



2004–2005
REPORT TO CONGRESS

Title V Community Prevention Grants Program



OJJDP
Report

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The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance; the Bureau of Justice Statistics; the Community Capacity Development Office; the National Institute of Justice; the Office for Victims of Crime; and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART).

2004–2005 Report to Congress

**Title V Community Prevention
Grants Program**

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U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

Foreword

As part of its mandate to support and protect children and families, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides funding to the states for locally run delinquency prevention programming. Congress established the Title V Community Prevention Grants Program in its 1992 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974 to encourage local leaders to assess the risk factors in their neighborhoods, draw on available resources, and develop and implement data-driven delinquency prevention strategies. Beyond its financial commitment, OJJDP supports these local efforts with constantly evolving training and technical assistance to help communities plan, implement, and evaluate effective prevention programs.

To better determine how well local prevention programs are meeting their goals, OJJDP has introduced a series of Title V performance measures. In 2004, OJJDP disseminated to the states a set of quantitative performance indicators and directed the states to collect data from their local subgrantees and to report every year on the outputs and outcomes of their subgrantees' prevention efforts. This Report to Congress for fiscal years 2004 and 2005 presents the results and analysis of the first round of performance measurement data that OJJDP collected.

Over time, local jurisdictions, states, and OJJDP will use what we learn from these data for outcome management, resource allocation, strategic planning, and decisionmaking. Because the data they collect will be consistent across all Title V subgrantees, the states will be able to compare performance across their subgrantees to identify strong programs that might be suitable for rigorous evaluations and from which they may gain important insights into how and why programs succeed. The states can also use the data to identify weaker performing programs that might benefit from targeted training and technical assistance or redesign of their approach.

Over the past 12 years, nearly 1,700 communities have received grants through the Title V Community Prevention Grants Program to launch efforts to reduce the risk factors in a young person's life that are associated with juvenile delinquency and to enhance the protective factors that support healthy personal and social development. As research increases our understanding of the causes and correlates of juvenile delinquency, including how risk and protective factors affect a youth's likelihood to offend, OJJDP will continue to enhance the Title V program, build on the existing momentum in juvenile delinquency reduction, and continue preparing the nation's youth for healthy and productive futures.

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The Title V Community Prevention Grants Program

Since 1994, the Title V Community Prevention Grants Program¹ has supported the development and implementation of a comprehensive, research-based approach to delinquency prevention that helps communities nationwide foster positive changes in the lives of children and families. The Title V program focuses on helping youth avoid involvement in delinquency through reducing the risk factors and enhancing the protective factors in their schools, communities, and families.

This year, for the first time, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) required the states² to report, using a prescribed set of indicators, how the Title V-funded programs of their local subgrantees performed during the reporting period (fiscal years 2004 and 2005). Title V, Section 504, of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended [42 U.S.C. 5783(4)], mandates that OJJDP report on grant activity under the Title V program. This report, which presents the results and analysis of the first round of performance measurement data, fulfills that requirement.

Extensive research has shown that the presence of specific risk factors in the lives of children will increase the likelihood that they will engage in delinquent behavior, and the presence of protective factors will act to reduce the likelihood that they will engage in delinquent behavior. The Title V program provides funds that enable local jurisdictions to address these factors in a community-specific manner.

¹ In this report, the Title V Community Prevention Grants Program is referred to as “Title V,” “the Title V program,” “the Community Prevention Grants Program,” and “the program.”

² In this report, the term “state” includes 50 states, 5 territories, and the District of Columbia.

It encourages local leaders to initiate multidisciplinary needs assessments of the risks and resources in their communities and to develop locally relevant prevention plans that simultaneously draw on community resources, address gaps in services available in the community, and employ theory-driven or evidence-based strategies.

Furthermore, the Title V program requires communities to form multidisciplinary Prevention Policy Boards (PPBs) to foster a comprehensive approach that increases the efficacy of prevention efforts and reduces duplication of services. The program stipulates that the state or local government must provide a 50-percent cash and/or in-kind match to encourage interagency collaboration in developing resources, sharing information, and obtaining additional funding to sustain the long-term efforts. States have increased their emphasis on prevention activities in response to the call of the Title V program. To date, nearly 1,700 communities nationwide have participated in the Title V program.

