

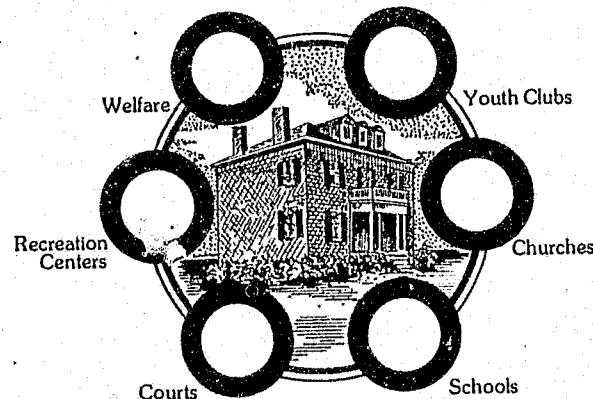
If you have issues viewing or accessing this file, please contact us at NCJRS.gov.

6797

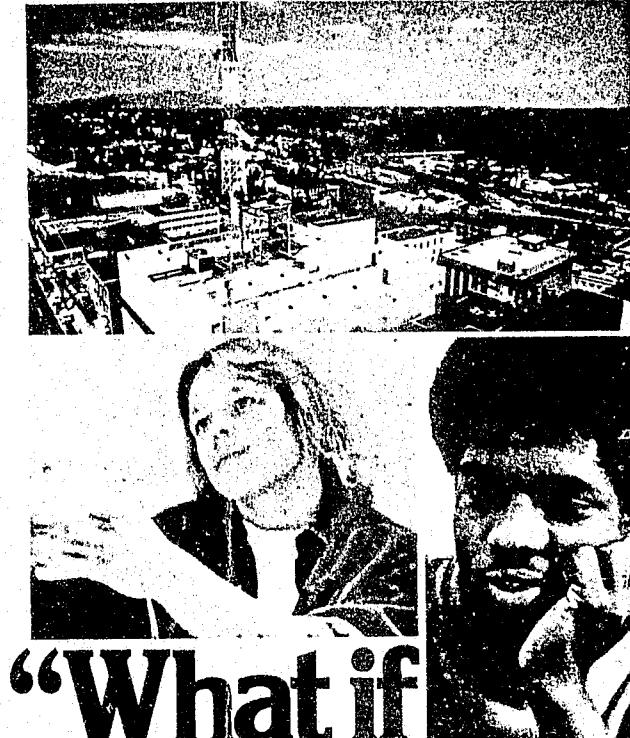
get into trouble in the first place. LYS is there to care. But, it can't do it alone. More resources need to be found, more volunteers need to become involved because more youth need to be helped.



**Participating agencies include:**  
Big Brothers of Central Virginia  
Central Virginia Mental Health Services  
Central Virginia Planning District  
Commission  
YWCA & YMCA  
Child Development Clinic  
24th District Juvenile & Domestic  
Relations Court Service Unit  
Lynchburg Community Action Program  
Lynchburg Department of Social Services  
Lynchburg Public Schools  
Virginia Employment Commission  
Lynchburg Covenant Fellowship  
Lynchburg Redevelopment and Housing  
Authority  
Family Services of Central Virginia, Inc.  
Boy Scouts of America  
Virginia Department of Vocational  
Rehabilitation



**Lynchburg Youth Services, Inc.**  
P.O. 984 Lynchburg, Virginia 24504



**“What if  
there were a  
place to go?”**

## **"What if there were a place to go?"**

There is. It's called Lynchburg Youth Services and it's there to help. LYS was created in 1973 by the Lynchburg City Council to help prevent juvenile delinquency. That is a tough assignment. To do it, LYS set out to bring young people together with public and private community resources needed to help them in their daily lives. Sometimes the needed resources aren't there. So, they have to be created. And, that is another reason why LYS is there.

## **"What if there were a friend to know?"**

Young people and LYS get together in many ways. A call for assistance can be made by a teacher,



a judge, a minister, another agency, the youth's parents, or even the youth himself. LYS provides a friend who will listen with an open mind seeking to find the cause of the youth's problem. More importantly, this friend works to discover the needs of the youth and then link up that troubled youngster with whatever combination of resources are needed to meet the needs.

## **"What if you could find the answers there?"**



The answers could be counseling, help with school, employment or getting the youth involved with social groups. The answers could involve tailoring a school curriculum to fit the child's abilities and interests or providing public transportation to increase job options.

The answers are rarely quick and easy. Even the problem is sometimes very hard to peg. But, LYS is there to see that meaningful solutions can be provided no

matter how much effort is needed.



## **"Well, that is why we're here..."**

Success is hard to measure. In terms of numbers, LYS in its first two years secured jobs for 68% of the youths who came for help, despite a sluggish economy. LYS has also aided in the diversion of hundreds of cases that might have gone to the juvenile justice system.

That has meant that thousands of taxpayer dollars have been saved that would have been spent had the cases gone to court.

## **"...Because we care."**

The real savings, though, are in terms of lives: helping troubled youth get back on a successful path or seeing that youth don't

ABSTRACT

*Arthaler*

TITLE: The Lynchburg Project.

An analysis of factors leading to substantial changes in Lynchburg's Juvenile Justice System

PUBLISHER: Division of Youth Services  
Virginia Department of Corrections

DATE: April, 1977

INTRODUCTION:

The following significant changes in the youth service system in Lynchburg have caused persons of both the state and local level to become interested in trying to determine what might have caused such changes:

- (1) A 43% decrease in the number of youth received at the 24th District Juvenile and Domestic Relations Court.
- (2) A 47% decrease in the number of youth committed to the State Board of Corrections.
- (3) The Lynchburg Detention Home only has 53.5% of its maximum capacity.
- (4) On a statewide basis the percentages have increased.

METHODOLOGY:

Obtaining the information for this study involved three basic tasks:

- (1) Input from the community via group meetings and an Opinion Survey.
- (2) A review of the existing data from such areas as welfare, education and the juvenile justice system.
- (3) The development and implementation of a questionnaire to assess the findings of steps 1 and 2.

Hypothesis:

The study tested the hypothesis that if such variables as: cooperation and coordination, public support, good delivery of services existed in a community then one could expect an effective youth service system.

