VJCCCA funding is needed for youth in other programs. Indeed, estimated costs of the Go to Class Challenge in terms of staff time range between \$12,690 and \$16,920 per year. These difficulties are also linked to the concerns about the low level of flexibility that the status quo provides. Continuing the Go To Class Challenge is entirely dependent upon the availability of VJCCCA funds.

CONSIDERATIONS FOR IMPLEMENTATION

Implementation of this short-term recommendation is relatively easy. CA should continue operating all of its current programs with its current staff. As mentioned previously, CA should also continue to improve and develop the Go To Class Challenge for future cycles of the program. Additionally, in anticipation of the long term recommendation, DHS should begin researching evidence-based prevention programs for youth in the Charlottesville community. This will allow DHS to know what programs it will implement when funding becomes available, in addition to how much funding is needed for prevention.

LONG TERM RECOMMENDATION: ESTABLISH A FRIENDS OF COMMUNITY ATTENTION FOUNDATION

In the long term, DHS should pursue Alternative 2, establish a Friends of Community Attention Foundation. Due to the longevity of this project, I recommend implementation in the long term, as it may take up to two years before the foundation can be fully established. By creating a non-profit to solicit funds from the public and apply for eligible grants, DHS effectively creates an independent and dedicated funding mechanism for prevention.

A non-profit foundation is also a sustainable method of funding. Once established, a non-profit foundation is easily maintained through a board of directors. Not only is it sustainable past one year, it is also responsive to possible changes in demand. Should demand for preventative programs decrease, the foundation can either decrease its fundraising and the number of grants it applies to, or it can divert funding to other programs. Similarly, if demand increases, fundraising and grant applications can increase to meet demand. Additionally, DHS's program City of Promise is currently undergoing transformation into an independent non-profit. Therefore, CA has some institutional experience in creating a non-profit that would be helpful when establishing the Friends of Community Attention Foundation. This also removes uncertainties around the use of City staff, resources, and time to establish a non-profit.

DISCUSSION OF TRADEOFFS AND CONCERNS

While this alternative is highly effective in crafting a funding mechanism for prevention programs, there are several administrative and political concerns. First, there are extensive administrative duties and relational investments in the long term. Second, in terms of political feasibility, this alternative requires the buy-in of several different stakeholders who may hold varying views on the necessity of a CA-affiliated non-profit. Local non-profits may view a new foundation as competition for a limited pool of funding while the City may have concerns about legality or conflicts of interest. There may also be community concerns that a Friends of Community Attention Foundation may change the nature of City relationships with local non-profits and organizations. The cost analysis shows a large range of potential costs, \$20,470 to \$40,385, using rough estimates of staff time and some of the costs of application and approval fees. These are high operating costs which may increase as the foundation becomes more firmly established. Lastly, there is no guarantee that, even after establishing a nonprofit foundation, that it will be successful at soliciting donations.

CONSIDERATIONS FOR IMPLEMENTATION

There are two main considerations for implementation. First is the political buy-in from key stakeholders in Charlottesville. DHS should have a conversation with City stakeholders including Assistant City Manager Mike Murphy, the previous director of DHS, and City Manager Maurice Jones. These conversations should deduce the appropriate use of City staff and resources to establish the non-profit and establish allies within the City to create a foundation. There should also be conversations with local non-profit leaders on the intention and purpose of the foundation. This would serve to reassure organizations that the intention is not necessarily to

compete for funding, but to create a new funding stream that would benefit the whole community. Second, when choosing the board of directors, DHS should seriously consider any potential conflicts of interest between board members, other non-profits, and City interests. Charlottesville is a small city with many overlaps in industry and relationships. In order for the foundation to be effective, well run, and independent, its board of directors should be conscientiously appointed.