Program Background and Structure

During the late 1980s and early 1990s, juvenile crime and delinquency increased sharply in the United States. Juvenile arrests for violent crimes increased 51 percent between 1988 and 1994 (Snyder, Sickmund, and Poe-Yamagata, 1996). At that time, experts predicted that, if left unchecked, juvenile crime would continue to peak, with grim consequences for many communities and youth. States and counties called for new federal resources they could invest in local delinquency prevention projects to help stem the rising tide of juvenile crime and delinquency. Until the mid-1990s, only limited JJDP Act (Formula Grant)

funds had been available for *front-end* prevention activities. For many states, the more expensive *back-end* costs of enforcement and treatment and other juvenile justice priorities dominated budgetary considerations and expenditures, leaving few or no funds to develop and implement prevention activities.

Also during the 1980s and 1990s, researchers' understanding of adolescent problem behaviors and the relationship of these behaviors to important social, psychological, and familial conditions grew exponentially. As a result, researchers, policymakers, and other professionals began to develop comprehensive, community-based initiatives as a key strategy for addressing persistent and complex social problems such as delinquency, substance abuse, and teen pregnancy (Connell, Abner, and Walker, 1995). Many of these initiatives emphasized the importance of reducing the factors that put a juvenile at risk of delinquent behavior (i.e., risk factors) and/or enhancing the factors that support positive development (i.e., protective factors). At the same time, findings from years of research pointed to the need for a more balanced and integrated approach to combating youth violence and crime. Juvenile justice policymakers embraced this approach by incorporating prevention with sanctions, offender accountability, and treatment.

Against this backdrop, Congress established the Title V Community Prevention Grants Program in its 1992 amendments to the JJDP Act of 1974. This groundbreaking program provided states and communities with the funding, framework, and tools to establish community-based juvenile crime prevention initiatives. Over time, many states adopted the Title V model as an integral part of their approach to addressing juvenile delinquency. To help communities formulate, implement, and evaluate their delinquency prevention plans, OJJDP sponsors orientation training for local leaders, offers training on collecting and analyzing data on community risk and protective factors, helps communities choose promising strategies for their prevention plans, and provides other technical assistance. In its 2002 amendments to the JJDP Act of 1974, Congress reaffirmed the Title V model. It stressed the continued

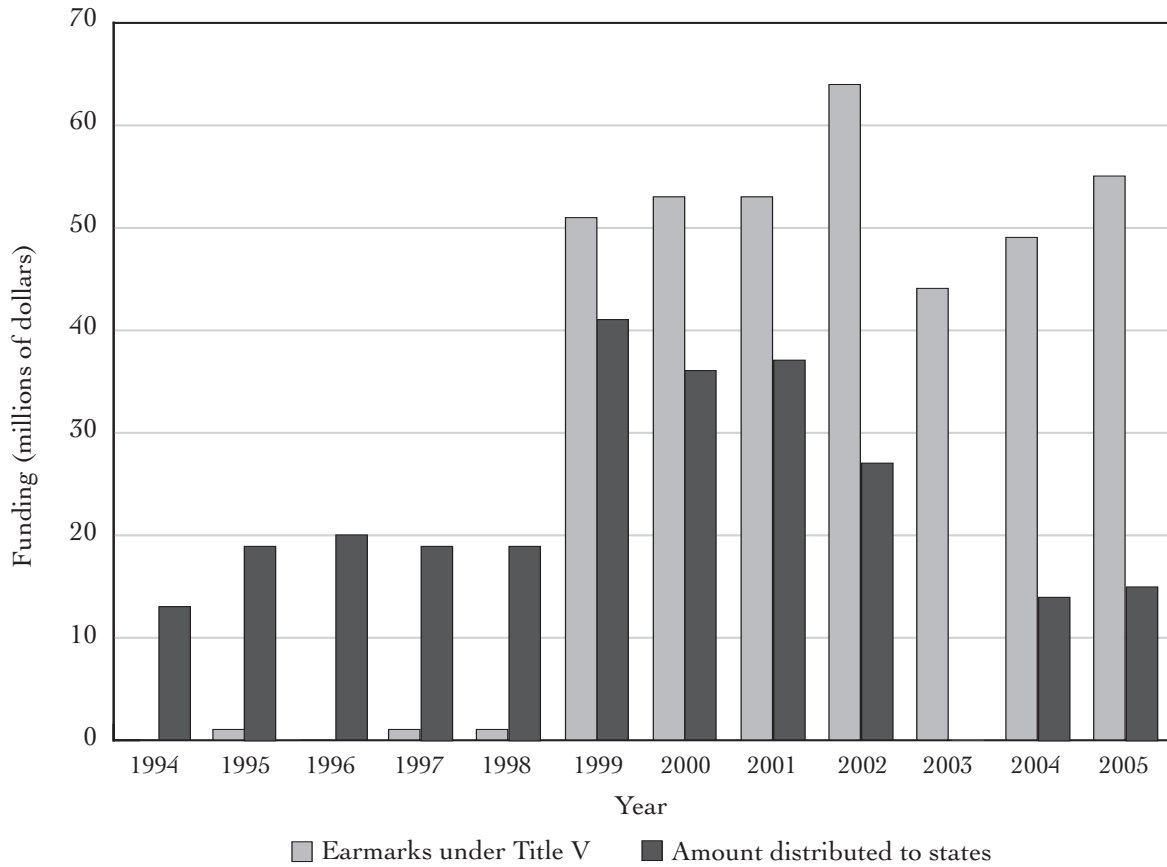
need for high-quality, community-based prevention programming, with a priority on programs that build on and promote community capacity and employ data-driven and evidence-based prevention strategies.