Population:

The population sampled was drawn from a list of all youth service agencies in Lynchburg. The agencies were divided into 5 broad categories which approximately thirteen representatives from each group for a total of 65. Of the 65, we received a response of 48 which is a 74% response rate. A breakdown of the responding sample is as follows:

69797

TABLE I

TYPE OF AGENCY	ADMINISTRATION	MIDDLE MANAGEMENT	DIRECT SERVICE	TOTAL	%
School	3	2	2	7	(14.5%)
Juvenile Justice	4	1	2	7	(14.5%)
Social Services	3	1	4	8	(16.8%)
Youth Services	9	1	4	14	(29.4%)
Miscellaneous	7	1	4	12	(24.8%)
TOTAL	26	6	16	48	(100.0%)

#### Procedure:

The following is a chronological outline of the events and procedures used for the Lynchburg Project:

<u>DATE</u>	<u>ACTIVITY</u>	<u>PARTICIPANTS</u>
9/29/76	Initial discussion of the Lynchburg Project	Division of Youth Services
10/76	Community Meeting	Lynchburg Youth Services Network
10/13/76	Development of a plan for the Lynchburg Project	Evaluation Team
10/25/76	Development of the Opinion Survey	Evaluation Team
11/3/76	Orientation meeting on the Lynchburg Project and distribution of Opinion Survey	League of Women Voters representatives of Youth Services Agencies
11/23/76	Review results of Opinion Survey	Evaluation Team
1/77	Develop evaluation instrument	Evaluation Team
2/1/77	Distribute questionnaire	League of Women Voters
3/1/77	Return questionnaire	League of Women Voters
3/77	Review results of questionnaire	Evaluation Team
4/77	Publish the results of the Lynchburg Project	Evaluation Team

### Results:

(The results are given in ten tables each showing the responses by type of agency.) Overall, the agencies agreed that the variable of cooperation and coordination, public support and a good service delivery system did exist in Lynchburg. In the overall community assessment public awareness, more available services, inter-agency cooperation and coordination and changes in policies and practices affecting youth were given the highest rating for reasons in change.

### Policy Suggestions:

- (1) Each community must utilize all of its resources in a cooperative and coordinated manner.
- (2) There must be a strong community interest and involvement in youth programs.
- (3) Since no single agency can possibly meet all the needs of its clients, each agency should work with others to insure needs are met and the credit for the service is shared.

### CONCLUSIONS:

- (1) A high degree of cooperation and coordination exists among many of the youth service agencies.
- (2) There is a strong relationship between the Lynchburg Police Department and other youth service agencies. In rating this department 73.6% of all the respondents felt that the police department did an excellent or good job.
- (3) The creation of Lynchburg Youth Services has had a substantial effect on the youth service network. It has both been effective in influencing the court's attitude toward status offenders and has served as a catalyst in promoting inter-agency coordination.
- (4) Certain civic and social groups have played an active role in bringing changes without being accused of having a vested interest in either the public or governmental sector.
- (5) No one particular program or project has been responsible for the changes in Lynchburg. Rather it has been a combination of all the variables: cooperation and coordination, public support and delivery of services, plus others that have all acted together.

As one respondent noted:

"The most significant changes over the last few years have been increase communication and less "turf" protecting. There was a time when each agency thought they were best and had all the answers. When we found out we needed each other equally; that's when the children started being served".

THE LYNCHBURG STUDY :

AN ANALYSIS OF FACTORS LEADING TO  
SUBSTANTIAL CHANGES IN LYNCHBURG'S  
JUVENILE JUSTICE SYSTEM

ELLEN GLETTNER  
PROGRAM EVALUATION UNIT

CHARLIE WESTON  
DELINQUENCY PREVENTION SERVICE

DIVISION OF YOUTH SERVICES  
VIRGINIA DEPARTMENT OF CORRECTIONS  
APRIL, 1977

## TABLE OF CONTENTS

	PAGE
INTRODUCTION . . . . .	1
METHODOLOGY . . . . .	4
Introduction	
Type of Study	
Hypothesis	
Questionnaire	
Variables	
Population	
THE RESULTS . . . . .	10
IMPLICATIONS FOR FURTHER STUDY . . . . .	20
POLICY SUGGESTIONS . . . . .	21
CONCLUSION . . . . .	22
APPENDICES . . . . .	26
Appendix A: Opinion Survey	
Appendix B: List of Youth Service Agencies to be Surveyed	
Appendix C: Procedures	
Appendix D: Overall Results of Questionnaire	

## INTRODUCTION

Between 1973 and 1976 some interesting trends concerning the treatment of youth in Lynchburg's Juvenile Justice System became evident. For example, there was a 43% decrease in the number of youth received at the 24th District Juvenile and Domestic Relations Court Intake (1,530 to 870).<sup>1</sup> Furthermore, there was a 47% decrease in the number of youth committed to the State Board of Corrections (28 to 15).<sup>2</sup> Finally, during the 1975-76 fiscal year, the average daily population of the Lynchburg Detention Home was 10.7 children, which constituted only 53.5% of its maximum capacity.<sup>3</sup> The 1976 figures become more impressive when it is realized that Lynchburg annexed parts of Campbell and Amherst counties in January of 1976, and its population grew from 54,000 to 76,000.<sup>4</sup>

What makes these figures significant is the contrast they provide with the statewide trends. From fiscal year 1974-1975 to fiscal year 1975-1976, the total number of youth received at court intake for state as a whole grew by 9% (57,076 to 62,337).<sup>5</sup> The total number of children committed to the State Board of Corrections increased some 4% (1,459 to 1,516).<sup>6</sup> Lastly, the statewide average for all detention centers in fiscal year 1975-1976 was 74.5% of its maximum capacity.<sup>7</sup>

1 Evaluation Unit, Division of Youth Services.

2 Ibid.

3 Ibid.

4 Lynchburg Youth Services, Inc.

5 Probation Officers Workload Report: 1974 figure was only given for nine mos.

6 Reception & Diagnostic Center Annual Report. Includes both newly committed and recidivists.

7 Evaluation Unit, Division of Youth Services.

When this trend became noticeable many persons at both the state and local levels became interested in trying to determine what might have caused such changes. Initially, the Division of Youth Services decided to explore the possibilities of undertaking a study. Following that decision, the idea was discussed in an October, 1976 meeting in Lynchburg between individuals working with youth in the community and certain Division personnel. At a later meeting of those same persons, it was decided a thorough analysis should be undertaken. The purpose of this analysis was to identify the reasons for the decrease in juvenile delinquency as indicated by the numbers.