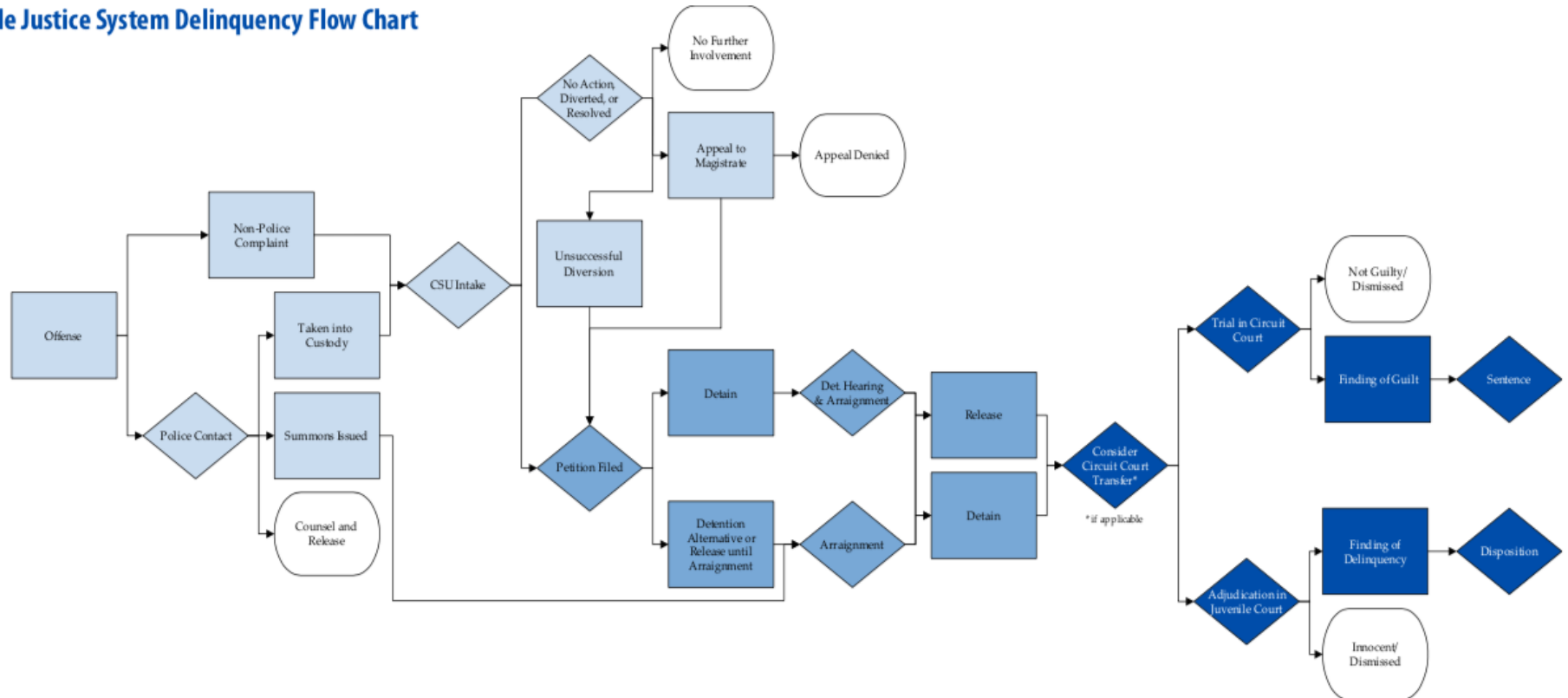
APPENDICES

APPENDIX 1

Table 5: FY 2017/18 Funding Breakdowns for the Department of Human Services City of Charlottesville	
Program	Funding Amount
Community Attention Foster Families (CAFF)	\$4,051,000
Community Based Programming	\$748,525
The Community Supervision Program	\$279,173
Summer Community Attention Youth Internship Program (CAYIP)	\$121,734
City of Charlottesville Youth Council	\$8,000
Coming Home to Work	\$65,498
City of Promise	\$89,777
Mental Health and Wellness Coalition	\$81,020
Family Self Sufficiency	\$86,218
Total	\$5,530,945
Source: Charlottesville Adopted Operating and Capital Improvement Budget FY 2017/2018	

APPENDIX 2

Juvenile Justice System Delinquency Flow Chart



Source: Virginia Department of Juvenile Justice

APPENDIX 3

Steps to begin a non-profit in Virginia outlined by Harbor Compliance (Harbor Compliance, 2016).

1. NAME YOUR ORGANIZATION

Virginia stipulates that an organization's name may not be in conflict with other organizations already established and registered in the state. The Virginia State Corporation Commission approves and monitors names of organizations in Virginia (Harbor Compliance, 2016).

