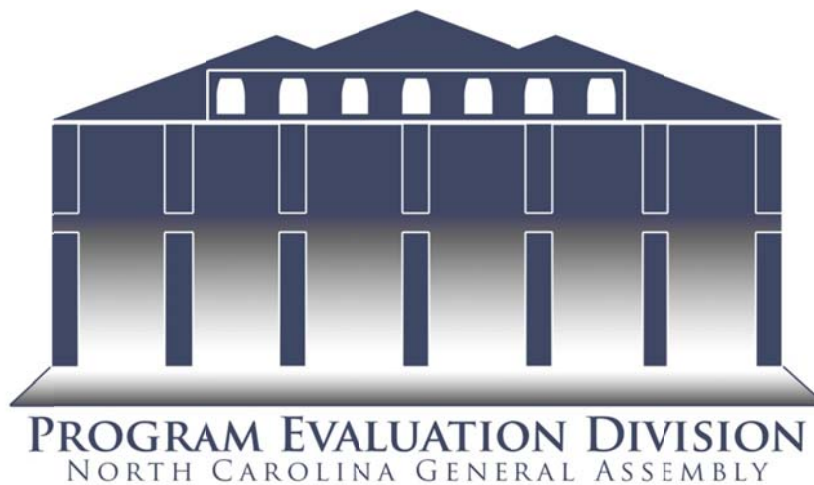


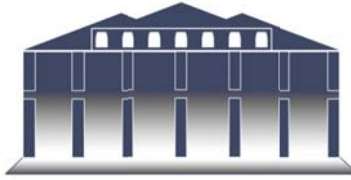
**Programs for Children, Youth, and Families
Need a Guiding Framework
for Accountability and Funding**



**Final Report to the Joint Legislative
Program Evaluation Oversight Committee**

Report Number 2011-01

February 2011



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NORTH CAROLINA GENERAL ASSEMBLY

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John W. Turcotte
Director

February, 2011

Honorable Members of the General Assembly:

As directed by Session Law 2009-126, the Program Evaluation Division developed an inventory of state-funded programs for children, youth, and their families in North Carolina. This mandate was developed in response to Recommendation 1 in the 2009 report of the Joint Legislative Study Commission on Children and Youth, which directed the Division to study programs that directly and indirectly benefit children and youth in the state. The inventory identified state-funded programs that provided goods, services, or public assistance with the specific aim of enhancing the health, safety, or well-being of children, youth, or their families. In addition to identifying programs, the inventory identified sources of funding and determined whether programs collected performance measures to indicate success in meeting their goals.

The nature of the inventory required that we collect data from a wide range of state entities. In particular, we would like to acknowledge the Department of Health and Human Services, the Office of State Budget and Management, and program staff from the 18 agencies and institutions of higher education that provided information for this report. I am pleased to report that all cooperated with us fully and were courteous to our evaluators throughout the project.

Sincerely,

A handwritten signature in cursive script, appearing to read "John W. Turcotte".

John W. Turcotte
Director



PROGRAM EVALUATION DIVISION

NORTH CAROLINA GENERAL ASSEMBLY

February 2011

Report No. 2011-01

Programs for Children, Youth, and Families Need a Guiding Framework for Accountability and Funding

Summary

As directed by Session Law 2009-126, the Program Evaluation Division developed an inventory of programs for children, youth, and families in North Carolina. This effort identified state-funded programs that provided goods, services, or public assistance with the specific aim of enhancing the health, safety, or well-being of children, youth, or their families. In addition to identifying programs, the inventory identified sources of funding and determined whether programs collected performance measures to indicate success in meeting their goals.

Although inventories of this kind are limited because they are point-in-time snapshots, they are indispensable starting points to understand programming in a particular policy area. Inventories can provide a means to identify disparate programs, review performance data, and can inform funding decisions.

The inventory found 93 programs operated by 18 state agencies and universities in Fiscal Year 2009-10. Total expenditures from all sources for these programs were \$3.3 billion; six different appropriations committees oversaw state funding. Inventoried programs included a wide range of efforts that differed in terms of target population; type of service, goods, or public assistance provided; service delivery model; provider type; program model; and performance measures collected. Whereas a majority of programs reported that they collected outcome measures, a document review confirmed outcome measurement for less than half of the programs that made this claim.

Despite their disparate characteristics, inventoried programs could be grouped under seven domains. These domains consisted of: child care/prekindergarten; child and maternal health; education and life skills; family support; mental health, substance abuse, and early intervention; child safety and welfare; and juvenile justice. Adopting an organizational framework could help conceptualize programs for children, youth, and families across North Carolina that would promote more intentional funding for these now disparate programs.

Based on these findings, the General Assembly should authorize the Legislative Study Commission on Children and Youth to create a strategic plan for North Carolina's children, youth, and families. Commission tasks should include establishing statewide goals and identifying broad parameters for assessing progress towards those goals.

Purpose and Scope

As directed by Session Law 2009-126, the Program Evaluation Division developed an inventory of programs for children, youth, and families in North Carolina. This mandate was developed in response to Recommendation 1 in the 2009 report¹ of the Joint Legislative Study Commission on Children and Youth, which directed the Division to study programs that directly and indirectly benefit children and youth in the state, identify their sources of funding, and determine whether they have clear goals, indicators, and benchmarks by which to measure success.

The inventory identified state-funded programs that paid for goods, services, or public assistance with the aim of enhancing the health, safety, or well-being of children, youth, or their families. A program was defined as a state funding stream that expended or allocated funds from any source, including state appropriations, federal funds, or other receipts, in State Fiscal Year 2009-10. This inventory represents a point-in-time perspective on programs that met these criteria.

Exhibit 1 summarizes inventory parameters established by the Program Evaluation Division. As shown, criteria address funding, targeted individuals, and program focus.

Exhibit 1

Parameters Defining Programs Included in the Inventory

Criteria	Included	Excluded
Funding	<ul style="list-style-type: none"> State funding streams or initiatives that expended or allocated funds for goods, services, or public assistance to enhance the health, safety, or well-being of children, youth, or their families Expended or allocated state funds in State Fiscal Year 2009-10 	<ul style="list-style-type: none"> Individual contractual providers Programs that did not expend or allocate funds for goods, services, or public assistance for children, youth, or their families (e.g., research) Did not expend or allocate state funds in State Fiscal Year 2009-10
Targeted individuals	<ul style="list-style-type: none"> Children and youth (prenatal up to 18 years old) Parents or legal guardians of children and youth 	<ul style="list-style-type: none"> Youth 18 years and older Caregivers other than parents or legal guardians
Program Focus	<ul style="list-style-type: none"> Programs that specifically targeted children, youth, or their families Child, youth, or family health, safety, or well-being, including early care/education for children ages birth to five Central focus on service; may include a research component 	<ul style="list-style-type: none"> Programs that affected but did not specifically target children, youth, or their families Education/curriculum for school-aged children and youth (e.g., schools, libraries, museums) Central focus on research, not services

Source: Program Evaluation Division.

To identify programs for the inventory, the Program Evaluation Division surveyed state agencies to request a list of programs that met these

¹ Legislative Study Commission on Children and Youth. (2009). *Report to the 2009 General Assembly of North Carolina*. Raleigh, NC: General Assembly.

criteria. The Division sent a second survey to contacts for each of the identified programs to collect information on program characteristics (e.g., purpose, activities, funding, eligibility criteria) and the types of performance measures collected. Additional information for this report was gathered from

- administrators at the Department of Health and Human Services and the Office of State Budget and Management;
- evaluators in other states with experience in similar inventories; and
- a review of relevant literature.

As shown in Exhibit 1, the inventory did not include programs that affected but did not specifically target children, youth, or their families. For example, the Special Supplemental Nutrition Program for Women, Infants, and Children program was included, but the Supplemental Nutrition Assistance Program—which benefits children and families but does not exclusively target them—was not included. Also not included were education and curriculum programs for school-aged children and youth: these programs would require their own inventory and were beyond the scope of the current effort. Programs with a central focus on research were excluded.

Whereas the inventory did collect information on performance measures, evaluating program success based on those measures was not within the scope of this project.

Background

An array of state-funded programs in North Carolina targets children, youth, and their families. Children are one of the state's most valuable assets, but they also are among the most vulnerable citizens. As documented in data from the advocacy group North Carolina Action for Children, 2.25 million children from birth up to 18 years old (24% of the state's population) lived in North Carolina in 2008. They faced numerous challenges:

- 20% (440,281) lived in poverty;²
- 43% lived in low-income households (at or below 200% of poverty);
- 9% were born with low birthweight; and
- 13% did not have health insurance.

Although the 2009 infant mortality rate was the lowest in the state's history at 7.9%, it remained among the highest in the nation; the rate among minorities in North Carolina was 2.6 times that for white children. The state funds programs to ameliorate these and other challenges, to prevent problems altogether, and to provide enrichment activities to a wide range of participants.

The mandate directing this inventory grew out of the desire to identify programs for children, youth, and families in North Carolina. Although this request appears straightforward, it is complicated because programs are characterized by myriad approaches, problems addressed, and target

² The 2008 poverty threshold set by the U.S. Census Bureau was \$22,025 for a family of four.

groups served. Program approaches vary widely: services may be direct or indirect, and programs may provide goods, services, or public assistance. Some programs do not address a specific problem but provide support or enrichment (e.g., visiting the zoo), whereas others address serious problems with intensive intervention (e.g., treatment of psychopathology). Target groups are defined by age, risk, disability, family income, or a wide range of other criteria. Further, programs are operated by numerous state agencies. Some initiatives are well-known, well-funded, and linked to other programs; others, however, are little known, rely on small amounts of money, and exist in isolation. Inasmuch as there is a desire to know what the state is doing for children, youth, and families, then, there is a need to conduct a focused inventory to identify the programs that target them.