During the three years between 1973 and 1976, a number of different events occurred which greatly affected Lynchburg's youth services delivery system. Four events had particular impact. In 1973, Lynchburg Youth Services, Inc. was created by City Council to help prevent juvenile delinquency. It served as both a source of referral for many children who might have otherwise been sent to court and as a child advocate agency. Secondly, in October of 1976 the Lynchburg Police Department was re-organized and the Youth Bureau was incorporated into the Investigations Bureau. Instead of all juveniles cases being handled by this five man Youth Bureau, the entire police department treated all cases as they came along. This allowed each officer more leeway to divert children from further penetration into the System. Still another event which occurred was the informal policy change in which the juvenile court judge decided that the court was not the appropriate agent to handle truancy cases. This meant the schools

had to find alternative ways of dealing with truant youngsters besides sending them to court. Lastly, there was an upsurge of public support for more community-based alternatives for dealing with troubled youth. Both the Opportunity House (a residential care facility for court referred youth) and Project Crossroads (a crisis intervention shelter) were established during that time.

Following the October meeting, an Opinion Survey was devised. This survey contained several open-ended questions and would serve as the starting point for more extensive research. The League of Women Voters was enlisted to administer the survey because of their active involvement in the community as well as their knowledge of youth-serving agencies in Lynchburg. Essentially, this Opinion Survey noted some of the changes which were happening and asked:

1. What other significant changes occurred in the area of youth services?
2. What caused the changes?
3. What persons, agencies or organizations were responsible for such changes?

The League then compiled an extensive list of persons and agencies dealing with youth. A sample of 18 prominent persons was selected to answer the survey. A total of 16 responded.

The results of the Opinion Survey revealed three basic reasons that the respondents believed were responsible for causing the changes. Those reasons were: (1) inter-agency cooperation and coordination among most youth serving agencies, (2) a substantial degree of public support and (3) creation of needed services. The survey revealed further that no one particular person or agency was commonly thought to be most responsible. Also, the survey respondents noted that the caliber of persons working

with youth in Lynchburg was very high.

Based on the results of this subjective analysis, it was hypothesized that the above mentioned reasons were the primary cause of the changes in Lynchburg. Once this hypothesis was established, it was necessary to conduct a larger and more objective survey to determine if in fact these activities were going on. It is important to note the basic assumption was made that the existence of these items helped cause a reduction in juvenile delinquency. While there is no concrete proof for such an assumption, a substantial amount of literature suggests any delinquency prevention programs must have these three items to be successful.

## METHODOLOGY

### Introduction

In developing this study the authors (hereby designated as the Evaluation Team) outlined three basic steps. The first involved receiving input from the community as to their perceptions of the youth service network in Lynchburg. This was accomplished via three community meetings and an Opinion Survey mentioned earlier. The second step was reviewing all the existing data on a state and local level pertinent to this study. This included statistics in the area of welfare, education and the Juvenile Justice System and various reports on the Lynchburg Youth Service System. The third step was the development of a questionnaire to test the findings of steps 1 and 2 and to develop a more complete

picture of the youth services in Lynchburg, Virginia. Research for this project, although carried out by the Division of Youth Services staff, relied heavily on the input from community representatives and on the efforts of the Lynchburg League of Women Voters.

#### Type of Study

The Lynchburg study was designed to look at the entire network of services to youth in Lynchburg, Virginia. A selected sample of representatives of the youth service system was surveyed. The questionnaire was designed to assess their perceptions of the selected variables mentioned in the hypothesis and to describe relationships between the variables and the type of agency. The variables were initially identified by the Opinion Survey discussed earlier. This method of research, known as descriptive, has often been used and has value in planning, policy selection and program implementation, which is the ultimate goal of this study.

#### Hypothesis

The hypothesis for this study was based on the assumption that the changes occurring in Lynchburg were due to specific variables indicated in the Opinion Survey: coordination and cooperation, public support and delivery of services. The study therefore tested the hypothesis that if such variables existed in a community then one could expect an effective youth service system that met the needs of youth in the community and a decrease in juvenile delinquency.

### Questionnaire

The Lynchburg study questionnaire was made up of a general information sheet and nineteen questions. For the interest of this study, the items in the general information sheet are called the independent variables, and the dependent variables are defined in four groupings of most of the nineteen questions, as indicated in the preceding section.

The questionnaire was prepared by the staff of the Division of Youth Services. The ideas for questions that were used were taken from various youth needs questionnaires from such sources as the Department of Health, Education and Welfare, the Lynchburg League of Women Voters, and other sources. Once a draft was completed, it was pre-tested by professional members of the Richmond youth services community to test for clarity and relevancy.

This survey was administered by the Lynchburg League of Women Voters. Their special committee on juvenile justice hand delivered questionnaires to selected agencies in each of the five major fields and was responsible for collecting the questionnaires. The chairwoman of this committee returned the questionnaires to the Division of Youth Services for compilation and analysis of data.

### Variables

The two groups of independent variables were the type of agency and level of position. For the purpose of analysis the type of agency

was grouped into five distinct categories. These categories are:

- I. School
- II. Juvenile Justice System  
Court Services  
Police  
Judicial
- III. Social Services  
Health  
Mental Health
- IV. Youth Service System  
Recreation  
Youth Service  
Employment
- V. Miscellaneous  
Civic or Social Club  
Other

The three levels of position are: (1) Administrative, (2) Middle Management and (3) Direct Services.

The four main dependent variables consisted of: (1) Overall Community Assessment, (2) Cooperation and Coordination, (3) Delivery of Services and (4) Public Support.

#### 1. Overall Community Assessment

This first group is defined by looking at the types of changes, limitations and priorities occurring within the youth serving agencies of the community. In each of these questions the respondent is asked to rank the choices with 1= the highest rank. (Please refer to questions #1, 14 and 15 of the questionnaire for further explanation of the variables).

#### 2. Cooperation and Coordination

The second variable was operationally defined by asking such questions

as whether or not the respondent's program discussed issues, made plans, cooperated and/or shared resources with other programs in the youth service network. The responses available were: (1) Always (2) Sometimes (3) Never for questions #2, 3 and 4. For #6 on sharing resources the responses were either: (1) Yes, (2) No or (3) Don't know. An additional question asked if they had a well coordinated community, question #16.

### 3. Delivery of Services

Delivery of services is seen as a qualitative measure of the services already available in Lynchburg. The respondent was asked to rate the services defined as: (1) Educational (2) Recreational (3) Social Services (4) Law Enforcement (5) Other; by marking either excellent, good, fair or poor. (See question #19). In addition, they were asked whether or not they made and/or received referrals and whether there was a standard procedure for referrals. The three questions #7, 8 and 9, had the responses of (1) Yes, (2) No or (3) Don't know.

