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Health, Education, and
Human Services Division

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March 30, 1999

The Honorable Jeff Sessions
Chairman, Subcommittee on Youth Violence
Committee on the Judiciary
United States Senate

Subject: At-Risk and Delinquent Youths: Fiscal Year 1998 Programs

Dear Mr. Chairman:

Over the years, the Congress has passed legislation creating numerous federal programs to address the needs of at-risk and delinquent youths as well as other populations.¹ These programs provide such diverse services as substance abuse prevention, violence prevention, and job training, and they target a wide range of youths, including abused and neglected youths, drug and alcohol abusers, delinquents, victims of crime, and runaway and homeless youths.² In 1997 testimony, we reported that 15 federal departments and agencies administered 127 programs targeted to at-risk and delinquent youths with appropriations that we estimated to total more than \$4.3 billion in fiscal year 1996.³

To follow up our 1997 testimony, you asked us for updated information on (1) the number of federal programs that served at-risk or delinquent youths in fiscal year 1998, (2) the amount of fiscal year 1998 appropriations dedicated toward youths in these programs, and (3) the services these programs provided. To answer your request, we contacted officials at various federal agencies to obtain fiscal year 1998 program and appropriations data for programs that served at-risk or delinquent youths. As agreed with your office, we did not verify the agency officials' estimates of the number of programs, the fiscal year 1998 appropriations, and the type of services the programs provided.

¹The term "at risk" can have different meanings in different contexts. We are using the term in a broad sense to refer to youths who, because of certain characteristics or experiences, are in the future statistically more likely than other youths to encounter legal, social, financial, educational, emotional, and health problems.

²For definitions of program services and activities discussed in this correspondence, see enclosure II. Enclosure I describes the federal programs for at-risk and delinquent youths funded in fiscal year 1998.

³See At-Risk and Delinquent Youth: Multiple Programs Lack Coordinated Federal Effort (GAO/T-HEHS-98-38, Nov. 5, 1997). Also see At Risk and Delinquent Youth: Fiscal Year 1996 Programs (GAO/HEHS-97-211R, Sept. 2, 1997).

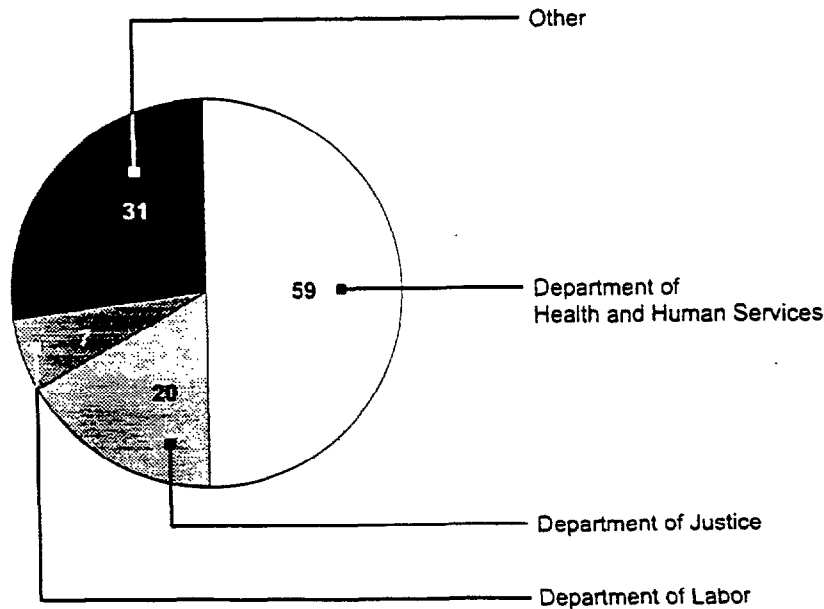
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In summary, we found that the number of programs decreased from 127 in fiscal year 1996 to 117 in fiscal year 1998. Between the two fiscal years, several programs were eliminated and others were established. Of the programs eliminated, some were not funded after fiscal year 1996 or were demonstration programs whose specific authorized period expired. The agency officials were unable to provide complete information for components in the programs that targeted youths and could not always identify the portion of funding dedicated to at-risk and delinquent youths. Nevertheless, the officials estimated that the appropriations available to serve these youths increased slightly from about \$4.3 billion to more than \$4.4 billion in fiscal year 1998.

