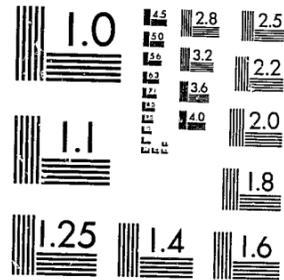


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IMPACT OF REDUCED FUNDING
ON JUVENILE DELINQUENCY PREVENTION
IN THE TWIN CITIES METROPOLITAN AREA

A Metropolitan Council Staff Report

October 1981



Metropolitan Council
300 Metro Square Building
7th and Robert Streets
St. Paul, Minnesota 55101
Publication No. 54-81-082

ABOUT THIS REPORT

The purpose of this report is to describe the potential impact of reduced funding at federal, state, and local levels on services that contribute to the prevention of juvenile crime and delinquency in the Twin Cities Metropolitan Area. The Metropolitan Council is concerned that significant spending cuts for youth programs and services may impede Council efforts to implement its comprehensive Juvenile Justice Policy Plan, adopted in February 1981. This policy plan places emphasis on the need for a range of services to be available to prevent juvenile delinquency.

To better define budgetary problems facing local programs serving youth in the Metropolitan Area, the Council's staff conducted a study on the effects of changes in funding patterns on these programs. The study examined the impact reduced funding could have on services, clients, and the community, as well as on the social service delivery system as a whole.

The Twin Cities Area has hundreds of youth and family programs that contribute to the prevention of juvenile delinquency. This report focuses on a rather small sample of programs that serve those youth with a high propensity for involvement in crime and delinquency. This sample includes the following kinds of programs:

Youth and family counseling;

Youth employment;

Services in schools--

- Alternative education
- Special education for students with learning disabilities and
- School social work and other counseling;

Residential services--

- Treatment for chemically dependent youth and
- Shelter and treatment for young people with emotional and behavioral problems; and

Park and recreation services.

For this study, Council staff chose a sample of 27 agencies that provide one or more of the above services. Some of the programs surveyed focus on primary prevention. Others are concerned with crisis intervention and treatment. The services of agencies studied are directed toward youth under 18, without restriction to sex, race and economic status. A majority of the clients served are Caucasians from lower and middle income groups in the seven-county Metropolitan Area. A few agencies serve a higher-than-average percentage of minority groups. Young people become involved or are referred to these programs for a variety of reasons, including: emotional and behavioral problems, learning problems, truancy, dropping out of school, physical and sexual abuse, incest, broken homes,

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This Metropolitan Council staff report was prepared by Council intern Po Kui Yeung, a graduate student in the School of Social Development at the University of Minnesota Duluth.

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running away from home, economic disadvantages, lack of employment opportunities, chemical dependency, prostitution and minor criminal offenses. Many of these young people are likely to get into more serious trouble. Some of them will become involved with the juvenile justice system.

Of the 27 agencies sampled, only two chose not to participate. A list of those agencies participating in this study is attached as Appendix A.

The questionnaire instrument used for the study was administered during the period from July 28 through August 12, 1981, through office or telephone interviews with agency administrators. The questionnaire is included in Appendix B.

SUMMARY OF FINDINGS

Of the 25 agencies participating in this study, 24 receive local government funding, 16 receive state funding and 11 receive federal funding in addition to local funding.

Seventeen of the 25 agencies expected significant funding reductions in 1982.

Greatest funding cuts are expected in local government and federal sources, with less change expected in state and private sources.

Competition for corporate, foundation and business funding is expected to intensify.

Of the types of delinquency prevention service areas examined in the study, those expected to be hit the hardest by funding cuts are youth employment and family counseling.

Agency administrators expect funding cuts to result in an increase in drop-outs, youth unemployment, untreated psycho-social problems and juvenile crime and delinquency.

With a decrease in the availability of prevention services, it is expected that more youth would be referred to the juvenile justice system. This in turn is likely to result in an increase in demand for police, court and correctional services.