### 4. Public Support

For this variable we asked the respondent to indicate the way in which the public shows support: (1) Direct services (2) Fund raiser (3) Serve on boards and/or committee (4) Involved in political process and (5) Other. Also, respondents were asked to list agencies that seem to have the most and least support in the community. (See questions #18 and 17 respectively).

Population:

The population sampled for this study was drawn from a list of all youth service agencies in Lynchburg. This list was compiled from both the Lynchburg Information and Referral Service and the responses on the Opinion Survey. The agencies were divided into (5) broad categories:

1. Educational (Schools)
2. Juvenile Justice System (Court Services, Police, Judicial)
3. Social Services (Mental Health, Health)
4. Youth Services (Recreation, Employment, Youth Service Project)
5. Miscellaneous (Civic or Social groups, other)

(See Appendix B for list of the youth services agencies to be surveyed.)

From each category there were approximately thirteen (13) representatives surveyed from a total sample of 65. It should be noted that although the exact respondent was randomly selected the agencies surveyed were a non-random group identified predominately by the Opinion Survey. The size of the sample represents an attempt to allow proportionate representation of each of the five categories, and at the same time minimize the time and cost of such an extensive survey. Of the 65 distributed, a total of 48 responses were received for a 74% response rate. This is a respectable rate for a survey of this type. A breakdown of the responding sample is as follows:

TABLE I

TYPE OF AGENCY	ADMINISTRATION	MIDDLE MANAGEMENT	DIRECT SERVICE	TOTAL	%
School	3	2	2	7	(14.5%)
Juvenile Justice	4	1	2	7	(14.5%)
Social Services	3	1	4	8	(16.8%)
Youth Services	9	1	4	14	(29.4%)
Miscellaneous	7	1	4	12	(24.8%)
TOTAL	26	6	16	48	(100.0%)

## THE RESULTS

The following tables illustrate the responses of selected questions in the questionnaire by the four dependent variables discussed earlier. To remind the reader, each dependent variable will be looked at by the responses of the type of agency using the categories of: (1) School, (2) Juvenile Justice System, (3) Social Services, (4) Youth Services and (5) Miscellaneous. Each table will show the forty-eight cases used in this study. (For the results of the entire questionnaire please see Appendix D.)

### 1. Overall Community Assessment

TABLE II

RESPONSES BY NUMBER AND PERCENTAGE OF REASONS FOR  
CHANGE\* IN LYNCHBURG RANKED FIRST BY TYPE OF AGENCY

	1	2	3	4	5	6	7	8
School	1(14.3)	3(25.0)	1(12.5)	1( 20 )	0( 0.0 )	0( 0.0 )	0( 0.0 )	0( 0.0 )
Juvenile Justice	0( 0.0 )	0( 0.0 )	0( 0.0 )	0( 0.0 )	0( 0.0 )	4(57.1)	1(33.3)	2(66.7)
Social Services	2(28.6)	2(16.7)	2(25.0)	0( 0.0 )	0( 0.0 )	1(14.3)	0( 0.0 )	0( 0.0 )
Youth Services	3(42.9)	5(41.7)	2(25.0)	2( 40 )	2(66.7)	2(28.6)	1(33.3)	0( 0.0 )
Miscellaneous	1(14.3)	2(16.7)	3(37.5)	2( 40 )	1(33.3)	0( 0.0 )	1(33.3)	1(33.3)
TOTAL	7(14.6)	12( 25 )	8(16.7)	5(10.4)	3( 6.2 )	7(14.6)	3( 6.2 )	3( 6.2 )

\* Reasons which might have caused changes in Lynchburg's Youth Service Network.

1. Public awareness
2. More available services
3. Inter-agency cooperation and coordination
4. High caliber of professionals
5. More available funding
6. Changes in policies and practices affecting youth
7. More extensive referral system
8. Better delivery of service

This table indicates that there was no one particular reason cited as the cause for changes in Lynchburg. More availability of services was most frequently rated the highest, and that by only 25 percent of the persons interviewed. This indicates a general lack of consensus across agency lines as to what really caused the changes. It is interesting to note that four out of seven of the juvenile justice personnel ranked a change in the policies and procedures as highest. This is probably due to the Juvenile Judge's decision to handle juvenile cases differently, a fact much more readily seen by those working in the Juvenile Justice System.

TABLE III

RESPONSE BY NUMBER AND PERCENTAGE ON THOSE NEEDS  
OF YOUTH SERVING AGENCIES RANKED FIRST BY TYPE OF AGENCY

TREATMENT		COMMUNICATION	COMMUNITY ORGANIZATION	DETECTION & DIAGNOSIS	FUNDING
School	0 ( 0.0)	0 ( 0.0)	0 ( 0.0)	7 (33.3)	0 ( 0.0)
Juvenile Justice	2 (18.2)	0 ( 0.0)	0 ( 0.0)	4 (19.0)	1 (20.0)
Social Services	3 (27.3)	0 ( 0.0)	2 (40.0)	0 ( 0.0)	3 (60.0)
Youth Services	4 (36.4)	3 (60.0)	0 ( 0.0)	6 (28.6)	1 (20.0)
Miscellaneous	2 (18.2)	2 (40.0)	3 (60.0)	4 (14.3)	1 (20.0)
TOTAL	11 (22.9)	5 (10.4)	5 (10.4)	21 (43.8)	5 (10.4)

The evidence is quite strong in this table that early detection and diagnosis of mental, emotional or behavioral problems which could lead to juvenile delinquency was the most pressing need for youth serving agencies (44% felt it was the most vital need). Every respondent from the schools noted that detection and diagnosis was the most pressing need. It was originally believed that lack of funding would emerge as a more significant need. Evidently, those interviewed believed that their funding was at least adequate relative to other needs.

