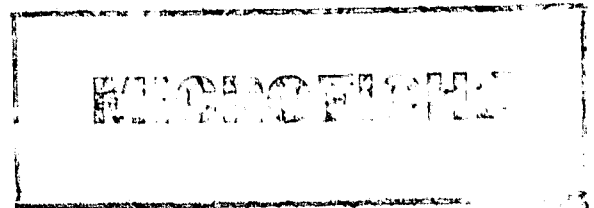


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MANAGEMENT AND ORGANIZATIONAL STUDY OF THE
JUVENILE AND DOMESTIC RELATIONS DISTRICT COURT

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I. SUMMARY

At the request of the Board of Supervisors in May 1978, the County Executive directed the Office of Research and Statistics to conduct an organizational and management study of the Office of Court Services within the Fairfax Juvenile and Domestic Relations District Court. This study was performed in the fall of 1978 and included an assessment of the Court's request for three additional management positions (a Chief Probation Officer, a Residential Services Manager, and a manager for the Court's automated information system). The study also reviewed the programs provided by the Office of Court Services and the effect of recent state legislation transferring functions of the state Clerk of the Court to the Office of Court Services.

The study relied heavily on information provided by various agencies including the Court, the Office of Management and Budget, the Fairfax-Falls Church Community Mental Health and Mental Retardation Services Board, the Department of Social Services, the Department of Manpower Services, and the Fairfax County Public Schools. In addition, the study utilized the Court Management/Classification Study completed by the Office of Personnel in March 1978, that addressed classifications for the Court's proposed management positions. Classifications of the positions recommended by this study are in concert with those recommended by the Office of Personnel.

In reviewing the programs provided through the Court, the study recognized the broad problem facing the County of maintaining proper control and coordination of service delivery programs. A wide variety of programs are offered by various agencies, including the Court. From a County perspective, the need for improved overall management of programs can only be met by relying on and holding agencies accountable for providing services within their respective areas of responsibility. Application of this viewpoint to the Court resulted in recommendations that directly affected only a few of their programs.

The study analyzed the substantial increases in cases coming to the Court in recent years and found that the Court has met this growth with increases in case processing productivity. Through implementation of improved procedures and the use of data processing, the Court has increased its efficiency in handling its growing caseload, thereby moderating the need for staff increases. At the same time, growth has

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occurred in the number and diversity of programs provided through the Court. In light of the growth in workload, programs, and staff, the study found that several organizational changes are warranted.

The following four recommendations pertain to programs operated by or in conjunction with the Court. These are followed by recommendations for organizational change.

- A. The Services Board should be tasked with developing a plan to provide family counseling services to support the needs of families in contact with the Court. This plan should be developed with the participation of the Court and should be directed at discontinuing the separate Family Counseling program now operated by the Court by the end of FY1980. This will remove four counseling positions from the Court but may increase the staffing requirements of the Services Board depending on the specifics of the implementation plan.
- B. The Court should work with the Fairfax County Public Schools (FCPS) to move support for all educational programs totally under the School Administration. By the end of FY1980, the FCPS should be totally responsible for all aspects of educational programs utilized by juveniles referred by the Court. This will eliminate the use of general County agency monies, currently totalling over \$60,000 per year, to fund educational programs.
- C. The Court should pursue grant funds through the Office of Manpower Services to provide support for the Court's Work Training Program. If successful, this will reduce the net cost of this program to the County from its present level of approximately \$70,000 per year.
- D. The Court should work with the Department of Social Services and the Services Board to develop viable arrangements whereby these agencies provide all temporary home and residential therapy services needed by juveniles in contact with the Court. These arrangements should be in operation by the end of FY1980. This will eliminate one full position and part of another now in the Court although staff increases may be necessary in DSS or the Services Board depending on the arrangements developed and the anticipated workloads.

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The intent of these recommendations (A through D) is not to have the affected services eliminated or even necessarily reduced. The recommendations are directed at improving the County's overall ability to provide services in a coordinated and controlled manner. The recommendations for transfer of functions were all targeted for the end of FY1980 in order to allow sufficient time for careful planning and management review, without degrading needed services.

In the course of this study, it has been the observation of ORS that often programs are placed where the County can achieve the greatest reimbursement from state or federal funds. This practice may save the County money in the short run, but as the delivery of services approaches a larger scale and becomes more complex, it makes coordination and management control more difficult. The recommendations of this study are directed at placing the services or functions where they should be performed, rather than where the County can get the greatest reimbursement for individual positions.

The following recommendations are directed at the organization of the Court.

- E. A new position should be established to function as Chief of Administrative Services, responsible for all administrative support functions within the Court including clerical services, finance, grants, statistical reporting, the Court's automated information system program evaluations, and training. In accordance with the March 1978 study by the Office of Personnel, this position should be a Management Analyst III (S-25).
- F. A new position should be established to function as manager of the Court's automated information system, responsible for overseeing daily operations, maintaining user documentation, error detection and correction, and staff training in the use of the system. Although the March 1978 Personnel study indicated that a Computer System Analyst classification would be more accurate for this position, the Office of Research and Statistics believes that the emphasis should be on management issues rather than technical and a Management Analyst II (S-23) position is recommended.
- G. A new position should be established to serve as Chief of Residential Services, responsible for planning for and managing all residential programs of the Court and providing centralized administrative support for residential facilities. In accordance

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with the March 1978 Personnel Study, a Probation Supervisor II (S-24) is recommended. At the same time, the supervisors of subordinate components of the Residential Services unit should be reclassified as Probation Supervisors I. This reclassification would affect the current position of the Director of the Girls' Probation House and the Director positions planned for the Less Secure Facility and the Boys' Probation House.

- H. The existing position of Assistant Director of Court Services (S-26) should be utilized by the Court as a senior manager, responsible for supervising the daily operations of the three County centers, the Court Support Services Unit, and the Special Services Unit. Use of this position in this manner is recommended as an alternative to the Chief Probation Officer position proposed by the Court.

If the positions affected by recommendations E through H were established and filled on April 1, 1979, the total cost including fringe benefits would be \$19,299 in FY1979. Since all positions are subject to at least 50 percent reimbursement from the state, the net County cost for FY1979 would be \$9,650. County costs may be further reduced when the state resolves questions of eligibility for two-thirds reimbursement of residential services managers. In FY1980, the total cost is estimated at \$76,709 excluding any cost of living increase with County costs of \$38,355 or less.

Implementation of these recommendations will improve the County's ability to coordinate and control the delivery of services and substantially upgrade the management capabilities within the Office of Court Services of the Juvenile and Domestic Relations District Court.

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II. INTRODUCTION

A. Purpose

The purpose of this study was to evaluate the organizational structure and management practices of the Office of Court Services (OCS) of the Juvenile and Domestic Relations District Court (J&DRDC). The study included a review of the programs provided by OCS and of the effect of recent state legislation transferring certain functions of the Clerk of the Court to OCS.

B. Scope

The study addressed three areas: the organization and management practices of OCS; the impact of transferring certain functions from the Clerk of the Court to OCS to comply with state legislation; and the programs provided by OCS. The organizational structure and management practices of OCS were examined in terms of management control, operational coordination, lines of communication and authority, and the interrelationships among the component units of OCS. The impact of transferring certain functions from the Clerk of the Court to OCS entailed a detailed study of the time spent in performing the affected functions and assessing the staffing requirements generated by the transfer of responsibilities. The review of the programs administered by OCS involved preparing an inventory of the various programs, including summary descriptions of program content, clients, workloads, staffing, and funding, and analyzing the relationships between the Court programs and other County, state, and federal programs.

C. Background

The Fairfax County Criminal Justice Coordinating Counsel, in their June 1977 study entitled "Juvenile Justice System," recommended to the Board of Supervisors that an organizational and management study be conducted of the J&DRDC. In their FY1979 budgetary submission, the J&DRDC requested three new positions: 1) a management analyst II, to serve as manager of the Court's automated data

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processing system; 2) a residential services supervisor; and 3) a chief probation officer. Based in part on the June 1977 recommendation and the request for the three positions, the Board of Supervisors requested that the County Executive direct staff to perform a management and organizational study of OCS in the J&DRDC, with particular attention given to the three requested positions. At the request of the County Executive, the Office of Research and Statistics (ORS) was directed to perform this study which would include an analysis of the Court's workload, specialized functions, and management practices.

