

Systems Change Through the Youth Strategies Grant: Year One

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By:

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Executive Summary

Overview of the Project

In 2001, Maryland embarked upon two distinct but related efforts aimed at improving substance abuse and juvenile delinquency prevention and youth programs' planning, funding, and delivery. The first effort was to develop and implement a comprehensive, interagency strategic plan for prevention. The second effort was the Youth Strategies Consolidated Grant, which consolidated eight federal and state grants in Year One and nine in Year Two. The consolidated grant aims to create lasting systems change by using best systems practices in local jurisdictions to decrease youth substance abuse and juvenile delinquency.

The Governor's Office of Crime Control & Prevention (GOCCP) contracted with the Center for Substance Abuse Research (CESAR) to document changes at the state level regarding the state prevention strategy and to evaluate systems changes resulting from the Youth Strategies Consolidated Grant. This report presents findings from CESAR's second evaluation year. Last year, CESAR produced an initial report (July 2002) describing the initiative to produce a state prevention strategy and the planning and application phase of the Youth Strategies Consolidated Grant for local applicants. The following is a summary of the key findings from Year One of the Youth Strategies Consolidated Grant implementation (7/1/02-6/30/03).

The State Prevention Strategy

The major finding this year is that a draft State Prevention Plan was developed in September 2002. However, as a result of the November 2002 gubernatorial election and the change in the state administration, the draft State Prevention Plan has been tabled to give the new secretaries and their staffs an opportunity to review it. GOCCP expects that the creation of a state prevention plan will resume when the Community Based Prevention, Early Intervention and Family Support Committee is reconvened in the Fall of 2003.

Two subcommittees under the Community Based Prevention, Early Intervention and Family Support Committee developed the draft State Prevention Plan. These subcommittees had sustained participation of key state agency prevention representatives. CESAR staff observed these subcommittees' meetings.

The draft plan includes guiding principles, a call for action, and specific goals, objectives, and activities. It suggests criteria or standards for future state prevention programs, while also allowing agencies to meet their own objectives and funding source requirements. The plan calls for a high-level sub-cabinet prevention committee of state agency representatives with decision-making authority to participate in the future interagency coordination of state prevention activities and the implementation of the state prevention plan.

The Youth Strategies Consolidated Grant

The Youth Strategies Consolidated Grant effort began in 2001. GOCCP consolidated eight federal and state grants covering substance abuse and juvenile delinquency prevention, early

intervention, delinquency intervention, and community-based interventions for youths in the juvenile justice system into one grant. Total Youth Strategies Consolidated Grant funding to the jurisdictions is \$11 million for Fiscal Year (FY) 2004.

The purpose of the consolidated grant is to build local capacity to coordinate fragmented services and programs for children and youths into research-based, data-driven continuums of care. More specifically, the consolidated grant aims to:

- Create a continuum of services in every jurisdiction covering substance abuse and delinquency prevention, early intervention, delinquency intervention, and community-based juvenile justice and aftercare services
- Gear these services to the specific needs of the youths in the jurisdiction through a data-driven assessment of local needs and current resources
- Require the ongoing collaboration of five key local partners with Local Management Boards
- Include other community stakeholders in these collaborations
- Implement research-based promising or proven programs
- Create sustainable systems change
- Address the disproportionate representation of minority youths in the juvenile justice system and in other child-serving systems

In FY2003, the Application Kit (Notice Of Funding Availability or NOFA) required that Local Management Boards (LMBs) collaborate with five mandated partners from local child- and youth-serving public agencies to achieve these objectives. The mandated partners were: Prevention Coordinators, Safe and Drug Free Schools Coordinators, lead HotSpots Coordinators, Department of Juvenile Justice (DJJ) representatives, and local law enforcement representatives.¹

The following are key findings from Year One or the first year of implementation of the Youth Strategies Consolidated Grant. The findings are based on interviews with 24 LMB directors and with 136 mandated partners, for an overall response rate of 92%. The interviews with LMB directors took place from November-December 2002, and with mandated partners from January-February 2003.

Key Findings from the Youth Strategies Consolidated Grant

Youth Strategies Consolidated Grant Committees and Collaboration

- Youth Strategies Consolidated Grant committees, which are present in 23 of the 24 jurisdictions, met an average of 11 times during the year. These committees met for the major intended reasons: to apply for funding, to monitor or oversee the already funded programs or strategies, and to discuss disproportionate minority representation in the juvenile justice system. In some jurisdictions, the committees have broader responsibilities than Youth Strategies.

¹ HotSpots has been renamed CSAFE or Collaborative Supervision and Focused Enforcement, while the Department of Juvenile Justice is now known as the Department of Juvenile Services.

- Approximately 55% of mandated partners were actively participating in Youth Strategies Consolidated Grant committees by the time of this year's interviews. DJJ representatives are the most active partners.
- Active mandated partners generally believe that their Youth Strategies Consolidated Grant committees share a vision, offer effective leadership, and enjoy good communication. They also feel that their work is going to have a real impact on youth substance abuse and delinquency.
- Most active mandated partners believe Youth Strategies Consolidated Grant programs are fairly or very effective in meeting community needs.
- More community stakeholders are now active in Youth Strategies Consolidated Grant committees than during last year's planning phase. These community members include service providers, business organizations, faith-based organizations, citizens' organizations, parents or parent organizations, and youths. Service providers are still the most represented community stakeholders.
- Regardless of their participation in Youth Strategies Consolidated Grant committees, the level of collaboration among mandated partners and LMB directors/staff increased in 15 of the 24 jurisdictions from Fiscal Year 2001, the year before the Youth Strategies Consolidated Grant, to Fiscal Year 2002, the year that included the jurisdictions' application/planning phase. Both informal and formal collaborations increased in the majority of jurisdictions. Partners varied in the degree to which they attributed their collaborations in Fiscal Year 2002 to the Youth Strategies Consolidated Grant initiative.

Youth Strategies Consolidated Grant Programs/Strategies

- Approximately 82% of programs and strategies funded by the Youth Strategies Consolidated Grant were implemented in 2002. For those that were not implemented, LMB directors cited the receipt of planning grants (which preceded the implementation grants in five jurisdictions), hiring delays, the need to increase buy-in from the community, LMB director turnover, procurement delays, and other reasons for delays.
- As intended, the consolidated grant funds programs and strategies across every point of the services continuum, from substance abuse and delinquency prevention to early intervention, delinquency intervention, and juvenile justice aftercare.
- Jurisdictions are more likely to fund prevention and early intervention programs through the consolidated grant, particularly substance abuse prevention programs, than either delinquency intervention or aftercare programs, as befits the types of grants within the consolidated grant.
- LMB directors believe gaps in their continuums of care for youths still exist. Fifty-two percent say the gap is to a moderate extent, while 22% say it is to a major extent. The greatest gaps were reported first in aftercare programs for youth in the juvenile justice

system, next in intervention programs, and finally in prevention and early intervention programs.

- Based on LMB directors reports, approximately 74% of the 111 programs/strategies funded through the Youth Strategies Consolidated Grant are research-based. By GOCCP's definition, this means that these programs have been proven effective in former research, have been previously designated as promising, or are based on recognized prevention principles or practices.
- LMB directors and active mandated partners acknowledge the advantages of research-based programs to a greater extent than they acknowledge the disadvantages of such programs. The cited advantages are the known effectiveness of these programs; the potential savings in planning time; and the assistance they provide in breaking away from previously implemented programs.
- Thirty-three percent of LMB directors and mandated partners say that there is too much emphasis on research-based programs, as compared to 18% during the planning/application phase.
- Forty percent or more of LMB directors and active mandated partners agree that research-based programs must be implemented too rigidly, are too expensive, are not suited to a rural setting, limit innovation, and are not suited to the race or ethnicity of the local population.

Sustainability

- The Youth Strategies Consolidated Grant initiative is moving toward institutionalization. Institutionalization is aided by the training of mandated partners; the appointment of the LMB as the lead agency; communications about the Youth Strategies Consolidated Grant programs; referrals to other services; the integration of Youth Strategies Consolidated Grant programs with other youth and family services; and coordination with other committees having the same goals.
- LMB staff and mandated partners are being trained in areas relevant to the Youth Strategies Consolidated Grant. The level of training among LMB staff and mandated partners in delinquency prevention and in juvenile justice issues increased from the fiscal year before the Youth Strategies Consolidated Grant to the fiscal year that included the planning/application phase.
- Jurisdictions widely use supplemental funding or in-kind staff, or they provide in-kind contributions, such as office space or facility use or volunteers to Youth Strategies Consolidated Grant programs.
- GOCCP has taken measures to ensure that individual Youth Strategies Consolidated Grant programs/strategies have rigorous evaluations and high fidelity to program models.

Barriers

- Several LMB directors (2-7) considered the following to be major barriers in implementing the grant:
 - the difficulties in meeting GOCCP's application, reporting and management requirements;
 - the difficulties in finding qualified evaluators and in evaluating programs;
 - the lack of funding or staff resources for LMBs; and
 - communication issues with GOCCP.

Major Accomplishments

- The LMB directors cite a broadening of the continuum of services, specific program benefits, and improved collaborations and processes as major accomplishments of the Youth Strategies Consolidated Grant.

Conclusions

Our interviews with the LMB directors and mandated partners revealed much about the successes and challenges that existed during Year One of implementation of the Youth Strategies Consolidated Grant.

Youth Strategies Consolidated Grant committees seem to be meeting for the intended reasons – to apply for funding, to monitor or oversee the already funded programs or strategies, and to discuss disproportionate minority representation in the juvenile justice system. The currently participating mandated partners are positive about the committees and optimistic about the future. They overwhelmingly agree that their committees have certain quality aspects, such as having a shared vision, agreement on goals and objectives, effective leadership, good communication, and so forth.

A large majority of the grant's funded programs and strategies were implemented in 2002. These programs and strategies touch all the points on the state's intended continuum of youth services. Nearly three-fourths of them are reported as being research-based, which means that these programs have been proven effective in former research, have previously been designated as promising programs, or are based on recognized prevention principles or practices. Eventually, the individual program evaluations and the meta-analysis of the Youth Strategies Consolidated Grant programs will provide important information on the relative effectiveness of both research-based and non-research-based programs.

Jurisdictions are promoting the sustainability of the Youth Strategies Consolidated Grant initiative. Activities include: training the mandated partners, institutionalizing the project, garnering support from internal and external stakeholders, using supplemental resources, and evaluating individual programs.

LMB directors report the following major accomplishments: broadening the continuum of services, specific program benefits, the collaboration with major stakeholders, and the positive process involved in the Youth Strategies Consolidated Grant. These reflect the intended goals of the Youth Strategies Consolidated Grant initiative.

Despite these accomplishments, improvements can be made in several areas. At the time of our survey, the active participation of mandated partners in Youth Strategies Consolidated Grant committees was approximately 55%. Since the goal remains to include all the mandated partners in ongoing planning, oversight, and policy making, CESAR suggests that efforts be made to convince more mandated partners to renew or start their participation in the Youth Strategies Consolidated Grant committees. It would seem wise to determine why partners are not participating so that proper solutions can be developed.

Two findings reported by active mandated partners about the Youth Strategies Consolidated Grant committees indicate other possible areas of improvement. Nearly a third of active mandated partners felt their Youth Strategies Consolidated Grant committee is not representative of the racial or ethnic backgrounds of the programs' target populations. Also, more than a third disagreed that members are more interested in getting a good group decision than in improving their agencies' position. Some of the Youth Strategies Consolidated Grant committees could be made stronger by increasing the diversity of the committee members to reflect the racial or ethnic background of their programs' clientele and by encouraging members to act in the best interest of the team.

Reported barriers also should be addressed. The staff resources and funding of LMBs will probably get worse as state budget cuts take effect. To ease the future burden on LMBs, GOCCP may want to consider streamlining the rigorous proposal writing, monitoring, and reporting requirements of LMBs. Also, if possible, additional funding streams could be explored to help fill remaining gaps in the continuum of care. The gaps were reported to be the greatest in aftercare programs for youth in the juvenile justice system, next in delinquency intervention programs, and finally in prevention and early intervention programs.

The somewhat negative feelings expressed about research-based programs – the growing belief that there is too much emphasis on them, and the identification by more than forty percent of certain disadvantages, such as the programs' rigidity, expense, negative effect on innovation, and unsuitability to rural settings and to some ethnic/racial groups – are not surprising, since the start up and early implementation of such programs probably brought many challenges. With continued training and support, LMBs and service providers should become more accustomed to and expert in implementing research-based programs.

Introduction

Overview of Project

In 2001 Maryland embarked upon two distinct but related efforts aimed at improving the way in which prevention and youth programs are planned, funded, and delivered. The first was an effort to develop and implement a comprehensive, interagency statewide strategic plan for substance abuse and juvenile delinquency prevention. The second was the Youth Strategies Consolidated Grant, which consolidated eight federal and state grants in 2002 and nine in 2003. The consolidated grant aims to create lasting systems change by using many best systems practices in local jurisdictions to decrease youth substance abuse and juvenile delinquency.

The Governor's Office of Crime Control & Prevention (GOCCP) charged the Center for Substance Abuse Research (CESAR) with documenting change at the state level regarding the state prevention strategy and with evaluating systems change at the jurisdictional level resulting from the Youth Strategies Consolidated Grant.

This report presents findings from CESAR's second evaluation year. Last year, we produced a report in July 2002² describing the initiative to produce a state prevention strategy and the application/planning phase of the Youth Strategies Consolidated Grant. That report is posted on CESAR's website at www.cesar.umd.edu.

A brief description of the two initiatives, a summary of findings from last year, and the key research questions for the duration of the evaluation follow.

The State Prevention Strategy

The state prevention strategy is overseen by the State Advisory Board (SAB) for Juvenile Justice. The Community Based Prevention, Early Intervention and Family Support Committee is charged with overseeing the development of a state prevention strategy. Maryland's State Advisory Board for Juvenile Justice was established under Article 83C, § 2-106 through 2-110 and pursuant to Executive Order 01.01.2002.02 which designates the SAB as the state supervisory board under the Federal Juvenile Justice and Delinquency Prevention Act of 1974 (JJDPA), as amended. Pursuant to this federal law, a state advisory group and supervisory (policy) board must exist to oversee the planning, award and administration of federal juvenile justice funds.

The SAB was designed to provide a central, consultative advisory board on juvenile justice for the State of Maryland, bringing together representatives of Maryland's juvenile justice, child welfare and educational communities. The goal is to ensure that all children of the state can

² The Center for Substance Abuse Research. (2002). *Systems Change Through the Youth Strategies Grant: Fiscal Years 2001 & 2002*. Towson, MD: Governor's Office of Crime Control & Prevention.

maximize their potential and become law-abiding citizens. The overarching vision of the board includes:

- Embedding in communities the responsibility and means to meet the needs of their youth;
- Creating a continuum of care in each community and woven throughout the state to ensure that all youth are served, from prevention to intervention through aftercare;
- Establishing a system that is easily accessible to all consumers; and,
- Instituting a state/local partnership that is supportive of youth and families.

Last year, CESAR reported that many meetings had been convened for the purpose of having key state agencies develop and implement an interagency statewide prevention strategy. The State Advisory Board for Juvenile Justice and the Maryland Partnership approved a recommendations document in December 2001; an implementation plan was also developed in 2002.

Four activities in the implementation plan were accomplished: the creation of a form to collect state agency data on prevention programs, funding, and training; the scheduling of trainings for Youth Strategies Consolidated Grant partners; the creation of a Blueprints manual of promising and proven research-based prevention programs and strategies; and the statewide use of a DJJ³ intake substance abuse and mental health screening tool.

In addition, CESAR interviewed key state agency representatives from the departments of juvenile justice, education, human resources, and health (from the substance abuse and mental health administrations), and from GOCCP and the Office for Children, Youth and Families (OCYF) to learn about individual agency perspectives and collaborations regarding prevention.

Last year's interviews with key state agency prevention personnel indicated that there was an overall commitment to prevention; research-based prevention programs were being encouraged; and informal collaborations regarding prevention, such as information sharing, existed among state agencies. Yet there seemed to be no unifying theory or guidelines for prevention across state agencies; no interagency statewide comprehensive prevention strategy; a lack of prevention funding coordination; a lack of formal collaborations; and inadequate prevention resources. Federal restrictions on how prevention funds can be spent was reported as an important barrier.