The difficulty in compiling a comprehensive inventory is not unique to North Carolina. When beginning this project, the Program Evaluation Division queried similar legislative divisions in other states to identify similar efforts. Responses indicated that just two states—Connecticut and Florida—had attempted children’s program inventories, and they provided cautionary tales of frustrating studies that proved to be of limited use. Typically, inventories of programs for children, youth, and families are conducted for a subset of programs defined, for example, by age group (e.g., the National Institute for Early Education Research’s *State Preschool Yearbook*) or issue (e.g., the National Center for Children in Poverty’s state profiles of low-income children). Publications such as the Annie E. Casey Foundation’s *KidsCount* and the North Carolina Action for Children’s *North Carolina Children’s Index* document statistics on children and families. Whereas these reports inform specific issues and help interest groups define the challenges at hand, they provide only limited information for policymakers seeking to understand the landscape of programs for children, youth, and families across domains and agencies. At present, there is no state budget code or other means to readily identify where and what these programs are and how they are funded.

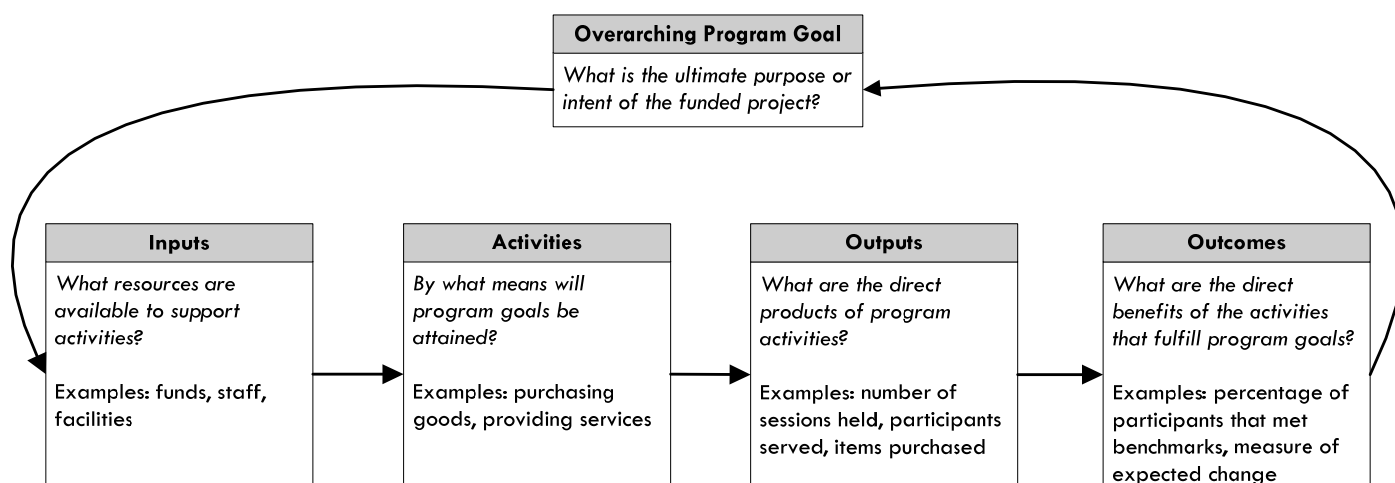
Despite the challenge of developing an inventory of this kind, an inventory could provide the basis for effective policy and funding for this population.

In addition to identifying state programs, the study mandate directed the Program Evaluation Division to discern evidence of success for each program in the inventory. Performance information can help programs improve by quantifying activities and measuring the extent to which they are achieving program goals. It also can provide the basis for holding programs accountable for results.

Increased attention to accountability for public funds has fueled the growing emphasis on and demand for performance tracking. For example, the federal Government Performance and Results Act of 1993 (P. L. 103-62) requires government agencies to specify measurable results in order to improve public confidence by holding federal agencies accountable for achieving program results and improving program effectiveness. The Act promotes the use of logic models as a framework for defining program goals, measuring program performance against those goals, and reporting publicly on results.

Logic models are not the only approach to link program components with performance measurement, but they are perhaps the most widely used. The Program Evaluation Division recommended a logic-model approach in a previous report on state oversight of grants to non-profit organizations that urged the adoption of performance measures.³ Program providers have found logic models useful to help operationalize programs and frame appropriate measurement strategies. As shown in Exhibit 2, a clearly stated goal provides the program rationale and broadly describes its intent and expected results. The goal is linked to program inputs, activities, outputs, and outcomes, which in turn inform whether the goal has been met. The logic model describes the program and lays the groundwork for identifying appropriate measures for each model component.

Exhibit 2: Logic Models Provide a Performance Measurement Framework



Source: Program Evaluation Division.

Several types of data describe how programs are implemented and how they work. Performance measures consist of information about program operations that document who is served, program inputs, activities, and program outcomes.

- *Descriptive information* describes participants' age, income, gender, ethnicity, or other salient attributes.
- *Inputs* are resources available to deliver activities, such as funding, staff, or facilities.
- *Processes* describe how the program works, such as who does what and how activities are delivered.
- *Outputs* consist of numerical counts to describe activities actually provided, such as number of sessions or services, participant attendance, or items distributed.
- *Outcomes* capture whether or not the program achieves its intended goals.

³ Program Evaluation Division. (2009, November). *Accountability Gaps Limit State Oversight of \$694 Million in Grants to Non-Profit Organizations*. Report to the Joint Legislative Program Evaluation Oversight Committee. Raleigh, NC: General Assembly.

Together, these types of information can answer questions about who participates, what goes into programs, how they work, what they provide, and to what end. In some cases, outputs (what programs provide) may be sufficient to capture whether a program is successful. For example, a program that distributes food may report outputs in terms of units delivered; however, outputs cannot demonstrate to what end the food was provided. Only outcomes can answer questions of program success such as “what works?”

Outcome data serve several important functions. They can aid program improvement by illustrating whether or not activities are associated with intended effects. Program staff may use outcomes to review the program goal, alter activities, improve practices, or otherwise adjust the program. Outcomes can inform funding decisions: stakeholders may elect to support or eliminate programs with weak outcomes, or to direct increased funding towards programs that demonstrate good results.

The first step towards understanding programs for children, youth, and families taken in this inventory, then, was to identify existing programs. The second was to examine evidence that could shed light on what works.

Findings

Finding 1. In State Fiscal Year 2009-10, North Carolina funded 93 programs for children, youth, and families across 18 agencies and universities at a cost of \$3.3 billion.

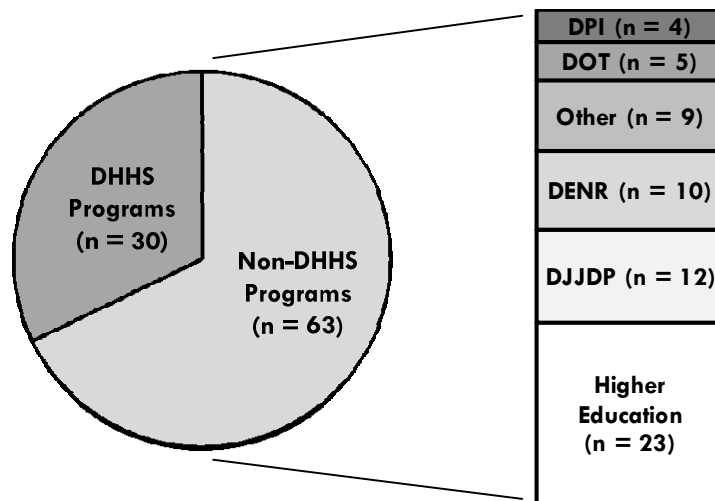
The initial survey sent to state agencies requesting a list of programs that met inventory criteria yielded contact information for 135 programs. A second survey requesting detailed program information was sent to each contact. Seven did not respond to the request, resulting in a response rate of 95%. Among responding programs, 26 did not meet inventory criteria and were removed. Another nine programs were removed as duplicates because they were Department of Health and Human Services (DHHS) contracts also reported by university grantees.

The inventory identified 93 programs for children, youth, and families funded by the state in 2009-10 (see Appendix A). Thirty of the inventory programs were operated by DHHS, which counted programs differently than the other participating agencies. Nine DHHS programs included more than one “service” within them. For example, the Women’s Health program included the following discrete services that met inventory criteria: Community Focused Infant Mortality, Family Planning, Maternal Health, Sickle Cell Syndrome Services for Children, Teen Pregnancy Prevention Initiative, and Women’s Health Public Education. The 55 individual services within the 30 DHHS programs are listed in Appendix A.

Several state agencies oversaw the 63 inventory programs not operated by DHHS, including the Departments of Juvenile Justice and Delinquency Prevention (DJJDP), Environment and Natural Resources (DENR), Public Instruction (DPI), and Transportation (DOT; see Exhibit 3). Institutions of higher education operated 23 programs and the remaining 9 programs resided in six different agencies (see note to Exhibit 3). In total, programs were spread across 18 agencies and higher-education institutions.

Exhibit 3

Of the 93 Programs, 30 Were Operated by DHHS and 63 Were Operated by Other Entities



Notes: "Other" includes agencies with two or fewer programs: Administrative Office of the Courts and Departments of Administration, Crime Control and Public Safety, Cultural Resources, Insurance, and Labor. "Higher Education" includes the Community College System and several universities in the University of North Carolina System listed in Appendix A.

Source: Program Evaluation Division based on survey responses.

The 93 programs for children, youth, and families expended \$3.3 billion from all sources for indirect, operating, and administrative costs.⁴ To qualify for the inventory, at least some funding had to have been provided by or through the state; program expenditures reported here are from all sources of funding. (When asked to provide expenditures from state appropriations alone, survey respondents indicated their reporting systems did not readily enable them to determine expenditures by source of funds.) Reported expenditures ranged from a low of \$245 (University of North Carolina – Wilmington's Friends, Food, and Fun Nutritional Health Program, Hillcrest Community Campus) to a high of \$386.6 million (Department of Health and Human Services' Subsidized Child Care Program).