2. RECRUIT INCORPORATORS AND INITIAL DIRECTORS

Virginia defines an incorporator as the person who "signs the Articles of Incorporation" for the non-profit and requires at least one incorporator (Harbor Compliance, 2016). Directors are the governing body of the non-profit and are most often stakeholders who care immensely about the organization's mission. There must be at least three directors who are unrelated (Harbor Compliance, 2016).

3. APPOINT A REGISTERED AGENT

Registered agents are "responsible for receiving legal notices" for the organization (Harbor Compliance, 2016). The appointed agent must be physically located in Virginia and have an office for normal business hours (Harbor Compliance, 2016).

4. PREPARE AND FILE ARTICLES OF INCORPORATION

Once the Articles of Incorporation are created and filed, the non-profit is officially registered (Harbor Compliance, 2016). These papers document the formation of the organization (where and when) in addition to other necessary information to verify the non-profit's existence (Harbor Compliance, 2016). Virginia requires the form "Articles of Incorporation of a Virginia Non Stock Corporation" to be filed with a \$50 charter fee and a \$25 filing fee (\$75 total) and an approximate turnaround time of 3 – 7 days (Harbor Compliance, 2016).

5. OBTAIN AN EMPLOYER IDENTIFICATION NUMBER (EIN)

The EIN is assigned by the IRS as a way to identify the non-profit. This number allows the non-profit to "open a bank account, apply for 501(c)(3) status, and submit 990 returns" (Harbor Compliance, 2016). In order to receive an EIN number, you must complete IRS Form SS4 (Harbor Compliance, 2016). The IRS typically has an immediate turnaround if filed online or by phone (Harbor Compliance, 2016).

6. ESTABLISH INITIAL GOVERNING DOCUMENTS AND POLICIES

A non-profit's bylaws are the overarching governing document for the entire non-profit often serving as the operating manual and thus, should be consistent with the previously composed articles of incorporation (Harbor Compliance, 2016). It is also recommended that the non-profit should create a "conflict of interest" policy, both policies are required for the IRS (Harbor Compliance, 2016).

7. HOLD ORGANIZATIONAL MEETING OF THE BOARD OF DIRECTORS

As the initial organizing meeting, the Board of Directors should ratify and approve the bylaws, conflict of interest policy, and other resolutions like opening the non-profit's bank account (Harbor Compliance, 2016). Additionally, during this meeting, directors and officers should be elected and/or appointed (Harbor Compliance, 2016).

8. GET VIRGINIA STATE TAX IDENTIFICATION NUMBERS/ ACCOUNTS

The non-profit must also be registered in Virginia. Form R-1 Business Registration Form from the Virginia Department of Taxation is the registration application that must be filed (Harbor Compliance, 2016).

9. APPLY FOR 501(C)(3) STATUS

Complete Form 1023 which is approximately 29 pages long with added required attachments (Foundation Group®, n.d.) The IRS estimates the preparation time for Form 1023 at over 100 hours (Harbor Compliance, 2016). Once the IRS has completed review and approval of the application, they will provide a Determination Letter that officially recognizes the non-profit's 501(c)(3) tax exemption status (Harbor Compliance, 2016). Virginia's state fee to file form 1023 is \$600 with an average turnaround time of 3 – 6 months from the IRS (Harbor Compliance, 2016).

10. APPLY FOR STATE TAX EXEMPTIONS

Once the IRS mails a Determination Letter, Virginia law states that the non-profit is automatically exempt from Virginia's corporate income tax (Harbor Compliance, 2016). Therefore, there is no additional application needed.

11. REGISTER FOR CHARITABLE SOLICITATION

The Virginia Office of Charitable and Regulatory Programs (OCRP) requires non-profits that solicit donations to register annually (Harbor Compliance, 2016). Non-profits must file using Form OCRP-102: Registration Statement for a Charitable Organization with a fee that includes an initial registration fee of \$100 and an additional \$30 - \$325 depending on gross contributions (Harbor Compliance, 2016).

12. OBTAIN OTHER BUSINESS LICENSES AND PERMITS

Resources like the Small Business Administration's Business License and Permit tool help organizations to ensure their permitting is up to date according to state requirements (Harbor Compliance, 2016).

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