MULTIPLE PROGRAMS SERVED AT-RISK AND DELINQUENT YOUTHS

The federal government continues to fund many programs that provide services to at-risk and delinquent youths. According to agency officials, in fiscal year 1998, 117 programs administered by 15 federal departments and agencies received funding for their at-risk or delinquent youth components. The Department of Health and Human Services (HHS), the Department of Justice and the Department of Labor administered 85, or 73 percent, of these programs. (See fig. 1.)

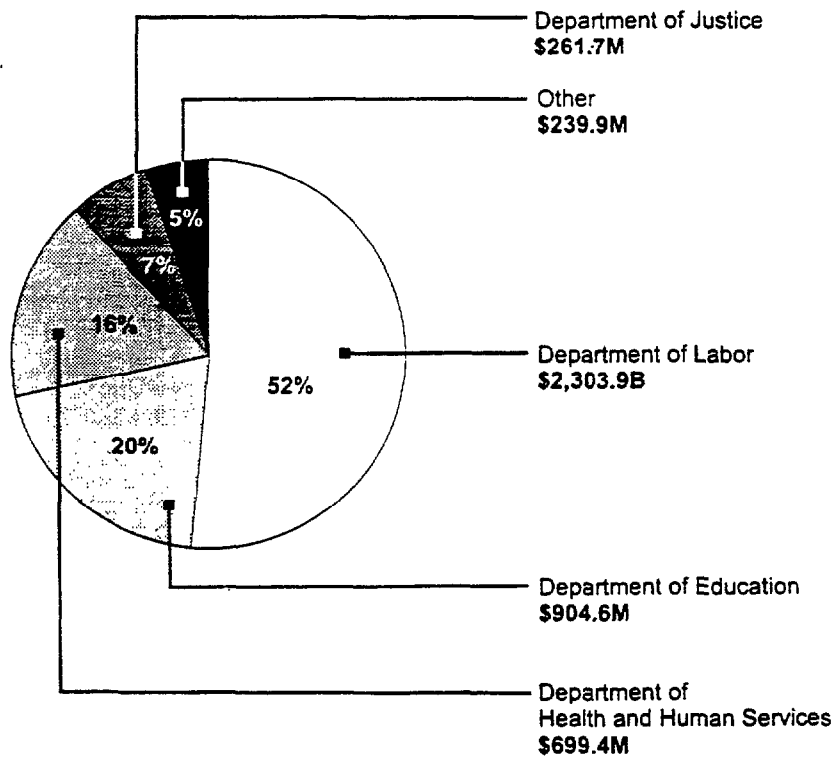
Figure 1: 117 Programs in 15 Departments and Agencies That Served At-Risk and Delinquent Youths in Fiscal Year 1998



AT-RISK AND DELINQUENT YOUTH PROGRAMS TOTALED \$4.4 BILLION IN 1998

The agency officials estimated that the portion of appropriated funds available for the 117 programs for at-risk and delinquent youth services in fiscal year 1998 totaled more than \$4.4 billion. Labor and the Department of Education received the most funds—\$2.3 billion and more than \$904 million, respectively. (See fig. 2.) The agency officials could not, however, estimate the amount of funds dedicated to at-risk and delinquent youths for 42 of the 117 programs.