Programs differed in terms of target population, eligibility criteria, service availability, and type of service providers. Ninety percent of programs targeted children, and the remaining 10% targeted families and/or service providers. Programs used a variety of eligibility criteria, such as age of child, qualifying events (e.g., child abuse), and location. Only 14% of programs used income to determine eligibility, 20% used disability or special need, and 15% used health status.

The survey requested data on the number served, but this information proved hard to capture because programs reported it differently. For example, one program reported serving 10,000 youth even though only 300 youth were trained directly by the program. Because the program trained youth to share information on healthy behaviors and violence prevention with their schools, it considered the total school population as the number served. Another difficulty was that programs warned of

⁴ This total reflects expenditures reported by programs for the most recent fiscal year available. Of the 93 programs, 83 reported Fiscal Year 2009-10 expenditures (amounting to \$3,261,249,550). The remaining 10 programs provided expenditure data for Fiscal Year 2008-09 (amounting to \$21,568,498).

duplicate counts because participants received more than one service. Other programs could only provide an average monthly number of participants, not annual counts of children, youth, or families served. Because there is no comprehensive or accurate way to report these data, this information is not reported here.

Of the 93 programs, 61 (66%) were available statewide.

Most programs (86%) provided services; another 4% provided goods and 4% provided public assistance (another 5% developed infrastructure or improved systems). Programs were split between who delivered goods or services: 37% of programs were direct providers, 30% provided them indirectly through other entities (non-profits, for-profits, state government, or local government), and 22% provided goods or services both directly and indirectly. Only 21% of programs that provided services indirectly selected providers through a competitive Request for Proposal process.

Finding 2. Over 60% of programs did not collect the type of data necessary to inform whether or not they achieved their intended goals.

One aim of the inventory was to determine whether programs collected data sufficient to indicate program success. To that end, survey data were used to indicate whether programs had models, goal statements, and performance information. A majority (55) of the 93 programs in the inventory reported they followed a specific model that linked goals to program activities, outputs, and outcomes.

An essential model component is an overarching goal statement. The Program Evaluation Division assessed each program's goal statement to determine whether it met four criteria of a strong goal:

- stated a broad aim that encompassed all program activities and objectives;
- provided the basis for measurable outcomes;
- established desired long-term effects; and
- defined the target population.

Overall, 73% of programs provided a goal statement that met all four criteria. An example of a strong goal statement was provided by the Department of Insurance's Buckle Up Kids: "To continue to increase the usage of child restraints, booster seats, and seat belts to reduce the number of childhood injuries and deaths by continuing child passenger safety initiatives."

The remaining 27% of programs either did not provide a statement (16%) or provided weak statements that did not meet the four criteria (11%). Weak goal statements were either too broad (for example, "To help children in the program develop to their full potential") or too limited (for example, "Maintain the number of children and families served").

Programs may use different types of data to track performance, and a goal of this inventory was to examine the types of information collected by programs. This inventory did not evaluate program outcomes, but determining whether or not programs collected outcome data that might be used to examine program success was of particular interest.

Survey respondents indicated which of 22 types of performance data they collected by selecting from the list shown on the right in Exhibit 4. The Program Evaluation Division classified this information into five tiers of evidence that reflect the strength of the performance data collected. Whereas descriptive information, inputs, processes, and outputs are useful for describing program operations, outcome data are needed to inform whether or not the program has affected change.

Exhibit 4

Outcome Data Provides the Strongest Evidence of Program Performance

Strength of Evidence	Type of Performance Information	Type of Data Collected
	Descriptive	<ul style="list-style-type: none"> Participant demographic information (e.g., age, income, race/ethnicity)
	Input	<ul style="list-style-type: none"> Number of staff who support program activities Expenditures for program activities Financial audits
	Process	<ul style="list-style-type: none"> Length of time in program Number of calls or emails to the program (e.g., requests for information, reports of abuse) Number of potential participants identified to receive goods/services (e.g., received information about program) Participant satisfaction Cost per participant
	Output	<ul style="list-style-type: none"> Amount of goods/services provided (e.g., number of sessions held, number of eyeglasses distributed, investigations conducted) Number of referrals provided Number of participants enrolled to receive goods or services Number of participants who received goods or services Number of participants who received a minimum amount of goods/services Number of participants who dropped out of the program Number of participants who completed the program, including closed cases. Number of participants who re-enrolled in the program after dropout or completion (e.g., recidivism) Participant attendance at program sessions or events Percentage of population served
	Outcome	<ul style="list-style-type: none"> Outcome assessments (e.g., participant knowledge, skills, or behavior) Progress toward contract benchmarks Return on investment

Source: Program Evaluation Division.

All but two programs reported they collected some type of performance information. Most collected descriptives (67%), inputs (90%), processes (77%), and outputs (91%). Overall, then, inventoried programs were collecting the type of information that informs operations. However, only

outcome data can answer questions of program success such as “so what?” and “what works?”

A majority (84%) of programs reported they collected outcome data, but less than half of these were able to provide documentation to support this claim. Of the 93 programs for children, youth, and families 78 reported in the survey that they collected outcome data, and 15 reported that they did not collect this information. When the Program Evaluation Division requested documentation of measurement from the 78 programs claiming to collect outcome data, only 36 programs were able to provide it.

The remaining 42 programs—over half of the 78 programs claiming to collect outcome data—did not provide documentation that demonstrated outcome measurement. Twenty-nine of these programs claimed they collected outcome data but the documentation they provided did not support the claim.⁵ For example, several programs provided documentation of processes, such as participant satisfaction, rather than outcomes. Participant satisfaction may indicate how participants feel about a training session or workshop, but it is not a measure of what happened as a result of the program, as indicated by changes in knowledge, attitudes, or behavior. Participant satisfaction may be useful to workshop development, but it does not demonstrate what was accomplished as a result of the session.

Other programs provided documentation of outputs, such as number of goods delivered, rather than outcome measures. For example, documentation provided by Buckle Up Kids demonstrated measurement of the number of children and families served and the number of restraints distributed. Although the program had a strong goal statement, data reported by the program reflected outputs (items distributed) but not whether the program was meeting its goal (i.e., “to reduce the number of childhood injuries and deaths”). It is useful to know about outputs, but outputs alone do not answer the question, “to what end?”

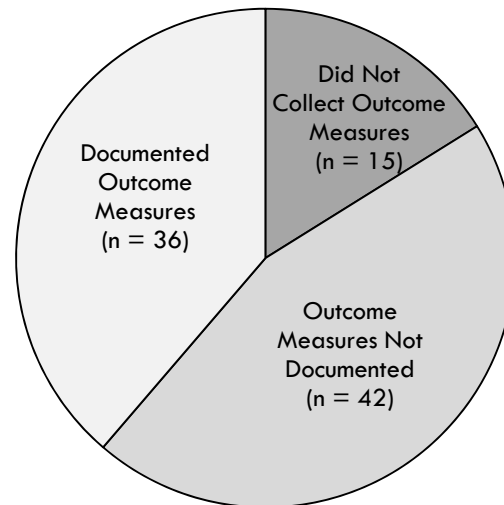
Together, programs that did not have documented outcome measurement expended \$1.3 billion from all funding sources. As shown in Exhibit 5, the 36 programs with documented outcome measures expended \$1.97 billion for all costs, including indirect, operating, and administrative costs.

One example of evidence demonstrating outcome measurement was provided by the Department of Juvenile Justice and Delinquency Prevention’s Woodson Wilderness Challenge program—a therapeutic, wilderness adventure program for males founded on the idea that the wilderness provides a unique environment for learning, change, and personal growth. Program administrators provided reports of post-program recidivism outcomes (i.e., subsequent juvenile complaints and adult charges within six months of graduation).

⁵ Another 13 of the 42 programs with undocumented outcome measurement did not respond to the Program Evaluation Division’s request for documentation.

Exhibit 5

Of the 93 Programs for Children, 36 Provided Documentation of Outcome Measures



	Number of Programs	Percentage of Programs	Funding	Percentage of Funding
Did Not Collect Outcome Measures	15	16%	\$ 172,079,999	5%
Outcome Measures Not Documented	42	45%	1,139,321,593	35%
Documented Outcome Measures	36	39%	1,971,416,456	60%
Total	93	100%	\$ 3,282,818,048	100%

Source: Program Evaluation Division based on survey responses.

Programs reported the biggest challenges to collecting and tracking data were insufficient funding and infrastructure. Exhibit 6 shows the four most common challenges reported by programs for children, youth, and families. Nearly half of inventory respondents reported insufficient funding to support data collection and tracking. Additional funding would also be necessary to address the challenges of lack of adequate data or technology infrastructure and lack of training. Similar challenges were noted in the Program Evaluation Division's report on grants to non-profit organizations: accountability requires resources and infrastructure.⁶

Exhibit 6

Biggest Challenges to Collecting and Tracking Data Were Insufficient Funding and Infrastructure

Challenges to Collecting and Tracking Data	Percentage of Programs
Insufficient funding to support data collection and tracking	47%
Agency lacks adequate data or technology infrastructure	26%
Providers lack data or technology infrastructure	15%
Providers lack training	15%

Source: Program Evaluation Division based on survey responses.

⁶ Program Evaluation Division. (2009, November). *Accountability Gaps Limit State Oversight of \$694 Million in Grants to Non-Profit Organizations*. Report to the Joint Legislative Program Evaluation Oversight Committee. Raleigh, NC: General Assembly.

Finding 3. Despite their scattered nature, programs for children, youth, and their families in North Carolina can be categorized into seven domains.

The Program Evaluation Division was requested to conduct this inventory in part because there was no easy way to capture existing programs. Except for the 55 services grouped under 30 programs by the Department of Health and Human Services, there was no clear way to conceptualize programs in the inventory.