The research questions of the state's prevention strategy are:

1. *Did the state produce a comprehensive, interagency, statewide strategic plan for prevention?*
2. *Did the state implement that plan?*

The newest findings on the state prevention strategy will be presented later in this report. As a result of the November 2002 gubernatorial election and the recent change in state administration, the state prevention strategy has been tabled until the new secretaries and their staffs have a chance to review it. Therefore, the second set of interviews with state representatives has been postponed until Year Two.

³ DJJ is now known as the Department of Juvenile Services (DJS).

The Youth Strategies Consolidated Grant

The Youth Strategies Consolidated Grant effort began in 2001. GOCCP consolidated eight grants covering substance abuse and juvenile delinquency prevention, early intervention, delinquency intervention, and community-based interventions for youths in the juvenile justice system into one grant.⁴ Total Youth Strategies Consolidated Grant funding to the jurisdictions is \$11 million for Fiscal Year 2004. The overall purpose of the consolidated grant is to build local capacity to coordinate fragmented services and programs for children and youth into research-based, data-driven continuums of care. More specifically, the intent of the consolidated grant is to:

- Create a continuum of services in every jurisdiction covering substance abuse and delinquency prevention, early intervention, delinquency intervention, and community-based juvenile justice and aftercare services
- Gear this continuum to the specific needs of the youths in the jurisdiction through a data-driven assessment of local needs and an assessment of current resources
- Require the ongoing collaboration of five key local partners working with Local Management Boards
- Include other community stakeholders in this collaboration
- Implement research-based promising or proven programs
- Create sustainable systems change
- Address the disproportionate representation of minority youths in the juvenile justice system and in other child-serving systems

Last year's interviews with Local Management Board directors and with mandated partners indicated that Local Management Boards were a good choice as lead agencies; that Youth Strategies Consolidated Grant planning committees appeared to fulfill the basic objectives of the grant application process by including mandated partners and assessing needs and resources; and that partners (with the exception of Prevention Coordinators) were generally satisfied with the process and with their perceived effectiveness at meeting community needs. Areas that seemed to need further attention included the incomplete buy-in of planning committee members toward research-based programs; the training of partners on relevant topics; and the tendency by some to focus on program funding. Also, many HotSpots Coordinators⁵ and law enforcement representatives did not think they would continue their involvement in the Youth Strategies Consolidated Grant after the proposals were written.

⁴ In Year One these grants were: the State Incentive Grant (SIG) – Center for Substance Abuse Prevention (CSAP); Enforcing Underage Drinking Laws Grant/Combating Underage Drinking – Office of Juvenile Justice and Delinquency Prevention (OJJDP); Maryland Afterschool Program Initiative – Maryland state general funds; Safe and Drug Free Schools and Communities: Governor's Portion – U.S. Department of Education (DOE); Title V – OJJDP; Formula Grant – OJJDP; Maryland Community Capacity Building – DJJ; and Juvenile Accountability Incentive Block Grant – OJJDP

⁵ HotSpots is now known as CSAFE.

The systems change evaluation of the Youth Strategies Consolidated Grant is a process evaluation that will address the following research questions over the years of the evaluation:

1. What impact did the Youth Strategies Consolidated Grant have on systems change at the local level?

More specifically:

- *Were collaborations among agency partners strengthened?*
- *Were community stakeholders involved?*
- *Were services community-focused?*
- *Were agency partners thinking in terms of a coordinated continuum of youth services?*
- *Were services research-based?*
- *Was there adequate capacity to sustain change?*

2. What factors and activities encouraged and discouraged the systems change that occurred?

The Year One findings on the Youth Strategies Consolidated Grant can be found later in the report.

Methodology

Sampling and Response Rates

The survey's target population was the Local Management Board directors and the coordinators/representatives who had been mandated to be on Youth Strategies Consolidated Grant committees. A Youth Strategies Consolidated Grant committee is supposed to exist in every Maryland jurisdiction, that is, in all counties and the city of Baltimore.

The sampling frame for the local Youth Strategies Consolidated Grant initiative data collection effort was compiled from various sources, such as the sampling frame for the last year of data collection, state agencies' lists and web sites, and Youth Strategies Consolidated Grant committee rosters provided by the LMB directors. The final sampling frame consisted of 175 entries containing names and contact information for 24 LMB directors and 151 eligible mandated partners. The sampling frame is best described in terms of the 144 possible positions (6 committee members x 24 jurisdictions).

A total of 160 completed interviews were obtained, representing 133 of 144 possible positions (Table 1 and Table A1 in Appendix A). Thus, an overall response rate for the local data collection effort was 92% (100% for LMB directors⁶ and 91% for mandated partners).

Table 1 Sample Disposition and Response Rates							
	LMB Directors	Prevention Coordinators	Juvenile Justice	HotSpots	SDFS	Law Enforcement	Total
Total (Response Rate)	24 (100%)	23 (96%)	23 (96%)	20 (83%)	24 (100%)	19 (79%)	133 (92%)

Questionnaire Development and Data Collection

Two standardized interview instruments were developed: the Local Management Board Director Survey and the Coordinator Survey. Both survey instruments were reviewed by the Youth Strategies Consolidated Grant Unit Director at GOCCP, as well as the State Incentive Grant (SIG) manager. The revised instruments were approved for use along with a consent form by the Institutional Review Board of the University of Maryland. Participation in the interviews was voluntary; all respondents had to sign the consent form. Both survey instruments were pretested in cognitive interviews. Based on the results of the pretest, final instruments were developed.

The LMB director interviews took place from November 18, 2002, to December 18, 2002. Thirteen LMB directors chose to include a staff member or coordinator associated with the Youth Strategies Consolidated Grant project in the interview with them. Interviews with Youth Strategies Consolidated Grant mandated partners began on January 6, 2003, and ended on February 14, 2003.

⁶ A few were interim LMB directors.

All of the LMB director interviews except for one were administered by telephone. After the interviews, the LMB directors were sent via e-mail a supplemental survey form with the names of all of their funded Youth Strategies Consolidated Grant programs and five short questions about each. All the LMB directors filled out and returned the supplemental survey forms, starting in November 2002 and ending as of January 2003.

All of the mandated partner interviews were administered by telephone. Version 4.2 of CASES software⁷ was used to develop a Computer-Assisted Telephone Interviewing system (CATI) for conducting all the mandated partner interviews.

The average interview length was about one hour for the LMB director survey and 37 minutes for the mandated partner survey.

Four trained evaluation interview staff conducted all the mandated partner surveys. Training consisted of several formal training sessions, ongoing discussions, and a written protocol. Throughout data collection, the senior interviewer checked and supervised the other interviewers' work to ensure data quality.

After data collection, LMB director survey forms and LMB director supplemental survey forms were checked for completeness, and data were double entered by trained data entry personnel using a preprogrammed SPSS data entry module. Quantitative coding schemes were developed for the open-ended data and these data were entered into SPSS. Since a CATI system was used for conducting the mandated partner surveys, no additional data entry procedures were needed for this portion of the sample. Instead, the data were imported directly into SPSS. All the data were checked for out-of-range errors and logical inconsistencies.

Attending State-Level Prevention Meetings

A final method of data collection consisted of observations of the state-level prevention meetings held from June to August 2002. Extensive notes were taken at these meetings. A form was used to capture this information in a standardized manner.

Data Limitations

The data limitations this year are the potential of socially desirable responses and of recall or telescoping errors in questions about the last fiscal year. Telescoping errors refer to the possibility that respondents may mistakenly attribute experiences existing prior to or after a fiscal year as occurring in that fiscal year.

⁷ Computer-Assisted Survey Execution System (CASES) is a CATI software package for collecting survey data. It is developed, distributed, and supported by the Computer-Assisted Survey Methods (CSM) Program at the University of California at Berkeley.

The State Prevention Strategy

Findings for the State Prevention Strategy

These findings describe the progress made toward creating a state prevention strategy since June 2002.

Since June 2002, the three subcommittees or workgroups under the Community Based Prevention, Early Intervention and Family Support Committee continued to meet. Two subcommittees worked together to develop a draft state prevention strategy. A summary follows of the progress of the development of the draft state prevention strategy.

The planning and training/technical assistance committees took important steps toward developing a draft State Prevention Plan. Committee attendance increased from last year and was generally sustained until a draft prevention plan was prepared. The average attendance of the planning committee meetings was 16 members; this reflected prevention staff from the Maryland departments of juvenile justice, education, human resources, health (mental health administration; alcohol and drug abuse administration; and the office of health promotion, education, and tobacco use prevention), and the highway safety office, as well as from advocates and universities.

The committees developed and distributed an inventory form to capture information on 32 youth development and substance abuse and delinquency prevention programs. This inventory asked state agency members of the committees for information on each program's budgeted amount for FY 2003, target population, number of participants, type of geographic area served, domain, monitoring, evaluation, research-based status, standards and certifications, training and technical assistance, and coordination. Twenty-eight inventory forms were completed and the results shared with the committee.

The planning committee also established criteria or standards for state Requests for Proposals (RFPs) for youth development and substance abuse and delinquency prevention programs. The standards address:

- Needs assessments
- Stakeholder involvement
- Research-based and/or evaluation requirements
- Outcome and process measures
- A link to Maryland's Results and Indicators
- Training, technical assistance, and certifications

A workgroup reviewed 11 current Requests for Proposals or similar documents. It found that the RFPs normally fail to meet many of its standards. The State Prevention Plan encouraged the standards as a means of coordinating state prevention programs, but acknowledged that state agencies would also develop their own RFPs according to their own programmatic objectives and funding stream requirements.

The three major goals in the State Prevention Plan are to integrate prevention planning, promote training and technical assistance, and implement effective policies and programs (Table 2).

Table 2 The Goals and Objectives of the Draft State Prevention Plan, September 2002	
Goal	Objectives
Foster integrated state and local prevention planning	<ul style="list-style-type: none"> • Coordinate state prevention activities. • Reduce program delivery fragmentation at the local level. • Enhance and support needs assessment and planning at the local level.
Promote technical assistance, training and certification to support prevention activities	<ul style="list-style-type: none"> • The state will coordinate and provide prevention training to support local communities and prevention professionals.
Ensure the implementation of effective programs, policies, and strategies	<ul style="list-style-type: none"> • State-funded prevention programs, policies, and strategies will be based on effective principles that use research-based practices and/or are based on innovative practices that are subject to evaluation to ensure that they are effective

A key recommendation in the plan is to create a high-level, sub-cabinet prevention committee, composed of state agency representatives with decision-making authority, to participate in the interagency coordination of state prevention activities and the implementation of the plan. An interagency prevention coordinator is to serve as staff to this committee.

Soon after the plan's creation, state elections were held that resulted in a new state administration under Governor Robert L. Ehrlich, Jr. The plan was subsequently tabled until new state department secretaries could be appointed. GOCCP expects that the new Community Based Prevention, Early Intervention and Family Support Committee will take up the creation of a state prevention plan after the Youth Strategies Consolidated Grant applications are reviewed and funded.

In conclusion, the goal of creating a state prevention plan was advanced this past year through many activities. It was aided by the sustained participation of key agency prevention representatives in the committees. In light of the change in administration, the new secretaries and their staffs will be given an opportunity to review the current draft State Prevention Plan.

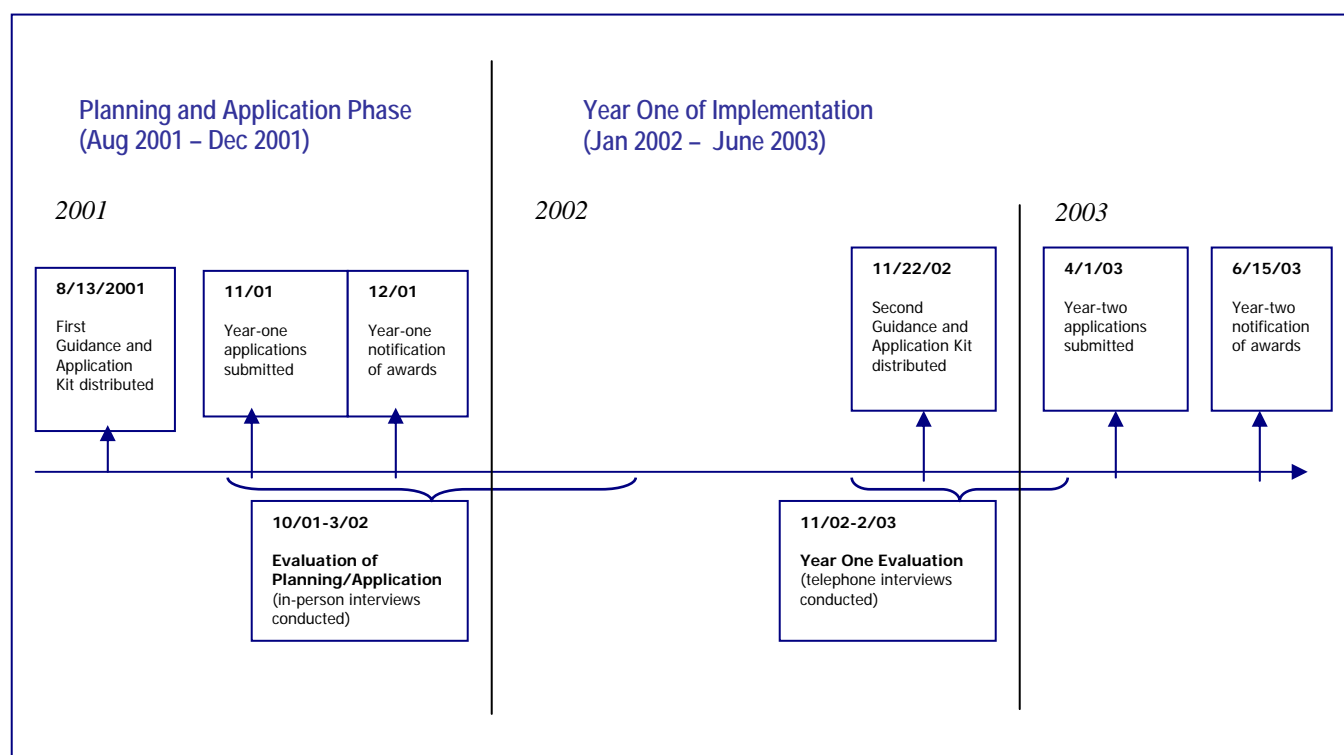
The Youth Strategies Consolidated Grant

Overview

This section presents the systems change findings of the Youth Strategies Consolidated Grant evaluation during Year One of implementation. Since survey data were collected late in 2002 and early in 2003, the findings generally reflect calendar year 2002. However, there are also a few analyses in the findings section that compare Fiscal Year 2001 to Fiscal Year 2002 and that compare the planning/application phase to Year One of implementation.

Below is a timeline contrasting the key evaluation and grant milestones.

Figure 1. Key Grant and Evaluation Dates



The interview instruments used to collect these findings were designed before the Year Two Guidance and Application Kit (NOFA) was available. However, many of the items given stronger emphasis in this newest guidance, such as disproportionate minority representation (DMR) and community representation on Youth Strategies Consolidated Grant committees, are addressed in the current survey.

The following findings sections are organized by topic, starting with findings on Youth Strategies Consolidated Grant committees, inter-partner collaborations over time, community involvement in the committees, the implementation of Youth Strategies Consolidated Grant programs, continuum of services, research-based programs, sustainability, and ending with major barriers, major accomplishments, and conclusions.

Youth Strategies Consolidated Grant Committees

This section presents findings on the jurisdictions' Youth Strategies Consolidated Grant committees and LMB director turnover.

Committee Activities

One of the primary goals of the Youth Strategies Consolidated Grant is to create an ongoing youth-focused committee in each jurisdiction composed of the Local Management Board staff, five different local mandated partners, and a variety of community stakeholders. The mandated partners are: Prevention Coordinators, Safe and Drug Free Schools Coordinators, HotSpots Lead Coordinators, Department of Juvenile Justice (DJJ) representatives, and local law enforcement representatives. These team members are expected to work together to plan for, support, and oversee the local implementation of the grant and the funded programs and strategies.