D. Approach

This study was conducted by ORS with assistance from the staff of J&DRDC and the Office of Management and Budget. The responsibilities of each agency were as follows:

- Office of Research and Statistics
 - Provide overall project leadership.
 - Interview program personnel in developing the inventory of Court programs and in examining management practices of the Court.
 - Conduct organizational analysis.
 - Prepare study report and recommendations.
- Juvenile and Domestic Relations District Court
 - Provide information on Court programs including content, workload, staffing and costs.
- Office of Management and Budget
 - Provide assistance to ORS in gathering cost and funding source information on Court programs for current and previous years.

Additional information was provided on programs by the Fairfax County Public Schools, the Fairfax-Falls Church Community Mental Health and Mental Retardation Services Board, the Fairfax County Department of Social Services, and the Fairfax County Department of Manpower Services. MAR 26 1979

III. OVERVIEW OF THE COURT

A. The Role of Juvenile Courts

In the June 1977 Criminal Justice Coordinating Council report entitled "The Juvenile Justice System," a discussion was included concerning all the organizations which constitute the juvenile justice system. In the discussion a quotation was made from a report entitled "Judicial Administration of Criminal Justice in Virginia: A Comparative Analysis," issued by the Commonwealth of Virginia, Division of Justice and Crime Prevention, University of Virginia Law School, 1974, which provides a general overview of the role of the juvenile court in the criminal justice system. The quotation is as follows:

"Since the creation of the first juvenile court, which was established in Cook County, Illinois, in 1899, the juvenile courts have played a unique and important role in the administration of criminal justice in the United States. The juvenile courts grew out of the concept that children are not morally responsible for their misbehavior to the same extent as adults, and that children who commit antisocial acts should be ordered by the courts to rehabilitate themselves and to become responsible members of the adult community. It has been realized since 1899 that the adult criminal courts and punitive correctional systems are inadequate for this task.

Pursuant to this ideal of rehabilitation in place of punishment or deterrence, the juvenile courts were established to help children in trouble with the law. The paramount concern of these courts is the well-being and best interest of the child. To this end, juvenile courts combine law with sociology and psychology in order to evaluate the particular needs or deficiencies of each child and thus to prescribe that treatment which is most likely to benefit the child and to save him from what is potentially a long-term pattern of criminal behavior. These ideals of rehabilitation and individualized justice are the foundations of the juvenile court philosophy.

The difference in the basic objectives of juvenile courts from those of the adult criminal courts have given rise to specialized juvenile court procedures and terminology. A juvenile court proceeding is never a criminal proceeding. In addition, juveniles are not charged with crimes, rather a petition is filed with the court alleging delinquency. The juvenile court adjudicates rather than convicting, and the process of prescribing treatment (not punishment) is called disposition instead of sentencing.

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The traditional concept of the juvenile court judge's role was that of a wise paternal figure exercising the "parens patriae" authority of the state for the purpose of saving the child before him from the fate of a life of crime and degradation. To this end, hearings were extremely informal, the discretion of the court was considerable, and few if any procedural rights of the child were acknowledged. However, the revolution of procedural due process came upon the juvenile courts in 1967 with the case of In re Gault, 387 U.S. 1 (1967).

The decision of In re Gault was in essence an acknowledgement that children have the constitutional right to most of the procedural safeguards guaranteed to adults in criminal trials.

The characteristics of the juvenile court system which distinguish it from the adult criminal court are:

- the wide range and flexibility of dispositional alternatives available to the court in order to provide individualized rehabilitation,
- specialized separate detention and treatment facilities and confidentiality of juvenile court records to shelter children from the adult criminal process, and
- the flexibility of intake procedures to allow informal screening and diversion of cases when formal court action is not appropriate."

B. The Fairfax Court - The Past

Prior to 1956 all juvenile and domestic cases in Fairfax County were heard in the Fairfax County Court and all probation and investigation functions were dealt with by the County's Department of Public Welfare. In 1956, the County Board of Supervisors established a separate County probation office for the County Court. Then, in July 1973, the Court Reorganization Act eliminated the County Court structure in the State of Virginia in favor of a District Court System. Instead of having a Court in each county, several counties were grouped together to form a district court. Under this new structure, there were two divisions, the General District Court and the Juvenile and Domestic Relations District Court (J&DRDC).

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From the County probation office, established in 1956, grew an office in the newly formed J&DRDC called Court Services. In late 1973, due to space limitations in the Courthouse, coupled with a desire to increase the accessibility of the Court's services to the community, OCS decentralized some of its intake, counseling, and investigative services. This change resulted in the opening of branch offices in the northern, central, and southern section of the County.

One of the functions which OCS performed was all clerical work such as typing petitions and summons in support of the Court's judges. As a result of changes in the State Code in the fall of 1974, the Office of the Clerk of the Court was established as a state function and made responsible for these duties.

C. The Fairfax Court - The Present

The Fairfax County Juvenile and Domestic Relations District Court today consists of three organizational entities: 1) the Judiciary, 2) Clerk of the Juvenile Court, and 3) Court Services. The current organization of the Court is shown in Figure 1. The Judiciary consists of three judges and one chief judge who as state employees are responsible for adjudicating juvenile and family matters, as well as offenses committed by adults against juveniles which the Code of Virginia places under its authority. The Chief Judge also performs as Chief Administrator of the Court for the State of Virginia.

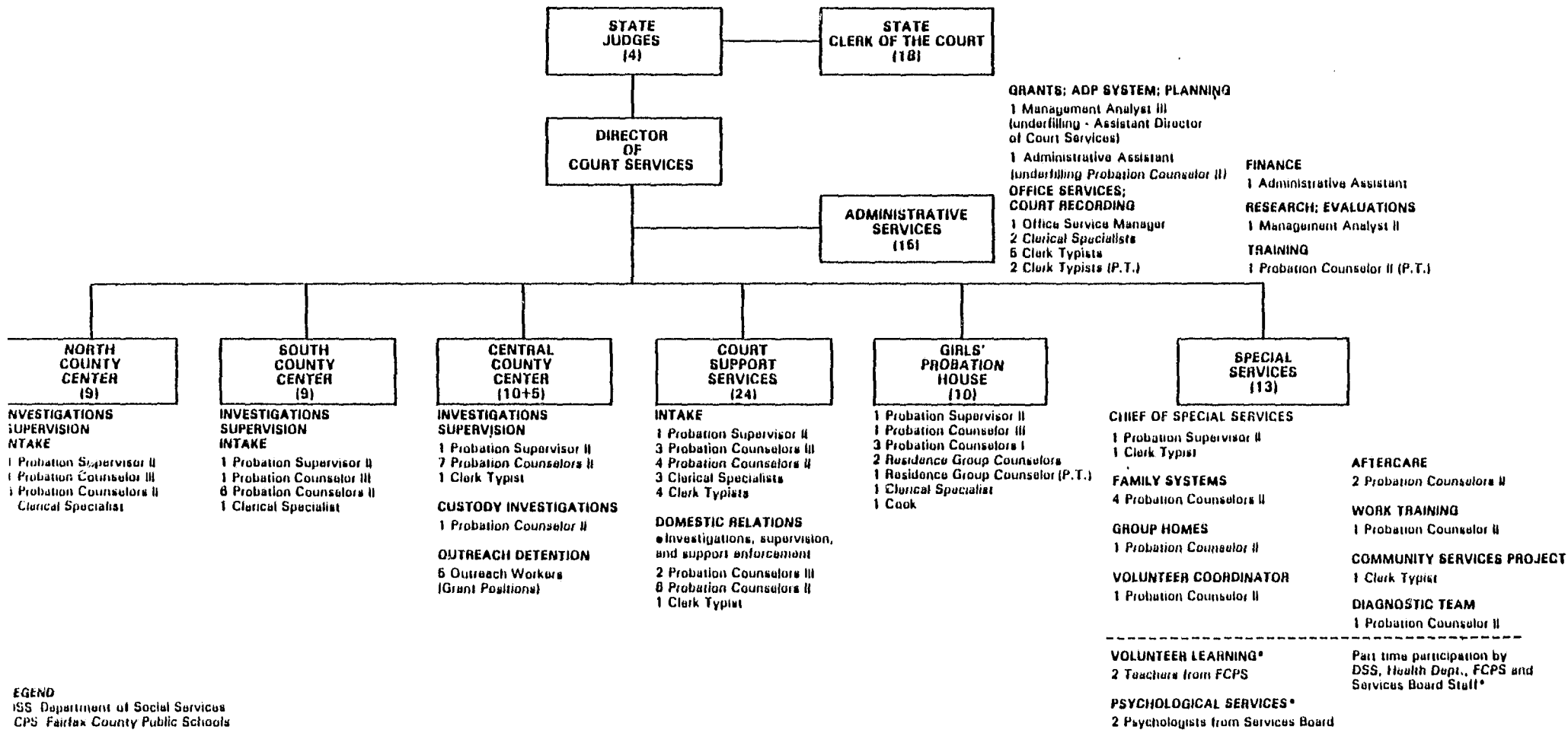
As mentioned earlier, the Clerk of the Juvenile Court, also a Virginia State office, performs administrative and clerical functions in support of the Judiciary. These functions include docketing all cases to be heard by the Juvenile Court judges, collecting assessed fines and costs, and preparing summaries of hearings and dispositions.