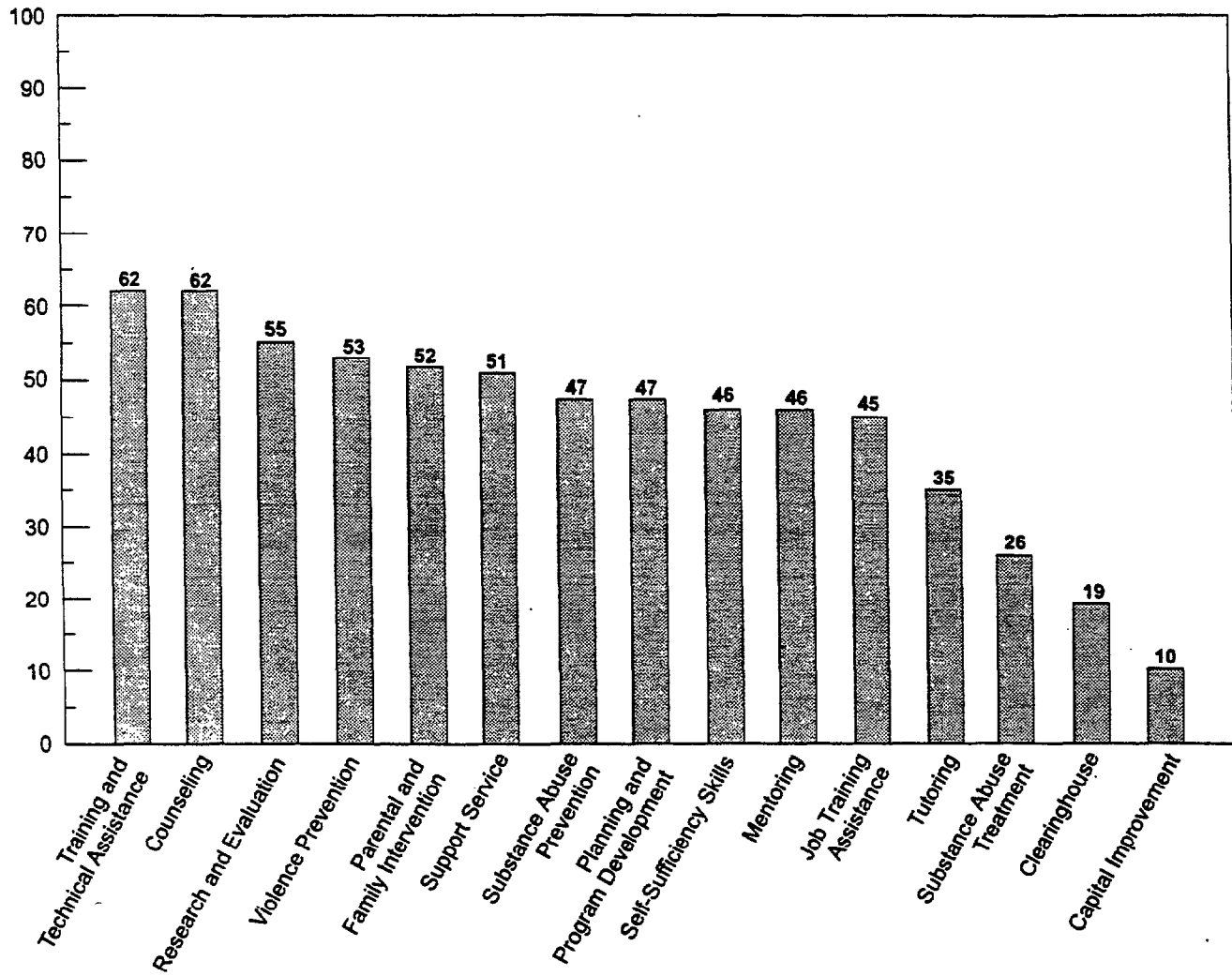
Figure 2: Fiscal Year 1998 Appropriations That Departments and Agencies Received for At-Risk and Delinquent Youth Programs



DEPARTMENTS' AND AGENCIES' PROGRAMS FUNDED SIMILAR SERVICES

Many programs appeared to fund similar services. According to the agency officials, in fiscal year 1998, 62 programs provided training and technical assistance, 46 provided mentoring services, and 53 provided violence prevention services. In some cases, a single agency administered several programs that provided similar services. For example, 30 of HHS's programs provided counseling services and 31 provided support services. The services most often made available under the 117 programs included training and technical assistance, counseling, and parental and family intervention. (See fig. 3.)

Figure 3: Similar Services That Several Department and Agency Programs Funded in Fiscal Year 1998



CHANGES SINCE FISCAL YEAR 1996

Between 1996 and 1998, some programs were added and others were eliminated. The newly established programs were all administered by HHS, while the programs that were eliminated were spread out among various other federal departments and agencies.

According to the agency officials' estimates, the amount appropriated for programs for at-risk and delinquent youths increased from about \$4.3 billion to more than \$4.4 billion over the 2 years. Education and Justice appropriations for youth programs increased by \$124 million and \$13 million, respectively. However, there were many programs for which the agency officials could not provide estimates of the portion of funds for services for at-risk and delinquent youths. The variety of services provided by the departments and agencies in fiscal year 1998 was generally the same as we reported in 1997.

AGENCY COMMENTS

We provided each of the 15 departments and agencies an opportunity to verify the program data it provided. Some program officials provided technical comments on the data, and we incorporated these as appropriate.