By November-December 2002, LMB directors reported that all but one had a committee that conducted some Youth Strategies Consolidated Grant-related work. Eleven LMB directors said their committee was a separate committee dedicated to the Youth Strategies Consolidated Grant alone, while 12 indicated it was a larger committee with other responsibilities, such as a delinquency prevention policy board, a services monitoring committee of the LMB, or the LMB itself.

Youth Strategies Consolidated Grant committees met an average of 2.7 times⁸ regarding the grant in the three months preceding the LMB interviews, and an average of 10.7⁹ times in just under a year. According to the LMB directors, the committees met for the following reasons (n=23)¹⁰:

- To apply for next year's funding (96%)¹¹
- To discuss disproportionate minority representation in the juvenile justice system (74%)
- To monitor or oversee the consolidated grant programs and strategies that were implemented (70%)
- To request budget modifications (30%)
- To select service providers or vendors (22%)
- To apply for a year-one implementation grant (for those who initially received planning grants, 22%)
- Other (see text box for examples)

"We had guest speakers to talk about the programs. For example, students from the high school and DJJ talked about Teen Court, etc." – SDFS Coordinator

"We had a retreat to facilitate a countywide plan for all prevention activities in the county." – LMB

"To bring people together to foster better working conditions between agencies. Information sharings." – DJJ Representative

⁸ The range is 0-9 meetings.

⁹ The range is 3-30 meetings.

¹⁰ 23 LMBs are reporting because one LMB director reported it did not have a Youth Strategies committee at the time of the survey.

¹¹ LMB directors were asked about whether this was a role of the committee.

The mandated partners who participated in these consolidated grant committees gave similar responses to these top three reasons but to a slightly lower extent (n=68).

Participation of Mandated Partners in Youth Strategies Consolidated Grant Committees

Sixty-eight interviewed mandated partners appear to be active participants of Youth Strategies Consolidated Grant committees. They represent 55% of those interviewed who were eligible to be on these committees because of their current positions in their agencies¹² (n=123). The following table describes the final sample of active mandated partners.

Table 3 Coordinator Participation in Youth Strategies Consolidated Grant Committees by Type					
Coordinator Type	Survey Respondents	On a YS Committee	Not on a YS Committee	Low Participation*	Those Who Are Active Participants
PC	23	19	4	7	12
DJJ¹³	23	23	0	1	22
HOTSPOTS	36	16	20	7	9
SDFS	24	18	6	5	13
LER	17	14	3	2	12
Total	123	90	33	22	68

PC=Prevention Coordinator, DJJ=DJJ representative, SDFS=Safe and Drug Free School Coordinator, LER=law enforcement representative.

*Less than a quarter of meetings were attended (n=20), fewer than 2 meetings were attended (n=1), or “don’t know” (n=1).

HotSpots Coordinators are the mandated partners most likely not to be on a consolidated grant committee, while Prevention Coordinators are most likely to be on a committee but inactive.

The number of mandated partners participating on jurisdictions’ Youth Strategies Consolidated Grant committees is smaller than it was during the planning/application phase (August 2001-December 2001). During the planning/application phase, there were 12 jurisdictions with a full complement of 6 members (an LMB director plus 5 mandated partners), and 7 jurisdictions with 4 or 5 members each.¹⁴ In contrast, during Year One of implementation, there were only 2 jurisdictions with a full complement, 11 with 4 or 5 members, 9 with 3 members, and 2 with 2 members.

Fifty-three percent of mandated partners who are active participants in Youth Strategies Consolidated Grant committees are running Youth Strategies Consolidated Grant programs: 9 are Prevention Coordinators, 11 are DJJ representatives, 4 are HotSpots Coordinators, 7 are Safe and Drug Free School Coordinators, and 5 are law enforcement representatives.

¹² Their positions refer to Prevention Coordinators, DJJ representatives on the LMB, HotSpots Coordinators, Safe and Drug Free School Coordinators, or law enforcement representatives for Youth Strategies.

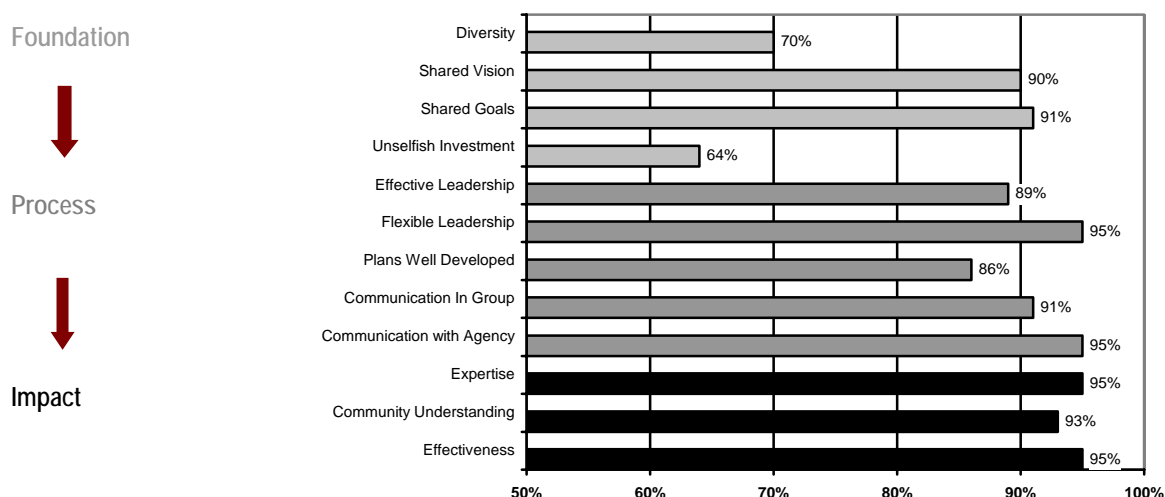
¹³ Approximately four DJJ representatives cover more than one jurisdiction, so they are double-counted in this total.

¹⁴ The remaining five could not be determined due to inconsistencies among participants in their reports of the mandated partners who were on these committees.

Quality of Collaboration within Youth Strategies Consolidated Grant Committees

It is important to understand the mandated partners' perceptions of the current Youth Strategies Consolidated Grant committees. These perceptions can impact the outcomes that any given collaborative is able to achieve (Himmelman, 1996; Jassawalla & Sashittal, 1998). The perception of collaboration is herein viewed at three different levels (the foundation, the process, and the impact), with different elements under each level. All mandated partners who were determined to be active members of the Youth Strategies Consolidated Grant committees named by the LMB directors during Year One of the grant's implementation were asked questions about their experience within those committees.

Figure 2
Percentage of Active Mandated Partners Who Agree or Strongly Agree with Statements about Their Youth Strategies Consolidated Grant Committees, (n=61)



Foundation of Collaboration

Any collaborative effort should include a diverse group of individuals who share a common vision, agree on goals and objectives, and have an unselfish investment in the effort.

With respect to Youth Strategies Consolidated Grant committees, 90% of the active mandated partners agree that their committee has a shared vision, and they agree with the committees' goals and objectives. However, nearly one-third of the active committee mandated partners feel that their committee lacks racial and ethnic diversity and does not reflect their clientele. Finally, more than one-third of active committee members report that members are more interested in improving their own agency's position than in getting a good group decision for the committee (Table B1 in the appendix).

Process of Collaboration

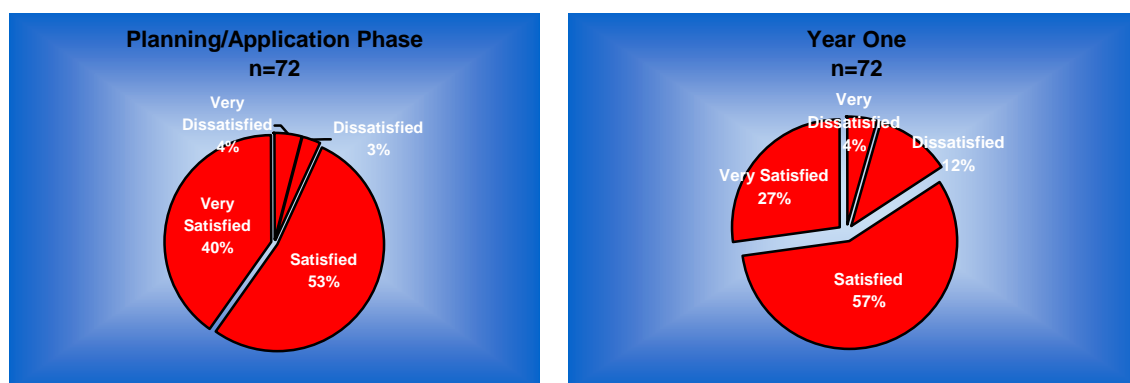
Collaboration requires leadership, well-developed plans that are followed, communication, agency support, and satisfaction with the way that decisions are made.

Most committee members agree that they have effective and accommodating leadership and that plans are well developed and followed. Committee members also agree that communication within the committees is open and clear. Finally, most committee members and all of the LMB directors (n=22) agree that members are effective liaisons between their agencies and the group (Table B1 in the appendix).

The support mandated partners receive from their respective agencies for their Youth Strategies Consolidated Grant committee work is further evidence of effective liaisons.¹⁵ Almost all of the mandated partners report that their home agencies encourage them to advocate for their agencies' positions in Youth Strategies Consolidated Grant discussions. The large majority of agencies also encourage mandated partners to report back to their superiors. Almost all (94%) mandated partners say they have the authority to plan and coordinate youth services with other agency representatives. But less than two-thirds have the authority to allocate funding, in-kind staff, physical space, or other resources on behalf of their agencies (Table B1 in the appendix).

Satisfaction with the method of decision making has decreased somewhat over time but is still much greater than the level of dissatisfaction (Figure 3). This analysis includes only those LMB directors and mandated partners' positions that answered the survey during both time periods (n=72). Ninety-three percent of LMB directors and mandated partners were satisfied or very satisfied with the method of decision making during the planning/application phase, as contrasted with 84% during Year One of implementation.

Figure 3
Satisfaction with Method of Decision Making on Youth Strategy Committees,
from the Planning Phase to Year One of Implementation,
as Reported by Active Mandated Partners and LMB Directors



¹⁵ Here committee work refers to work on either the Youth Strategies committee named by the LMB director or another Youth Strategies committee (n=68).

Impact of Collaboration

The impact of a collaborative effort is often related to the expertise of its members, how well the collaborative group understands the community, and the feeling among members that they are going to make a difference or have an impact.

In terms of expertise, most committee members agree that their committee has the expertise necessary to plan effective youth programs, and despite reporting that their committees do not necessarily reflect the ethnic diversity of their clientele, 94% of committee members feel that the committee understands the community in which they are working (Table B1 in the appendix).

Most committee members feel that their consolidated grant work is going to make a difference, although some commented that it was too soon to know for certain. Ninety-five percent of committee members agreed that the process is likely to have a real impact on youth substance abuse and delinquency. Eighty-seven percent are satisfied or very satisfied with the Youth Strategies Consolidated Grant.

LMB Director Turnover

Since last year's planning and application phase, there has been a 29% turnover of LMB directors. Turnover occurred in the counties of Caroline, Montgomery, St. Mary's, Somerset, Talbot, Washington, and Wicomico. So, at the time of the interviews, some LMB directors were relatively new to their positions and to the Youth Strategies Consolidated Grant project.

"We have got down here probably one of the most well rounded groups that you could ask for. We all have busy schedules, so sometimes it's hard to make meetings, but we are all service-oriented people, so we try to do what needs to be done. We also have quite a few people that can make decisions for their agencies and they do."
Law Enforcement Representative

In summary, Youth Strategies Consolidated Grant committees are meeting in the jurisdictions for the intended reasons. Approximately 55% of mandated partners are currently participating in the committees. However, the mandated partners who are currently participating are generally quite positive about the committees and optimistic for the future of the project.

Partner Collaborations Over Time

An important goal of the Youth Strategies Consolidated Grant is to increase collaborations among individual mandated partners and the LMB director/staff. GOCCP believes that strengthened collaborations, ranging from greater information sharing to the ultimate formation and implementation of a comprehensive integrated service delivery system, will improve youth services and will eventually reduce substance abuse and juvenile delinquency.

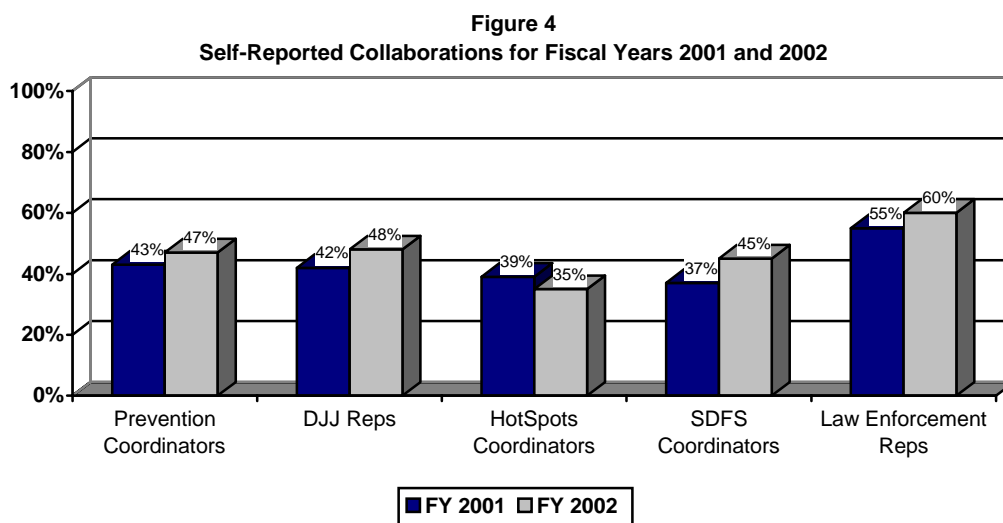
Unlike the previous collaboration measure, which asked participating consolidated grant committee members directly about their perceptions of the quality of their current Youth Strategies Consolidated Grant committees, this measure compares the frequency of partner

collaboration activities at two points in time — before and during the introduction of the Youth Strategies Consolidated Grant initiative.

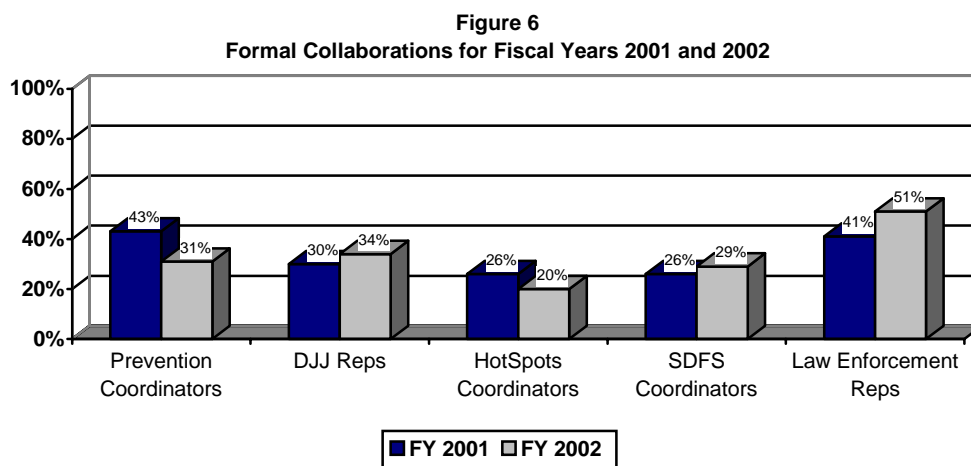
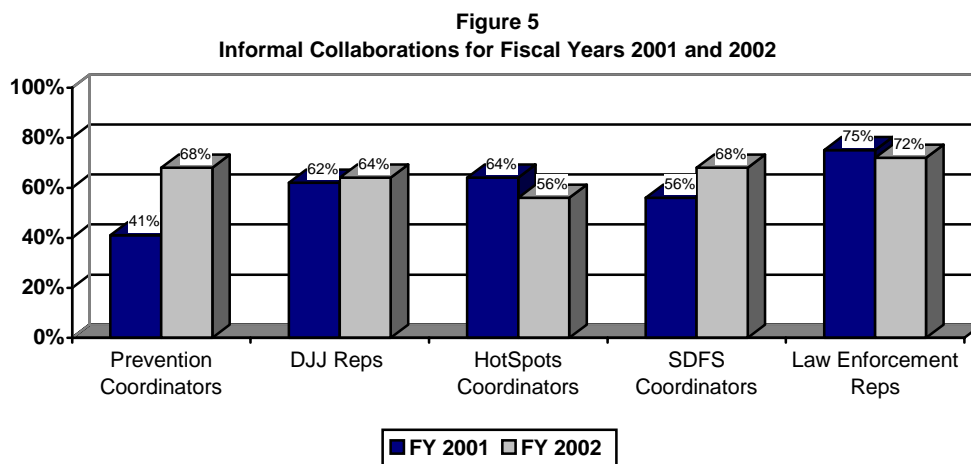
The purpose of this second measure of collaboration is to provide information on how much the Youth Strategies Consolidated Grant may have strengthened or created interagency collaborations among mandated partners and LMB staff that may not have existed or may have existed to a lesser extent before the Youth Strategies Consolidated Grant initiative began. In order to know whether the consolidated grant or some other influence was responsible for a difference in the frequencies of partner collaborations over time, it is also important to know how much the change can be attributed to Youth Strategies Consolidated Grant as opposed to other influences.