Once the inventory data were collected, however, an organizing framework emerged from Program Evaluation Division analysis. Based on primary program domains selected by survey respondents, a list of seven domains was derived to describe all 93 programs (see Exhibit 7; programs are listed by domain in Appendix B). As shown, the number of programs within each domain ranged from 4 to 21, and funding ranged from \$5.9 million for Education and Life Skills up to \$851.2 million for Child Care/Prekindergarten.

Exhibit 7

Seven Domains Describe All 93 Programs in the Inventory

Domain	Description	Number of Programs	Domain Funding
Child and Maternal Health	Nutrition, dental, and prenatal services; provider training; health insurance; health promotion and prevention	17	\$ 780,375,089
Child Care/Prekindergarten	Direct prekindergarten and after-school care; service vouchers; provider training, accreditation; quality improvement; availability	15	851,238,523
Child Safety and Welfare	Domestic violence services; child welfare and family preservation services; advocacy; prevention and public health initiatives	14	392,082,988
Education and Life Skills	Youth employment training and life skills; enrichment activities	21	5,908,890
Family Support	Direct services for parents; income assistance	4	395,145,474
Juvenile Justice	Legal services; residential and community-based services for youth with delinquency problems	12	138,232,357
Mental Health, Substance Abuse, and Early Intervention	Advocacy; direct services for children, youth, and parents of children with mental health problems, substance abuse, or developmental disabilities	10	719,834,727
Total		93	\$ 3,282,818,048

Source: Program Evaluation Division based on survey responses.

As shown in Exhibit 7, programs within each domain covered a range of approaches and emphases, but all targeted the same population or issue. For example, Child Safety and Welfare includes programs that promote

child protection from maltreatment or public health threats such as accidental injury. Whereas each program may have its own measureable objectives, overall domain objectives could be developed to guide how that domain is assessed and to determine how each program could achieve desired outcomes.

By articulating specific program domains, policymakers could readily observe areas where state funds are spent. This organizing framework in turn could facilitate discussions about state priorities and goals.

An analysis of performance information in each domain indicated that data were stronger in some domains than others. As shown in Exhibit 8, the Program Evaluation Division examined the proportion of programs in each domain that collected descriptives, inputs, processes, outputs, and documented outcomes. For each type of data, domains were coded to indicate whether 75% or more, 50-74%, or less than 50% of programs collected information.

As shown in Exhibit 8, 75% or more programs in all domains reported collecting inputs and outputs. Only the Juvenile Justice domain had 75% or more programs reporting they collected all five types of data, including outcomes supported by documentation. Two domains—Family Support and Mental Health, Substance Abuse Services, and Early Intervention—had 75% or more programs reporting they collected descriptives, inputs, processes, and outputs.

Only three domains included a majority of programs with documented outcomes measurement: Juvenile Justice (75% or more), Child Care/Prekindergarten (50% to 74%), and Child and Maternal Health (50% to 74%). Less than 50% of programs in the other domains had documented outcome measurement.

Exhibit 8: Types of Performance Information Collected by Domain

Domain	Descriptives	Inputs	Processes	Outputs	Documented Outcome Measurement
Child and Maternal Health	◐	●	◐	●	◐
Child Care/Prekindergarten	◐	●	●	●	◐
Child Safety and Welfare	◐	●	●	●	○
Education and Life Skills	○	●	○	●	○
Juvenile Justice	●	●	●	●	●
Family Support	●	●	●	●	○
Mental Health, Substance Abuse, and Early Intervention	●	●	●	●	○

● – 75% or more of programs collected this type of information
 ◐ – 50-74% of programs collected this type of information
 ○ – Less than 50% of programs collected this type of information

Source: Program Evaluation Division based on survey responses.

The prevalence of program models and goal statements was associated with domain performance measurement. For example, 90% of programs in

the Mental Health, Substance Abuse Services, and Early Intervention domain had specific models, and this domain did comparatively well in collecting performance measures. On the other hand, less than half of the programs in the Education and Life Skills domain provided a satisfactory goal statement, and 9 of the domain's 21 programs reported they did not have a statement at all. This domain did comparatively worse in collecting performance measures.

As shown in Exhibit 8, Juvenile Justice was the only domain with at least 75% of programs with documented outcome measurement. This domain, then, is the only one that could be examined at greater depth to determine what works within it.

Finding 4. Conceptual frameworks can be the basis for funding strategies that reduce the risk of ineffective support for small, disconnected efforts.

Grouping programs together by a common issue, target population, or approach makes it easier to assess collective program efforts and to examine whether the funding strategy is effective. Indeed, affecting statewide outcomes in the domains identified in this inventory requires aligning programs conceptually. For example, programs in the child care and prekindergarten domain focus on provider training, program capacity, providing early and after-school care, program quality, and vouchers to help parents secure care. Together, the efforts affect early and after-school care which could be assessed in terms of broad goals such as enabling parental employment and improving school readiness.

Potential benefits to grouping similar programs include the following:

- identifying state-funded efforts that target a particular program approach, target population, or problem;
- promoting common performance measures and an orientation toward outcomes to improve program performance; and
- targeting funding, for example, to either bolster or cut underperforming programs, increase resources to strong programs within domains, or adjust funding for entire domains.

Without some way to group and organize programs, the existing array of programs for children, youth, and their families will continue to lack a coherent approach. As shown in this report, the 93 inventoried programs are operated by 18 entities. In the 2010 Session, these entities were overseen by six different appropriations committees (see Exhibit 9). As shown, only two domains—Mental Health, Substance Abuse, and Early Intervention and Juvenile Justice—were under a single agency and committee.

Two North Carolina agencies have been working on organizing frameworks to group programs. The North Carolina Department of Health and Human Services (DHHS) and the Office of State Budget and Management (OSBM) seek to link budgeting to programs and, ultimately, to tie performance measures to programs.

Exhibit 9: The 93 Programs for Children, Youth, and Families Were Operated by 18 Entities That

Appropriations Committee	Agency	Child and Maternal Health	Child Care/Prekindergarten
Education	<i>Appalachian State University</i>		1
	<i>NC Community College System</i>		1
	<i>NC A&T State University</i>		1
	<i>NC State University</i>		
	<i>Department of Public Instruction</i>	1	3
	<i>UNC – Chapel Hill</i>	3	2
	<i>UNC – Pembroke</i>	1	
	<i>UNC – Wilmington</i>	2	
Committee Subtotal		7	8
General Government	<i>Department of Administration</i>		
	<i>Department of Cultural Resources</i>		
	<i>Department of Insurance</i>		
Committee Subtotal			
Health and Human Services	<i>Department of Health and Human Services</i>	7	7
Committee Subtotal		7	7
Justice and Public Safety	<i>Administrative Office of the Courts</i>		
	<i>Department of Crime Control and Public Safety</i>		
	<i>Department of Juvenile Justice and Delinquency Prevention</i>		
Committee Subtotal			
Natural and Economic Resources	<i>Department of Environment and Natural Resources</i>	3	
	<i>Department of Labor</i>		
Committee Subtotal		3	
Transportation	<i>Department of Transportation</i>		
Committee Subtotal			
Total Domain Programs		17	15
Total Domain Expenditures		\$ 780,375,089	\$ 851,238,523

Source: Program Evaluation Division.

Reported to Six Appropriations Committees in the 2010 Session

Child Safety and Welfare	Education and Life Skills	Family Support	Juvenile Justice	Mental Health, Substance Abuse, and Early Intervention	Number of Programs	Expenditures From All Sources
	2				3	\$ 906,256
					1	1,689,222
					1	290,000
	1				1	475,858
					4	235,688,151
1	2	1		2	11	13,867,284
	1				2	643,956
	2				4	180,503
1	8	1		2	27	253,741,230
2					2	46,285
	1				1	62,857
2					2	650,970
4	1				5	760,112
5		3		8	30	2,865,337,430
5		3		8	30	2,865,337,430
1					1	13,641,837
	2				2	3,864,359
			12		12	138,232,357
1	2		12		15	155,738,553
	7				10	2,331,480
	1				1	300,685
	8				11	2,632,165
3	2				5	4,608,558
3	2				5	4,608,558
14	21	4	12	10	93	
\$ 392,082,988	\$ 5,908,890	\$ 395,145,474	\$ 138,232,357	\$ 719,834,727		\$3,282,818,048

DHHS adopted a conceptual framework to group similar services together in 2001. At the time data for this inventory were collected, DHHS services were grouped under programs that defined service type such as child care, foster care, or women’s health. The 30 programs reported for the inventory included 55 distinct services; programs were comprised of between one and six services.

Services were first grouped in 2001 to inform incoming secretary Carmen Hooker Odom about DHHS programs. Unlike other state agencies that have a single budget code, DHHS has 11 separate codes—one for each division (e.g., the Division of Social Services)—that challenge a coherent description of programmatic efforts. Further, DHHS operates the largest number of programs for children, youth, and families in the state and administers the largest number of grants to non-profit service providers. The breadth of agency efforts posed an organizational challenge. Since 2001, DHHS administrators found the program structure did not lend itself to the agency’s commitment to performance measurement. At the end of 2010, DHHS adopted a new structure framed around five goals that provided what the agency saw as a stronger basis for shared performance measures across services. Rather than focusing on program areas, the new goal-oriented structure was organized around infrastructure and prevention.

- Goal 1 – Support service infrastructure
- Goal 2 – Provide education, access, and promotion of health and safety to the general public
- Goal 3 – Provide outreach, support, and services to individuals and families at risk of compromised health and safety
- Goal 4 – Provide services and supports to individuals and families experiencing health and safety needs
- Goal 5 – Provide services and protection to individuals and families with serious health and safety challenges

Specific objectives for children, adults, and families further group services within each goal. DHHS administrators believe this structure will strengthen performance measures; will help determine which services should be increased, strengthened, or discontinued; and can help determine whether new strategies or services, including those identified by legislators, should be adopted or not based on whether they fit agency goals.