Agency contingency plans for impending budget cuts include: seeking new funding sources, reducing numbers of clients, re-ordering service priorities, and eliminating service.

Better cooperation and coordination between agencies in an effort to combine resources to serve young people is an emerging response to the budgetary problems these programs face.

IMPACT OF REDUCED FUNDING

HOW YOUTH PROGRAMS ARE FUNDED

Agencies providing delinquency prevention services usually receive funding from a variety of sources. The following tables give a detailed breakdown of funding sources supporting those agencies participating in this study.

Table 1
FUNDING SOURCES FOR 25 SELECTED AGENCIES

<u>Sources</u>	<u>Number of Agencies Funded</u>
	<u>(n=25)</u>
Federal Government	11
State Government	16
Local Government* (counties, municipalities, school districts)	24
Private (corporations, foundations, service groups, churches, United Way)	18
Others (fees)	10

*Some agencies indicated that it is difficult to distinguish whether some of the county, municipality or school district monies they received came from federal or state government.

Table 2
FUNDING SOURCES BY TYPE OF SERVICE
PROVIDED BY THE 25 AGENCIES STUDIED

<u>Service Provided</u>	<u>Funding Sources</u>				
	<u>Federal</u>	<u>State</u>	<u>Local</u>	<u>Private</u>	<u>Others</u>
Youth and Family Counseling (n=12)	3	11	12	9	6
Youth Employment Services (n=4)	4	4	2	0	0
Educational Service (n=3)	2	1	2	3	0
Chemical Dependency Treatment (n=2)	0	0	2	2	2
Services for Disturbed Children (n=3)	2	0	3	3	1

The one park and recreation service surveyed received funds from local, private and "fee" sources.

EXPECTED CHANGES IN FUNDING

Seventeen of the 25 agencies interviewed said that there definitely would be changes in their funding patterns in 1982. The rest were uncertain. No agency seemed to be immune from spending cuts. Changes in funding patterns as revealed in the study were almost synonymous with a reduction in or elimination of funding sources, though in some rare instances slight increases were expected. Following is an analysis of the anticipated availability of funding resources at the federal, state and local levels.

In 1982, most Twin Cities Area youth-serving agencies face either elimination of or drastic reduction of their federal grants. Youth employment services (CETA) under the Youth Employment Demonstration Project Act (Title IV) will receive cuts of one-fourth to one-third of their 1981 budget levels in the coming year. Funding for diversion programs under the Juvenile Justice and Delinquency Prevention Act (JJJPA) is likely to run out by the end of this year. The Law Enforcement Assistance Administration (LEAA) which had funded many local youth programs has been eliminated. Those funds provided under the Elementary and Secondary Education Act for educational services will be reduced by 15 to 20 percent. The incorporation of federal categorical grants into block grants and the subsequent reduction of 25 percent of the total funds available under these block grants will create hardships for some programs. The reduction of federal funds will mean that some of the 11 agencies now receiving federal grants will no longer receive these funds. Those continuing to receive federal funds will have drastically reduced grant awards.

At the state level, most agencies are optimistic about funding possibilities. Ten out of 12 agencies providing youth and family counseling services are State Youth Intervention Bill grant recipients. These funds are expected to be available in 1982, although there is a possibility that the legislature may not appropriate funds to continue the Youth Intervention grant program after 1982. The Governor's Summer Youth Employment Program appears to remain intact for now. In educational programs, state legislative appropriations for 1982 represent an increase of five percent over current levels. Because this increase barely keeps up with inflation, however, some reduction in services to schools is anticipated.