The Office of Court Services, a County agency which is also responsible to the Chief Judge of the Court, provides probation, counseling, and a variety of alternative programs for juveniles. More specifically, OCS offers a variety of services for delinquent youngsters under the legal age of eighteen who live in Fairfax County, the City of Fairfax, and the towns of Herndon and Vienna. In

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**FIGURE 1
JUVENILE AND DOMESTIC RELATIONS
DISTRICT COURT
PRESENT ORGANIZATION**



LEGEND
ISS - Department of Social Services
CPS - Fairfax County Public Schools
T. - Part Time Position

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addition, the office provides services to adults who are experiencing domestic and/or familial difficulties which are amenable to unofficial arbitration, to counseling, or to legal intervention. OCS also provides services involved in criminal complaints against adults for offenses committed against juveniles unrelated to them.

D. The Office of Court Services

OCS, supervised by the Director of Court Services, is currently divided into seven major functional units. These units are:

- Administrative Services Unit
- Court Support Services Unit
- Girls Probation House
- Central County Center
- South County Center
- North County Center
- Special Services Unit

The Administrative Services Unit, consisting of 15 people, provides clerical support to the judges and Director of Court Services, internal research and evaluation, preparation and monitoring the office's budget, and management of the Court's automated data processing system functions.

The Court Support Services Unit, consisting of 24 people, provides central intake services and domestic-relations investigations, supervision and support enforcement. It should be noted that the recent change in state legislation regarding functions of the Clerk of the Juvenile Court affected this unit.

The Girls Probation House, with a staff of ten, is a minimum security facility operated by the Court as a residential placement for girls. It is located at 12720 Lee Highway, Fairfax, and has a capacity for twelve girls. Use of this facility is one alternative when it has been determined that removing the child from her home is the best course of action.

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The three County centers, Central, South, and North, custody investigations, and Outreach Detention with a combined staff of 33, provide investigatory and supervisory services in support of the Court's adjudicatory activities, custody investigations, and supervision for youth in the Outreach Detention program. Counselors located in the centers provide direct counseling to the Court's clients. Intake counseling is also provided by the South and North County Centers.

The Special Services Unit, with a staff of 13, is responsible for providing several special treatment programs to clients of the Court. Among these, OCS provides aftercare for those juveniles in or recently released from state institutions, family systems counseling, group home and foster home programs, work programs, and coordination with special learning programs. The diagnostic team, another counseling service, consists of representatives from this section as well as personnel from other County agencies.

E. Recent Growth

From FY1971 to FY1978, the total number of complaints received by the Court rose from 6,688 to 19,936. This threefold increase was composed of a doubling (4,096 to 8,494) of the number of non-traffic juvenile complaints, a 62 percent increase (2,159 to 3,488) in adult-related complaints, and an increase in traffic cases involving juveniles from 433 to 7,954. The increase in this last area, juvenile traffic cases, reflects the impact of the 1973 Court Reorganization Act which placed all traffic cases involving juveniles under the jurisdiction of the J&DRDC. Prior to this time all traffic cases, both juvenile and adult, were processed together by the County Court. A breakdown of complaints received by the Court by type and year is provided in Table 1 for FY1971 through FY1978.

During the same period, the population of the County increased 23 percent from 470,600 in January 1971 to 578,900 in January 1978. More significantly, the County juvenile population, those below age 18, dropped 7 percent from 184,900 in January 1971 to 171,700 in January 1978.¹ Clearly, the substantial increases in

¹ Based on age distribution data gathered by ORS in April 1970 and October 1977, respectively.

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Table 1

NUMBER OF COMPLAINTS RECEIVED IN THE
 JUVENILE AND DOMESTIC RELATIONS DISTRICT COURT
 FY1971-1978

<u>Fiscal Year</u>	<u>Juvenile Traffic</u>	<u>Juvenile Non- Traffic</u>	<u>Total Juvenile</u>	<u>Adult</u>	<u>Total Complaints</u>
1971	433	4,096	4,529	2,159	6,688
1972	724	4,628	5,352	2,235	7,587
1973	426	5,496	5,922	2,145	8,067
1974	4,928	5,739	10,667	2,594	13,261
1975	6,284	5,040	11,324	2,500	13,824
1976	6,654	4,580	11,234	1,915	13,149
1977	7,544	7,002	14,546	3,756	18,302
1978	7,954	8,494	16,448	3,488	19,936

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complaints received by the Court are not directly attributable to population increases, but rather to more complex factors related to increased urbanization, social trends, legislative changes, increases in the number of police officers, and the like.

Court expenditures during this period also increased significantly, rising from a total of \$517,000 in FY1971 to \$1,968,000 in FY1978. Court expenditures are partially offset by revenues received from the state, federal grants, a portion of the fines and costs collected by the Court, and by contributions from Fairfax City. The residual cost of operating the Court after these revenues are subtracted is borne by Fairfax County. In FY1971 the County's cost was \$281,000 and this rose to \$1,027,000 in FY1978. A breakdown of expenditures and revenues for each year from FY1971 through FY1978 is provided in Table 2.

The increases in expenditures reflect growth in both Court staff and Court-administered programs. The total staff of the Court, including state salaried judges and clerks, has grown from 49 in FY1971 to 114 in FY1978. Non-clerical staff grew from 32 to 77 and clerical staff from 17 to 37 from FY1971 to FY1978. The growth in the number of programs administered by the Court has stemmed largely from the use of Law Enforcement Assistance Administration (LEAA) grant funds to initiate a variety of new programs. Since FY1971, 12 service delivery programs sponsored by the Court have been supported by LEAA grant funds. Four of these programs have been integrated into ongoing operations of the Court as eligibility for grant funding expired. Two of the twelve programs are still operating primarily under grant funding.

Table 3 provides a summary of the increases from FY1971 to FY1978 in complaints, hearings, staff, and expenditures of the J&DRDC. The figures for total expenditures and County costs reflect both real growth in staff and programs as well as the effects of inflation. From FY1971 to FY1978 the impact of inflation alone was a 57.25 percent increase in costs.² If the effect of inflation is

² Based on the Consumer Price Index for the Washington, D. C., SMSA in November 1970 (119.3) and November 1977 (187.6).