As arranged with your office, unless you publicly announce the contents of this correspondence earlier, we plan no further distribution until 3 days from its date. We will then send copies to the Secretaries and Chairmen of the departments and agencies whose data are included in the correspondence and to others on request.

If you have any questions about this information, please call me or Larry Horinko, Assistant Director, at (202) 512-7014. The major contributor to this correspondence was Ben Jordan.

Sincerely yours,



Marlene S. Shaul
Associate Director, Education, Workforce, and
Income Security Issues

Enclosures - 2

ENCLOSURE I

FEDERAL PROGRAM FUNDING FOR AT-RISK AND DELINQUENT YOUTHS, FISCAL YEAR 1998

This table describes the programs and services provided by the federal departments and agencies. The abbreviations for the types of services are counseling (C), clearinghouse (CH), capital improvement (CI), job training assistance (JTA), mentoring (M), parental and family intervention (PFI), planning and program development (PPD), research and evaluation (RE), substance abuse prevention (SAP), substance abuse treatment (SAT), support service (SS), self-sufficiency skills (SSS), tutoring (T), training and technical assistance (TTA), and violence prevention (VP). (Violence prevention includes conflict resolution, crime and violence intervention, focused activity, and gang intervention.) (See enclosure II for definitions of program services.)

Agency and program	Estimate of funding dedicated to youths (\$millions)	Type of service funded														
		C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
Appalachian Regional Commission (1 program)																
Area Development Program	0.2											X			X	
Subtotal	0.2															
Corporation for National Service (6 programs)																
AmeriCorps	N/A	X			X	X	X		X				X	X		X
Foster Grandparent Program	N/A				X	X							X	X		
Learn and Serve America—Higher Education	N/A	X			X	X	X	X	X	X			X	X	X	X
Learn and Serve America—School and Community Based Programs	N/A	X					X	X	X	X			X	X		X
Retired and Senior Volunteer Program	N/A	X			X	X	X			X		X	X	X	X	X
Volunteers in Service to America (AmeriCorps*VISTA)	11.4	X			X	X	X			X			X	X	X	X
Subtotal	11.4															
Department of Agriculture (4 programs)																
4-H and Youth Development	61.7					X	X	X	X				X		X	
Children, Youth, and Families At-Risk Initiative—Cooperative Extension System	9.5		X		X	X	X	X	X	X				X	X	X
Food Stamp Employment and Training Program	N/A	X			X						X		X	X		
Urban Tree House Research Program	0.12								X							
Subtotal	71.3															
Department of Defense (2 programs)																
U.S. National Guard—Challenge Youth Program	48			X	X	X	X		X	X			X		X	X
U.S. National Guard—STARBASE	2.9			X		X	X			X			X	X	X	X

ENCLOSURE I

Agency and program	Estimate of funding dedicated to youths (\$millions)	Type of service funded														
		C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
Subtotal	50.9															
Department of Education (6 programs)																
Education for Homeless Children and Youth	28.8					X	X	X	X	X	X					
Safe and Drug Free Schools, Part A, Subpart 1, State Grants for Drug and Violence Prevention	531	X				X	X	X	X	X						
Safe and Drug Free Schools and Communities—National Programs	25								X	X						
Talent Search	98.7	X														
Title 1 Program for Neglected and Delinquent Children	39.3	X			X								X	X		
Upward Bound	181.8	X			X								X	X		
Subtotal	904.6															
Department of Health and Human Services (59 programs)																
Adolescent Alcohol (with NIAAA)*	1.9	X												X		
Adolescent Family Life Demonstration Projects and Research Grants	16.7	X	X						X	X				X	X	
Adolescent Managed Care (KDA)*	N/A														X	
Adolescent Marijuana (KDA)*	N/A	X							X	X				X		
Child Abuse Discretionary Program	14													X		
Child Abuse and Neglect State Grants	21								X	X				X	X	
Child Care Services*	N/A													X		
Child Welfare Services	291													X	X	
Children Substance Abusing Parents*	N/A	X														
Community Economic Development	N/A															
Community Health Centers	N/A	X							X	X						
Community Partnerships (formerly Community Prevention Coalitions Grant Program)	N/A													X		
Community Services Block Grants	N/A													X	X	
Comprehensive Community Treatment Program	N/A													X		
Cooperative Agreements for High Risk Youth: Project Connect*	N/A	X												X	X	
Cooperative Agreements for Parenting Adolescents*	N/A	X												X	X	
Cooperative Agreements for State Incentive Grants*	N/A	X	X											X	X	X