Local funding, like federal funding, is expected to face extensive cut-backs in 1982. The effect of these cuts would be even more widespread, however, since almost all agencies receive local government funds. The general impression of respondents is that county funds are shrinking. In Ramsey and Hennepin counties, overall county budget reductions are expected to result in cuts in county-funded youth services. Some youth service bureaus in the two counties, for example, are anticipating a significant reduction or even elimination of county funds for their programs, especially in the area of diversion. An exception to the trend towards reduction of county financial support for youth programs seems to be occurring in Washington County. The county plans to raise its funding

level for those youth diversion programs under its jurisdiction in order to fill the gap left by federal funding cuts.

Chemical dependency treatment programs are also expecting a substantial reduction in county funds, affecting their current operations. Those residential programs for young people with emotional and behavioral problems that provide services on a per diem basis under contract with counties seem to be least affected by cuts. However, it appears that counties will have to be more restrictive in referring cases to these programs in the future.

Some agencies anticipate that county cut-backs might have a ripple effect on municipal support. The cities might follow the counties' example and divert their resources to other areas. It is already known that some municipal governments will reduce their funding for youth service programs in 1982. Municipal parks and recreation services also face budget reductions.

School districts, another source of local program funding, also face budget cutbacks. This will have a direct impact on those students with special needs and on youth programs co-sponsored by school districts and youth agencies.

All agencies looked at private funding sources as one alternative for supplementing their budget reductions. The availability of funding from private sources is not expected to change as much as government funding. Competition for private funds, however, is likely to be greatly increased. Those agencies currently receiving these funds may have their funding reduced as a result of this competition.

Fees charged to clients remain a stable source of income for some agencies. There is likely to be an increased effort on the part of youth-serving agencies to be designated as licensed mental health centers. Such designation allows third-party reimbursement from insurance companies for agency services. Many of the agencies surveyed looked at third-party reimbursement as a promising source of future funding that would free them from dependence on government sources.

IMPACT ON SERVICES

Respondents had difficulty predicting detrimental effects of spending cuts, since these cuts were in most cases speculative at the time the study was conducted. Impacts of budget reductions differed according to the type of service being provided.

Agencies providing youth and family counseling services estimated that funding reductions would have an across-the-board impact on their programs. At least 50 percent of these agencies indicated that they might have to lay off staff. Reduction in the number of clients served or in the intensity of the services provided would most likely result. Services expected to be most affected are: adolescent abuse intervention, diversion, chemical dependency assessment, education, referral and

general counseling. With more limited resources, agencies may be forced to concentrate efforts on crisis intervention while reducing their activities related to prevention. Community education, information and referral, and new program development would be reduced or eliminated if funding were cut substantially. At the very least, longer waiting lists for service would be inevitable. Some programs might become more restrictive; they might serve only those clients covered by government service contracts, or they might require third-party payment by the client or insurance companies.

All youth employment services are expected to face funding reductions. Staff layoffs in these programs have already begun. Out-of-School Youth Training Employment Opportunities in Community Betterment Projects, Indo-Chinese Work Experience Programs and School Drop-Out Employment and Training Programs would be reduced. The elimination of the federal Public Service Employment Program also greatly reduced the number of jobs available to young people.

In the area of education, alternative school programs might have to cut staff and reduce hours of operation. Special projects for pregnant adolescents and young people with learning and behavior problems might have to be cut back. Chemical dependency prevention, education, diagnosis and referral services in school districts would also be reduced. There will be a reduction in the number of school social workers resulting in a higher worker-student ratio and a heavier workload for each worker.

Chemical dependency treatment programs face the possibility of having to lay off some staff. They might have to get by with less intensive programs, which would mean longer duration of treatment and possibly less successful outcomes and increased recidivism. Less intensive aftercare service is envisaged.

Due to decreased funding, parks and recreation services would have to eliminate some of their programs. For example, in Minneapolis, some concert series, life guard services, after-hour use of meeting facilities, seasonal playgrounds, downhill skiing, speed skating, track, etc., would be eliminated. Agencies making use of these resources for program activities would be affected.

Residential treatment for children with emotional and behavioral problems would appear to be the area least affected by budget cuts.