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Table 2

JUVENILE AND DOMESTIC RELATIONS DISTRICT COURT
EXPENDITURES AND REVENUES
FY1971-1978

<u>Fiscal Year</u>	<u>Total Expenditures (000)</u>	<u>Revenue Source (000)</u>				
		<u>Fairfax County</u>	<u>State</u>	<u>Federal Grants</u>	<u>Fines and Costs</u>	<u>Fairfax City</u>
1971	517	281	201	14	5	16
1972	651	357	265	0	10	19
1973	672	359	245	40	9	19
1974	855	418	291	89	33	24
1975	1,029	390	394	165	53	27
1976	1,619	604	562	348	77	28
1977	1,759	835	549	246	88	41
1978	1,968	1,027	616	153	124	48

- NOTES: 1. Total expenditures include County supplements to state employees of the Court, but do not include base salaries of state employees (judges and staff of the Clerk of the Court) paid by the state.
2. Data on state, federal, and Fairfax City funding and on total expenditures were provided by the Office of Management and Budget (OMB).
3. Fines and costs data were provided by OMB for FY1976-1978. Figures for FY1971-1975 were estimated based on gross collections reported by the Court and the percentage netted by the County in FY1977 and FY1978.
4. The contribution of Fairfax County was calculated by subtracting funds from all other revenue sources from the total expenditures figure for each year.

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Table 3

JUVENILE AND DOMESTIC RELATIONS DISTRICT COURT
CHANGES FROM FY1971 TO FY1978

	<u>FY1971</u>	<u>FY1978</u>	<u>Increase</u>
Juvenile Non-Traffic Complaints	4,096	8,494	107%
Juvenile Traffic Complaints	<u>433</u>	<u>7,954</u>	<u>1,737%</u>
Total Juvenile Complaints	4,529	16,448	263%
Adult Complaints	<u>2,159</u>	<u>3,488</u>	<u>62%</u>
Total Complaints	<u>6,688</u>	<u>19,936</u>	<u>198%</u>
Court Hearings	8,991	23,616	163%
Non-Clerical Staff (including judges)	32	77	141%
Clerical Staff	<u>17</u>	<u>37</u>	<u>118%</u>
Total Staff	49	114	133%
Total Expenditures	\$517,000	\$1,968,000	281%
County Cost	\$281,000	\$1,027,000	265%

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eliminated, the increase in total expenditures was 135 percent and County costs increased 132 percent between FY1971 and FY1978. These figures are very close to the increase in total staff of 133 percent.

Included in the staff growth are positions involved with programs that were not in existence in FY1971; approximately 20 percent of the FY1978 staff is in this category. The case processing staff therefore increased by 86 percent from FY1971 to FY1978. During this same period, non-traffic complaints (juvenile plus adult) rose by 92 percent and, due to changes in the law, traffic cases increased 1,737 percent from a few hundred to close to 8,000 cases per year. From a case processing standpoint, the Court has significantly increased its efficiency in handling its non-program workload. The conclusion is that the increases in staff and real expenditures have been moderate in view of the growth in caseload and expansion of services offered by the Court.

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IV. COURT PROGRAMS

This chapter reviews the programs provided through the Juvenile and Domestic Relations District Court. A basic understanding of the nature of the Court's programs is necessary in order to understand the overall operation of the Office of Court Services and how its component units relate to one another and to other agencies.

An important part of the review was an examination of the use of other agency resources by the Court. At the present time, the Court provides some programs itself, some through cooperative arrangements with other agencies, and relies totally on other agency resources for some other services. From a broad County perspective, better coordination of services with the minimum of administrative overhead could be achieved by centralizing responsibility for particular types of services within agencies, for example, therapeutic counseling by the Services Board, shelter care by the Department of Social Services, et cetera.

Central coordination of services by type is only a partial reality in the County today due to a number of factors. The availability of grant funds through a number of sources, differing perceptions of agency roles, and specific needs faced by different agencies often resulted in new programs being started with little overall coordination from a County perspective. On a continuing basis, differing opportunities for funding through federal and state grants and through reimbursement from different state agencies have acted to lower the financial visibility and mask the need for improved control and coordination.

The remainder of this chapter deals with the specific programs offered through the Court, grouped into the categories of:

- Counseling services;
- Educational services;
- Employment services;
- Residential services; and,
- Support enforcement.

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Many of these programs were initiated through the use of Law Enforcement Assistance Administration grants. As eligibility for grant funding expired for individual programs, state reimbursement has been sought whenever possible. In general, salaries of probation counselors and other Court Services staff are subject to one-half state reimbursement and salaries of residential program staff are subject to two-thirds state reimbursement. Depending on the program, the state may also provide funds for other operating expenses.

A. Counseling Services

There are essentially three Court-counseling service programs which are presently located in OCS's Special Services Unit: Aftercare, Diagnostic Team, and Family Systems. In addition, counseling is offered to juveniles through programs operated by the Fairfax County Public Schools (FCPS), the Fairfax-Falls Church Community Mental Health & Mental Retardation Services Board (Services Board), and the Department of Social Services (DSS). One such program, Psychological Services, is offered in conjunction with the Court and is described below with the Court operated programs.

1. Aftercare was initiated in 1972 as a grant-funded program to provide a specialized form of probation counseling for juveniles committed to juvenile institutions operated by the State Department of Corrections. Since then, these services have been mandated by the Department of Corrections. Aftercare counseling involves the services of two full-time Probation Counselors II who regularly visit Fairfax County juveniles, while they are residents of a state institution, as well as working with families before and after a juvenile's incarceration. A key focus of the program is to ease the juvenile's transition from the state institution back into the family and community. The total caseload of the Aftercare program at the present time is about 80 cases (including both institutional residents and returned-to-County juveniles). The FY1978 program cost was approximately \$46,000 and with the State Department of Corrections reimbursement of one-half the salaries of the probation counselors, the annual County cost was approximately \$23,000.

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2. Diagnostic Team

The Diagnostic Team is an inter-agency, multidisciplinary program operated by the Court and other agencies to aid judges and probation officers in: 1) assessing the needs of the more difficult juvenile cases; and, 2) identifying resources to meet the identified needs.

The Diagnostic Team has no fixed membership except for the part-time coordinator, a Probation Counselor II, whose salary involves an approximate \$8,000 annual cost to the County. Membership varies from case to case depending on the needs of the case and on prior involvement in the case by workers from other agencies. As a rule, workers from the Health Department, Services Board, the School System, the Department of Social Services, the Court's probation counselor staff and Family Systems Program participate in each Diagnostic Team staffing. Additional support is often provided by workers from private facilities, the Department of Vocational Rehabilitation, and the Northern Virginia Regional Detention Home. The majority of referrals come directly from judges, with the remainder coming from the probation staff. Referrals are occasionally made by the Department of Social Services for the purpose of meeting a requirement for "community screening" of youngsters being placed out of the community. Most of the youngsters referred have been in the system for some time. More recently, judges have referred cases that are new to the system with the goal of prevention. The purpose of referral varies: 1) to facilitate placement of a child, 2) to rule out suspicion of undiagnosed medical or learning problems that may be contributing to the child's delinquency, 3) to obtain a second or more "objective" opinion about how to proceed with the case, 4) to consider alternative treatment methods and resources, and 5) to find funding resources.

In FY1978, the Diagnostic Team completed 73 full evaluations. The annual program capacity is 100 youths. The Diagnostic Team is an excellent example of human service cooperation and coordination involving the joint efforts of several County agencies at the operational level.

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3. Family Systems was initiated in 1970 through federal and state grants to provide specialized counseling services to juveniles and their families. These counseling services are designed to reestablish positive and stable patterns of family interaction, so that families will be able to handle crisis on their own, without inducing children to act out their aggressions and without court intervention to resolve the family's crisis. The program currently staffs four Probation Counselors II and a part-time consultant. The County funds approximately 50 percent of the \$67,800 budgeted in FY1979 for salaries. The cost of the consultant in FY1978 was \$2,500.

The Family System therapy program focuses on parents because they make such an obvious contribution to the emotional and material welfare of their children, and because parental cooperation helps to determine the success of court supervision. Family Systems counseling stresses the parents' role and their assumption of responsibility. Family counselors also provide training support to the Court's group homes, Girls Probation House, the Court's Domestic Relations Unit, and the Diagnostic Team. In FY1978, a total of 292 families received family counseling through this program.

Family counseling services are also rendered to juveniles through programs operated by the Fairfax-Falls Church Community Mental Health Mental Retardation Services Board (Services Board), the Fairfax County Public Schools (FCPS), and the Department of Social Services (DSS). DSS provides counseling through contracting under State Title XX monies, and participants are subject to Title XX eligibility which eliminates many of OCS's juveniles. FCPS provides family counseling to school youth and their families and is limited to primarily counseling students and families concerning scholastic problems.