OSBM has adopted a statewide program inventory with the goal of improving budget management, analysis, and transparency by more closely aligning budgets with programs. When fully implemented, the OSBM inventory will be a way to examine the approximately 1500 state-funded programs by their particular target population (e.g., age or income) or by specific key terms. OSBM’s initiative will produce a database including program goals, budget, expenditures, and ultimately, performance measures. Although a form to collect goals and performance measures has been created, OSBM administrators are unsure when that phase of the project will be rolled out.

The OSBM inventory provides a framework for identifying and grouping programs. This type of data could be used to improve approaches to funding discrete groups of programs. For programs included in the Program Evaluation Division inventory, setting statewide goals for children,

youth, and families could be a big step towards developing funding strategies.

Some states have adopted coordinating entities to introduce a statewide perspective on programs for children, youth, and their families. The Forum for Youth Investment reported as of 2010 at least 20 states had established coordinating entities to improve outcomes for children and youth. They are usually housed in a governor's office, an existing agency, or an agency that exists to staff the entity. Sometimes, national initiatives are the catalyst; the National Conference of State Legislatures is a member of the Ready by 21 Partnership, a strategy founded by the Forum for Youth Investment to help leaders set goals, align policies and programs, and engage a diverse group of stakeholders to ensure that all young people are ready for college, work, and life by age 21.⁷

Typically, coordinating entities adopt statewide goals for children, youth, and families to guide their efforts. Some state entities—for example, Michigan's, which is limited to early childhood—focus on a specific issue. Many others, such as New Mexico's, address a broad array of issues related to children, youth, and families. Sometimes, children's advocacy organizations adopt goals that convey their priorities and provide a framework for data that reflect how the state is doing relative to its goals. Action for Children North Carolina, a statewide nonpartisan, nonprofit advocacy group, has identified four goals for North Carolina's children related to health, economic security, safety, and education.

High-level coordinating entities have the potential to serve as the interpreter of information on programs for children, youth, and their families, especially when programs have been grouped in a way that is meaningful to policymakers. Further, they can foster public awareness of children's issues; adopt a shared, statewide vision for children, youth, and families and identify related goals, outcomes and measures; encourage programs to share information to improve knowledge and practice; and identify statewide priorities that transcend special interests and cut across agencies.

Elements that have been tied to success of coordinating entities in other states include the following:

- a broad scope and clearly stated mission;
- decision-making authority;
- membership including agency heads, executive representation, and non-governmental stakeholders;
- attention to where the entity is housed to affect agency buy-in and political sustainability;
- existence as a permanent structure, ultimately by statute;
- appropriate staff size and resources (funding and/or operational); and
- links to local stakeholders.

⁷ Ready by 21 Partnership. Retrieved from <http://forumfyi.org/readyby21>

In sum, 93 programs for children, youth, and their families in North Carolina were identified in this inventory. Considerable funding went towards these efforts: together, the programs expended \$3.3 billion from all funding sources. The programs were operated by 18 state agencies and universities which reported to six different legislative appropriations committees. Their scattered nature made this inventory imperative to begin mapping what and where these programs are.

The lack of documented outcome measures in nearly two-thirds of the programs underscores the urgency of determining how to enhance performance measures. Even though the majority of programs in the inventory reportedly collected outcome data, over half of those claiming outcomes did not provide documentation supporting this claim. Outcome measures are needed to make informed funding and policy decisions, and grouping programs by domain would facilitate identifying programs with similar intent and could enable more effective funding strategies.

Recommendation

The General Assembly should authorize the Legislative Study Commission on Children and Youth to create a strategic plan for North Carolina's children, youth, and families that establishes statewide goals and identifies broad parameters for assessing progress towards those goals.

Establishing a strategic plan for the role of state government in meeting the needs of North Carolina's children and families will make it easier for the Legislature to identify programs and see the result of collective program efforts. As it is, six different appropriations committees oversee funding for 93 programs across seven domains, making it difficult to determine whether funding is coherent and effective. As established in G.S. § 120-215, the purpose of the Legislative Study Commission on Children and Youth is to study and evaluate the service delivery system for children and youth and to make recommendations to improve service delivery to meet present and future needs. The commission is uniquely positioned to bring order to the existing array of programs because its membership features broad representation from groups concerned with the needs of children and families.

The General Assembly should authorize the commission to create a shared vision for the role of state government in meeting the needs of and improving outcomes for children, youth, and families. An integral part of developing the strategic plan is identifying broad parameters for performance measurement to track progress towards statewide goals. The commission should be directed to complete the following tasks and report back to the General Assembly by February 1, 2013:

- establish statewide goals and objectives for meeting the needs of children, youth, and families with input from stakeholders and the public;
- recommend strategic grouping of programs (for example, by domain or statewide goal) and use the grouping to work with the six appropriations committees that currently are responsible for

programming in order to facilitate funding and policy decision-making by domain;

- identify broad parameters for performance measurement to assess whether state-funded programs are meeting statewide goals for children and families and improving outcomes related to those goals;
- prepare an implementation plan for statewide goals for North Carolina's children, youth, and families, including a sustainable strategy for oversight of program performance that will track outcomes;
- develop a process for periodically reviewing the statewide goals and strategic program groups;
- work with the Office of State Budget and Management to determine how best to use their program inventory, performance measures, and training and technical assistance for state agencies to support the commission's efforts to establish and implement performance measures and insure they relate to statewide goals;
- direct the Office of State Budget and Management to develop a plan for training and technical assistance to ensure agencies have the resources and infrastructure needed to identify and collect appropriate outcome measures; and
- determine whether existing programs serving children, youth, and families should be reconfigured to meet the statewide goals for children and families.

Adopting an organizational framework could help conceptualize programs for children, youth, and families across North Carolina that would promote more intentional funding for these now disparate programs.

Appendices

Appendix A: Inventory of Programs for Children, Youth, and Families, by Agency

Appendix B: Inventory of Programs for Children, Youth, and Families, by Domain

Program Evaluation Division Contact and Acknowledgments

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Appendix A: Inventory of Programs for Children, Youth, and Families by Agency

Department of Administration			
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Advocacy Services	Provide case and class advocacy for children, youth, and families of North Carolina; through class advocacy, child advocates attempt to effect positive change for children and youth by addressing unmet needs through monitoring and changing legislation, policies, programs, and special projects	Yes	\$ 3,235
Students Against Drunk Driving (SADD)	Prevent death and injury to youth by equipping them with the skills needed to make positive and healthy decisions in the areas of highway safety; alcohol, tobacco, and other drug use; teen pregnancy; HIV/AIDS; violence; teen suicide; and other destructive behaviors	Yes	43,050
Department of Administration Total			\$ 46,285
Administrative Office of the Courts			
NC Guardian ad Litem*	Train volunteer advocates to protect legal rights, ensure appropriate services are in place, and promote the best interests of abused or neglected children	Yes	\$ 13,641,837
Administrative Office of the Courts Total			\$ 13,641,837
Appalachian State University			
5th Dimension	Provide a tech-based learning experience to young learners within the context of their after-school program experience	No	\$ 77,122
Foster Grandparents	Provide one-on-one assistance to children with special needs who are in schools, Head Start programs, and day care centers	No	469,134
Lucy Brock Child Development Center	Train students who will work with young children and families	No	360,000
Appalachian State University Total			\$ 906,256
Community College System			
Community College Child Care Grant Program	Allocate child care grant funds to 58 community colleges to assist student-parents with child care expenses so they may remain in college and attain their educational goal	Yes	\$ 1,689,222
Community College System Total			\$ 1,689,222

* Expenditure data are from 2008-09.

Department of Crime Control and Public Safety				
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures	
National Guard—Starbase Program	Increase knowledge in science, technology, engineering, and mathematics of at-risk students to encourage them to explore careers in these areas	Yes	\$	505,000
National Guard—Tarheel Challenge*	Provide two 22-week residential classes and a 12-month post-residential mentoring phase each year around the program's eight core components: academic excellence, life skills, health and hygiene, responsible citizenship, physical fitness, job skills, leadership and followership, and service to the community	Yes		3,359,359
Department of Crime Control and Public Safety Total			\$	3,864,359

Department of Cultural Resources				
Public Library Summer Reading	Reinforce and improve reading skills during the summer and educate the public on the importance of summer reading	Yes	\$	62,857
Department of Cultural Resources Total			\$	62,857

Department of Environment and Natural Resources				
Big Sweep	Provide informal environmental education for children to increase awareness of environmental issues and knowledge of ecology and environmental science; involve children in community action to clean up local sites	No	\$	9,900
Child Care Sanitation	Protect children from injury and illness associated with exposure to environmental hazards by inspecting child care centers and enforcing sanitation rules	Yes		322,848
Childhood Lead Poisoning Prevention	Protect children from illness associated with exposure to environmental hazards through the surveillance of blood lead screening for pre-school age children, investigation of lead poisoning cases, and enforcement of lead hazard remediation	Yes		1,585,217
NC Zoo—Great Backyard Bird Count	Provide informal education experiences for children to increase awareness of environmental issues, knowledge of ecology and environmental science, and participation in a citizen science project to support bird conservation	No		3,000
NC Zoo—kidZone	Provide informal education experiences for small groups of children and families to increase awareness of environmental issues and knowledge of ecology and environmental science while enhancing problem solving and inquiry skills	Yes		62,750
NC Zoo—Special Events	Provide informal education experiences for children, families, and zoo visitors to increase awareness of environmental issues and knowledge of ecology and environmental science to promote sustainable living	Yes		5,400

* Expenditure data are from 2008-09.