Collaboration indices were developed for the purpose of comparing the level of collaboration between Fiscal Year 2001 (the year before the consolidated grant) and Fiscal Year 2002 (the year of the planning/application phase for the Youth Strategies Consolidated Grant). Indices were developed for overall collaboration, informal collaboration, formal collaboration, and for individual partners. The overall collaboration scale is a combination of formal and informal collaboration activities. Informal collaboration includes such activities as sharing information or participating in the same committee, while formal collaboration includes more structured collaboration activities involving a larger investment on the part of the collaborating agencies, such as joint funding or implementation of a program. All partners, regardless of their participation in Youth Strategies Consolidated Grant committees, are included in the following collaboration analyses. Definitions, the detailed methodology, and other findings for this section can be found in Appendix C.

Self-reported collaborations increased from Fiscal Year 2001, the year before the Youth Strategies Consolidated Grant, to Fiscal Year 2002, which included the planning/application phase, for all partners, except for HotSpots Coordinators (Figure 4). However, from another viewpoint – the reports of collaboration by mandated partners about other mandated partners – all partner collaborations increased (Figure C1 in the appendix).



Informal collaboration, such as information sharing, was more common than formal collaboration, such as implementing joint programs, for all mandated partners. This was especially true during Fiscal Year 2002 (Figures 5 and 6).



There were differences across jurisdictions from Fiscal Year 2001 to Fiscal Year 2002 (Table C1 in Appendix C). Overall and informal collaborations increased in 15 of the 24 jurisdictions and decreased in 9 jurisdictions, while formal collaborations increased in 13 jurisdictions, decreased in 9 jurisdictions, and did not change in 2 jurisdictions (Table C1).

The next analysis addresses partners' opinions on the extent to which Fiscal Year 2002 collaborations were due to the Youth Strategies Consolidated Grant as opposed to other influences. Partners differed in the level of influence they attributed to the Youth Strategies Consolidated Grant. Collaborations with law enforcement representatives were the least attributed to the initiative, while collaborations with the LMB directors/staff were the most attributed to the Youth Strategies Consolidated Grant (Table 4). The extent of collaborations due to the consolidated grant (when combining moderate and major extents) ranges from 35% with law enforcement representatives to 76% with LMB directors/staff.

Table 4 Extent of Collaborations Due to the Youth Strategies Consolidated Grant						
Extent of Collaborations Due to the Grant	With LMB (n=91)	With PC (n=69)	With SDFS (n=58)	With DJJ (n=67)	With HotSpots (n=53)	With LER (n=54)
Not At All	7%	10%	21%	18%	24%	41%
To a Minor Extent	17%	25%	36%	36%	21%	24%
To a Moderate Extent	38%	40%	27%	25%	34%	24%
To a Major Extent	38%	25%	16%	21%	21%	11%

In summary, collaborations among mandated partners and LMB staff generally increased from the year before the Youth Strategies Consolidated Grant to the year of its planning/application phase. Overall and informal collaborations increased in 15 of the 24 jurisdictions. Formal collaborations increased in 13 of the 24 jurisdictions. Partners differ in their amounts of collaboration and in their views of the degree to which collaborations can be attributed to the Youth Strategies Consolidated Grant initiative.

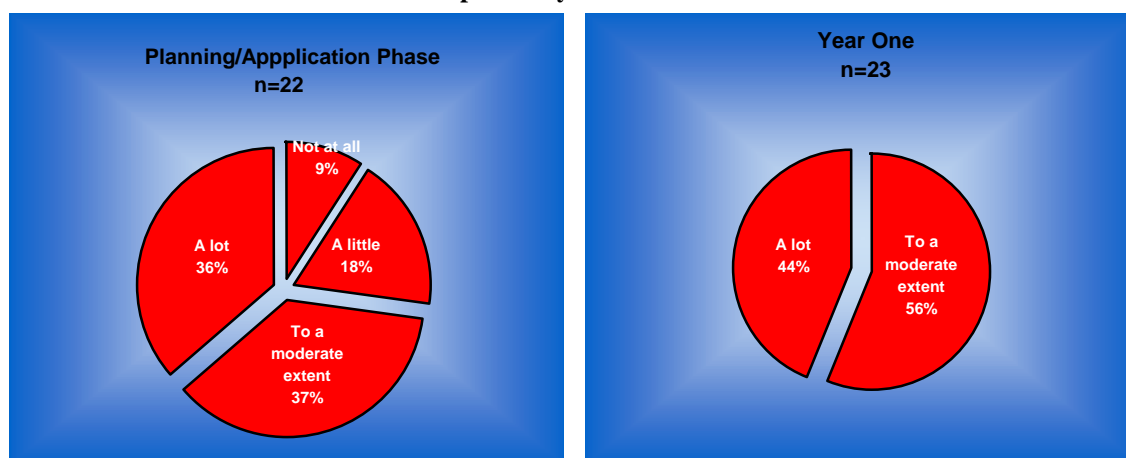
Community Involvement and Focus

The 2001 Guidance and Application Kit strongly advised that community members participate in the Youth Strategies Consolidated Grant committees:

“One of the goals is to increase access to services within each community and each neighborhood, thus it is recommended that LMBs involve community members and examine the needs of the entire jurisdiction, as well as communities and neighborhoods, in the planning process... LMBs are strongly encouraged to include as many families and youth as possible in all stages of the planning, needs assessments, and partnerships.” p. 26

According to LMB directors, community participation has improved from the planning phase to Year One of implementation. LMB directors were asked the extent to which community-based organizations or community leaders participated in Youth Strategies Consolidated Grant committees. Community-based organizations or community leaders were defined as the faith community, business leaders, parents, citizens, consumers of services, civic organizations, and service providers who provide services only to their local community. During the planning/application phase, almost three-quarters thought the community was involved to at least a moderate extent (n=22). When asked the same question in Year One of implementation, all of the LMB directors reported that the community is involved to a moderate extent or a lot (Figure 7).

Figure 7
Community Participation in the Youth Strategies Consolidated Grant Committees,
from the Planning Phase to Year One of Implementation,
as Reported by LMB Directors



LMB directors' reports also suggest that community participation has substantially increased for every community group. Service providers participate in all Youth Strategies Consolidated Grant committees (Table 5).

Table 5 Community Participation, as Reported by LMB Directors			
To what extent do the following participate?	Planning Phase (n=22)	Year One (n=23)	% Difference
Business Organizations	41%	61%	+20%
Faith-Based Organizations	55%	74%	+19%
Service Providers	91%	100%	+9%
Citizens Organizations	59%	78%	+19%
Parent Organizations	46%	70%	+24%
Youth	-	57%	

A measure of community focus is how close programs are to their target populations. Geographical proximity is very important for access to services, especially if transportation is an issue, as it frequently is. Almost all mandated partners (91%) agree or strongly agree that consolidated grant programs are located in the communities where the clients reside (n=68). Eighty-six percent of LMB directors reported that programs are located in or near HotSpots areas.

Most active mandated partners (86%) also report that they believe Youth Strategies Consolidated Grant programs are fairly or very effective in meeting community needs (n=59). However, some partners also reported that it is too soon to know for certain, and nine partners responded "don't know" to this question.

In conclusion, overall community participation on the Youth Strategies Consolidated Grant committees, as reported by the LMB directors has increased, and mandated partners agree that Youth Strategies Consolidated Grant programs are well located and effective in meeting community needs. Service providers are still the most heavily represented community members on these committees.

Implementation of Youth Strategies Consolidated Grant Programs

CESAR made two attempts – at the time of our LMB director interviews and at the time of a follow-up supplemental survey – to capture information on the extent to which Youth Strategies Consolidated Grant funded programs/strategies had begun implementation. In our interviews in November-December 2002, we found that 14 LMB directors said that all of their programs had been implemented, 8 said some had been implemented,¹⁶ and two reported that none were implemented.¹⁷ By the time of the follow-up survey, from November 2002-January 2003, LMB directors reported that 82% of their funded programs had begun implementation (n=111 programs).

LMB directors gave a variety of reasons for why they had not implemented all of their programs: initially receiving six-month planning grants (which preceded the implementation grants in five jurisdictions); receiving less funding than anticipated; difficulty finding qualified providers; procurement delays; a desire to implement one program at a time; a desire to wait until a county coordinator could be hired; a desire to wait until the community bought into the research-based programs; a wait for approval of their evaluator by GOCCP and the University of Maryland; a wait for training; and the loss of an LMB director coupled with a lack of LMB staff.

Continuum of Services

A major goal of the Youth Strategies Consolidated Grant is “...to create within a community a seamless continuum of youth services and programs....”¹⁸ To help jurisdictions achieve this goal, the consolidation of grants offered jurisdictions funding across a broad continuum - for substance abuse and delinquency prevention programs/strategies, for early intervention programs/strategies, for delinquency interventions, and for juvenile justice community-based aftercare programs. Jurisdictions can use these grants to fill in their gaps in services. Although the majority of Year One consolidated federal and state grants were prevention-oriented, it was clear that funding was also to be used to target adolescents at highest risk, juvenile offenders who have committed delinquent acts, and youths in juvenile detention facilities.

In the survey, LMB directors were asked to classify their funded Youth Strategies Consolidated Grant programs according to the continuum. Definitions from the Guidance and Application

¹⁶ An average of 62% of their programs had been implemented at the time of the interview

¹⁷ Both of these counties had received a year-one planning grant prior to their implementation grant.

¹⁸ Guidance and Application Kits 2001 and 2002, page 13.

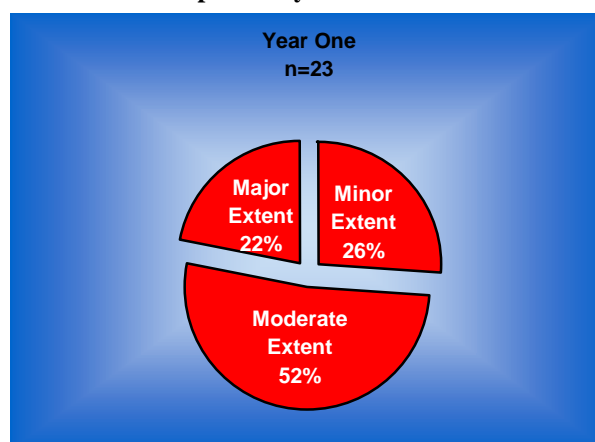
document were read to them. They were permitted to classify a program in more than one category if they felt it served a range of adolescents. The responses are provided in Table 6.¹⁹

Table 6 Type of Program/Strategy (n=24)	
Type of Program/Strategy	Percentage of Jurisdictions Having This Type of Youth Strategies Consolidated Grant Funded Program/Strategy
Prevention	92%
Substance Abuse Prevention	83%
Early Intervention	96%
Delinquency Intervention	71%
Aftercare Programs for Youths in the Juvenile Justice System	46%

Prevention and early intervention programs/strategies are funded by the Youth Strategies Consolidated Grant in almost all of the jurisdictions. Intervention programs are funded in almost three-quarters of the jurisdictions, and aftercare programs are funded in less than half of the jurisdictions.

LMB directors were also asked the extent to which there are still gaps in the continuum of care in their counties. Twenty-six percent thought that gaps remain to a minor extent, 52% to a moderate extent, and 22% to a major extent (Figure 8). The greatest gaps²⁰ cited were aftercare programs for youths in the juvenile justice system (30%), followed by intervention programs (26%), and prevention and early intervention programs (22% each) (n=23).

Figure 8
Extent to Which Service Gaps Still Exist,
as Reported by LMB Directors



¹⁹ Appendix D shows some individually named programs and how they were classified by LMB directors, i.e., as substance abuse prevention programs, as early intervention programs for youths referred to or by DJJ for minor law violating behavior, as delinquency intervention programs, and as aftercare programs for youths in the juvenile justice system.

²⁰ LMB directors were permitted to choose only one greatest gap.

DJJ-Oriented Youth Strategies Consolidated Grant Programs

Several survey questions specifically addressed juvenile justice- or police-related Youth Strategies Consolidated Grant programs. In addition, there were a few questions asked only to DJJ representatives about their satisfaction with the project.

When LMB directors with implemented programs (n=22) were asked if they had implemented any programs to serve juveniles involved with police or those who are in the juvenile justice system, 86% answered that they had. When asked which agencies refer youths or families to such juvenile justice-related program(s), LMB directors indicated the most frequent sources of referrals are:

- DJJ (95%)
- Law enforcement (68%)
- Schools (53%)
- Department of Social Services (47%)

Referrals can give youths a broad array of needed services that a single service provider may not be able to provide. LMB directors were also asked the extent to which youths and families in such programs are referred to other programs or services (n=19). Thirty-seven percent reported that youths and families in such programs are referred to other programs to a moderate extent and 63% said youths and families are referred to a major extent. All of the LMB directors reported that such programs refer youths and families to substance abuse treatment and mental health services when appropriate, while 94% said youths and families are also referred to schools or child welfare services.

LMB directors were also asked about alternative/community DJJ and aftercare DJJ programs funded through the Youth Strategies Consolidated Grant. The LMB directors report that such alternative/community DJJ programs (n=21) have the following components, whether provided in-house or through referrals:

- Anger management (100%)
- Coordination with the local school system (100%)
- Life skills (95%)
- Substance abuse prevention (95%)
- Mental health counseling for youths (91%)
- Family counseling or parenting classes (86%)
- Substance abuse treatment (68%)

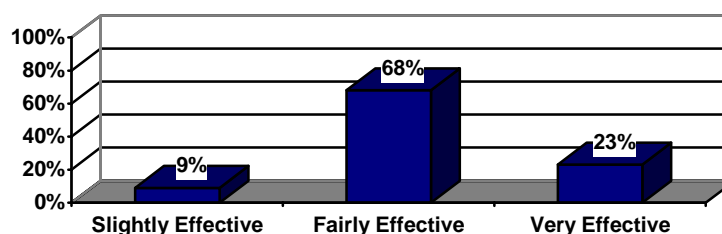
Aftercare DJJ programs (n=11) have the following components, whether in-house or through referrals:

- Family counseling (100%)
- Anger management (100%)
- Substance abuse prevention (100%)
- Coordination with the local school system (100%)
- Life skills (91%)

- Mental health counseling for youths (82%)
- Parenting classes (82%)
- Substance abuse treatment (64%)

The survey asked DJJ representatives their opinions about how effective the Youth Strategies Consolidated Grant programs that serve juveniles involved with police or in the juvenile justice system will be. Approximately two-thirds estimated that these programs will be fairly effective (Figure 9).

Figure 9
Estimated Effectiveness of DJJ Programs,
as Reported by DJJ Representatives
(n=22)



When asked (in an open-ended question) what changes these DJJ representatives would like to make in the next funding cycle, their answers included expanding the programs, improving collaborations with law enforcement, and having a greater prevention approach. A full listing of DJJ representatives' responses is in Appendix E.

In conclusion, the consolidated grant is funding programs/strategies across the entire intended continuum of youth services. Despite this, gaps in service still exist, especially in aftercare programs for youths in the juvenile justice system. DJJ- and police-oriented programs funded through the Youth Strategies Consolidated Grant make referrals to other important services and seem to have appropriate program components. DJJ representatives generally think these programs will be fairly effective, but they would also like to see some expansion.