The Services Board renders family counseling that is available to all residents of Fairfax County in its three mental health centers -- Woodburn, Mt. Vernon, and Northwest Centers.

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The Services Board's family counseling goals and objectives are similar to those of the Court's program. However, the Court program is an intensive program designed specifically for families of juvenile delinquents whereas the Services Board provides more generalized family counseling as part of a broad array of counseling programs. Funding differences also exist in that Services Board counselors are classified at higher County levels and the Services Board receives reimbursement at a 30 percent level overall. Family counselors in the Court program are classified as probation counselors and are subject to 50 percent salary reimbursement.

Keeping in mind that family systems counseling in DSS and FCPS place various limitations on service to juveniles and the Services Board administers and renders family counseling available to all County residents, it would be advantageous for the County to have greater overall coordination and interfacing among the agencies rendering family counseling services. The Services Board should be tasked with developing, with assistance from the Court, a plan for providing family counseling services for families of juveniles in contact with the Court. Such a plan may involve modification of existing Services Board programs or assumption of funding responsibilities for the program currently staffed by the Court. The implementation plan should address how the specific needs of the Court-referred families will be met in coordination with the Court and should state the expected impact of state reimbursement, federal funds, and assessed fees on the net program cost for the County. The transfer of responsibilities should occur as soon as possible, but no later than the end of FY1980.

4. Psychological Services

Two staff psychologists provided by the Services Board, one full-time and the other part-time, are assigned to OCS to provide judges and probation counselors with psychological or psychiatric evaluations of juveniles. Evaluations are based on batteries of psychological tests which are administered to assist in formulating a treatment plan for Court-involved youth. In addition, the staff participates in the Diagnostic Team which involves conferences with attorneys, Court

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staff, detention personnel, families, and other agencies. During FY1978, 251 psychological evaluations were performed by the Psychological Services staff. Costs for the two staff persons are borne by the Services Board and are approximately \$46,000 per year.

B. Educational Services

The Fairfax County Public Schools (FCPS), in conjunction with the Court, operate schools from the North, Central, and South County Centers of the Court. In addition, the two agencies operate the Volunteer Learning Program. The Court also utilizes the services of two private, non-profit agencies, the Enterprise School and the Different Drum School. FCPS further operates several special educational programs, including the Emotionally Disturbed Program, the Learning Disabled Program, and the Woodson General Equivalency Diploma (GED) Program.

1. The Center Schools, Sager in the Central Center, Falls Bridge in the North Center, and Mount Vernon in the South Center, provide individualized remedial educational programs for students who have been involved with the Court for school-related offenses and who have failed to succeed in the regular school system. These schools were established by joint action of OCS and FCPS. The Court, through County funds of \$5,000 per year, supports facilities and administrative needs, while FCPS provides full-time teachers. Each of the schools has a capacity for six students who may be enrolled for nine weeks to one year. All students must be under Court supervision, and be free from identified severe learning disabilities. With FCPS maintaining the teachers salaries at an approximate annual cost of \$54,000, the Center Schools are clearly school programs and the total costs and administrative support should be the responsibility of FCPS. Shifting of the total responsibility for this program should be accomplished by the end of FY1980.
2. The Volunteer Learning Program (VLP) provides tutorial services for juveniles who wish to attain a General Equivalency Diploma or some other basic skill. The Volunteer Learning Program is jointly sponsored by the Courts, the school system, and libraries. The Court provides office space and part of a probation

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counselor to serve as coordinator; the school system, two teachers; and the libraries provide the space for the activity. The program is aimed at dropouts who wish to work toward a selected academic goal such as a G.E.D., return to high school, or attain some basic skill. The Program Coordinator of the program recruits and supervises volunteers who serve as tutors for persons needing remedial assistance. The teachers diagnose the needs of the volunteer learners, match appropriate tutors to learners, and train the tutors. Over half of the referrals to VLP come from the Courts, while others come from the public schools and community agencies. Learners of all ages are accepted.

The program has a capacity of 80-90 students at any time; in FY1978, 205 referrals were made to the program and 85 students successfully completed the program.

3. Enterprise School, a private nonprofit school, provides another alternative to the Public School System. Enterprise contracts with the Courts to provide a number of placements for Court involved youth who are of average or above average intelligence and whose emotional and behavioral problems have prevented them from coping with regular school settings. In addition to course work, students receive individual and group counseling. Parents are also encouraged to participate in family counseling at Enterprise. Students are encouraged to return to public schools, attain a G.E.D. certificate, enroll in college, pursue vocational training and/or seek employment. Enterprise is staffed by a director, a counselor, two teachers provided by the school system, a teacher funded by the Courts, and one part-time person who teaches arts and crafts and serves as secretary.

Funding support for Enterprise is provided by FCPS, which provides two teachers, monthly fees assessed to parents on a sliding fee scale, and private donations, as well as the Court's contribution of approximately \$38,000. With a school capacity for 22-25 students, Enterprise provided service to 37 students during FY1978. Funding for Enterprise should be totally a FCPS responsibility, perhaps through the FCPS Emotionally Disturbed Program since it focuses on the emotional and behavioral problems of juveniles.

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4. Different Drum is an alternative school which provides juveniles remedial education, counseling, vocational preparation, and recreation. In FY1977, the County funded this program through a federal LEAA grant of \$38,000 and with FCPS funds of approximately \$35,000. This program is very similar to the remedial scholastic programs provided in the Center School of OCS. In FY1978, the LEAA grant expired and the County funded the program in the approximate amount of \$18,000, as well as supported the school through a per diem for students paid by FCPS.

It is recommended that all educational programs become the absolute responsibility of FCPS. This would insure the coordination and continuity of all education programs throughout the County.

The transfer of total responsibility for all educational programs should be negotiated with FCPS to take place no later than the end of FY1980.

C. Employment Services

There are two employment programs that OCS provides for juveniles through its Special Services Unit, the Community Services Project and the Work Training Program. Jobs are also provided to juveniles through a number of programs in the Department of Manpower Services and FCPS's CETA-In-School Jobs Program.

- a. The Community Service Project (CSP) in OCS, is a work program whereby juveniles choose to work a specific number of hours in lieu of a fine imposed by the Court. The juvenile works for a County or non-profit agency until the hours specified by the Court are completed. There is no salary involved, and a juvenile failing to complete the program satisfactorily may be found in contempt of Court. The program capacity is 20-25 youth per month, and during FY1978 over 250 youth participated in CSP, staffed by one clerk typist at an approximate cost of \$11,000 per year.

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- b. The Work Training Program (WTP) offers jobs to juveniles who have committed two or more offenses, based on the theory that work experience will provide juveniles the economic independence and stability needed to encourage non-criminal lifestyles. This program was initiated by a grant in 1973 and is currently funded by County funds with one-half of the salary of the probation counselor running the program paid by the state. In FY1978, the total cost of the program to the County was approximately \$70,000. The Department of Manpower Services also furnishes jobs to juveniles through an array of job programs for youth funded with federal Title II; Title III, and Title IV of the 1974 Comprehensive Employment Training Act (CETA), and the Summer Youth Program. Furthermore, FCPS provides jobs to juveniles in their CETA-In-School Jobs Program funded by federal Title I, Title III, and Title III-C-YELD (Youth Education and Learning Development Program).

Presently the Department of Manpower Services is receiving federal Title III CETA funds, which are set up for target group populations such as juvenile delinquents. At present, FCPS is also utilizing federal Title III CETA funding for its In-School-Jobs Program. From the federal CETA Jobs Program for Youth under Title III, it is highly possible that funding for the Work Training Program could be acquired by submission of a proposal to Manpower Services using juvenile delinquents as the target population. It is therefore recommended that OCS submit a proposal to Manpower Services to fund the Work Training Program.

D. Residential Services

There are two residential programs located in the Court's Special Services Unit, Group Homes and Foster Homes. The Girls Probation House is a separate organizational unit by itself. In addition, DSS and the Services Board provide residential programs to juveniles through their group home and foster home services. It should be noted that the County provides basically three types of residential homes: 1) temporary homes for emergency or crisis intervention, 2) permanent homes for absolute removal, and 3) homes for treatment. OCS provides basically temporary homes for emergency or crisis removal, whereas DSS contracts homes for utilization of all three types, and the Services Board provides residential facilities for treatment only.