IMPACT ON CLIENT POPULATION

Some effects of spending cuts on services are directly applicable to clients. Because agencies will have substantially fewer resources to devote to primary prevention and community education efforts, early identification and intervention in young people's problems will be more difficult. Because of reduced staff size and reduced program capacity, waiting lists would be long and programs would be less accessible. If clients could not afford help from private practitioners, their problems could be left untreated and would very likely worsen.

Reduction or elimination of diversion programs would mean that more young people would come to the attention of the police and be processed through the juvenile justice system as adjudicated delinquents.

Cutbacks in youth employment development programs would mean that many young people who need such services would be turned away. Some employment service agencies plan to maintain the same number of clients in their work study programs but provide less intensive service to these clients. With fewer working hours and smaller earnings, many young people simply could not support themselves and would have to drop out of the program. Those who drop out would not have the necessary job skills or work experience to help them in future job hunting.

If alternative education programs and programs for those with learning disabilities were reduced, some young people might quit school altogether and lose their opportunity to complete a high school education. With the cutback in school social work services, students with problems would be less likely to get needed help. As a result, they might develop more serious difficulties that would require expensive treatment services.

Chemically dependent young people will have difficulty finding adequate assessment and diagnostic services. Even when they are admitted to long-term residential treatment, they could receive less intensive service with a resulting increase in the chance of relapse to previous dependency patterns.

Reduced recreation and park services would affect the general quality of life of young people and result in excessive leisure time and lack of outlets for their energy.

Most agency administrators interviewed anticipate that more school drop-outs, unemployed young people and untreated psycho-social problems would result from spending cuts at all levels. There appears to be a strong relationship between school drop-outs and delinquent behavior. It is expected that idleness would create unrest, increased acting-out behavior, vandalism and juvenile crimes. More young people would enter the court and the corrections system. Others, with their personal and family problems untreated, could be committed to the care of child protection agencies and state institutions.

IMPACT ON COMMUNITY

As a result of the decreased availability of prevention services for youth, the community is likely to experience the effects of an escalation of crime and delinquent behavior. Vandalism, shoplifting and property offenses would increase. This behavior might cost the community more than it would save through cutting present programs.

Another major long-range effect on the community would be a reduction in the number of young people with marketable job skills. Labor market studies show that in the next five to ten years, there will be a shortage

of skilled workers in the United States. Young people in training right now will be needed to fill this gap. If training opportunities are reduced, there may not be enough trained workers even if the economy improves.

IMPACT ON SOCIAL DELIVERY SYSTEM

It is obvious that budget cuts mean fewer resources for almost every agency now involved in the areas of juvenile crime and delinquency prevention. Access to community referral resources, once readily available to these agencies, will now be limited. For example, school social workers faced with an increased workload would find it difficult to refer cases to youth service bureaus or alternative education programs. Youth service bureaus might find it difficult to obtain chemical or psychological assessment and treatment, or employment training for their clients. Chemical dependency treatment facilities might have to keep their young people longer because of cutbacks in halfway house service and support groups in youth agencies. The result would be a longer waiting list for these services. Youth employment services, while cutting back their programs, would face more referrals as General Assistance Programs are trimmed and more people are forced to look for employment.

Cutbacks in prevention programs create a need for other services that might be more costly but less effective. With reductions in diversion programs, police would have to bring more minor offenders to court or drop charges. If more cases are brought into the juvenile court, the court system would subsequently be overloaded. If community alternatives such as restitution programs are less available, more clients would be channeled to the juvenile corrections system, which could result in a need for more probation officers and more institutional placements.

Likewise, more emotional and behavioral problems of young people would be left to develop into serious conditions that require costly mental health service including institutional placement.

AGENCY PLANS FOR IMPENDING BUDGET CUTS

Agencies studied were in almost unanimous agreement (96 percent) that seeking new funding sources would be their first alternative to compensate for anticipated budget cuts. A majority of the administrators planned to tap corporate and foundation grants. Some intended to look to local businesses and private donors. Only a few expected to try the United Way or explore other funding at federal, state and local levels of government.