Research-Based Programs

Background

A primary goal of the Youth Strategies Consolidated Grant is to foster proven and promising research-based programs.²¹ Research-based programs were “strongly encouraged” in the 2001 Youth Strategies Consolidated Grant Guidance and Application Kit. The kit stated that prevention programs should be research-based, but also recommended research-based programs

²¹ According to the Application Kit, proven programs are “programs or strategies that have been evaluated in studies using rigorous scientific methods; have been shown in these studies to produce positive effects on the measures of substance use, delinquency, or antisocial behavior; and whose positive results may or may not have been replicated.” Promising programs are defined as “programs or strategies that have been evaluated using rigorous scientific methods and been shown in these studies to produce positive effects on factors that are known to be related to substance use, delinquency, or antisocial behavior; and programs or strategies that have not been evaluated using rigorous scientific methods but are based upon recognized effective principles.”

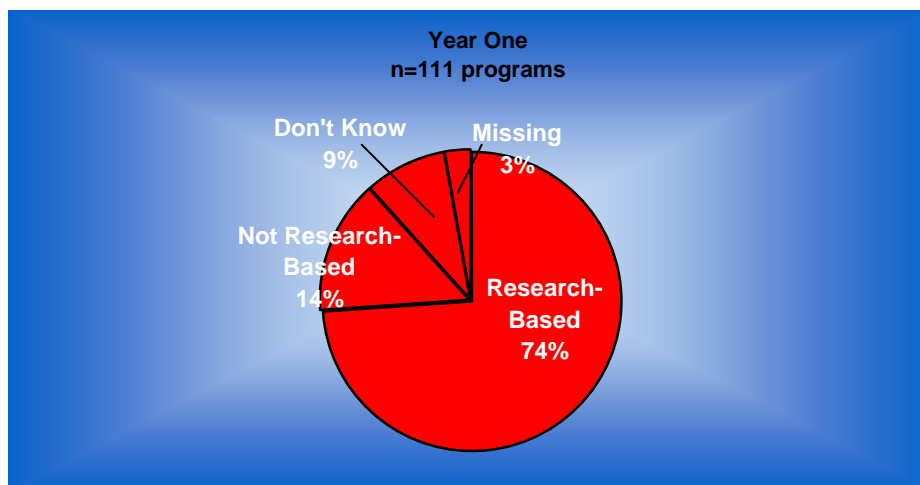
for the other points on the continuum (i.e., early intervention, delinquency intervention, and aftercare).

GOCCP made year-one applicants aware that proposals with research-based programs or strategies would have a better chance of receiving base and competitive funding. In the Year One application review, applications could be given as much as 20 points (out of a possible total 100 points) if each proposed strategy or program was research-based.

Implementation of Research-Based Programs

LMB directors were sent the names of all of their funded Youth Strategies Consolidated Grant programs (n=111) and asked to declare if each program is research-based, not research-based, or if the respondent does not know. LMB directors reported that nearly three-quarters of their programs are research-based (Figure 10).

Figure 10
LMB Director Categorizations of Programs



If LMB directors identified a program/strategy as research-based, they were then asked why they thought the program/strategy was based on research. Four possible reasons were given as choices and as many reasons as applied could be checked. Their reasons follow (n=82):

- It is based on the principles of or practices of research-based programs (68%)
- It is on a list of research-based programs (44%)
- It is documented in the literature or on a web site (41%)
- Our evaluation found the program was effective (7%)

Next, we attempted to validate the LMB directors' classifications of programs/strategies as research-based by determining whether these programs were listed in any of four authoritative sources: the Maryland Blueprints, OJJDP's Blueprints for Violence Prevention, SAMHSA/CSAP's list of research-based programs, and the Surgeon General's list. Tables F1 and F2 in the appendix show the LMB directors' responses as "research-based," "not research-based," "don't know," and missing. Each program within each category is then matched with the four authoritative sources.

Of the 66 program names classified as research-based by the LMB directors,²² 30% were found in the Maryland Blueprints, 15% in OJJDP's Blueprints, and 36% were found in either the SAMHSA/CSAP list or the Surgeon General's list. In all, 43% of the 82 programs that LMB directors claim to be research-based are found in at least one of the four sources, similar to the amount reported by the LMB directors (see above). The remaining programs may be based on the principles or practices of research-based programs. (Further discussion of this analysis can be found under Table F1 in the appendix.)

Attitudes About Research-Based Programs

Last year, the evaluation found that Youth Strategies Consolidated Grant planning committee members had mixed feelings about research-based programs, seeing both advantages and disadvantages to them. This year's research builds upon those findings. The table below compares the attitudes of LMB directors and mandated partners regarding the emphasis placed on research-based programs, from the planning/application phase to Year One of implementation. Only those mandated partners' and LMB directors' positions that responded to the question both years are included in this analysis.

Table 7 Attitudes Regarding the Emphasis Placed on Research-Based Programs, as Reported by LMB Directors and Active Mandated Partners (n=77)			
What Do You Think of the Emphasis Being Placed on Research-Based Programs?	Planning Phase	Year One	% Difference
Much Too Little Emphasis	1%	0%	-1%
Too Little Emphasis	10%	1%	-9%
The Right Amount of Emphasis	70%	66%	-4%
Too Much Emphasis	16%	26%	+10%
Much Too Much Emphasis	3%	7%	+4%
Total	100%	100%	

Clearly, after a year of implementing Youth Strategies Consolidated Grant programs, the feeling has shifted more toward the idea that there is too much emphasis on research-based programs.

To gain a better understanding of more specific attitudes towards research-based programs, the answers to open-ended questions last year were made into individual statements this year. LMB directors and mandated partners see both advantages and disadvantages to research-based programs during Year One (Table F3 in the appendix).

Although almost all LMB directors and active mandated partners agree that research-based programs are effective, they also believe that research-based programs must be implemented too rigidly. Research-based programs can save time and energy, but they can also be expensive or limit innovation (Table 8 and Table F3 in the appendix).

²² Because some programs had multiple implementations, the 82 programs equaled 66 distinct program names.

Table 8 Advantages and Disadvantages of Research-Based Programs, as Reported by LMB Directors and Active Mandated Partners (n=92)	
<u>Advantages</u> <ul style="list-style-type: none"> • Research-based programs are proven, effective, or reliable programs with known outcomes (95%). • Research-based programs save time and energy because you do not have to develop your own programs (87%). • Research-based programs help you to break away from continuing the same programs that are already in place (79%). 	<u>Disadvantages*</u> <ul style="list-style-type: none"> • Research-based programs may not be as effective as the original program that was evaluated (58%)(only LMB directors were given this statement). • Research-based programs must be implemented too rigidly or without adaptation (53%). • Research-based programs are too expensive (50%). • Research-based programs are suited to a rural setting (49% disagree). • Research-based programs limit innovation (45%). • Research-based programs are suited to the race, ethnicity of the local population (41% disagree).

The percentages shown in the table combine agreement and strong agreement, except where otherwise noted.

* For 40% or more of respondents.

Volunteered comments from mandated partners about the advantages and disadvantages of research-based programs can be found in Appendix F, Figure F4.

“Sometimes it's the research-based thing that is innovative.” – Prevention Coordinator

“It's absolutely appropriate to focus on research-based [programs] but little community-based organizations can't do these programs.” – LMB Director

“If the program that is already in place is successful, I don't want to replace it. Why replace it with a program that has been proven elsewhere, when it may not work here? If you have programs that are working, it doesn't make sense to replace them, but now we have trouble funding them. ” – Law Enforcement Representative

In summary, LMB directors report that 74% of their Youth Strategies Consolidated Grant programs are research-based. Forty-three percent of these programs were found in our four authoritative sources, while the others are probably based on research-based principles and practices. In Year One of implementation, more LMB directors and mandated partners than during the planning/ application phase believe there is too much emphasis on research-based programs. Although a substantial group sees the various disadvantages of such programs, such as rigidity or expensiveness, the advantages are more highly acknowledged.

Sustainability

The Youth Strategies Consolidated Grant is aimed at creating lasting systems change. Often projects do not last beyond their initial funding because the capacity, institutionalization, and support do not exist to carry them into the future. This subsection describes how jurisdictions are using various means²³ to enhance the sustainability of the consolidated grant project:

- The institutionalization of the project within existing local systems, including capacity building through stakeholder training
- The use of supplemental financial and other resources
- The support of internal and external stakeholders
- The creation of policy and other long-lasting changes
- The evaluation of outcomes of funded programs

Institutionalizing the Project: Through Training and Other Means

The Youth Strategies Consolidated Grant initiative is being institutionalized in a number of ways. The training of LMB directors and mandated partners in the theories and areas relating to the Youth Strategies Consolidated Grant is probably the most important way to increase capacity and thereby encourage sustainability. In the fiscal years before and during the planning/application phase, LMB directors and mandated partners were asked if they had received formal training in Youth Strategies Consolidated Grant-related theories and areas. Formal training was defined as classroom training, technical assistance, conferences, or meeting presentations.

The formal training in delinquency prevention and juvenile justice given to LMB directors and their staff and to mandated partners seems to be greater in Fiscal Year 2002, the planning/application phase of the Youth Strategies Consolidated Grant, than it was in Fiscal Year 2001, the year prior to the consolidated grant (Table 9). In other areas there was little change. Only the LMB director and mandated partner positions that answered the survey question in both years are included in this analysis. The question about training regarding disproportionate minority representation in the juvenile justice system was only asked in reference to Fiscal Year 2002.

Table 9
Formal Training Received in the Last Fiscal Year,
as Reported by LMB Directors and Mandated Partners

In the Past Fiscal Year, Has Formal Training Been Received in:	% Yes, Fiscal Year 2001	% Yes, Fiscal Year 2002	% Difference
Risk and Resiliency Factors (n=117)	62%	61%	-1%
Substance Abuse Prevention (n=117)	68%	64%	-4%
Delinquency Prevention (n=115)	40%	61%	+21%
Juvenile Justice (n=115)	33%	59%	+26%
Cultural Competency (n=116)	53%	53%	0%
DMR in Juvenile Justice System (n=123)	-	48%	-

²³ These are discussed in the literature (Akerlund, 2000; Educational Leadership Institute, n.d.; Edwards and Stern, 1998; Pentz, 2000).

These data alone do not tell us how much these increases in training can be attributed to the Youth Strategies Consolidated Grant. Therefore, in a follow-up question to LMB directors and to mandated partners, we asked about the extent to which trainings in Fiscal Year 2002 were due to the grant. Their answers varied: Almost three-quarters of LMB directors (74%) said the trainings were due to the Youth Strategies Consolidated Grant to a moderate or major extent (n=23), as compared to 46% of mandated partners (n=99).

Other ways in which the Youth Strategies Consolidated Grant is being institutionalized includes the fact that LMBs are the grant recipients. The LMBs are the recognized coordinators of child-serving agencies and services within jurisdictions, and their members represent the key local public child-serving agencies. Planning within the LMBs should help to ensure that the Youth Strategies Consolidated Grant project is consistent with existing local policies for youths.

When LMB directors were asked about barriers to the implementation of the Youth Strategies Consolidated Grant, the least frequently reported difficulty was in integrating Youth Strategies Consolidated Grant services with other youth and family services.

Further evidence of institutionalization is the degree to which the Youth Strategies Consolidated Grant programs are known and the degree of referrals from these programs to other local programs or services. LMB directors were asked the extent to which non-Youth Strategies Consolidated Grant providers have been informed of the implemented consolidated grant programs. Forty-one percent said to a moderate extent and 59% to a major extent (n=22). Similarly, when LMB directors were asked the extent to which Youth Strategies Consolidated Grant youths or families are referred to other programs or strategies, 41% said to a moderate extent and 59% to a major extent (n=22).

Finally, coordination exists between the Youth Strategy committees and other substance abuse and delinquency committees in the jurisdictions. LMB directors were asked if there are any other committees in the jurisdiction that have the goal of reducing substance abuse and/or delinquency. All who answered said yes (n=22). Then they were asked to what extent the Youth Strategies Consolidated Grant committee coordinates with these other committees. Committee coordination was defined as the establishment of linkages between committees so they can work together for commonly accepted goals, guidelines, and actions. Ninety-six percent of LMB directors said the committees coordinate to a moderate or major extent. When mandated partners who actively participate in Youth Strategies Consolidated Grant committees were asked these same questions, 93% knew of a similar committee (n=58), and 81% said committees coordinate to a moderate or major extent (n=54). Eighty-two percent of LMB directors and active mandated partners indicated they are members of these other committees (n=22, n=54).

Use of Supplemental Financial and Other Resources

Virtually all the LMBs reported that they use financial and other resources to supplement the Youth Strategies Consolidated Grant programs. When asked if any of these programs use any resources from sources other than the Youth Strategies Consolidated Grant, such as supplemental funding, a physical space or facility, in-kind staff, technical equipment, or volunteers, 96% of LMB directors said yes (n=22). See Table 10 for a breakdown of the type of supplemental resources that are being used.

Table 10
Type of Supplemental Resources Used by Jurisdictions,
as Reported by LMB Directors

Types of Supplemental Resources	Percentage of Jurisdictions Using This Type of Supplemental Resource (n=21)
Supplemental Funding*	71%
In-Kind Staff	91%
Volunteers	81%
A Physical Space or Facility	100%
Technical Equipment	62%

* May include cash matches.

Support of Internal and External Stakeholders

The survey also measured types of support by internal and external stakeholders. Community support will be very important to the project's sustainability. Earlier in this report, we presented findings on the presence of mandated partners in Youth Strategies Consolidated Grant committees during Year One. It is obvious that those who have continued their involvement reflect a high degree of support. For instance, active partners think the Youth Strategies Consolidated Grant committee has a shared vision, and they agree with the goals and objectives of the committee. Earlier, we also described the increase in other community stakeholders (besides mandated partners) in Youth Strategies Consolidated Grant committees. Regarding the LMB directors' perceived support²⁴ of county government for the project: 76% reported they have received county government support to a moderate or major extent (n=21), and 90% have received community support to a moderate or major extent (n=21).

Creation of Policy and Other Long-Lasting Changes

Policy changes and other long-lasting changes are not yet being demonstrated, which is not surprising because not enough time has elapsed. By November-December 2002 policy changes were reportedly beginning in 17% of jurisdictions because of the consolidated grant; certain laws were being targeted for stronger enforcement in 29% of jurisdictions because of the grant, but no new local ordinances had been passed in any jurisdiction because of the Youth Strategies Consolidated Grant (n=21).

Evaluation of Funded Programs

GOCCP made it clear from the outset that rigorous program evaluations are expected for Youth Strategies Consolidated Grant programs and strategies and that grantees are to report on their evaluation findings quarterly. GOCCP made several efforts to raise the quality of the Youth Strategies Consolidated Grant evaluations. For example, it offered evaluators trained by the University of Maryland Department of Criminology and Criminal Justice to conduct individual process and outcome evaluations. GOCCP is now contracting with the University to perform a meta-analysis to summarize results across the individual program outcome evaluations. GOCCP has also expressed support for grantees who volunteer to participate in a University-led program fidelity or process assessment.

²⁴ No specific type of support was stated.

LMB directors reported that evaluations had begun in 62% of their programs (n=106 programs). Evaluation is defined as having begun if there is an active evaluator, an evaluation plan, and the beginning of data collection. LMBs were also asked if they are using any standardized instruments for any of their evaluations. Ninety-one percent answered affirmatively.

Our survey asked LMB directors whether certain evaluation techniques were being used for none, some, or all of their implemented Youth Strategies Consolidated Grant programs. Despite the difficulties inherent in this survey question,²⁵ the findings are instructive. The types of evaluation activities that seem to be used the most are the recording of the number of program participants and the assessment of the fidelity of the program's implementation against its program model (n=22). The two next most frequent evaluation techniques are the measuring of changes in participants' behavior and attitudes and the measuring of changes in county-level indicators. The least used type of evaluation activity seems to be the measurement of changes in sub-county-level (or local) indicators. This last finding is consistent with last year's finding that local-level data are often limited.

In summary, measures have been taken by jurisdictions to sustain the Youth Strategies Consolidated Grant project. These include the institutionalization of the project, the training of mandated partners, the garnering of support from internal and external stakeholders, the use of supplemental resources, and the evaluation of individual programs.