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1. OCS's Emergency Foster Home Program locates and provides temporary homes for juveniles needing removal from their homes pending legal disposition. These juveniles are usually still in the custody of their parents though they reside in the home of their foster parents for up to three weeks. The total cost of this program to the County is \$5,000 - \$6,000 annually which partially covers one staff position and minimal administration costs.

Both male and female juveniles of any age within the Court's jurisdiction may be placed in an emergency foster home, provided they are suitable candidates for non-secure detention. In addition, they must meet the foster parents' own criteria of age, sex, race, and length of stay. Since mid-1977, there has been a Volunteer Coordinator to recruit foster homes and coordinate placements; prior to that time, the three court probation units located their own foster home resources on an informal basis. Foster parents are entitled to be paid \$4.25 per day when juveniles are in their care; this money is provided by the State Criminal Fund and by Title XX funds. During FY1978 eighty-two youths were placed.

DSS, on the other hand, operates a foster care program under federal Title XX, providing shelter for youth who in accordance with state requirements are in the custody of DSS, through its foster home locator service. The length of stay in DSS foster homes may be up to several years as opposed to a normal maximum of three weeks in the Court's foster homes. Foster homes in OCS and DSS are essentially the same with the exception that juveniles must be placed in the custody of DSS while Court juveniles remain in the custody of their parents.

2. OCS Group Homes Program provides temporary placements in either pre-dispositional or post-dispositional group homes. The Court currently operates a total of four group homes with a total capacity of 17 juveniles. The juveniles usually remain under the legal custody of their parents. This program started as a federally funded grant program in 1975 and is presently funded by the County at a cost of approximately \$59,000 for FY1979. In FY1978, 64 youths were served with an average stay of 20 days in pre-dispositional homes and 124 days in the post-dispositional homes.

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The residents are referred through the Juvenile and Domestic Relations District Court. The general procedure is that the Court's Group Home Coordinator screens the applicants and arranges for a meeting between the child and the parents; the parents make the decision to accept the child into their home. Final recommendation for group home placement is made by the child's probation counselor to the judge who issues a court order giving the house parents temporary custody of the child.

In contrast, DSS operates group homes under federal Title XX and/or through DSS contracts. Group homes operated through DSS are for long-term placement, again with the state requirement that the juvenile be made custody of DSS. DSS group homes are similar to the Court's but juveniles must meet certain eligibility requirements for placement in DSS homes. Due to state restrictions in regard to custody and eligibility criteria, DSS's group home services are restricted to only a few juveniles referred by the Court.

Another contrast are the group homes provided by the Services Board. It should be noted that all group homes under the Services Board are treatment centers. They are staffed on the average, by four counselors, twenty-four hours per day with an average cost of \$70,000 in FY1979. Presently, DSS contracts with the Services Board to provide shelter and treatment to adolescent girls.

At present OCS uses group homes for temporary placement of juveniles in home environments. With the implementation of the Less Secure Facility, scheduled to open in April FY1979, there will be less need for both foster homes and pre-dispositional group homes in the Court. In FY1980, the Court should work with the Services Board and DSS to establish ways for the Court to utilize their facilities for temporary homes. Specifically, any residual need for foster homes by the Court should be met through DSS administered homes and remaining needs for group home placements met by either the Services Board or DSS. By the end of FY1980, DSS should be providing for all temporary home needs of the Court and the Services Board providing for any treatment placements needed.

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3. OCS operates the Girls Probation House, a residential facility for post-dispositional placement of juvenile girls. This program which began in 1975 was funded through a state grant. Presently, the state reimburses the County for 100 percent of operating expenses and two-thirds of personnel costs. The County funds the remaining one-third of the personnel costs.

Residents are females, ages 14 to 17, who are Fairfax County residents from a wide range of socioeconomic backgrounds. Residents are recommended for placement in the Probation House by Court probation counselors and assigned by decision of the judge via a court order.

The program capacity for the Girls Probation House is 12 youths. The average number of girls in residence in FY1978 was 9.2 with the average stay being seven months. The staff provides twenty-four hour supervision for the girls. The cost to the County is approximately \$44,000.

4. Outreach Detention

Outreach detention is a form of residential confinement of juveniles in their own homes. The focus of the program is on status offenders who require supervised pre-dispositional placement for their own or the community's protection or to ensure the juveniles appearance in Court. Five Outreach counselors (S-14-2) provide specialized supervision involving maximum contact with the juveniles in the program.

The program was initiated in December 1977 with grant funds and is presently receiving LEAA funding. The total cost of the program in FY1978 was \$111,203 with the LEAA grant totaling \$48,134 and the state reimbursement totaling \$57,721. The total cost to the County was \$5,348 during FY1978. Approximately 300 youth were handled through the Outreach Detention Program in 1978.

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E. Support Enforcement Program

The Juvenile and Domestic Relations District Court is responsible for enforcing all child support orders issued by itself, by Virginia Circuit Courts, and by Courts in other states where either the person paying support or the person receiving support resides within the jurisdiction of the Fairfax J&DRDC. Prior to September 1975, the Court had one probation officer to enforce all support orders. Due to the heavy caseload of approximately 2,000 cases, the single probation officer's enforcement activities were limited to preparing warning letters and setting only the most delinquent cases for court hearings. The true magnitude of the payment delinquency problem became clear when the support accounts were computerized in April 1974.

In September 1975, a more substantial support enforcement program was initiated using funds provided by a Law Enforcement Assistance Administration grant. This program has been and is now staffed by six probation counselors and one clerk typist, with supervision provided by two senior probation counselors who are also responsible for investigations and supervision duties for domestic relations cases. The program staff monitors all payments made, detects late payments, encourages resumption of payments and payment averages, and counsels both parties when difficulties in maintaining scheduled payments arise. For example, if payments are being withheld because of a visitation controversy, the counselor will attempt to mediate and resolve the problem. If payments are stopped because of the loss of a job, the counselor will refer the individual to a job placement agency to help in finding employment. If necessary, the counselor can bring the individual to Court. The goal of the counselor in dealing with each case is to have the individual resume and continue the support payments ordered by the Court.

The total program cost of FY1979 is expected to be approximately \$150,000. Since the salaries of the probation counselors are subject to 50 percent reimbursement from the state, the cost to the County will be approximately \$88,000 for FY1979. Grant funding was last used for the support enforcement program in FY1978.

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In September 1975, when the number of enforcers was increased from one to six, the average caseload per counselor was 332 cases. The total enforceable caseload included over 300 cases involving assistance from the Aid to Dependent Children (ADC) program sponsored by the federal government. When enforcement responsibilities for ADC cases were assumed by the state in January 1977, the residual average caseload for Fairfax County counselors was reduced to 328 cases. Until late 1977, the growth in the total number of cases was very low--6 to 8 cases per month. The elimination of ADC cases and the slow growth rate combined to keep the average caseload per counselor below 350 cases from September 1975 to April 1978.

The collection rate for enforceable cases prior to September 1975 was 60 percent. This rate grew steadily as the additional enforcers gained experience and became more effective. By early 1978 the collection rate had increased to 85-90 percent for support cases subject to enforcement.

In an effort to determine the relationship between staff size and collection rate, the Court agreed to an Office of Research and Statistics' suggestion to leave one of the six enforcers positions vacant when the incumbent resigned in March 1978. Furthermore, the caseload of that enforcer was reassigned to other counselors unequally with two counselors receiving none and the other three receiving differing numbers. The position was left unfilled until the end of 1978.

At the same time, the increased rate of growth in the total caseload began to have an effect on the collection rate. In 1978 the total caseload increased by 314 cases or an average of 26 cases per month, a sharp rise from the increases of 6 to 8 cases per month experienced previously. Most of the increase has been due to more cases being referred by the Circuit Court.