Department of Environment and Natural Resources (continued)				
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures	
NC Zoo—Special Group Programs	Provide informal education experiences for children, families, and adults to increase awareness of environmental issues and knowledge of ecology and environmental science to promote sustainable living	Yes	\$	2,700
NC Zoo—Zoo Camps*	Provide informal education experiences for children to increase awareness of environmental issues and knowledge of ecology and environmental science while enhancing problem solving and inquiry skills	Yes		7,372
NC Zoo—Zoo Snoozes	Provide informal educational experiences for small groups of children to increase awareness of environmental issues and knowledge of ecology and environmental science while enhancing problem solving and inquiry skills	Yes		9,445
School Sanitation	Protect the health of children from injury and illness associated with exposure to environmental hazards by inspecting schools and enforcing sanitation rules	Yes		322,848
Department of Environment and Natural Resources Total			\$	2,331,480

Department of Health and Human Services				
Adoption	Provide permanent homes for children who are in the foster care system and are unable to return to the home of their biological parents and provide support to the families who adopt them	Yes	\$	125,584,665
BEGINNINGS for Parents of Children Who Are Deaf or Hard of Hearing	Provide direct support to parents of children, birth through age 21, who have a diagnosed hearing loss, to deaf parents who have children with or without hearing loss, and to professionals who serve them	Yes		1,016,025
Child and Family Education—Governor Morehead Preschool	Provide services to children ages birth to five years with diagnosed visual impairments	Yes		4,045,063
Child Care Quality and Availability Program (5 Services)	Support initiatives to improve child care in North Carolina (service expenditures appear in parentheses following each service description below)	Yes		26,395,285
<i>Child Care Resource and Referral (CCR&R) Core Services</i>	<i>Provide a link between child care providers, families who need care, and employers and community planners who address child care needs (\$3,944,508)</i>	Yes		
<i>Child Care WAGE\$ Project</i>	<i>Provide annual salary supplements to child care workers who obtain college-level education related to child development and remain in their jobs for a specific length of time (\$11,292,261)</i>	Yes		
<i>NC Rated License Assessment Project</i>	<i>Help to define the quality of child care in the state and help parents recognize and choose child care (\$3,020,260)</i>	Yes		

* Expenditure data are from 2008-09.

Department of Health and Human Services (continued)

Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Child Care Quality and Availability Program (continued)			
<i>Teacher Education and Compensation Helps (T.E.A.C.H.) Early Childhood Health Insurance Project</i>	<i>Provide funding to help child care employers pay for health insurance for their employees (\$3,180,000)</i>	Yes	
<i>Teacher Education and Compensation Helps (T.E.A.C.H.) Early Childhood Project</i>	<i>Increase child care workers' education and wages while reducing child care staff turnover (\$4,958,256)</i>	Yes	
Child Nutrition Programs (2 Services)	Reimburse providers for nutritious meals served in child care centers, family day care homes, at-risk afterschool programs, and adult care sites and to low-income families when school is not in session (service expenditures appear in parentheses following each service description below)	Yes	\$ 94,148,338
<i>Child and Adult Care Food Program (CACFP)</i>	<i>Ensure children and adults who attend nonresidential care facilities receive nutritious meals (\$88,626,796)</i>	Yes	
<i>Summer Food Service Program</i>	<i>Reimburse sponsors for meals provided to children from low-income families when school is not in session (\$5,521,542)</i>	Yes	
Child Protective Services	Reduce the rate of child maltreatment through legally mandated involuntary services for families with infants, children, and adolescents who have been harmed or are at imminent risk of harm	Yes	74,162,501
Child Support	Aid in the establishment and collection of child support to ensure both parents support their children	Yes	133,459,934
Children's Health Services (6 Services)	Increase children's access to health care and promote healthy behaviors through local health departments, schools, child care centers, and community agencies (service expenditures appear in parentheses following each service description below)	Yes	31,864,331
<i>Best Practices in Children's Health</i>	<i>Provide child health data, consumer survey data, and research for all child health programs to assure quality and efficiency in children's health services (\$1,509,516)</i>	Yes	
<i>Child and Family Support Team</i>	<i>Find and coordinate services and supports for students who are at risk of school failure or being placed in foster care because of academic, health, mental health, social, or legal barriers (\$220,583)</i>	No	
<i>Child Maltreatment Prevention</i>	<i>Lead the implementation of the comprehensive statewide child maltreatment prevention plan developed by a North Carolina Institute of Medicine Task Force (\$101,520)</i>	Yes	

Department of Health and Human Services (continued)

Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Children's Health Services (continued)			
<i>Children's Preventive Health Services</i>	<i>Support initiatives addressing availability, accessibility, and utilization of primary and preventive health (and related) services for children from birth to 21 years of age (\$10,817,771)</i>	Yes	
<i>Genetics and Newborn Screening</i>	<i>Provide follow-up for newborns screened for problems that are not apparent at birth so that they can receive early diagnosis, treatment, and follow-up (\$6,175,432)</i>	Yes	
<i>School Health Services</i>	<i>Promote good health and school success of children and adolescents (\$13,039,509)</i>	Yes	
Community Based Program/ Intellectual and Developmental Disabilities—Children/Adolescents	Provide services to support individuals with intellectual developmental disabilities so they may remain in the communities of their choice	Yes	\$ 2,864,086
Community Based Program/Mental Health—Children/Adolescents	Provide community based mental health services for children/adolescents age 5-17 with a mental health diagnosis	Yes	6,054,483
Community Based Program/Substance Abuse—Children/Adolescents (4 Services)	Provide community based substance abuse services for children/adolescents age 5-17 (service expenditures appear in parentheses following each service description below)	Yes	15,081,813
<i>Enforcing Underage Drinking Laws</i>	<i>Provide grants, education, and technical assistance to existing community collaboratives to support environmental strategies that prevent the underage use of alcohol (\$153,598)</i>	Yes	
<i>General Substance Abuse Prevention</i>	<i>Prevent the use of alcohol, tobacco, and other drugs among youth and adults statewide (\$6,891,718)</i>	Yes	
<i>Safe and Drug Free Schools</i>	<i>Provide grants to support a variety of activities designed to prevent school violence and youth drug use and help schools and communities create safe, disciplined, and drug-free environments that support academic achievement (\$1,215,046)</i>	Yes	
<i>Substance Abuse Services for Adolescents</i>	<i>Provide services for individuals aged 18 and younger with identified substance abuse issues (\$6,821,451)</i>	Yes	
Community Based Programs/Non- Disability Specific— Children/Adolescents	Provide services and advocacy to individuals with multiple needs, including mental health, intellectual and developmental disabilities, or substance abuse services	Yes	222,718,724
Early Intervention	Serve children birth to age three with or at risk for developmental delays or developmental disabilities and their families	Yes	74,514,005

Department of Health and Human Services (continued)

Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Early Intervention Program for Children Who Are Deaf or Hard of Hearing	Provide direct early intervention services to children with hearing loss ages birth to three years and their families	Yes	\$ 375,695,700
Family Preservation and Support Program—After School	Provide quality out-of-school programming for youth placed at risk for juvenile delinquency, school dropout, pregnancy prevention, and gang involvement	No	1,344,077
Family Preservation and Support Program—Family Support Services	Provide primary and secondary prevention programming to families to prevent child abuse and neglect	No	1,952,525
Family Violence Prevention—Temporary Aid to Needy Families, Domestic Violence (2 Services)	Promote safety and economic stability to victims of domestic violence through the provision of direct services (service expenditures appear in parentheses following each service description below)	Yes	3,812,100
<i>Family Violence Prevention</i>	<i>Contract with private non-profit and charitable organizations to establish domestic violence shelters and programs and provide services to victims and their dependents (\$2,278,911)</i>	Yes	
<i>TANF—Domestic Violence Service</i>	<i>Provide domestic violence counseling, support, and other direct services to Work First recipients (\$1,533,189)</i>	Yes	
Foster Care Services	Provide temporary care for infants, children, and adolescents who have been removed from the home as a result of child abuse, neglect, or dependency	Yes	167,594,547
Immunization	Provide vaccines to enrolled healthcare providers according to the Advisory Committee in Immunization Practices	Yes	23,863,235
J. Iverson Riddle Center—Family, Infant, and Preschool Program	Provide early childhood and family support to women who are pregnant and children birth through five years of age with or at risk for intellectual and developmental disabilities and their families in western North Carolina	No	1,638,694
Murdoch Developmental Center	Provide 24-hour, 7 day a week comprehensive treatment for all children with intellectual and/or developmental disabilities and severe behavioral problems	Yes	8,147,254
NC HealthChoice	Provide comprehensive health care coverage to children ages 6 to 18 in families with income at or below 200% of the federal poverty level that do not qualify for Medicaid or have access to affordable private health insurance	Yes	318,521,997
Oral Health	Reduce tooth decay and improve oral health	No	5,380,034

Department of Health and Human Services (continued)

Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Regulation of Child Care—Child Care Workforce (3 Services)	Monitor, license, and investigate complaints related to child care programs statewide and track child care providers' education credits (service expenditures appear in parentheses following each service description below)	Yes	\$ 13,459,697
Child Care Workforce	Set education standards for the child care workforce (\$1,026,864)	Yes	
DHHS Criminal Record Checks	Provide criminal record checks for everyone employed in regulated child care programs (\$1,158,302)	Yes	
Regulation of Child Care	License child care centers and family child care homes statewide (\$11,274,531)	Yes	
Resource Support	Provide direct technical assistance via workshops and one-to-one mentoring to professionals in early intervention for deaf/hard of hearing and to professionals in North Carolina public schools serving deaf students	Yes	1,316,794
Smart Start (4 Services)	Raise the quality of the state's early childhood programs by improving child health, family support, and access to high quality child care and education (service expenditures appear in parentheses following each service description below)	Yes	180,559,488
Child Care Related Activities	Provide child care related activities for children from birth to age five to maintain or improve the quality of child care homes and centers in local communities (\$63,503,167)	Yes	
Family Support Activities	Provide family-focused programs that improve parenting, promote parent involvement, and impact the environment in which parenting takes place; serve children birth to five years of age (\$21,908,706)	Yes	
Health Related Activities	Provide health-related activities for children birth to age five with special needs or at risk of developmental delay (\$7,293,107)	Yes	
Smart Start—Subsidized Child Care Services	Help eligible families in need pay for child care (\$87,854,508)	Yes	
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) (2 Services)	Provide health care referrals, nutrition education, and nutritious supplemental foods to low-income pregnant women, nursing mothers, postpartum women, and children up to age five (service expenditures appear in parentheses following each service description below)	Yes	245,263,784
Farmer's Market Nutrition Program	Issue coupons through local WIC agencies so eligible women and children can buy fruits and vegetables at participating farmers' markets (\$297,161)	Yes	
WIC	Provide payments for WIC Supplemental Foods to low-income pregnant women, nursing mothers, postpartum women, and children up to five years of age (\$244,966,623)	Yes	