ENCLOSURE I

Agency and program	Estimate of funding dedicated to youths (\$millions)	Type of service funded														
		C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
Native American Programs	35		X		X									X		X
Predictor Variables ^a	N/A	X							X							
Projects for Assistance in Transition From Homelessness	N/A			X	X					X		X		X		
Replicating Effective Methamphetamine Treatment ^a	N/A	X								X				X		
Residential Treatment for Women and Their Children	3.1					X		X		X						
Runaway and Homeless Youth Programs-Basic Centers	44	X				X		X			X			X		X
Service Grant Program for Residential Treatment for Pregnant and Postpartum Women	0.7					X		X		X						X
Special Projects of National Significance Program	3.4		X					X								X
Social Services Block Grant	N/A				X						X		X			
Southwest Border Initiative ^a	N/A					X		X		X			X			
Starting Early, Starting Smart	N/A				X				X	X						
Street Outreach Program to Prevent Sexual Abuse and Exploitation of Runaway, Homeless, and Street Youth	14	X				X			X	X			X	X		X
Substance Abuse Prevention and Treatment Block Grant	N/A							X	X	X						
Targeted Treatment Capacity Expansion Program ^a	7.4	X				X				X		X				
Transitional Living Program for Homeless Youth	15				X								X			
Urban Indian Health Programs	5.8	X				X			X	X				X		X
Youth Risk Behavior Surveillance System ^a	1.4															
Subtotal	699.4															
Department of Housing and Urban Development (1 program)																
Youth Build	35	X			X	X						X	X			X
Subtotal	35															
Department of Interior (2 programs)																
Indian Child Welfare Act (Title II Grants)	14.2	X				X						X				X
Indian Child Welfare Assistance (Foster Care)	11					X						X				X
Subtotal	25.2															
Department of Justice (20 programs)																
Children's Justice Act Program Grants	1.5									X						

ENCLOSURE I

Agency and program	Estimate of funding dedicated to youths (\$millions)	Type of service funded															
		C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP	
Community Outreach Program	0.3					X							X				
Community Relations Service Initiatives	2.7																X
Crime Victim Assistance Discretionary Grants ^c	0	X	X									X					X
Crime Victim Assistance Formula Grant Program ^e	0	X										X					
Crime Victim Compensation Formula Grant Program ^e	0	X										X					
Demand Reduction	1.1					X					X						X
Edward Byrne Memorial State and Local Law Enforcement Assistance Programs—Discretionary Grants	21.7	X				X					X						X
Edward Byrne Memorial State and Local Law Enforcement Assistance Programs—Formula Grants	9.4	X	X	X	X	X					X						X
Gang-Free Schools and Communities Community Based Gang Intervention Grants for Native American Indian Tribes	12	X	X		X	X					X						X
Juvenile Justice and Delinquency Prevention—Allocation to States (State Formula Grants), Part B	0.3	X				X					X						X
Juvenile Justice and Delinquency Prevention—Juvenile Mentoring, Part G	96.5	X				X					X						X
Juvenile Justice and Delinquency Prevention—State Challenge Activities, Part E	12	X				X					X						X
Juvenile Justice and Delinquency Prevention National Program Discretionary Grants, Part C Missing and Exploited Children Program (Title IV)	10				X						X						X
Title II Part A—Concentration of Federal Efforts	45.3	X	X		X						X						X
Title V—Incentive Grants for Local Delinquency Prevention programs	12.5																X
Victims of Child Abuse	0.2																X
Weed and Seed Program Fund	20	X			X	X					X						X
Subtotal	7		X								X						X
Subtotal	9.2	X	X	X	X	X					X						X
Subtotal	261.7																
Department of Labor (7 programs)																	
Employment and Training Research and Development Projects	31.8	X			X	X					X						X
Job Training Partnership Act (JTPA)—Job Corps	1246.2	X		X	X						X						X