Major Barriers

The major barriers reported by LMB directors provide important insights into areas needing attention or improvement. LMB directors were asked the degree to which certain factors are barriers in implementing consolidated grant. Of the thirteen factors listed, the following six were reported most frequently as major barriers (n=22 or 23, depending on the question).²⁶

- Difficulties in meeting the reporting or management requirements of GOCCP (30%)
- Difficulties in finding qualified evaluators (26%)
- Inadequate funding (22%)
- Difficulties in communicating with GOCCP (22%)
- Difficulties in evaluating the programs or strategies (18%)
- Inadequate staff resources (9%)

"The fiscal stuff is inconceivable. Every time there's one more form to fill out."

These major barriers were noted by 2-7 of the 24 jurisdictions, depending on the question. For a complete list of the barriers, including minor or moderate barriers, please see Table G1 in the appendix.

²⁵ All implemented program evaluations had to be considered together; some evaluations had not yet started; and traditional evaluation methods are not appropriate for all of these "programs," some of which are environmental strategies. Examples of programs or environmental strategies that would be inappropriate for some of the evaluation techniques mentioned in the survey are: funding an interagency team, Teen Court, and hiring a school-based mental health professional. When respondents asked interviewers for help in answering the question, they were told to think about the programs for which such an evaluation would be appropriate.

²⁶ The other points on the scale were "not-at-all," "to a minor extent," and "to a moderate extent."

Major Accomplishments

LMB directors were asked in an open-ended question to state their one major accomplishment regarding the consolidated grant thus far (n=24). The major accomplishments are:

- Broadening the continuum of services and/or specific program implementations (58%)
- Collaboration with major stakeholders (38%)
- The positive process involved in the Youth Strategies Consolidated Grant (20%)
- Community awareness or support (17%)
- Implementation of a research-based program (8%)
- Use of a helpful new technology (4%)

A full text of their answers can be found in Table G2 in the appendix.

“The major accomplishment has been to bring so many different kinds of programs that weren’t addressed before to the community.”

“To build the cohesion of the major stakeholders to focus on particular needs of the community in terms of youth. To be able to focus and target a particular need that we can be successful on. To get them all on the same page in terms of a vision, and to build the relationships of working together.”

Next, LMB directors were asked in a follow-up, open-ended question to describe what has helped them achieve this major accomplishment. The most frequent comments (n=24) are:

- The work of the LMB staff (46%)
- The process they followed (29%)
- Collaboration with stakeholders or strong vendors (25% each)
- Community support (17%)
- Youth Strategies Consolidated Grant funding (13%)
- Supplemental resources, school support, county support, or support from organizations or partners (8% each)

In summary, the major accomplishments reflect the goals of the consolidated grant.

“Very willing, flexible vendors. Support from the public school system. Good LMB staff. And support from GOCCP.”

“The vision of coordinating multi-faceted services to achieve multi-level goals. Approaching the problem comprehensively has been a big advantage.”

“Because all of the stakeholders who were involved in planning were also committed to seeing that it worked.”

“The community and the county have really taken an active interest in youth issues.”

Conclusions Regarding the Youth Strategies Consolidated Grant

CESAR's interviews with the LMB directors and mandated partners revealed much about the successes and challenges that existed during Year One of implementation of the Youth Strategies Consolidated Grant.

Youth Strategies Consolidated Grant committees seem to be meeting for the intended reasons – to apply for funding, to monitor or oversee the already funded programs or strategies, and to discuss disproportionate minority representation in the juvenile justice system. The currently participating mandated partners are positive about the committees and optimistic about the future. They overwhelmingly agree that their committees have certain quality aspects, such as having a shared vision, agreement on goals and objectives, effective leadership, good communication, and so forth.

A large majority of the grant's funded programs and strategies were implemented in 2002. These programs and strategies touch all the points on the state's intended continuum of youth services. Nearly three-fourths of them are reported as being research-based, which means that these programs have been proven effective in former research, have been previously designated as promising, or are based on recognized prevention principles or practices. Eventually, the individual program evaluations and the meta-analysis of the Youth Strategies Consolidated Grant programs will provide important information on the relative effectiveness of both research-based and non-research-based programs.

Jurisdictions are promoting the sustainability of the Youth Strategies Consolidated Grant initiative. Activities include: training the mandated partners, institutionalizing the project, garnering support from internal and external stakeholders, using supplemental resources, and evaluating individual programs.

LMB directors report the following major accomplishments: broadening the continuum of services, specific program benefits, the collaboration with major stakeholders, and the positive process involved in the Youth Strategies Consolidated Grant. These reflect the intended goals of the project.

Despite these accomplishments, improvements can be made in several areas. At the time of our survey, the active participation of mandated partners in Youth Strategies Consolidated Grant committees was approximately 55%. Since the goal remains to include all the mandated partners in ongoing planning, oversight, and policy making, CESAR suggests that efforts be made to convince more mandated partners to renew or start their participation in the Youth Strategies Consolidated Grant committees. It would seem wise to determine why partners are not participating so that proper solutions can be developed.

Two findings reported by active mandated partners about the Youth Strategies Consolidated Grant committees indicate other possible areas of improvement. Nearly a third of active mandated partners felt their Youth Strategies Consolidated Grant committee is not representative of the racial or ethnic backgrounds of the programs' target populations. Also, more than a third disagreed that members are more interested in getting a good group decision than in improving their agencies' position.

Some of the Youth Strategies Consolidated Grant committees could be made stronger by increasing the diversity of the committee members to reflect the racial or ethnic background of their programs' clientele and by encouraging members to act in the best interest of the team.

Reported barriers also should be addressed. The staff resources and funding of LMBs will probably get worse as state budget cuts take effect. To ease the future burden on LMBs, GOCCP may want to consider streamlining the rigorous proposal writing, monitoring, and reporting requirements of LMBs. Also, if possible, additional funding streams could be explored to help fill remaining gaps in the continuum of care. The gaps were reported to be the greatest in aftercare programs for youth in the juvenile justice system, next in intervention programs, and finally in prevention and early intervention programs.

The somewhat negative feelings expressed about research-based programs – the growing belief that there is too much emphasis on them, and the identification by more than forty percent of certain disadvantages, such as the programs' rigidity, expense, negative effect on innovation, and unsuitability to rural settings and to some ethnic/racial groups – are not surprising, since the start up and early implementation of such programs probably brought many challenges. With continued training and assistance, LMBs and service providers should become more accustomed to and expert in implementing research-based programs.

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Appendices

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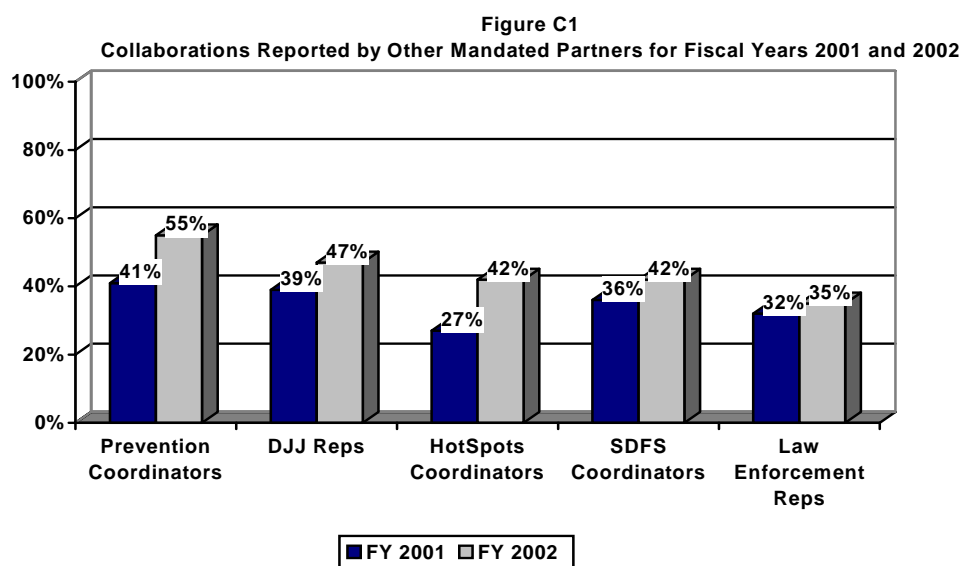
Appendix B. Quality of Collaboration

Table B1 Quality of Collaboration				
Foundation of Collaboration	Strongly Disagree	Disagree	Agree	Strongly Agree
The racial/ethnic composition of the committee is representative of the clients we seek to help. (n=60)	3%	27%	50%	20%
The committee members have a shared vision. (n=61)	2%	8%	56%	34%
Members agree on the goals and objectives of the committee. (n=61)	2%	7%	57%	34%
Members are more interested in getting a good group decision than in improving their agency's position. (n=61)	10%	26%	46%	18%
Process of Collaboration	Strongly Disagree	Disagree	Agree	Strongly Agree
Our chair is an effective leader. (n=56)	2%	9%	57%	32%
Our chair is willing to go along with our decisions or recommendations. (n=56)	0%	5%	59%	36%
Plans are well developed and followed. (n=58)	3%	10%	64%	22%
The committee has open and clear communication. (n=60)	2%	7%	58%	33%
Members are effective liaisons between their agencies and the group. (n=60)	3%	2%	60%	35%
Agency Support	Not at All	To a Minor Extent	To a Moderate Extent	To a Major Extent
How much does your agency encourage you to present your agency's positions in discussions? (n=68)	3%	2%	24%	72%
How much does your agency encourage you to report back to your superiors on what has happened in the committee meetings? (n=67)	5%	8%	45%	43%
How much does your agency give you the authority to plan and coordinate youth services with other agency representatives? (n=68)	2%	4%	25%	69%
How much does your agency give you the authority to make resource decisions for your agency, such as providing extra funding, in-kind staff, a physical space, or other resources? (n=68)	15%	27%	27%	32%
Impact of Collaboration	Strongly Disagree	Disagree	Agree	Strongly Agree
The committee understands the community, including its people, cultures, values, and habits. (n=61)	3%	3%	54%	39%
Our committee has the expertise necessary to plan effective programs for youth. (n=61)	2%	3%	59%	36%
The process we are engaged in is likely to have a real impact on youth substance abuse and delinquency. (n=59)	2%	3%	64%	31%

Appendix C. Changes in the Quantitative Aspects of Collaboration

Figures 4 through 6 and C1

The results presented for Figures 4 through 6 (in the text) and C1 (below) are based on two sources of data: (1) data from the 116 interviews conducted with the eligible mandated partners during the first year of the evaluation,²⁷ and (2) data from 105 interviews conducted with the eligible Youth Strategies Consolidated Grant mandated partners during Year One. Figures 4 through 6 and C1²⁸ show summary statistics for the measures of collaboration by the type of mandated partners for Fiscal Year 2001 and Fiscal Year 2002.^{29, 30, 31}



²⁷ Thirty of 146 overall completed interviews for fiscal year 2001 contained no data on collaborations between the planning committee members. Twenty-four of these 30 were the Local Management Board directors (who were not asked about the collaborations with the mandated partners); the remaining six were mandated partners interviewed as proxy respondents, i.e., instead of the target respondents, for the previous fiscal year (who had no knowledge about collaborations with the planning committee members).

²⁸ Fiscal Year 2001: n=23 Prevention Coordinators, 22 DJJ representatives, 37 HotSpots Coordinators, 21 SDFS Coordinators, and 13 law enforcement representatives. Fiscal Year 2002: n=20 Prevention Coordinators, 22 DJJ representatives, 23 HotSpot Coordinators, 23 SDFS Coordinators, and 17 law enforcement representatives.

²⁹ To ensure the comparability across measures of collaboration, the overall collaboration index, the formal collaboration index, the informal collaboration index, and the individual partner collaboration indices described above were standardized as the percentages of the maximal possible index scores. Thus, a score of 0 on the standardized indices represents no collaboration; a score of 100 represents maximal possible collaboration. See below for a description of the measurement of collaboration and computation of summary indices.

³⁰ Self-reported collaborations are the average collaborations with all the other planning committee members, reported by any particular type of mandated partner. For example, self-reported collaborations of Prevention Coordinators are the average collaborations with the Safe and Drug Free Schools Coordinators, HotSpots Coordinators, juvenile justice representatives, Local Management Board directors, and law enforcement representatives as reported by the Prevention Coordinators.

³¹ Collaborations reported by others are the average collaborations with a particular mandated partner, reported by all the other mandated partners. For example, collaborations of Prevention Coordinators reported by others are the average collaborations with the Prevention Coordinators as reported by the Safe and Drug Free School Coordinators, HotSpots Coordinators, juvenile justice representatives, Local Management Board directors, and law enforcement representatives.

Collaboration reported by other mandated partners ranged from 27% for HotSpots Coordinators to 41% for Prevention Coordinators during Fiscal Year 2001, and from 35% for the law enforcement representatives to 55% for Prevention Coordinators during Fiscal Year 2002.

Changes in Collaborations by Jurisdiction and Partner

Overall and informal collaborations increased in 15 of the 24 jurisdictions and decreased in 9 jurisdictions, while formal collaborations increased in 13 jurisdictions, decreased in 9 jurisdictions, and did not change in 2 jurisdictions (Table C1).

Table C1			
Changes in Collaborations from Fiscal Year 2001 to Fiscal Year 2002			
County/ Jurisdiction*	Overall Collaborations	Informal Collaborations	Formal Collaborations
1	+ ³²	+	+
2	+	-	+
3	+	+	+
4	+	+	+
5	+	+	+
6	+	+	+
7	+	+	+
8	+	+	+
9	+	+	+
10	+	+	+
11	+	+	-
12	+	+	+
13	+	+	+
14	+	+	0
15	+	+	0
16	-	-	-
17	-	-	-
18	-	-	-
19	-	-	+
20	-	-	-
21	-	-	-
22	-	-	-
23	-	-	-
24	-	+	-
Total	+ 15 - 9	+ 15 - 9	+ 13 - 9 0 2

*Counties are not in alphabetical order.

The Quantitative Collaboration Questions in the Survey

A twelve-item collaboration scale was used to collect data on collaborations among the Youth Strategies Consolidated Grant mandated partners. It was adapted from a series of questions developed by Cohort 1 states for the CSAP State Incentive Grant to provide an adequate baseline

³² In Table C1, '+' indicates an increase in collaborations, '-' a decrease, and '0' means no change. The counties are listed in order of descending overall collaborations.

instrument for measuring the range and the frequency of collaborations. The **overall** collaboration scale is a combination of two separate subscales measuring two types of collaboration - formal and informal. The formal collaboration items reflect more structured aspects of collaboration while the informal collaboration items cover less structured types of collaboration.

The **informal** collaboration scale used for the Fiscal Year 2001 reporting period was a 7-point Likert-type temporal frequency response scale with response categories ranging from “not at all” to “more than once a week” for the following items:

- Participate in the same workgroups or committees
- Share information/data
- Conduct joint planning
- Jointly coordinate programs or service delivery
- Receive or give technical assistance

This scale was changed to a binary ‘yes-no’ response scale for the Fiscal Year 2002 reporting period.

The **formal** collaboration scale uses a binary ‘yes-no’ response scale for the following items:

- Use interagency teams
- Implement joint programs
- Jointly fund a project or program
- Jointly fund a staff position
- Design a comprehensive integrated service delivery system
- Implement a comprehensive integrated service delivery system
- Coordinate legislation, policies, regulations, or guidelines across agencies

The Computation of Summary Indices

The following summary measures of collaboration were computed to provide baseline numerical measurement of collaboration:

- Overall collaboration index
- Informal collaboration index
- Formal collaboration index
- Individual partner collaboration indices: Prevention Coordinators, juvenile justice representatives, HotSpots Coordinators, Safe and Drug Free Schools Coordinators, and law enforcement representatives on committees

The overall collaboration index is the most general single measure of collaborations among committee members and is computed as a sum of all possible collaborations for each individual planning committee member. The minimal possible index score is 0; the maximal is 60 (12 items x 5 collaborative partners). A higher score on the overall collaboration index represents greater collaboration.

The informal and formal collaboration indices are measures of informal and formal collaborations among the committee members. They are computed in the same way as the overall collaboration index, except for the number of items used in the computation (5 for the informal collaboration index, 7 for the formal collaboration index). The minimal possible index score for both scales is 0; the maximal possible score is 25 for the informal collaboration index and 35 for the formal collaboration index.