Department of Health and Human Services (continued)			
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Subsidized Child Care Program	Provide vouchers to eligible families to cover a portion of their child care costs	Yes	\$ 386,580,741
Women's Health Services (6 Services)	Provide women's health services through local health departments and other community agencies, including family planning, prenatal care, and maternity care coordination (service expenditures appear in parentheses following each service description below)	Yes	56,415,536
<i>Community Focus Infant Mortality</i>	<i>Provide services for women and their infants with a specific focus on African-American and Native American families in certain North Carolina counties and communities (\$2,763,509)</i>	No	
<i>Family Planning</i>	<i>Provide family planning services and other preventive care to low-income women and men by funding clinics in local health departments and other community-based providers (\$37,171,595)</i>	Yes	
<i>Maternal Health</i>	<i>Provide a wide range of maternal health services to encourage low-income pregnant women to begin early prenatal care and follow recommended perinatal care guidelines before and after giving birth (\$9,453,326)</i>	Yes	
<i>Sickle Cell Syndrome—Services for Children</i>	<i>Provide clinical care, care coordination, and educational services to the North Carolina pediatric population living with sickle cell disease and other related blood disorders (\$1,549,785)</i>	Yes	
<i>Teen Pregnancy Prevention Initiative</i>	<i>Prevent teen pregnancies by funding projects in local health departments and community-based organizations (\$4,027,976)</i>	No	
<i>Women's Health Public Education</i>	<i>Educate North Carolina residents on maternal and child information through public education/information campaigns (\$1,449,345)</i>	Yes	
Work First Family Assistance	Assist eligible low-income families with children in achieving economic self-sufficiency through employment, training, and supportive services while concurrently providing financial assistance	Yes	251,881,974
Department of Health and Human Services Total			\$2,865,337,430
Department of Insurance			
Buckle Up Kids*	Reduce death for children 14 and under in motor vehicle crashes through education, advocacy, and proper instruction for the usage of child safety seats	No	\$ 539,394
Safe Kids NC*	Reduce and prevent accidental injuries to children 14 and under	No	111,576
Department of Insurance Total			\$ 650,970

* Expenditure data are from 2008-09.

Department of Juvenile Justice and Delinquency Prevention

Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Court Services	Provide effective rehabilitative services to juveniles and their families	Yes	\$ 32,963,422
Detention Centers	Provide secure, court-ordered placement that is safe in a humane environment for staff and juveniles; promote public safety; and provide quality services and programs for juveniles based on their individual needs	Yes	17,580,473
Eckerd Wilderness Camps	Provide five residential foster care camps for boys and girls ages 10 through 17 experiencing behavioral, emotional, academic, and delinquency problems	Yes	13,732,419
Gang Assessment and Programming Grants**	Enhance and expand the capacity of Juvenile Crime Prevention Councils in communities to address youth gang activity	No	1,348,142
Governor's Gang Pilot Project	Create a stronger continuum of youth gang assessment, evidence-based interventions, transition/reentry, community mobilization, and community-based programming in two youth development centers (one urban and one rural) and selected catchment counties	No	157,757
Juvenile Assessment Center	Assess youth to determine case management needs	No	124,075
Juvenile Crime Prevention Council Demonstration Projects	Identify effective community programs for juvenile offenders who have been committed to, or who potentially may be committed to, a Department of Juvenile Justice and Delinquency Prevention Youth Development Center	No	647,013
Juvenile Crime Prevention Council Programming	Provide a seamless, comprehensive juvenile justice system to deliver effective services to youth and their families at the right time and in the most appropriate settings	Yes	21,850,623
Multi-Purpose Juvenile Group Homes	Provide residential care and treatment for adjudicated juvenile delinquents that includes academic support, life skills training, mental health services, and outreach to parents	No	3,168,121
Project Challenge*	Help court-involved youth through community service and restitution activities that engage them in giving ways in their community	No	2,152,935
Woodson Wilderness Challenge*	Provide a therapeutic wilderness adventure program for males to encourage learning, change, and personal growth	Yes	1,200,000
Youth Development Centers	Provide juveniles with a safe, secure environment that fosters healthy decision-making and personal responsibility; promote public safety; provide juveniles an opportunity for behavioral change; provide quality services and programs for juveniles based on their individual needs; and equip students with the skills necessary to become productive citizens in society once released	Yes	43,307,377
Department of Juvenile Justice and Delinquency Prevention Total			\$ 138,232,357

* Expenditure data are from 2008-09.

** Program was only able to provide expenditure data for 9 months.

Department of Labor				
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures	
Youth Employment	Protect the well-being of young workers under age 18 through the work permit program and enforcement of hours of work and proper pay practices	Yes	\$	300,685
Department of Labor Total			\$	300,685
NC A&T State University				
Child Development Lab	Transition students from the classroom curriculum to hands-on learning experiences for optimum achievement in early education experiences and serve as a laboratory facility for teaching, learning, research, and service	No	\$	290,000
NC A&T State University Total			\$	290,000
NC State University				
Eastern 4-H Center*	Assist youth and adults in becoming competent, coping, and contributing members of a global society, developing life skills through planned learn-by-doing experiences	Yes	\$	475,858
NC State University Total			\$	475,858
Department of Public Instruction				
Even Start Prekindergarten	Improve the educational opportunity of participants by integrating early childhood education, adult literacy, and parenting education	No	\$	1,643,869
IDEA Prekindergarten	Locate, evaluate, and identify preschool children with disabilities and provide special education and related services to these children in the least restrictive environment	Yes		69,725,578
Improving Health and Educational Outcomes of Young People (NC Healthy Schools)	Promote K-12 student health and academic achievement statewide, providing coordinated school health information, infrastructure, professional development, and technical assistance in alignment with State Board of Education goals	Yes		867,060
More At Four	Provide academic pre-kindergarten narrowly targeted to at-risk four-year-olds who have never been served in a formal program	Yes		163,451,644
Department of Public Instruction Total			\$	235,688,151

* Expenditure data are from 2008-09.

Department of Transportation				
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures	
Aviation Safety and Education— Aviation Career Education Camps	Develop a lifelong passion for aviation, encourage personal development, and help channel youthful enthusiasm toward real opportunities and avenues for pursuing careers in all aspects of the aviation industry	No	\$	31,000
Bicycle and Pedestrian Safety Education*	Instruct and encourage children and their caregivers on how to use public streets and highways safely as bicyclists and pedestrians	Yes		40,167
Construction Career Days*	Educate high school students about careers in the commercial and highway construction industry	Yes		40,000
Department of Motor Vehicles—School Bus/Traffic Safety Education	Promote highway safety by training and certifying all school bus drivers in North Carolina and train and educate prospective driver education teachers	Yes		4,000,000
Federal Highway Administration— Safe Routes to School	Provide safe and secure facilities for biking and walking to school and encourage children to walk or bike to school to develop healthy and active lifestyles	Yes		497,391
Department of Transportation Total			\$	4,608,558

UNC Chapel Hill				
Center for Environmental Health and Susceptibility—Community Outreach and Education Core	Develop educational materials, conduct community and professional workshops on environmental health issues, and use multimedia programming to reach broad and varied audiences with prevention messages related to environmental health	No	\$	100,000
Child Care Services Association Early Nutrition Matters	Provide nutritious meals, nutrition education, and resources to assure that the healthy eating habits children learn can be practiced at home and as they grow up and leave the child care setting	No		706,582
Communiversities Youth Programs	Provide cultural literacy enrichment and academic assistance to K-12 students in Orange and Durham Counties	No		11,000
Environmental Resource	Enhance public understanding of current environmental science and health research and its relevance to daily life; empower North Carolinians to make informed decisions that protect the environment and public health	No		60,000
Fit Community	Increase routine physical activity and healthy eating in communities, schools, and worksites through the implementation of a comprehensive “5P” model for community change	Yes		149,997
Maternal and Child Health (MCH) Interdisciplinary Leadership Consortium	Provide training to enhance the quality of interdisciplinary practice for those who serve children and their families	No		43,434

* Expenditure data are from 2008-09.