ENCLOSURE I

Agency and program	Estimate of funding dedicated to youths (\$millions)	Type of service funded														
		C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
JTPA Title II-B—Summer Youth Employment and Training	87.1				X							X	X			
JTPA Title II-C	129.9				X	X								X		
Year-round Youth Program	N/A				X							X				
Migrant and Seasonal Farmworker Programs	N/A				X								X			
Native American Programs	N/A															
Opportunity Areas for Out-of-School Youth (previously Youth Fair Chance)	25							X							X	
Subtotal	2303.9															
Department of Transportation (3 programs)																
Alcohol Traffic Safety and Drunk Driving Prevention Incentive Grants	5.1		X					X	X	X					X	X
State and Community Highway Safety	15.6		X					X	X	X					X	X
Youth Impaired Driving Projects	1.1					X		X	X	X					X	X
Subtotal	21.8															
Department of the Treasury (1 program)																
Gang Resistance Education and Training Projects	13														X	X
Subtotal	13															
Environmental Protection Agency (1 program)																
Environmental Education Grants	N/A									X					X	
Subtotal	N/A															
National Endowment for the Arts (3 programs)																
Promotion of the Arts—Grants to Organizations	1.6	X				X			X	X	X			X	X	X
Promotion of the Arts—Leadership Initiatives	1.7	X			X				X	X				X	X	X
Promotion of the Arts—Partnership Agreements	7.3	X			X				X	X	X			X	X	X
Subtotal	10.6															
State Justice Institute																
State Justice Institute	0.5									X						X
Subtotal	0.5															
Grand total	4,409.5															

Note: N/A = amount not available.

^aOfficials at HHS said that this was a new program since our 1997 testimony.

^bOfficials at HHS said that this program did not provide the services listed. Instead, it conducted surveys and developed a database on youth behavior.

^cNo federal dollars were appropriated; funding was provided by the Department of Justice's Crime Victim Fund, which is financed through forfeitures.

DEFINITIONS OF PROGRAM SERVICES USED IN OUR CORRESPONDENCE

In our review, we focused on 15 types of services and activities that programs could potentially provide to at-risk or delinquent youths. We used the following definitions for them.

Capital improvement. Funding the purchase of property, facilities, and equipment used in helping youths.

Clearinghouse. Gathering and disseminating research and other information on youths.

Counseling. Providing youth counseling services to help resolve problems or difficulties stemming from emotional problems, home or family conflicts, and interpersonal relationships.

Job-training assistance. Helping youths prepare for or find jobs. Job-search assistance includes providing instructions on job-seeking techniques, preparing a job-search plan, obtaining labor market information, and increasing motivation and self-confidence. Job-placement assistance includes identifying job openings in the public or private sector and referring individuals to employers with such openings. On-the-job training is training provided to an employee in occupational or other skills essential to performing a specific job or group of jobs. Such training is generally used for entry-level employment and skill upgrades.

Mentoring. Using adult role models to assist youths in career or educational planning and to provide encouragement and motivation.

Parental and family intervention. Improving parenting skills and communication within families or otherwise promoting positive family and home life. Included in this category are activities related to youth pregnancy, youth parenting, and child abuse.

Planning and program development. Funding planning and development activities related to youth programs.

Research and evaluation. Studying innovative approaches for planning and implementing youth programs or evaluating the effectiveness of such programs.

Self-sufficiency skills. Individual or group training in life skills (such as caring for a home, reading a bus schedule, and using a checking account) and remedial or basic skills training in academic subjects (such as mathematics or English, English as a second language, and literacy training).

Substance abuse prevention. Providing services to prevent drug and alcohol abuse.

Substance abuse treatment. Providing services to treat drug and alcohol abuse.

Support service. Assisting individuals in overcoming barriers to participating in programs for at-risk and delinquent youths. Examples may include subsidizing the cost of child care

ENCLOSURE II

or transportation or providing financial support or reimbursement for medical expenses incurred by an individual or the individual's family, thereby facilitating program participation.

Training and technical assistance. Giving training and technical assistance to people responsible for program management or service delivery. This could include disseminating information on youth programs.

Tutoring. Helping individuals or groups master academic subjects, such as reading or mathematics, including helping them with homework or school projects.

Violence prevention. Providing conflict resolution, crime and violence intervention, **focused** activity, and gang intervention.

RELATED GAO PRODUCTS

At-Risk and Delinquent Youth: Multiple Programs Lack Coordinated Federal Effort (GAO/T-HEHS-98-38, Nov. 5, 1997).

At-Risk and Delinquent Youth: Fiscal Year 1996 Programs (GAO/HEHS-97-211R, Sept. 2, 1997).

At-Risk and Delinquent Youth: Multiple Federal Programs Raise Efficiency Questions (GAO/HEHS-96-34, Mar. 6, 1996).

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