Appendix D. Examples of Youth Strategies Funded Programs Classified by Program Type

Program Name	Substance Abuse Prevention ²	Early Intervention ³	Intervention Programs ⁴	Aftercare Programs ⁵ For Youths in Juvenile Justice System
Addictions Counselor	✓			
Adolescent Substance Abuse Prevention	✓			
Adventure-Based Counseling			✓	
Aftercare				✓
Afterschool	✓			
Afterschool	✓			
Afterschool	✓		✓	
Afterschool		✓		
Afterschool	✓	✓		
Alternative to Education Center	✓			
Alternative to Suspension: Checkmate		✓		
Big Brothers Big Sisters Mentoring	✓	✓		
Bridges to Success		✓		
Bully Victim	✓			
Care Coordination		✓	✓	
CARE Team	✓	✓	✓	✓
CASASStart				✓
Child Welfare Mediation		✓		
Choice		✓	✓	✓
Clinical Evaluations			✓	
Combating Underage Drinking	✓			
Combating Underage Drinking	✓			
Combating Underage Drinking	✓			
Communities Mobilizing for Change on Alcohol	✓			
Communities Mobilizing For Change on Alcohol	✓			
Communities Mobilizing for Change on Alcohol	✓			
Communities Organizing for Change on Alcohol	✓			
Community Based After School Programs	✓			
Community Conferencing		✓		
Creating Lasting Family Connections	✓	✓	✓	
Crossroads	✓			
Delinquency Specialist	✓			
Developmental Assets	✓			
Directions Mentoring	✓	✓		
Diversion Officer		✓	✓	
Drawing the Line	✓			
Educational Alternatives (Bridges Detour)	✓	✓		✓
Enhancement-Nurse Home Visiting	✓			
Environmental Strategies	✓			

Program Name	Substance Abuse Prevention²	Early Intervention³	Intervention Programs⁴	Aftercare Programs⁵ For Youths in Juvenile Justice System
Families and Schools Together (FAST)	✓	✓		
Family Coordination Center		✓		
Family to Family	✓		✓	
Functional Family Therapy			✓	✓
Functional Family Therapy		✓	✓	
Gang Prosecution			✓	
Healthy Families		✓		
Home Visiting for At-Risk Families		✓		
Incredible Years	✓	✓		
Intensive Supervision			✓	
Job Start	✓	✓	✓	✓
JOINS		✓		
Keep A Clear Mind	✓			
Kent SHINES (Community Capacity Building)	✓			
Life Skills (Botvin's)	✓			
Mentoring	✓			
Mentoring	✓			
Mentoring/After School Program	✓			
Multisystemic Therapy		✓	✓	
Multisystemic Therapy	✓		✓	✓
Multisystemic Therapy	✓		✓	
Multisystemic Therapy		✓	✓	
Non-Use Coalition and Social Marketing Campaign	✓			
PACE (Program, Academic, Educational Center for Girls)		✓	✓	
Parent Teen Mediation		✓		
Parents as Teachers		✓		
Parents as the Anti-Drug	✓			
PATHS Program	✓			
Peacemakers		✓		
Preparing for the Drug-Free Years	✓			
Preparing for the Drug-Free Years	✓			
Project Champion	✓	✓	✓	
Project Northland		✓		
Project PrePARE		✓		
Project SIT	✓			✓
Reconnecting Youth	✓	✓		✓
Residential Student Assistance Program	✓		✓	✓
School-Based Family Services	✓			
School Based Mentoring	✓	✓		
School-Based Mental Health			✓	✓
Service Enhancement Grants	✓	✓	✓	

Program Name	Substance Abuse Prevention²	Early Intervention³	Intervention Programs⁴	Aftercare Programs⁵ For Youths in Juvenile Justice System
Service Linkage and Coordination (includes Functional Family Therapy)		✓	✓	
Social Marketing Campaign	✓			
STARS	✓		✓	
Substance Abuse Prevention Program	✓			
Supported Employment			✓	✓
Teen Court		✓		
Teen Court		✓		
Teen Court		✓		
Teen Court Diversion Program		✓	✓	
Wrap Around Case Management		✓	✓	
Youth Leadership	✓	✓		
Youth Services Bureau Funding		✓		
Youth Support Center				✓

² Substance abuse prevention programs are defined as programs or strategies that reduce risk factors or increase resiliency factors that may prevent a child or youth from using/abusing drugs or alcohol.

³ Early intervention programs are defined as programs or strategies that are for youths referred to or by DJJ for minor law-violating behavior (does not include all early intervention programs).

⁴ Intervention programs are defined as activities to address the needs of youths in the juvenile justice system and their families through the use of *Alternatives to Detention*; programs designed for youths in informal supervision or probation; and/or programs designed for youths in community-based placements in close proximity to the child's family or caretaker. Also included in this category are youths pending placement outside their homes and communities.

⁵ Aftercare programs are defined as programs or strategies designed to ensure the constructive and successful transition of youths returning from residential placement to their homes and communities.

Appendix E. DJJ Representatives' Responses

In the next Youth Strategies funding cycle, what changes would you like to make in terms of the Youth Strategies programs serving juveniles who are involved with police for offending behavior or who are in the juvenile justice system? ...

"We'd like to expand the project further into the county; right now we are targeting a specific geographical area.... There's one program that we've had difficulty getting the vendor to staff, and once we get that going things will be great. Some concerns about funding, but as long as funding continues things will be fine."

"Involve the police. Improve relations with the police and understand what they do and coordinate long-term planning together."

"Changes in the criteria used to get the kids into the programs."

"I'd like to see a greater focus on mentoring or Big Brother programming, also increased opportunities for vocational training and job opportunities for at-risk youth."

"Maybe expanding some of the programs... expanding services for school dropouts and recreational activities."

"In the last few years, DJJ has had a lot of opportunities and now it's time to focus again on middle school children before they even reach us."

"Need more oversight of the LMB process."

"A program implementation that focuses much more on taking a pro-active prevention-oriented response; we have been dealing much more with kids who are in the system, and I'd like to see us taking more of a prevention approach, focusing on younger, middle school children."

"I'd like them to bring the people that directly work with this population more to the table and listen to what they have to say. A lot of the programs are diversion and prevention, which have their place, but are not helping my kids."

Appendix F– Research-Based Programs

Table F1 Research-Based Programs Funded through the Youth Strategies Consolidated Grant, As Reported by LMB Directors*				
Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints³³	In OJJDP's Blueprints for Violence Prevention³⁴	In SAMSHA's (S)³⁵ or Surgeon General's (SG)³⁶ List of Research-Based Programs (✓ ✓ = in both)
Across the Ages (Control Group Success Night)	1			✓ (S)
Addictions Counselor (Project ALERT)	1	✓		✓ (S)
Adolescent Substance Abuse Intervention	1			
Afterschool**	3			
Alternative to Education Center	1			
Alternative to Suspension: Checkmate (Life Skills)	1	✓		✓ ✓
Big Brothers Big Sisters Mentoring	1	✓	✓	✓ (S)
Bridges to Success	1			
Bully Victim (assuming the Olweus program)	1		✓	✓ ✓
CARE Team	1	✓		
CASASStart**	1	✓	✓	✓ ✓
Character Counts**	2			
Child Welfare	1			

³³ Cited as a promising or proven program. Department of Criminology and Criminal Justice, University of Maryland College Park. (2002). *Blueprints Manual: A Guide to Promising and Proven Prevention Programs, Draft of 2/1/02*. College Park, Maryland: Department of Criminal Justice.

³⁴ Cited as a model or promising program. Center for the Study and Prevention of Violence. University of Colorado. *Colorado Blueprints Model Programs Overview*. Accessed 8 Sept 2003, @ <http://www.colorado.edu/cspv/blueprints/model/overview.html>.

³⁵ Cited as a SAMHSA model, promising, or effective program. SAMHSA: Substance Abuse and Mental Health Services Administration, Center for Substance Abuse Prevention (CSAP). (2003). *Science-Based Prevention Programs and Principles, 2002: Effective Substance Abuse and Mental Health Programs for Every Community*. Rockville, Maryland: U.S. Department of Health and Human Services.

³⁶ Cited as a model or promising program, levels 1& 2. Office of the Surgeon General. Department of Health and Human Services. *Youth Violence: A Report of the Surgeon General*. Accessed 20 March 03, @ <http://www.surgeongeneral.gov/library/youthviolence/chapter5/sec3.html>.

Table F1 Research-Based Programs Funded through the Youth Strategies Consolidated Grant, As Reported by LMB Directors*				
Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints³³	In OJJDP's Blueprints for Violence Prevention³⁴	In SAMSHA's (S)³⁵ or Surgeon General's (SG)³⁶ List of Research-Based Programs (✓ ✓ = in both)
Mediation				
Combating Underage Drinking** (CMCA)	2	✓		✓ (S)
Communities Mobilizing for Change on Alcohol (CMCA)	4	✓		✓ (S)
Communities That Care	1			
Community-Based Afterschool Programs	1			
Community Conferencing	1			
Creating Lasting Family Connections	1	✓		✓ (S)
Crossroads	1			
Cultural Competency Training	1			
Developmental Assets	1			
Directions Mentoring (replaces Big Brothers/Big Sisters)	1			
Diversion Officer	1			
Drawing the Line	1			
Educational Alternatives (also known as Bridges Detour)	1			
Enhancement-Nurse Home Visiting	1			
Environmental Strategies (Combating Underage Drinking)	1			
Families and Schools Together (FAST)	1			✓ (SG)

Table F1 Research-Based Programs Funded through the Youth Strategies Consolidated Grant, As Reported by LMB Directors*				
Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints³³	In OJJDP's Blueprints for Violence Prevention³⁴	In SAMSHA's (S)³⁵ or Surgeon General's (SG)³⁶ List of Research-Based Programs (✓ ✓ = in both)
Fam. Attend. Counseling and Encouragement – FACE	1			
Family Coordination Center	1			
Family to Family	1			
Functional Family Therapy	2	✓	✓	✓ (SG)
Healthy Communities - Healthy Youth	1			
Healthy Families	1			
Home Visiting for At-Risk Families	1			
Incredible Years	1	✓	✓	✓ ✓
Intensive Supervision	1			
Job Start	1			
JOINS	1			
Keep A Clear Mind	1			✓ (S)
Kent SHINES (Community Capacity Building)	1			
Life Skills (Botvin's/Life Skills Training)	1	✓	✓	✓ ✓
Mentoring (Big Brothers Big Sisters)	1	✓	✓	✓ (S)
Mentoring	2			
Multisystemic Therapy - MST	4	✓	✓	✓ ✓
Parents as Teachers	1			
Parents as the Anti-Drug	1			
PATHS Program	1	✓	✓	✓ (SG)
Peacemakers	1	✓		
Preparing for the Drug-Free Years (replaces Project STAR)	2	✓		✓ (SG)
Project Northland	1	✓	✓	✓ (S)

Table F1 Research-Based Programs Funded through the Youth Strategies Consolidated Grant, As Reported by LMB Directors*				
Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints³³	In OJJDP's Blueprints for Violence Prevention³⁴	In SAMSHA's (S)³⁵ or Surgeon General's (SG)³⁶ List of Research-Based Programs (✓ ✓ = in both)
Project PrePARE	1			
Project SIT	1			
Reconnecting Youth	1			✓ (S)
Residential Student Assistance Program	1			✓ (S)
School-Based Family Services	1			
School-Based Mentoring	1			
School Behavior Specialist	1			
Service Enhancement Grants (Functional Family Therapy and MST)	1	✓		✓ ✓
Service Linkage and Coordination (includes Functional Family Therapy)	1	✓		✓ (SG)
Social Marketing Campaign	1			
Substance Abuse Prevention Program (Life Skills)	1	✓		✓ ✓
Teen Court**	3			
Wrap Around Case Management	1			
Youth Leadership	1			
Youth Services Bureau Funding	1			
TOTALS:				
66	82	20 (20/66 = 30.3%)	10 (10/66=15.2%)	24 (24/66 = 36.4%)

*A number of possible explanations exist as to why some LMB director-classified research-based programs may not be found in any of the four sources. First, not every possible authoritative list is used in the validation. Lists of research-based programs are numerous (e.g., others are from NIDA, U.S. Department of Education, Developmental Assets, etc.) and ever changing. Second, some Youth Strategies Consolidated Grant programs are given vague generic names (e.g., afterschool programs, mentoring) that may actually conceal research-based program models. Every effort was made to identify the names of associated program models, but some may have been missed.

Third, the most likely explanation is that the programs not matching one of the four lists are based on the principles or practices of research-based programs. Grantees were allowed by GOCCP to include promising programs under their definition of research-based programs.

**Indicates a program/strategy that was classified as both research-based and non-research-based (or don't know) by different LMB directors (5 programs).

Table F2
Non-Research-Based Programs Funded through the Youth Strategies Consolidated Grant,
as Reported by LMB Directors

Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints	In OJJDP's Blueprints for Violence Prevention	In SAMSHA's (S) or Surgeon General's (SG) List of Research-Based Programs (✓ ✓ = in both)
Adolescent Substance Abuse Prevention	1			
Adventure Based Counseling	1			
Afterschool**	1			
Care Coordination	1			
Combating Underage Drinking**	1			
Data Collection and Analysis Center	1			
Delinquency Specialist	1			
Early Intervention Specialist	1			
Project Champion	1			
School-Based Mental Health	1			
STARS	1			✓ (S)
Student Assistance Program	1			
Supported Employment	1			
Systems Change Training and Technical Assistance	1			
Youth Development & Prevention Board	1			
Youth Support Center	1			
TOTALS: 16	16	0	0	1

** Indicates a program/ strategy that was classified as both researched based and non- researched based by different LMB Directors (2 programs)

Responses were “Don’t Know,” as Reported by LMB Directors:

Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints	In OJJDP’s Blueprints for Violence Prevention	In SAMSHA’s (S) or Surgeon General’s (SG) List of Research-Based Programs (✓✓ = in both)
CASASStart**	1	✓	✓	✓✓
Character Counts**	1			
Choice	1			
Clinical Evaluations	1			
Community Capacity Building	1			
Gang Prosecution	1			
Non Use Coalition and Social Marketing Campaign	1			
PACE (Program, Academic, Educational Center for Girls)	1			
Study Circles	1			
Teen Court**	1			
TOTALS: 10	10	1	1	1

**Indicates a program/strategy that was classified as research-based and “don’t know” by different LMB directors (3 programs).

Responses were Missing:

Name of Program (Model Name, if different)	Number of Implementations	In Maryland Blueprints	In OJJDP’s Blueprints for Violence Prevention	In SAMSHA’s (S) or Surgeon General’s (SG) List of Research-Based Programs (✓✓ = in both)
Aftercare	1			
Afterschool**	1			
Parent Teen Mediation	1			
TOTALS: 3	3	0	0	0

**Indicates a program/strategy that was classified as research-based and missing by different LMB directors (1 program).

Table F3 Advantages and Disadvantages of Research-Based Programs, as Reported by LMB Directors and Active Mandated Partners (n=92)*					
	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know
Advantages:					
Research-based programs are proven, effective, or reliable programs with known outcomes.	0%	3%	67%	27%	2%
Pre-designed, research-based models save time and energy from having to develop your own programs.	1%	12%	62%	25%	0%
Research-based programs help you to break away from programs that are already in place.	1%	16%	62%	17%	3%
Disadvantages:					
Research-based programs are well suited to the race or ethnicity of local target populations. **	2%	39%	45%	7%	8%
Research-based programs are well suited to a rural setting. **	5%	43%	39%	1%	11%
Research-based programs must be implemented too rigidly or without adaptation.	7%	40%	42%	11%	0%
Research-based programs are too expensive.	3%	42%	38%	12%	4%
Research-based programs limit innovation.	7%	48%	36%	9%	1%
Local service providers do not have the qualified staff to properly implement research-based programs. * (n=24)	12%	52%	27%	7%	3%
It is too cumbersome or time consuming to find out about research-based programs.* (n=24)	33%	63%	4%	0%	0%
A research-based program may not be as effective as the original program that was evaluated. * (n=24)	4%	29%	50%	8%	8%

*The last 3 rows contain questions asked only of LMB directors.