The vacant position and the growth in total caseload resulted in an abrupt increase in the average caseload per counselor, contributing to a decline in the collection rate. Table 4 shows the total caseload, number of enforcers, average caseload, and collection rate by month for November 1977 through December 1978. Since differences between the ends of accounting periods and calendar months induce variations in the raw monthly collection rates, smoothed rates using a three-month moving average are more useful and are also provided in the table.

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Table 4

SUPPORT ENFORCEMENT CASELOADS AND COLLECTION RATES

		<u>Total Caseload</u> ¹	<u>Number of Enforcers</u>	<u>Average Caseload Per Enforcer</u>	<u>Raw Collection Rate (%)</u>	<u>Smoothed Collection Rate (%)</u> ²
1977	Nov.	1,892	6	315	79.6	-
	Dec.	1,893	6	315	74.5	82.7
1978	Jan.	1,929	6	321	94.0	83.6
	Feb.	1,943	6	324	82.2	92.2
	March	1,958	6	326	100.3	87.7
	April	1,982	5	396	80.6	87.3
	May	2,005	5	401	81.0	83.8
	June	2,046	5	409	89.9	84.1
	July	2,082	5	416	81.5	82.8
	Aug.	2,090	5	418	76.9	81.5
	Sept.	2,123	5	425	86.2	79.5
	Oct.	2,183	5	437	75.3	77.1
	Nov.	2,191	5	438	69.7	72.6
	Dec.	2,207	5	441	72.7	-

¹ Caseloads do not include cases which involve Aid to Dependent Children (ADC) since enforcement responsibility for ADC cases was assumed by the State of Virginia on January 1, 1977.

² Result of smoothing the monthly raw collection rates using a three-month moving average to reduce variations due to differences between accounting periods and actual calendar months.

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Although no definitive relationship can be established from this data, it is clear that with an average caseload of 300-350 cases, an average collection rate in the 80-90 percent range is possible. As the average caseload grows to 400-450 cases, the expected collection rate can be expected to drop to an average between 70-80 percent.

In surveying other jurisdictions, only one was found to be directly comparable. The data provided by Buffalo, N. Y., for October 1978 showed a collection rate of 75.6 percent for a caseload per enforcer of 446 cases. In the same month, Fairfax County enforcers achieved virtually identical results with a collection rate of 75.3 percent for a caseload per enforcer of 437 cases. The indication is that the Fairfax County program is of comparable productivity.

The staffing analysis presented above indicates that, with the caseload growth shown in the last year, the sixth enforcement position is needed to maintain a collection rate above 80 percent. Without the sixth position, the average caseload would reach 475 cases by the end of FY1979, and maintenance of a collection rate substantially above 70 percent would likely be impossible.

Differences observed between the individual counselors showed that better overall results can be achieved by investing moderate enforcement efforts over a large number of cases rather than focusing efforts on a few. The Court should continue to examine the techniques used by its more successful enforcers and direct the enforcement staff in their employment. Another avenue that the Court should explore is greater publicity for the program, either generally or through specific cases, to increase the deterrent effect of the program.

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V. COURT ORGANIZATION

In its FY1979 budget proposal, the Court requested three additional management positions that would enable it to implement a major reorganization within the Office of Court Services. These three positions were a Management Analyst II to serve as manager of the Court's automated information system, a Residential Services Supervisor, and a Chief Probation Officer. Reclassification of the Assistant Director of Court Services position to Chief of Administrative Services was also part of the reorganization plan. A classification study of these positions was completed by the Office of Personnel in March 1978. Approval of these positions was deferred by the Board of Supervisors pending completion of this organizational and management study of the Court. The proposed reorganization would be the first in many years, despite substantial growth in staff, functions, and programs.

The present organization of the Court is shown in Figure 1 on page III-4. In reality, this organization reflects a partial implementation of the reorganization proposed by the Court in that the office services unit, research analyst, administrative assistant for finance, and part-time trainer have been grouped under an Administrative Services Unit. Until recently, all but one of these positions reported directly to the Director of Court Services. The present organization also reflects other assignments that are intended to be temporary, such as the location of custody investigations and outreach detention under the Central County Center.

This chapter presents a slightly different reorganization than the one proposed by the Court. In the sections that follow, the proposed organization is discussed in terms of its benefits and its differences with the Court's proposal. Following the discussion of the proposed organization, the impact of the recent changes in state legislation transferring certain Clerk of the Court functions to the Office of Court Services is addressed.

A. Proposed Organization

The proposed organization is shown in Figure 2. The principal difference between the organization shown and that proposed by the Court lies in the Assistant Director's position. In the Court's proposal, instead of an Assistant Director with the responsibilities indicated, a Chief Probation Officer would supervise the three

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**FIGURE 2
JUVENILE AND DOMESTIC RELATIONS
DISTRICT COURT
PROPOSED ORGANIZATION**

OUTREACH DETENTION

6 Outreach Workers
(Grant Positions)

LESS SECURE DETENTION (4/7/79)

1 Probation Supervisor I
3 Probation Counselors II
3 Probation Counselors I
1 Probation Counselor I (P.T.)
1 Clerical Specialist (P.T.)
1 Cook/Housekeeper

CHIEF OF RESIDENTIAL SERVICES

1 Probation Supervisor II

GIRLS' PROBATION HOUSE

1 Probation Supervisor I
1 Probation Counselor III
3 Probation Counselors I
2 Residence Group Counselors
1 Residence Group Counselor (P.T.)
1 Clerical Specialist
1 Cook

GROUP HOMES

1 Probation Counselor II

VOLUNTEER COORDINATOR

1 Probation Counselor II

INVESTIGATIONS, SUPERVISION; INTAKE

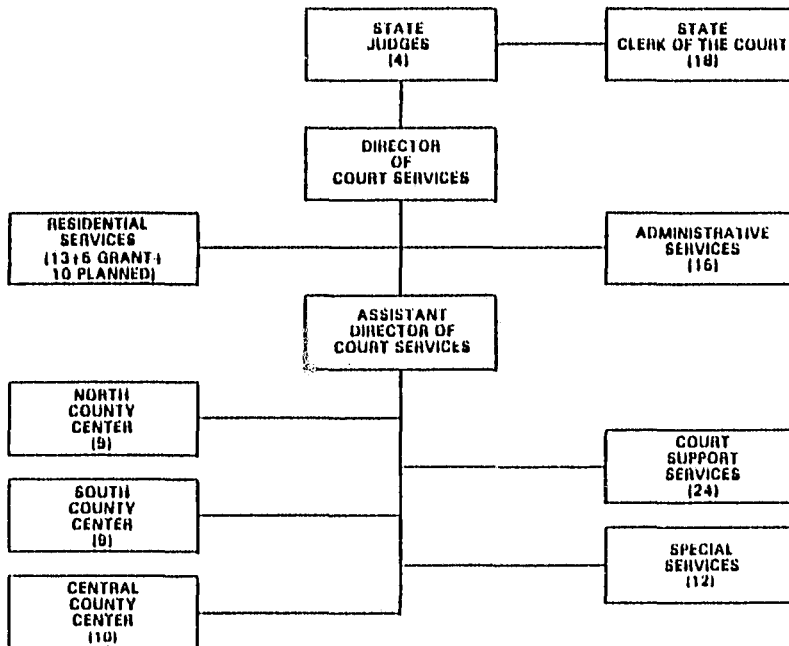
1 Probation Supervisor II
1 Probation Counselor III
6 Probation Counselors II
1 Clerical Specialist

INVESTIGATIONS, SUPERVISION; INTAKE

1 Probation Supervisor II
1 Probation Counselor III
6 Probation Counselors II
1 Clerical Specialist

INVESTIGATIONS; SUPERVISION

1 Probation Supervisor II
6 Probation Counselors II
1 Clerk Typist



CHIEF OF ADMINISTRATIVE SERVICES

1 Management Analyst III

ADP SYSTEM MANAGER

1 Management Analyst II

FINANCE

1 Administrative Assistant

RESEARCH, EVALUATIONS

1 Management Analyst II

OFFICE SERVICES; COURT RECORDING

1 Office Services Manager
2 Clerical Specialists
6 Clerk Typists
2 Clerk Typists (P.T.)

TRAINING

1 Probation Counselor II (P.T.)

INTAKE

1 Probation Supervisor II
2 Probation Counselors III
4 Probation Counselors II
3 Clerical Specialists
4 Clerk Typists

DOMESTIC RELATIONS

• Investigations
• Supervision
• Support Enforcement
2 Probation Counselors III
6 Probation Counselors II
1 Clerk Typist
• Custody Investigations
1 Probation Counselor II