TABLE IV

RESPONSE BY NUMBER AND PERCENTAGE ON THOSE NEEDS  
OF YOUTH SERVING AGENCIES RANKED FIRST BY TYPE OF AGENCY

	PHYSICAL FACILITIES	WORKLOAD	MONEY	# REFERRALS	LACK OF INFORMATION
Schools	1 ( 5.8)	4 (14.8)	1 ( 4.0)	3 (23.1)	1 ( 9.1)
Juvenile Justice	4 (23.5)	5 (18.5)	7 (28.0)	0 ( 0.0)	1 ( 9.1)
Social Services	2 (11.7)	5 (18.5)	6 (24.0)	3 (23.1)	3 (27.3)
Youth Services	3 (17.6)	7 (25.9)	4 (16.0)	5 (28.5)	4 (36.4)
Miscellaneous	7 (41.2)	7 (25.9)	7 (28.0)	2 (15.3)	2 (18.1)
TOTAL	17 (11.8)	27 (18.7)	25 (17.4)	13 ( 9.0)	11 ( 7.6)

In question 14, the respondents were given a list of limitations to service delivery and asked to rank the top 3 (1=highest). The numbers in Table IV represent those limitations that received either a first, second or third rating from the particular agencies. It was believed the results would be more meaningful than just examining those rated first. Several persons indicated it was very difficult to distinguish which limitation was more important than the others.

Here again, there is no clear cut limitation which emerges. The two limitations receiving the most responses were too great a workload and lack of money, with each only receiving 18.7% and 17.4% respectively. In most instances, the rate of non-response for each category was quite high, indicating either the question omitted the more important limitations or else no limitations were seen as that restricting.

## 2. Cooperation and Coordination

TABLE V

PERCENT OF ALWAYS RESPONSES BY TYPE OF  
AGENCY TO THE FOLLOWING MEASURES OF COOPERATION  
AND COORDINATION

	DISCUSS ISSUES	COOP. WITH OTHER AGENCIES	PLAN WITH OTHER AGENCIES
School	5 (15.2)	0 ( 0.0)	0 ( 0.0)
Juvenile Justice	7 (21.2)	2 (22.2)	3 (42.9)
Social Services	5 (15.2)	2 (22.2)	0 ( 0.0)
Youth Services	7 (21.2)	3 (33.3)	2 (28.6)
Miscellaneous	8 (24.2)	2 (22.2)	2 (28.6)
TOTAL	33 (68.8)	9 (18.8)	7 (14.6)

This table shows that although all the agencies are willing to discuss issues with each other (68.8%), this was not the case when it came to cooperating and planning with other agencies. In these two areas it was the Juvenile Justice and Youth Service agencies that seem to indicate that they take a more active role in working with other agencies.

TABLE VI

RESPONSES BY ACTUAL NUMBER AND PERCENTAGE  
TO THE QUESTION: "SERVICES TO YOUNG PEOPLE IN  
THIS COMMUNITY ARE WELL COORDINATED?" BY TYPE  
OF AGENCY

	AGREE	DISAGREE	DON'T KNOW
School	4 (57.1)	1 (14.3)	1 (14.3)
Juvenile Justice	5 (71.4)	1 (14.3)	1 (14.3)
Social Services	2 (25.0)	4 (50.0)	2 (25.0)
Youth Services	6 (42.9)	5 (35.7)	2 (14.3)
Miscellaneous	3 (27.3)	6 (54.5)	1 (9.1)
TOTAL	20 (41.7)	17 (35.4)	8 (16.7)

Although the overall respondents (41.7%) agreed that the services are well coordinated, certain types of agencies did not agree. Specifically Social Services and Miscellaneous agencies did not agree that services in Lynchburg were well coordinated. This shows that there is a difference in the perceptions of these agencies as to what is coordination and indicates an area that could use further work.

TABLE VII

RESPONSES BY ACTUAL NUMBER AND PERCENTAGE  
TO THE QUESTION: "DO YOU SHARE RESOURCES WITH  
OTHER YOUTH SERVICE AGENCIES?" BY TYPE OF AGENCY

	YES	NO	DON'T KNOW
School	3 (42.9)	3 (42.9)	1 (14.3)
Juvenile Justice	5 (71.5)	2 (28.6)	0 ( 0.0)
Social Services	5 (62.5)	3 (37.5)	0 ( 0.0)
Youth Services	6 (42.9)	8 (57.1)	0 ( 0.0)
Miscellaneous	8 (72.7)	1 ( 9.1)	2 (18.2)
TOTAL	28 (58.3)	17 (35.4)	3 ( 6.3)

Again, although the majority of responses is yes, it is not an overwhelming majority and several of the agencies are almost split in their responses. There is some consistency between the responses in the above table and those in Table V by type of agency. As one could expect those agencies that share ideas and cooperate in planning programs would also share the available resources in the system.

### 3. Delivery of Services

TABLE VIII

RESPONSES BY ACTUAL NUMBER AND PERCENTAGE  
OF THE TYPES OF SERVICES BY TYPES OF AGENCY

	EXCELLENT	GOOD	FAIR	POOR
Education	10 (30.3)	23 (28.6)	9 (16.3)	3 (21.5)
Recreation	4 (12.1)	15 (19.0)	21 (38.1)	6 (42.8)
Social Services	5 (15.1)	17 (21.2)	19 (34.5)	4 (28.6)
Law Enforcement	14 (42.4)	25 (31.2)	6 (11.1)	1 ( 7.1)
TOTAL	33 (17.5)	80 (41.3)	55 (28.1)	14 ( 7.3)

This table shows that: (1) the educational and law enforcement services of the community are held in high regard by all the other agencies; (2) recreation received a majority of fair or poor rating; and (3) the majority of all the services were rated either excellent or good.

TABLE IX

NUMBER AND PERCENTAGE OF "YES" RESPONSES  
TO THE QUESTIONS REGARDING REFERRALS BY TYPE  
OF AGENCY

	MAKE REFERRAL	REC. REFERRAL	STANDARD PROCESS
School	3 (42.9)	7 (100.0)	3 (42.9)
Juvenile Justice	5 (71.4)	7 (100.0)	6 (85.7)
Social Services	5 (62.5)	8 (100.0)	8 (100.0)
Youth Services	6 (42.9)	14 (100.0)	12 (85.7)
Miscellaneous	8 (72.7)	9 (81.8)	9 (81.8)
TOTAL	27 (56.2)	45 (93.8)	38 (79.1)

It can be clearly seen in these categories that all the agencies participate fully in the referral system. This would indicate that the agencies use the resources available to them to best serve their clients. It also shows that they feel secure in referring youth to other agencies, and that those youth will receive the services they need.