Other alternative funding sources identified were as follows: tapping of third-party payment by insurance companies for counseling services; contracting for services with mental health counseling firms whereby fringe benefits for permanent positions in the agency would be reduced; joining forces with other agencies to employ a full-time fundraiser; joining the Coordinated Fund Drive--an alternative to the United Way; and developing new programs entitling an agency to new funding sources. Because of shrinking funds for youth programs, a few youth service

agencies have attempted to convert themselves into community counseling agencies to serve more adults who can afford to pay their own service fees or have their fees reimbursed through insurance payments.

Some agencies plan to find new, more efficient methods of service delivery. Joint ventures among agencies to combine funding sources and reduce overhead expenses are being explored. Another approach that might be adopted by employment service agencies is to provide more on-the-job training rather than classroom training and getting employers to pay for employment development programs. At least two of the agencies considered the options of closing their operations or merging with other agencies.

If funding efforts are in vain or cannot meet agency needs, some agencies will consider reordering their program priorities and eliminating lower priority services. More emphasis will be placed on crisis intervention and the problems of high risk youth. Prevention and education programs will be accorded lower priority. Individualized approaches might also be taken over by group work approaches to serve more clients with fewer staff. Reduction of staff, service hours and number of clients would be inevitable in some agencies.

A majority of agencies said they would not sacrifice quality of service in the face of reduced funding. But four agencies noted that if fewer staff were available, quality would undoubtedly be reduced because of increased workload and fewer training opportunities.

The following table shows the frequency with which various alternatives were chosen by respondents as means of dealing with budget reductions.

Table 3
AGENCY ALTERNATIVES FOR DEALING WITH BUDGET CUTS

<u>Alternatives</u>	<u>Frequency (n=25)</u>
Seek New Funding Sources	24
Reduce Number of Clients	17
Reorder Priorities	14
Eliminate Service	12
Reduce Service Operation Hours	7
Reduce Quality of Service	4
Other*	8

*Some suggestions under "Other" are incorporated into the above paragraphs.

CONCLUSIONS

Based on the findings of this study, the following conclusions are made:

- One of the common reactions of agencies to budget reductions is to seek new funding sources. Most agencies will target their fund-raising efforts at foundations, corporations and businesses. It is obvious that other social services facing cutbacks will be looking to the same sources. This will result in keen competition among services and difficult decisions for foundations and corporations.
- Programs serving youth, particularly those programs providing delinquency prevention services, would appear to be a low priority in the allocation of federal, state and local funds. There have been few effective efforts to advocate the importance of these programs when public policy decisions are made.
- As the federal government converts categorical grants to block grants, the same tug-of-war occurring among services would appear at the state and local levels. Local units of government would have a freer hand to decide on their priorities. There is a likelihood that youth programs may lose out in this intense competition for federal funds.
- In addition to seeking new funding support, agencies increasingly see the necessity to better coordinate services that contribute to juvenile crime prevention. It was encouraging to note from the study that there was emerging cooperation among agencies in an effort to combine resources to serve young people.
- The current budget crisis experienced by youth serving programs could be the stimulus to encourage their examination of more cost-efficient and better coordinated methods of delivering service to young people.
- There will be a need to further assess these issues through a follow-up study of this report. Such a study would be based on data reflecting the actual financial situation of the agencies after their budgets have been set. This follow-up study would provide the more complete picture needed to plan for alternative strategies to implement the Council's Juvenile Justice Policy Plan in cooperation with youth-serving agencies and local governments.