** This statement was stated in the positive, but was disagreed with, making it a disadvantage.

Figure F4
Coordinator and LMB Director Volunteered Comments on Research-Based Programs

In response to a question asking about the current emphasis on research-based programs...

"Sometimes it's the research-based thing that is innovative." – Prevention Coordinator

"We've used them to be innovative, but that's because we haven't had to implement them just so. What we've always been doing is adapting them to meet our needs." – HotSpots Coordinator

"They are expensive, not too expensive. If it works, it doesn't matter what the price tag is." – Law Enforcement Representative

"I firmly believe in these programs." – Law Enforcement Representative

"In a rural-based county it presupposes that research-based programs can be dropped into communities. These programs require a blend of sophistication, and we don't have it. Not everybody here believes in research-based programs." – LMB Director

"Conceptually and philosophically it's the way to go. Here it's difficult and there's not enough money to operationalize research-based programs." – LMB Director

"A little too much emphasis ... they suggested programs but then [we] were expected to use them." – LMB Director

"[We] talk about this all the time because of an inadequate supply of research-based programs." – LMB Director

"It's absolutely appropriate to focus on research-based [programs] but little community-based organizations can't do these programs." – LMB Director

"To the extent they recognize there are limitations. It's not always easy to find the appropriate programs." – LMB Director

"I welcome research-based [programs] but the meta-analysis is ridiculous. [That] is taking it too far." – LMB Director

"I've always thought best practice models based on what we know are the way to go. There's always been too little. However, I've found that you have to be careful. I approach them with a skeptical eye because they are expensive, and if those proven programs are funded well enough they can prove they are successful. And all of their stuff does not necessarily apply. Under the best circumstances, those programs do work, but in the real world the expense does not justify the results." – Prevention Coordinator

"We do need to look at outcomes. If a program isn't working, how come?" – Prevention Coordinator

"None of them ever takes transportation into account." – Prevention Coordinator

"There's too much emphasis on the CSAP model programs. Research-based programs are good. It's how research-based programs are being defined that is not good." – Prevention Coordinator

"More attention needs to be paid to minority kids [in our region]." – Prevention Coordinator

"The problem is you can't always find a model research program that fits your needs. For instance, the [name omitted] program that we are utilizing is research-based, but in a school setting, and we are using it in a community setting, which has a whole different set of issues... We were already utilizing research-based programs." – Prevention Coordinator

"It depends on how creative you can be." – Prevention Coordinator

"I don't think that's necessarily a good thing; my programs were research-based, and I've had to replace them with a CSAP model program, which doesn't make sense to me. When I have a program that I have been researching and evaluating for 10 years and getting good outcomes, then why should I change that?" – Prevention Coordinator

"If we are talking about delinquency and meeting delinquency needs, then we need more than afterschool programs. We need to meet the needs of the kids who walk in my door. And I do not need them to be hamstrung by having to be "Best Practices," which often are not the best fit for our area." – Prevention Coordinator

"If we're talking about research-based strategies, then I think there should be emphasis, but if we're only talking about 'just programs' that serve only a few people, then I think we overemphasize it. I prefer those that reach the entire community, not just high-risk people." – Prevention Coordinator

"The research-based, I think, is very important. The problem we are running into is that we might lose a program just because it didn't meet a deadline to get into a certain book." – Safe and Drug Free Schools Coordinator

"That's a hard one. There [are] so many different programs..." – Safe and Drug-Free Schools Coordinator

"We're talking about doing [a program] in a small area. We're using all the same people. How much capacity do those people have? Like with CASASStart, where are we going to find all those MSWs?" – HotSpots Coordinator

"Some are, some aren't [proven, effective, and reliable]." – HotSpots Coordinator

"The problem that we have is trying to find them. If we have the ability and flexibility to adapt things to our area, then great, if not, they are not such a great deal. We are adapting ... an urban program, but the program encourages us to adapt it to our area. However, if the state told us we couldn't do that we would have a problem. We don't have transportation and youth facilities that some of the more densely populated areas do." – HotSpots Coordinator

"A lot of them are based on what they find in cities, so I agree, but with reservations." – HotSpots Coordinator

"I would hope they would be [well suited to a rural setting]. We were not considered for a drug court, because we are not considered to have a drug problem, because we don't have the high numbers that a more densely populated area might." – DJJ Representative

"They tend to promote the idea [of] what's been used in other communities, [and what has] been successful already. It's hard to get new ideas to be researched. One example of this is [a drug treatment program]. There's a lot of evidence to show that this has been effective with the adult population, but never with the juvenile population, and we're concerned that we won't get funded." – DJJ Representative

"If the program that is already in place is successful, I don't want to replace it. Why replace it with a program that has been proven elsewhere, when it may not work here? If you have programs that are working it doesn't make sense to replace them, but now we have trouble funding them." – Law Enforcement Representative

"They have qualified staff, but we don't have enough staff." – Law Enforcement Representative

[In answer to "Do Research-Based programs limit innovation?"] "Well, practiced in their purest forms, yes." – Law Enforcement Representative

"Over the last 5 or 10 years there has been more consideration for rural areas than there ever has been." – Law Enforcement Representative

Appendix G. Barriers and Major Accomplishments

Table G1 Barriers to the Implementation of the Youth Strategies Consolidated Grant, as Reported by LMB Directors				
Barrier	Not at All	To a Minor Extent	To a Moderate Extent	To a Major Extent
For each of the following, please tell me whether you think it is a barrier in implementing the Youth Strategies Consolidated Grant...				
Is inadequate funding a barrier? (n=23)	13%	35%	30%	22%
Are inadequate staff resources a barrier? (n=23)	17%	26%	48%	9%
Are difficulties continuing the commitment of committee members or partners a barrier? (n=23)	35%	39%	22%	4%
Is a need for the cross-training of agency partners a barrier?*(n=22)	27%	46%	18%	5%
Is inadequate community involvement or mobilization a barrier?*(n=22)	36%	46%	9%	5%
Are difficulties in monitoring the programs or strategies a barrier?*(n=22)	32%	36%	27%	0%
Are difficulties in evaluating the programs or strategies a barrier?*(n=22)	18%	41%	18%	18%
Are difficulties in finding qualified evaluators a barrier?*(n=23)	35%	13%	22%	26%
Are difficulties in meeting the reporting or management requirements of GOCCP a barrier? (n=23)	22%	17%	30%	30%
Are difficulties in communicating with GOCCP a barrier? (n=23)	13%	17%	48%	22%
Is poor program fidelity (that is, programs not being implemented according to their original designs) a barrier?*(n=21)	52%	24%	19%	0%
Is insufficient training or professional skills of providers a barrier?*(n=22)	46%	36%	9%	5%
Are difficulties in integrating Youth Strategies services with other youth and family services a barrier?*(n=22)	50%	41%	5%	0%

Occasionally totals do not sum to 100% due to rounding.

* A “not applicable” answer (equaling 5%) is included in this question’s total.

Figure G1
Major Accomplishments and Aids to Achieving Those Accomplishments,
as Reported by LMB Directors

In answer to, “What has been your one major accomplishment thus far?”	In answer to, “What has helped you achieve this accomplishment?”
<i>“Bringing additional resources to the community to address and identify problems. Helped in the coordination of existing services in addressing those needs.”</i>	<i>“The consolidation of funding, services, and resources has made everyone coordinate their efforts much better.”</i>
<i>“Having a coordinated plan and planning process that involves the major stakeholders.”</i>	<i>“The availability of new dollars. The use of LMBs as the vehicle for the planning and distribution of the funds.”</i>
<i>“Developing and expanding community-based services. [A program] was developed and we had a very strong [name omitted] program in various middle schools and this additional funding enhanced [name omitted] School that didn’t have as strong a funding source. Developing a continuum of community services.”</i>	<i>“Funding from the grant. Strong community providers. A good infrastructure for those providers. We picked vendors who were very strong. We preselected those who had a strong track record on implementation, outcome measures. They also were organizations that provided a lot of in-kind. There was a strong commitment and a lot of buy-in from parties.”</i>
<i>“We’re getting people together, the partnerships. The programs overlap with so many different agencies and programs.”</i>	<i>“Hiring (our program manager). The availability of resources. The planning process we went through brought people to the table, brought a commitment to make something happen.”</i>
<i>“Building a new continuum of care, a new system for dealing with these problems, a new process, and getting agencies together. Something we’ve never done before.”</i>	<i>“Hiring an excellent director. Having an LMB board that is really committed to making it work and helping the LMB director in getting it going.”</i>
<i>“The implementation. With the transition the agency was in, we weren’t ready to implement. It took a lot of hard work with the vendors, the community, and the new staff. They are very well thought [out] programs at this point. I’m proud of them now. The adaptation of the model programs to our community with fidelity to the models is now in place. The community also strongly owns these programs.”</i>	<i>“The strong leadership of the LMB staff. Flexibility and understanding in working with the community. A lot of capacity building and training around models and around positive youth development principles.”</i>
<i>“Working with all the different agencies and collaboration. We actually [did] everything we said we would. We implemented, continually evaluate, and the feedback has been positive.”</i>	<i>“The competency of my staff. We were welcomed by the other systems.”</i>
<i>“We got the programs up and running pretty quickly. We got training in [a program], community-wide training. Community members, other communities, service providers, and nonprofits attended. We worked real hard to get the fiscal part under control.”</i>	<i>“The dedicated staff. Very energetic, working their tails off. And a lot of strong community support, the vendor community, good collaboration, a strong Local Management Board.”</i>
<i>“Considering everything that happened, with changes in GOCCP staff ... getting programs’ contracts awarded was a major accomplishment.”</i>	<i>“The LMB staff working tremendously hard to send and resend our paperwork up to GOCCP and making sure we had copies of everything. Just plain tenacity.”</i>

Figure G1
Major Accomplishments and Aids to Achieving Those Accomplishments,
as Reported by LMB Directors

In answer to, “What has been your one major accomplishment thus far?”	In answer to, “What has helped you achieve this accomplishment?”
<i>“To build the cohesion of the major stakeholders to focus on particular needs of the community in terms of youth. To be able to focus and target a particular need that we can be successful on. To get them all on the same page in terms of a vision, and to build the relationships of working together.”</i>	<i>“The major players/predecessors whose shoes I stepped into. The former LMB director’s direction of staff and of board members. The Governor’s Office was clear on what was wanted and the help that was provided (by them).”</i>
<i>“The [program] portion. Hiring that vendor and all the progress they made – in the community and the commitment they have from principals and teachers. We sent people to a national training on developmental assets. It’s really been an involved process.”</i>	<i>“The commitment of the people involved – the vendor, the principals, the teachers, the kids who were participating, and the families too.”</i>
<i>“The community linkages and the community support that’s been established.”</i>	<i>“The number one thing is it’s a very strong community and a very strong coalition team. Also it [is] a small community.”</i>
<i>“An opportunity to directly implement our comprehensive strategic plan for juvenile justice.”</i>	<i>“Because all of the stakeholders who were involved in planning were also committed to seeing that it worked.”</i>
<i>“A willingness among partners and an awareness of the public about youth development and prevention in general.”</i>	<i>“The community and the county has really taken an active interest in youth issues. For example, in the election, youth was a top issue on the platform.”</i>
<i>“The ... program. I’m most proud of that. It offers an evidence-based program and a level of service that was unavailable to these very needy families. [We] hope to keep them out of detention and [give them] higher levels of care and to improve their quality of life. To have an impact on the individual families we serve.”</i>	<i>“The efforts of the community coming together and being able to truly look at the needs in [our] county and to propose which evidenced-based program to improve outcomes in juvenile justice programs. The synergy of the people coming together.”</i>
<i>“What our strongest programs have in common is that we have stepped up to provide opportunities for success – connecting with children who were not qualifying for any particular service, but they were so at-risk. For example, in our ... program, that project was designed to identify kids that weren’t diagnosed; they weren’t qualified for mental health specialists. But they needed people to advocate for them, to support them. [So we] put people in the schools with the same qualifications, to be child and adolescent specialists, but who are being paid by the grant, [instead of being] reimbursed. In [one town], by March 1st, [when the program started], there were 53 kids [enrolled] and some on a waiting list...Almost every kid showed an improvement in their grade point average.”</i>	<i>“The way we thought about our community when the Youth Strategies grant came out. Looking at our community from prevention to aftercare, across the continuum. It was so reinforcing helping people understand the LMB. We were data-driven and results-oriented.”</i>
<i>“Our ability to provide early intervention and prevention services to a large number of youth. And the cross-pollenization of a number of programs within many agencies.”</i>	<i>“The vision of coordinating multi-faceted services to achieve multi-level goals. Approaching the problem comprehensively has been a big advantage.”</i>

Figure G1
Major Accomplishments and Aids to Achieving Those Accomplishments,
as Reported by LMB Directors

In answer to, “What has been your one major accomplishment thus far?”	In answer to, “What has helped you achieve this accomplishment?”
<p><i>“One accomplishment was to pull people together to look at those issues. The organized data collection piece, the analysis of data related to this grant – the PDE process. We got maps that helped us target communities and we were able to map the target areas and show hot pockets – that helped us pick our target communities and where are the hot pockets. The DMR issue came out of the Youth Strategies process. We can see the possibility of other strategies to address it that we weren’t looking at before.”</i></p>	<p><i>“Having the good technical assistance people from the [a university]. In essence, you have additional staff. Also the technical assistance – the conference that GOCCP did provided excellent information. The process that was required for the grant in bringing all these stakeholders together. Some of these people don’t sit on the LMB. It was good to bring in their views.”</i></p>
<p><i>“The major accomplishment has been to bring so many different kinds of programs that weren’t addressed before to the community. And the partnerships that have been developed through it.”</i></p>	<p><i>“The team planning process that was involved with applying for Youth Strategies in the first place. Communication in general. Communicating to the public that they were there and available.”</i></p>
<p><i>“Getting GOCCP to agree to operate [program name omitted]. It wasn’t a model program and they originally told me we couldn’t do it.”</i></p>	<p><i>“Through negotiations we figured out how to make it work. A face-to-face meeting with GOCCP. The negotiation process, compromise.”</i></p>
<p><i>“The collaboration of partners. Bringing stakeholders together. It’s been an opportunity to bring a diverse group of stakeholders together for input.”</i></p>	<p><i>“Our past experience in dealing with GOCCP to fund programs. Looking at supplemental funding to help us sustain things. People network pretty well in [our] county. And we have good county government support. We have a very strong vendor as well [for our two programs] who uses their resources to evaluate and pursue things on their own to research and evaluate programs.”</i></p>
<p><i>“The ability to fill the continuum gap of having extremely limited services for aftercare and deinstitutionalized youth. The ability to provide ... substance abuse prevention curriculum which is specifically targeted at parental involvement. The integration of a resiliency curriculum into ... schools.”</i></p>	<p><i>“Very willing, flexible vendors. Support from the public school system. Good LMB staff. And support from GOCCP.”</i></p>
<p><i>“The implementation of the ... program, because it truly filled in a gap that existed in the county, despite the lack of funding. It’s evolved into a ... program and trying to redirect their behavior [of habitual truancy, runaways, disruptions in school] so they don’t become delinquent. And making the ... program a full-time position so that she can devote more time to public relations ... and consolidate the ... programs throughout the county.”</i></p>	<p><i>“Good vendors, who see the vision. A devoted staff who also see the vision.”</i></p>

Figure G1
Major Accomplishments and Aids to Achieving Those Accomplishments,
as Reported by LMB Directors

In answer to, “What has been your one major accomplishment thus far?”	In answer to, “What has helped you achieve this accomplishment?”
<p><i>“The significant amount of predelinquency kids and their families who have been able to connect to services. ... Our ability to really get into the DJJ system and look at the challenges they are facing in working with kids. We’re going to fund a ... project with them to cut out the time of processing data. They’ve been doing it manually. They don’t have time to enter the data once they’ve collected it. ... The court can then have a record of the types of referrals (and which services the child and family followed up on). Until the time a kid is adjudicated, DJJ has no authority or leverage to do anything with the child and no way of enforcing (their recommendations).”</i></p>	<p><i>“The partnerships that have been developed as a result of the Youth Strategies planning process. But after the money was taken away, [one program] had to be the centerpiece. We had to bring people back together to see the possibilities and build on those. The ability to have commonly identified needs and to find funds outside of Youth Strategies to leverage.”</i></p>