CHIEF OF SPECIAL SERVICES

1 Probation Supervisor II
1 Clerk Typist

FAMILY SYSTEMS

4 Probation Counselors II

AFTERCARE

3 Probation Counselors II

WORK TRAINING

1 Probation Counselor II

COMMUNITY SERVICES PROJECT

1 Clerk Typist

DIAGNOSTIC TEAM

1 Probation Counselor II

VOLUNTEER LEARNING*

2 Teachers from FCPS

Part time participation by
DSS, Health Dept., FCPS and
Services Board Staff*

PSYCHOLOGICAL SERVICES*

2 Psychologists from
Services Board

* Personnel provided by other agencies

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LEGEND
DSS - Department of Social Services
FCPS - Fairfax County Public Schools
P.T. - Part Time Position

County centers and the Domestic Relations Unit shown on the figure under Court Support Services as well as the Aftercare program from Special Services. Under the Court proposal, the Intake Unit and Special Services Units would continue to report directly to the Director of Court Services. Both this study and the Court support the realignment of administrative services and residential services shown.

Specific aspects of the proposed organization are addressed by organizational unit.

1. Administrative Services

Until late 1978, the Manager of the Office Services Unit, the Administrative Assistant for Finance, the management analyst underfilling the Assistant Director's position, and the part-time trainer all reported directly to the Director of Court Services. At that time, an Administrative Services Unit was created using existing positions. This unit is currently supervised by the Management Analyst III who is underfilling the Assistant Director's position. The Administrative Services Unit now includes the Office Services Unit, the Court's research analyst (a Management Analyst II), the Administrative Assistant for Finance, and the part-time trainer. The unit also includes a Probation Counselor II position originally intended for the Special Services Unit. Since late 1978, an Administrative Assistant managing the Court's automated system has been underfilling this position. Establishment of this unit has reduced the number of people reporting to the Director of Court Services by three.

With respect to the Administrative Services Unit, the Court requested a reclassification of the Assistant Director's position (S-26) to Chief of Administrative Services (S-26) and establishment of a new Management Analyst II position to manage the Court's automated information system. The study completed by the Office of Personnel in March 1978 stated that the duties of the Chief of Administrative Services position were appropriate for a Management Analyst III (S-25) classification and that the manager of the automated system would be more appropriately classified as a Computer Systems Analyst II. The Office of Research and Statistics believes that the emphasis should be on management issues rather than technical and supports the Management Analyst classification.

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Consolidation of all administrative services including clerical functions, research, data promulgation, budget preparation, grant administration, and management of the Court's automated information system is clearly beneficial and will improve management control and coordination of these functions. At the same time, the number of people reporting directly to the Director is reduced.

Consolidation by itself, however, is not sufficient; the requested position to manage the Court's automated information system is also needed. The automated information system supports virtually all functional areas of the Court, utilizing 18 on-line computer terminals to process 750,000 transactions per year. This position would provide a full-time individual to ensure that the system operates smoothly, detect and seek correction of problems, train new employees in the use of the system, and plan for further uses of the system. A similar position has been in use for these purposes in the General District Court for the last year with great success. Since the current supervisor of Administrative Services has spent considerable time on activities related to the automated information system, the shift of these responsibilities to the new position would also result in freeing the supervisor for other management functions. Establishment of this new position would enable the Probation Counselor II position now being used for system management to be properly utilized for direct case work as originally intended.

2. Residential Services

The Court has proposed establishment of a Chief of Residential Services (S-24) to supervise the Girls' Probation House, the Less Secure Facility scheduled to open in April 1979, the Outreach Detention program, and the Court's group home and foster care programs. The Secure Detention Facility, planned to begin operations in FY1981, would also be placed in this unit as would the proposed Boys' Probation House. The Court proposal involved using the current Director's position (S-24) of the Girls' Probation House as the Chief of Residential Services and establishing a new position for the Probation House Director at the S-22

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level. As pointed out in the Office of Personnel study, this downgrading of the Probation House Director's position to the S-22 level would result in that level being applied to the Director of the Less Secure Facility as well.

Grouping of the Court's residential services into one unit with an overall manager is particularly appropriate at this time. The Chief of Residential Services will provide centralized control and coordination of many of the administrative and reporting responsibilities for the individual programs, including centralized purchasing and supply activities. The advantage of establishing this position now lies in the heavy demands for planning the Less Secure Facility scheduled to open in April 1979 and in the planning for the Secure Detention Facility to open in FY1981.

The nature of staffed, 24-hour, facilities such as the Girls' Probation House and Less Secure Facility set them apart from other programs. Considerably more management attention is needed in maintaining the facility itself and the facilities tend to be very visible to the public. For these reasons establishment of the position to manage these services is warranted. Placement of the position directly under the Director of Court Services recognizes the visibility of facility-type programs and the need for close participation in planning activities by the Director of Court Services.

3. Assistant Director for Court Services

The proposed organization shown in Figure 2 depicts five subordinate units under the Assistant Director for Court Services:

- North County Center
- South County Center
- Central County Center
- Court Support Services
- Special Services.

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The Court's proposal involved a Chief Probation Officer who would supervise the three County centers, the Domestic Relations Unit (from Court Support Services) and Aftercare (from Special Services). Under the Court's proposal, the Intake Unit of Court Support Services and the Special Services Unit would report directly to the Director of Court Services.

The underlying problem, that both approaches are directed at, stems from the demands placed on the time of the Director of Court Services. The Director is directly involved in three major functions: overall planning to meet future juvenile and adult needs; liaison with groups outside the Court including the Court's advisory board, community groups, and other agencies; and, providing overall daily operational management control and coordination of all units within the Office of Court Services. Through the interviews of unit supervisors conducted as part of this study, it was evident that, from their perspective, the third function was particularly hampered by the various demands on the Director's time. A need for stronger management involvement in daily operations was clearly identified through the interview process.

Further examination showed that most of the daily operational contacts were between staff of the County centers with staff of Special Services and of Court Support Services. Very little operational contact occurs between staff of the three County centers. In fact, the three centers operate quite independently in general.

In placing a manager over both the County centers on one hand and the Special Services Unit and Court Support Unit on the other, the management attention available to resolve daily operational issues is considerably increased. The chief probation officer approach is only a partial solution that does not focus on the most frequently occurring operational contacts between units. The recommended managerial position will not only strengthen operational management control and coordination but also reduce the number of subordinates reporting directly to the Director. In conjunction with the other recommended changes, the number of direct subordinates to the Director would be reduced to three, thereby strengthening his control over how his time is spent.

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The use of an Assistant Director to manage this group of functions is appropriate and resolves another problem of longstanding, that is, the absence of an identified second-in-command in the Office of Court Services. The currently existing position of Assistant Director of Court Services, now underfilled by a Management Analyst III, does not and has not for several years functioned as an Assistant Director. By utilizing the Assistant Director to manage the operations of the centers and service units the Court will gain in operational management and eliminate the vagueness in delegating responsibility to act for the Director in his absence.

B. Impact of Legislation Transferring Functions

Section 16.1-260 of the Code of Virginia, which became effective in July 1977, effectively transferred certain intake functions from the Clerk of the Court, a state office, to the County's Office of Court Services. Through negotiations with state officials, this transfer of functions was not immediately implemented in Fairfax County. In fact, workload increases in the intake area as well as others were handled by temporary employees provided by the state.

In December 1978, the Office of Management and Budget and the Office of Research and Statistics conducted a desk audit to determine the time required for the functions involved. The annual workload statistics for FY1978 for each function were analyzed with the desk audit data to determine the required staffing level. Based on the results of this study, the Board of Supervisors authorized five additional positions (1 Clerical Specialist and 4 Clerk Typists) for the Intake Unit of the Office of Court Services. As these County employees are introduced into the intake operation in January 1979, the four temporary state employee positions will be phased out.

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END