#### 4. Public Support

TABLE X

NUMBER OF RESPONSES FOR AGENCIES RECEIVING MOST PUBLIC SUPPORT

	CROSSROADS	L.Y.S. INC.	OPPORTUNITY HOUSE	YMCA'S & YWCA'S
School	0 ( 0.0)	1 ( 4.8)	0 ( 0.0)	0 ( 0.0)
Juvenile Justice	1 ( 4.8)	6 (28.6)	0 ( 0.0)	4 (19.0)
Social Services	0 ( 0.0)	1. ( 4.2)	1 ( 4.2)	0 ( 0.0)
Youth Services	2 ( 2.4)	3 ( 7.1)	3 ( 7.1)	2 ( 2.4)
Miscellaneous	2 ( 6.1)	6 (18.2)	1 ( 3.0)	2 ( 6.1)
TOTAL	5 ( 3.5)	17 (11.8)	5 ( 3.5)	8 ( 5.5)

The numbers in Table X denote that Lynchburg Youth Services, Inc. received more than twice as many responses as any other listed agency relative to receiving public support. On the other hand, the low number of responses (only 11.8%) indicated that it was not universally held to receive the most public support. In fact, 12 out of the 17 responses choosing L.Y.S. were from the Juvenile Justice or Miscellaneous youth service areas.

We believe this question is very significant. Given the realization that most agencies experience "turf" problems with other agencies, it is important that no one particular agency received too much recognition. This can also be a factor in promoting coordination and cooperation among other agencies.

TABLE XI

NUMBER OF RESPONSES SHOWING HOW THE PUBLIC IS THOUGHT TO SHOW THIS SUPPORT

	DIRECT SERVICES	FUND RAISER	SERVE ON BOARDS	POLITICAL	OTHER
School	2 ( 28.6)	0 ( 0.0)	3 (42.8)	2 (28.6)	0 ( 0.0)
Juvenile Justice	7 (100.0)	1 (14.3)	0 ( 0.0)	0 ( 0.0)	1 (14.3)
Social Services	5 ( 62.5)	1 (12.5)	4 (50.0)	0 ( 0.0)	1 (12.5)
Youth Services	7 ( 50.0)	5 (35.7)	10 (71.4)	1 ( 7.1)	3 (21.4)
Miscellaneous	7 ( 63.6)	2 (18.2)	8 (72.7)	0 ( 0.0)	2 (18.2)
TOTAL	28 ( 58.3)	9 (18.7)	25 (52.1)	3 ( 6.2)	7 (14.6)

These results illustrate that most public support comes either in the capacity as volunteers for direct service activities such as counseling, or serving on various boards. At least this is how the agencies perceive public support.

## IMPLICATIONS FOR FURTHER STUDY

We believe there are certain areas of this study which might be improved upon at a later time. For example, the size of the sample should be increased. Because of incomplete knowledge of all persons working with youth in Lynchburg, the sampling fraction in this study could not be determined. However, even without knowing the sampling fraction more persons could have been included in the sample. Many private sector groups such as child psychologists, attorneys, medical doctors and other civic groups could be added. This would necessitate a change in the wording of some of the questions to give them a more general applicability. Expanding the sample would at the very least increase the statistical significance of the responses and could possibly shed additional light on some of the questions for which mixed responses were received.

Other areas which might be pursued in this study are the effects of socio-economic conditions or certain policy changes in Lynchburg, and how they affected the youth service network. For instance, Lynchburg has had a good job market and a low unemployment rate relative to the rest of Virginia. This might have an effect on the juvenile situation. Differing opinions have been expressed about the effect of dismantling the Youth Bureau within the police department, and that might be explored. Lastly, a look at the recreational programs and lack of such programs should be an area for study which might greatly affect the youth in Lynchburg, Virginia.

## POLICY SUGGESTIONS

The utility of any research is the applicability of that research in program development and/or policy implementation. In the case of the Lynchburg study, we believe that several of the conclusions could have widespread applicability in the areas of delinquency prevention. While most of these conclusions are not new, there is some empirical data to serve as evidence of their validity.

- (1) Each community must utilize all its resources in a cooperative and coordinated manner. It is particularly important that there be a good working relationships and open lines of communication between the police department, the court, the schools and the social service agencies. It is suggested that every attempt be made to publicly recognize these efforts.
- (2) There must be a strong community interest in youth programs, as seen by the involvement of religious and civic groups. Such groups play a vital role as liaisons between local government, agency people and the general citizenry.
- (3) No single agency dealing with youth can possible meet all the needs. There exists too many turf problems and the focus would of necessity be too limited. Rather each agency should work with other agencies to guarantee that the needs are being met and that credit for the services are shared by all.

## CONCLUSION

From this study, five conclusions will be drawn which could have implications for youth serving institutions or policies affecting youth in Lynchburg. First, the analysis clearly shows that a high degree of cooperation and coordination exists among many of the youth serving agencies. Part two of the results section clearly indicates that all agencies discuss issues with other agencies; and still many more agencies plan with other agencies, share resources, and agree the services in Lynchburg are well coordinated. Furthermore, both the Opinion Survey and the open-ended question on the questionnaire revealed that many persons believed that inter-agency coordination and cooperation was a major reason for the changes in Lynchburg. This analysis partially confirmed our original hypothesis that among other things, coordination and cooperation are responsible for the changes in Lynchburg. However, it was also clear other factors played a significant role.

Another factor, one which is not clearly defined, is the seemingly very strong relationship between the Lynchburg Police Department and the other youth serving agencies. Table VIII indicates that 39 out of 48 (73.6%) of the respondents felt that the police department did an excellent or good job. Many of the responses on the open-ended question were highly complimentary to the police. One person when asked question 20 responded: "Ed Baker - because he cares". (Ed Baker is a Lynchburg police officer who works primarily with juveniles).

What is interesting here is that traditionally, police departments have not received such high regard from other social service agencies. While we are unsure as to the cause for such a relationship, it certainly

appears to have helped create a different handling of Lynchburg's delinquent youth. Hand in hand with the efforts of the police has been reluctance of the court to commit children, particularly status offenders, to state care.

A third conclusion to be drawn is that the creation of Lynchburg Youth Services, Inc. (L.Y.S.) has had a substantial effect on the youth in Lynchburg. Its role has been two fold. First, it has been both a referral source and a source of referrals among various agencies. Particular impact has been the court's position of having the school refer all truancy cases and itself unofficially referring many status offenders to L.Y.S. Lynchburg Youth Services, Inc. receives referrals from many other sources as well, including parents, friends and self-referrals. This effect is indicated by the survey results which noted L.Y.S. as the agency receiving the most public support.