UNC-Chapel Hill (continued)			
Program/Service	Purpose/Description	Statewide	2009-10 Expenditures
Perinatal Quality Collaborative of North Carolina	Execute perinatal initiatives that optimize resources, spread best practices and limit variation, and promote family/patient centeredness	Yes	\$ 555,131
Promoting Health and Safe Environments for Young Children	Promote healthy and safe environments in child care by providing training for child care health consultants, professional development for health and early childhood professionals, and technical assistance and consultation for health and early childhood professionals	Yes	333,631
TelAbility	Use telecommunications to provide comprehensive, coordinated, family-centered care to children with disabilities and offer education, training, and peer support for people who care for them	Yes	187,676
Treatment and Education of Autistic and Communication-Related Handicapped Children (TEACCH)	Provide evidence-based service, training, and research for individuals of all ages and skill levels with autism spectrum disorders and their families and the professionals who serve them	Yes	8,787,541
UNC Horizons	Provide informed, gender-specific outpatient and residential trauma treatment for substance abusing pregnant women and mothers and their children	No	2,932,292
UNC Chapel Hill Total			\$ 13,867,284
UNC Pembroke			
Healthy Start	Prevent infant mortality by providing prenatal and home-based interconceptional case management for women of child-bearing age and infants birth to age two	No	\$ 400,000
Youth Start	Provide a comprehensive array of activities to maintain program participants in school to complete secondary education, linking academics and occupational learning; preparation for post-secondary education or employment; and linkages to the world of work	No	243,956
UNC Pembroke Total			\$ 643,956
UNC Wilmington			
Annual Youth Health Summit	Promote youth participation in interactive health promotion programs, communicate with health professionals and educators, and teach youth about health professional careers	No	\$ 7,906
Camp BONES	Prepare underserved and underrepresented middle- and high-school students from New Hanover County and the surrounding eight rural counties in southeastern North Carolina to enter nursing and health science professions to meet the diverse health care needs of North Carolinians	No	171,352
Hillcrest Community Campus: Friends, Food, and Fun Nutritional Health	Provide technical assistance in teaching children in a public housing neighborhood how to cook from the community garden and the importance of eating healthy foods	No	245
Teens Out Loud	Provide a creative writing program for youth and adolescents with HIV/AIDS that emphasizes personal and creative expression through writing	No	1,000
UNC Wilmington Total			\$ 180,503

Appendix B: Inventory of Programs for Children, Youth, and Families by Domain

Child and Maternal Health			
Program	Agency	Statewide	2009-10 Expenditures
Annual Youth Health Summit	UNC Wilmington	No	\$ 7,906
Child Care Sanitation Program	Environment and Natural Resources	Yes	322,848
Child Care Services Association Early Nutrition Matters	UNC Chapel Hill	No	706,582
Child Nutrition Programs	Health and Human Services	Yes	94,148,338
Childhood Lead Poisoning Prevention Program	Environment and Natural Resources	Yes	1,585,217
Children's Health Services	Health and Human Services	Yes	31,864,331
Fit Community	UNC Chapel Hill	Yes	149,997
Healthy Start	UNC Pembroke	No	400,000
Hillcrest Community Campus—Friends, Food, and Fun Nutritional Health Program	UNC Wilmington	No	245
Immunization	Health and Human Services	Yes	23,863,235
Improving Health and Educational Outcomes of Young People (NC Healthy Schools)	Public Instruction	Yes	867,060
NC HealthChoice	Health and Human Services	Yes	318,521,997
Oral Health	Health and Human Services	No	5,380,034
Perinatal Quality Collaborative of North Carolina	UNC Chapel Hill	Yes	555,131
School Sanitation Program	Environment and Natural Resources	Yes	322,848
Special Supplemental Nutrition Program for Women, Infants, & Children (WIC)	Health and Human Services	Yes	245,263,784
Women's Health	Health and Human Services	Yes	56,415,536
Child and Maternal Health Domain Total			\$ 780,375,089

Child Care/Prekindergarten			
Program	Agency	Statewide	2009-10 Expenditures
Child and Family Education—Governor Morehead Preschool	Health and Human Services	Yes	\$ 4,045,063
Child Care Quality and Availability Program	Health and Human Services	Yes	26,395,285
Child Development Lab	North Carolina A&T State University	No	290,000
Community College Child Care Grant Program	Community College System	Yes	1,689,222
Even Start Prekindergarten	Public Instruction	No	1,643,869
Family Preservation and Support Program—After School	Health and Human Services	No	1,344,077
IDEA Prekindergarten	Public Instruction	Yes	69,725,578

Child Care/Prekindergarten (continued)			
Program	Agency	Statewide	2009-10 Expenditures
Lucy Brock Child Development Center	Appalachian State University	No	\$ 360,000
Maternal and Child Health Interdisciplinary Leadership Consortium	UNC Chapel Hill	No	43,434
More At Four	Public Instruction	Yes	163,451,644
Promoting Health and Safe Environments for Young Children	UNC Chapel Hill	Yes	333,631
Regulation of Child Care—Child Care Workforce	Health and Human Services	Yes	13,459,697
Resource Support Program	Health and Human Services	Yes	1,316,794
Smart Start	Health and Human Services	Yes	180,559,488
Subsidized Child Care Program	Health and Human Services	Yes	386,580,741
Child Care/Prekindergarten Domain Total			\$ 851,238,523
Child Safety and Welfare			
Program	Agency	Statewide	2009-10 Expenditures
Adoption	Health and Human Services	Yes	\$ 125,584,665
Advocacy Services	Administration	Yes	3,235
Bicycle and Pedestrian Safety Education*	Transportation	Yes	40,167
Buckle Up Kids*	Insurance	No	539,394
Center for Environmental Health and Susceptibility—Community Outreach and Education Core	UNC Chapel Hill	No	100,000
Child Protective Services	Health and Human Services	Yes	74,162,501
Department of Motor Vehicles—School Bus/Traffic Safety Education	Transportation	Yes	4,000,000
Family Preservation and Support Program—Family Support Services	Health and Human Services	No	1,952,525
Family Violence Prevention—Temporary Aid to Needy Families, Domestic Violence	Health and Human Services	Yes	3,812,100
Federal Highway Administration—Safe Routes to School	Transportation	Yes	497,391
Foster Care Services	Health and Human Services	Yes	167,594,547
NC Guardian ad Litem *	Administrative Office of the Courts	Yes	13,641,837
Safe Kids NC*	Insurance	No	111,576
Students Against Drunk Driving (SADD)	Administration	Yes	43,050
Child Safety and Welfare Domain Total			\$ 392,082,988

* Expenditure data are from 2008-09.

Mental Health, Substance Abuse, and Early Intervention

Program	Agency	Statewide	2009-10 Expenditures
Community Based Program for Intellectual and Developmental Disabilities—Children/Adolescents	Health and Human Services	Yes	\$ 12,864,086
Community Based Program for Mental Health—Children/Adolescents	Health and Human Services	Yes	6,054,483
Community Based Program for Substance Abuse—Children/Adolescents	Health and Human Services	Yes	15,081,813
Community Based Programs for Non-Disability Specific—Children/Adolescents	Health and Human Services	Yes	222,718,724
Early Intervention	Health and Human Services	Yes	74,514,005
Early Intervention Program for Children Who Are Deaf or Hard of Hearing	Health and Human Services	Yes	375,695,700
J. Iverson Riddle Center—Family, Infant, and Preschool Program	Health and Human Services	No	1,638,694
Murdoch Developmental Center	Health and Human Services	Yes	8,147,254
TelAbility	UNC Chapel Hill	Yes	187,676
UNC Horizons	UNC Chapel Hill	No	2,932,292
Mental Health, Substance Abuse, and Early Intervention Domain Total			\$ 719,834,727

Education and Life Skills

Program	Agency	Statewide	2009-10 Expenditures
5th Dimension	Appalachian State University	No	\$ 77,122
Aviation Safety and Education—Aviation Career Education Camps	Transportation	No	31,000
Big Sweep	Environment and Natural Resources	No	9,900
Camp BONES	UNC Wilmington	No	171,352
Communiversities Youth Programs	UNC Chapel Hill	No	11,000
Construction Career Days*	Transportation	Yes	40,000
Eastern 4-H Center*	NC State University	Yes	475,858
Environmental Resource Program	UNC Chapel Hill	No	60,000
Foster Grandparents	Appalachian State University	No	469,134
National Guard—Starbase Program	Crime Control and Public Safety	Yes	505,000
National Guard—Tarheel Challenge	Crime Control and Public Safety	Yes	3,359,359
NC Zoo—Great Backyard Bird Count	Environment and Natural Resources	No	3,000
NC Zoo—kidZone	Environment and Natural Resources	Yes	62,750
NC Zoo—Special Events	Environment and Natural Resources	Yes	5,400
NC Zoo—Special Group Programs	Environment and Natural Resources	Yes	2,700
NC Zoo—Zoo Camps*	Environment and Natural Resources	Yes	7,372
NC Zoo—Zoo Snoozes	Environment and Natural Resources	Yes	9,445

* Expenditure data are from 2008-09.

Education and Life Skills (continued)			
Program	Agency	Statewide	2009-10 Expenditures
Public Library Summer Reading	Cultural Resources	Yes	\$ 62,857
Teens Out Loud	UNC Wilmington	No	1,000
Youth Employment	Labor	Yes	300,685
Youth Start	UNC Pembroke	No	243,956
Education and Life Skills Domain Total			\$ 5,908,890
Family Support			
Program	Agency	Statewide	2009-10 Expenditures
BEGINNINGS for Parents of Children Who Are Deaf or Hard of Hearing	Health and Human Services	Yes	\$ 1,016,025
Child Support	Health and Human Services	Yes	133,459,934
Treatment and Education of Autistic and Communication-Related Handicapped Children (TEACCH)	UNC Chapel Hill	Yes	8,787,541
Work First Family Assistance	Health and Human Services	Yes	251,881,974
Family Support Domain Total			\$ 395,145,474
Juvenile Justice			
Program	Agency	Statewide	2009-10 Expenditures
Court Services	Juvenile Justice and Delinquency Prevention	Yes	\$ 32,963,422
Detention Centers	Juvenile Justice and Delinquency Prevention	Yes	17,580,473
Eckerd Wilderness Camps	Juvenile Justice and Delinquency Prevention	Yes	13,732,419
Gang Assessment and Programming Grants**	Juvenile Justice and Delinquency Prevention	No	1,348,142
Governor's Gang Pilot Project	Juvenile Justice and Delinquency Prevention	No	157,757
Juvenile Assessment Center	Juvenile Justice and Delinquency Prevention	No	124,075
Juvenile Crime Prevention Council Demonstration Projects	Juvenile Justice and Delinquency Prevention	No	647,013
Juvenile Crime Prevention Council Programming	Juvenile Justice and Delinquency Prevention	Yes	21,850,623
Multi-Purpose Juvenile Group Homes	Juvenile Justice and Delinquency Prevention	No	3,168,121
Project Challenge*	Juvenile Justice and Delinquency Prevention	No	2,152,935
Woodson Wilderness Challenge*	Juvenile Justice and Delinquency Prevention	Yes	1,200,000
Youth Development Centers	Juvenile Justice and Delinquency Prevention	Yes	43,307,377
Juvenile Justice Domain Total			\$ 138,232,357

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