APPENDIX A

AGENCIES PARTICIPATING IN THE STUDY

YOUTH AND FAMILY COUNSELING SERVICES

East Communities Youth Service Bureau
1709 N. McKnight Rd.
Maplewood

Northwest Suburban Youth Service Bureau
1910 W. County Rd. B
Roseville

St. Paul Youth Service Bureau
1025 Marion St.
St. Paul

White Bear Lake Youth Resource Bureau
803 2nd St.
White Bear Lake

Minneapolis Youth Diversion Program
2025 Nicollet Av.
Room 201
Minneapolis

Storefront/Youth Action
7145 Harriet Av. S.
Richfield

Relate
12450 Wayzata Blvd.
Suite 307
Minnetonka

Northwest Hennepin Area Youth Diversion
204 Central Av.
Osseo

St. Croix Valley Youth Service Bureau
216 W. Myrtle St.
Stillwater

South Communities Youth Service Bureau
123 Broadway
St. Paul Park, MN 55071

Forest Lake Youth Service Bureau
1068 S. Lake St.
Forest Lake

North Suburban Family Service Center
1323 Coon Rapids Blvd.
Coon Rapids

YOUTH EMPLOYMENT SERVICES

Quad County CETA Consortium
2305 Ford Pkwy.
St. Paul

Ramsey County CETA
2100 11th Av. E.
North St. Paul

City of St. Paul Division of Manpower Programs
Department of Community Services
333 Sibley St.
Suite 490
St. Paul

Hennepin County CETA
First Level South
Government Center
300 6th St. S.
Minneapolis

SPECIAL SERVICES IN SCHOOLS

Minneapolis Public Schools
807 N.E. Broadway
Minneapolis

Minneapolis Urban League Street Academy
1911 Nicollet Av.
Minneapolis

Minnesota Association for Children with Learning Disabilities
1821 University Av.
Room 494N
St. Paul

RESIDENTIAL SERVICES

Chemical Dependency Treatment Programs:

Jamestown
11550 N. Jasmine Trail
Stillwater

Omejon
1025 SE 6th St.
Minneapolis

Shelter and Treatment for Children with Emotional or Behavioral Problems:

Arlington House
1060 Greenbrier
St. Paul

St. Joseph's Home for Children
1120 E. 47th St.
Minneapolis

The Bridge for Runaway Youth
2200 Emerson Av. S.
Minneapolis

PARK AND RECREATION SERVICE

Park and Recreation Board of Minneapolis
Summit Bank Bldg.
310 4th Av. S.
Minneapolis

APPENDIX B

QUESTIONNAIRE

Date _____ Time _____

Form of Administration: Office Interview _____

Phone Interview _____

Agency _____

Geographical Area Served _____

Person Interviewed: Name _____

Title in Agency _____

Phone No. _____

1. What kinds of services does your agency provide to young people?
(Attention: those youth who might get into trouble without the services.)

2. What are the target groups of these services? (Attention: age
group/sex/economic status.)

3. What are the present funding sources of these services? (Specify if
possible.)

_____ Federal _____

_____ State _____

_____ Local _____

____ Private _____

____ Others (fees) _____

4. Are you expecting any changes in the present funding pattern in the coming year(s)? (If No, go to Question #10.)

____ Yes

____ No

____ Uncertain

5. If the answer to #4 is yes or uncertain, in which funding sources do you anticipate changes, and in what ways?

____ Federal _____

____ State _____

____ Local _____

____ Private _____

____ Others _____

6. Which service areas that you have identified earlier would be affected by such funding changes?

7. How will these services be affected?

8. What are your agency's alternatives to deal with these changes?

____ Seek New Funding Sources _____

____ Reorder Priorities _____

____ Eliminate Service(s) _____

____ Reduce Service Operation Hours _____

____ Reduce Number of Clients You Work With _____

____ Reduce Quality of Service _____

____ Others _____

9. If service(s) is not maintained at the present level, what will be the impact on the following groups?

(i) Client Population

(ii) Community

(iii) Referring Agencies

10. Are you aware of cutbacks in agencies to which you refer cases, and are there any effects on your agency?

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