Another role of L.Y.S. has been to act as a catalyst in promoting inter-agency coordination. There is no clear cut evidence of L.Y.S. having done this as indicated by the survey. Instead, the evidence tends to be more circumstantial. For one thing, the changes in Lynchburg have coincided with the creation of L.Y.S. (1973-1976). Secondly, many comments on both the Opinion Survey and the open-ended question (question 20) on the questionnaire allude to L.Y.S.'s role in Lynchburg. Many persons perceive L.Y.S. as instrumental in stimulating better working relationships among the agencies.

A fourth factor involved is the very active role played by certain religious and civic organizations in Lynchburg. The most prominent of the religious groups is the Lynchburg Covenant Fellowship. This is a

multi-denominational organization that is concerned with social problems in the community. One program run by this group is Kum-Ba-Yah, which offers services to adults and youth. Lynchburg Covenant Fellowship also helps maintain a low rent housing project for the economically disadvantaged. Civic groups such as the League of Women Voters (who assisted in this study) also play an important role. Very often, these groups have direct access to both city government and agency people and can communicate with both.

The final conclusion, and the one we believe most important, is that no one particular program or project has been responsible for the changes in Lynchburg. While there is evidence of a substantial degree of inter-agency coordination and cooperation; and while other programs such as Lynchburg Youth Services have emerged, none by itself would have caused the changes. Instead, a combination of all these factors plus others including the socio-economic environment of Lynchburg have all acted together.

As was stated previously, the purpose of the study was to examine the hypothesis. Briefly, the hypothesis stated that:(1) coordination and cooperation among youth serving agencies;(2) considerable public support for such agencies and;(3) creation of needed services caused the changes in Lynchburg. As a result of this study, there appears to be considerable evidence that such activities have taken place in Lynchburg. The evidence is somewhat stronger about the existence of coordination and cooperation than the other two. Based on the analysis, it is believed the hypothesis was confirmed. However, it is important to note the assumption being made; that such activities were the reason for the changes. Such an assumption is certainly open to interpretation.

As a result of all the data examined, it is the opinion of this study that the hypothesis is valid.

To sum up this study, as one respondent so elegantly noted:

"The most significant changes over the last few years have been increase communication and less "turf" protecting. There was a time when each agency thought they were best and had all the answers. When we found out we needed each other equally; that's when the children started being served".

## APPENDICES

Appendix A: Opinion Survey

Appendix B: List of Youth Service Agencies to be Surveyed

Appendix C: Procedures

Appendix D: Overall Results of Questionnaire

OPINION SURVEY

During the last year or two in Lynchburg, commitments by the Juvenile and Domestic Relations Court of Youth to the Department of Corrections have been reduced by one half, the Detention Home is only one third full, and the number of status offenders processed by the Juvenile Court is 10% of its cases as opposed to 17% in Region V and 15% in the Commonwealth of Virginia.

1. What other significant changes can you document that are taking place in Lynchburg that affect youth?

---

---

---

2. What do you think are the causes for what is happening?

---

---

---

3. List specific agencies, organizations or individuals and what they are doing to cause these changes.

- a. \_\_\_\_\_
- b. \_\_\_\_\_
- c. \_\_\_\_\_
- d. \_\_\_\_\_
- e. \_\_\_\_\_

4. How can Lynchburg capitalize on or improve upon what is happening?

---

---

---

---

---

5. Besides yourself, who else (name specifically) in Lynchburg can provide answers to these questions?

---

---

---

---

---

## LIST OF YOUTH SERVICE AGENCIES TO BE SURVEYED

AGENCY	PERSONNEL	
SCHOOLS:		
Dunbar Junior High School	Superintendent of Schools	1
Sandusky Junior High School	Principals from each school	5
Linkhorne Junior High School	Counselors or school social worker	5
E.C. Glass High School	from each school (1)	11
LEGAL:		
Police Department	Chief of Police	1
Court Service Unit	Juvenile Judge	1
Juvenile & Domestic Relations Court	Director of each house	3
Detention Home	Counselor	2
	Supervisor of Court Services	2
	Policemen	2
	Probation Officers	2
		13
SOCIAL SERVICES:		
Department of Mental Health	Director or supervisor of each	6
Central Virginia Child Development	agency	6
Clinic	Counselor from each agency	12
Children & Family Services		
Department of Health		
Department of Social Services:ADC		
Child Abuse		
YOUTH SERVICES:		
Opportunity House	Director or supervisor of each	5
Crossroads	agency	5
Lynchburg Youth Services	Counselor from each agency (2)	10
Lynchburg Youth Volunteer Bureau		15
V.E.C.: Job Core		
MISCELLANEOUS:		
YWCA & YMCA	(1) Representative from each	14
Scouting	agency	
Salvation Army		
(5) Churches		
Central Virginia Planning District		
Project Genesis		
Information & Referral Services		
Public Services		
Civic Club		

Procedures

The following is a chronological outline of the events and procedures used for the Lynchburg study:

DATE	ACTIVITY	PARTICIPANTS
9/29/76	Initial discussion of the Lynchburg Study	Division of Youth Services
10/76	Community Meeting	Lynchburg Youth Service Network
10/13/76	Development of a plan for the Lynchburg Study	Evaluation Team
10/25/76	Development of the Opinion Survey	Evaluation Team
11/3/76	Orientation meeting on the Lynchburg Study and distribution of Opinion Survey	League of Women Voters Representatives of Youth Service Agencies Evaluation Team
11/23/76	Review results of Opinion Survey	Evaluation Team
1/77	Develop evaluation instrument	Evaluation Team
2/1/77	Distribute questionnaire	League of Women Voters
3/1/77	Return questionnaire	League of Women Voters
3/77	Review results of questionnaire	Evaluation Team
4/77	Publish the results of the Lynchburg Study	Evaluation Team

Dear \_\_\_\_\_,

The Lynchburg League of Women Voters is sponsoring a survey of agencies serving youth in this area. You have been selected to participate in this survey for your knowledge in this field and the interest you have displayed in assessing the services of youth in Lynchburg.

During the last year or two in Lynchburg, commitments of youth by the Juvenile and Domestic Relations Court to the State Board of Corrections have been reduced by one half; the detention home is only one half full; and the number of status offenders processed by the juvenile court is 10% of its cases as opposed to 17% in Region V and 15% in the Commonwealth of Virginia. It is the purpose of this questionnaire to explore the reasons for these changes so that Lynchburg and other communities in the Commonwealth can benefit from this information.

Please note that participation in this survey is voluntary. The information which is collected will be compiled by the Division of Youth Services. The data will be published in a compiled form only, and the names of individuals who participated will not be disclosed.

Thank you in advance for the time and effort you have taken.

-----

Please check the appropriate space:

Type of agency:

7(15%) School	2( 4%) Recreation
5(10%) Health	3( 6%) Mental Health
3( 6%) Court Services	11(23%) Youth Service Project
2( 4%) Police	1( 2%) Employment
2( 4%) Civic or Social Club	9(18%) Other: _____
2( 4%) Judicial	

Level of position:

26(54%) Administration/Executive
6(13%) Middle Management/Supervisors
16(33%) Direct Service Worker

1. Please indicate which of the following might be responsible for changes in the youth service system by ranking each response numerically (1 equals highest).

7	(15%)	Public awareness and support.
12	(25%)	More available services.
8	(17%)	Inter-agency cooperation.
5	(10%)	High caliber of professionals.
3	( 6%)	More funding available.
7	(15%)	Changes in policies and practice.
3	( 6%)	More extensive referral system.
3	( 6%)	Better delivery of services.

For each of the following statements, please circle the appropriate response:

2. Do you feel free to discuss important issues with other youth service agencies? (1) always (2) sometimes (3) never.  
33 (69%) 15 (31%) 0 (0%)

3. Does your agency operate or co-sponsor programs in cooperation with other agencies? (1) always (2) sometimes (3) never.  
9 (19%) 32 (67%) 5 (10%)

4. Does your agency participate in a joint planning process with other youth service agencies to accomplish common goals?  
(1) always (2) sometimes (3) never.  
7 (15%) 37 (77%) 4 (8%)

5. This question deals with the relationship between your organization and the other youth service agencies in the community. Please list the agencies with which your relationship has:

- (1) Improved over the past years.

  - (1) Lynchburg Youth Services 16%
  - (2) Educational Programs 10%
  - (3) Juv. & Domestic Relations Court 10%

(2) Remained the same.

  - (1) Social Services 9%
  - (2) Opportunity House 9%
  - (3) Court Service Unit 6%

(3) Has deteriorated over the past two years.

  - (1) Social Services 2%
  - (2) Mental Health 1%
  - (3) Churches 1%

6. Do you share resources (i.e. staff, facilities, funds, materials,) with other youth service agencies? (1) yes (2) no (3) don't know.  
28(58%) 17(36%) 3(6%)

7. Does your organization make referrals? (1) yes, (2) no, (3) don't know.  
                                 46 (96%) 1 (2%) 1 (2%)
8. Does your organization receive referrals? (1) yes, (2) no, (3) don't know.  
                                 39 (81%) 8 (17%) 1 (2%)
9. If you answered "yes" to #7 and 8, is there a standardized process  
     used for these referrals? (1) yes, (2) no, (3) don't know.  
                                 30 (63%) 14 (29%) 4 (8%)
10. If you make or receive referrals, is some type of the follow-up  
     on the youth made?         13 (27%) (5) always, (4) most of the time,  
                                 (3) some of the time, (2) seldom, (1) never.         20 (42%)  
                                 10 (21%)       1 (2%)       1 (2%)
11. What percentage of your clients would you estimate you refer?  
     21 (44%) (1) 0-10       4 (8%) (3) 25-50       3 (7%) (5) 75-100  
     11 (23%) (2) 10-25      4 (8%) (4) 50-75
12. What percentage of your clients would you estimate are referred  
     to you by other agencies?  
     11 (23%) (1) 0-10       8 (17%) (3) 25-50       11 (23%) (5) 75-100  
     8 (17%) (2) 10-25      4 (8%) (4) 50-75
13. What percentage of your clients would you estimate are seeking  
     help for the first time?  
     6 (13%) (1) 0-10       10 (21%) (3) 25-50       6 (13%) (5) 75-100  
     10 (21%) (2) 10-25      7 (15%) (4) 50-75
14. Do any of the following limitations restrict you in the delivery  
     of services? Please rank only the top three (1st, 2nd, 3rd).  
     17 (12%) Physical facilities       9 (6%) Eligibility requirements  
     28 (19%) Workload                   10 (7%) Cooperation among agencies  
     25 (17%) Money                      11 (8%) Lack of information about  
     13 (9%) Number of referrals       the duties, services, and  
   responsibilities of other  
   youth service agencies
- 31 (22%) Other: Including no response

15. Please numerically rank this list of needs (1 is highest rank) in order of importance as you see it in your community?

11(23%) 1. Additional treatment and/or rehabilitation resources. (Please list what type is needed).

5(10%) 2. Additional communication and coordination of information and services.

5(10%) 3. A community organization which would advocate for, and in behalf of children and youth and their needs.

21(44%) 4. Early detection and diagnosis of mental, emotional, or behavioral problems that may develop into delinquency.

6(13%) 5. Additional funding and/or better utilization of existing funding resources.

16. Services to young people in this community are well coordinated.

(1) agree      (2) disagree      (3) don't know.  
20(42%)      17(35%)      8(17%)

17. Please list the youth service agencies in your community in which the public has shown:

(1) The most support.

(1) Youth Services      12%  
(2) YMCA & YWCA's      4%  
(3) Crossroads      3%

(2) The least support.

(1) VEC      2%  
(2) Ed Programs      2%  
(3) Scouting      1%

18. In what ways does the public show support in your agency?

(1) Direct services      28 (58%)

(2) Fund raiser      9 (19%)

(3) Serve on boards and/or committee      25 (52%)

(4) Involved in the political process      3 (6%)

(5) Other      7 (15%)

19. How would you rate the following services to youth in the community?

1. Educational
2. Recreational
3. Social Services
4. Law Enforcement
5. Other:

	EXCELLENT	GOOD	FAIR	POOR
1. Educational	9 (19%)	25(52%)	10(21%)	3 ( 6%)
2. Recreational	4 ( 8%)	16(33%)	20(42%)	7 (15%)
3. Social Services	5 (10%)	18(38%)	21(44%)	3 ( 6%)
4. Law Enforcement	12 (25%)	28(58%)	7(15%)	1 ( 2%)
5. Other:	1 ( 2%)	2 ( 4%)	5(10%)	4 ( 8%)

20. What do you think is the most significant factor in making an impact on the changes seen in Lynchburg over the past few years?

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

PLEASE RETURN TO:

Mrs. Helen O. Calvert  
League of Women Voters of Lynchburg  
3816 Peakland Place  
Lynchburg, Virginia 24503