The focus on evidence-based programming is, in part, based on a greater understanding of the causes and correlates of delinquency, including how risk and protective factors work to moderate youths' likelihood to offend. This includes research into the cumulative effects of risk factors and the relative benefits of a range of protective factors. Through the Title V program, OJJDP has become a leader in the promotion of model programs, best practices, and research-based approaches.

History of Title V Appropriations and Earmarks

Since 1994, Congress has appropriated funds under Title V to support states in implementing delinquency prevention strategies. As shown in exhibit 1, the initial Title V appropriation included \$13 million for state incentive grants and no funds for earmark allocations. The amount allocated to states as incentive grants grew to more than \$40 million in 1999, but as the amount of Title V funds designated to earmarks increased, the amount allocated to states through the incentive grant program declined. In FY 2003, the portion of Title V funds designated for earmarks left \$2 million for the incentive grant program; therefore, OJJDP suspended allocations to states. Although allocations to states resumed in FY 2004, they were at levels reminiscent of the allocations made to states in 1994. The amount of Title V funds designated for earmarks was \$1 million in 1995, and with the exception of 1996 (when the amount was \$200,000), it grew each year to a high of \$64 million in 2002. Between 2003 and 2005, Title V funds designated for earmarks fluctuated between \$44 million and \$55 million. As a result of the changes in funding to states, the number of communities funded decreased from 511 in FY 1999 to 380 in FY 2002 to 123 in FY 2004 and FY 2005 combined.

Exhibit 1: Title V Earmarks Compared With Amounts Distributed to States: FY 1994–FY 2005



	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Earmarks under Title V	\$0	\$1,000,000	\$200,000	\$1,200,000	\$1,200,000	\$51,200,000	\$53,700,000	\$52,700,000	\$64,000,000	\$44,000,000	\$49,000,000	\$55,000,000
Amount distributed to states	\$13,000,000	\$19,257,000	\$19,933,000	\$18,933,000	\$18,833,000	\$40,544,000	\$36,416,000	\$37,322,720	\$26,709,760	\$0	\$14,592,295	\$14,709,477
Total	\$13,000,000	\$20,257,000	\$20,133,000	\$20,133,000	\$20,033,000	\$91,744,000	\$90,116,000	\$90,022,720	\$90,709,760	\$44,000,000	\$63,592,295	\$69,709,477

Because OJJDP made no Title V awards in 2003, a number of states turned to alternatives, including combining funds from other sources, to support at least some of their ongoing prevention activities. During FY 2004 and FY 2005, states continued to support efforts to use their Title V funds as effectively as possible.

The next section of this report presents federal activities in support of state and local Title V efforts,

how states are adapting to constrained delinquency prevention budgets, analysis of the first round of data collection using the Title V performance measures, and local-level Title V accomplishments in FY 2004 and FY 2005. The report concludes with a discussion of OJJDP’s commitment to delinquency prevention, emphasizing the importance of continuing support for a data-based and community-driven Title V delinquency prevention model.

Title V Activities in Fiscal Years 2004 and 2005

This chapter summarizes federal activities supporting the ability of states to implement high-quality delinquency prevention programs and to report performance data. It also presents information the states provided about the Title V activities they conducted in FY 2004 and FY 2005. The chapter also examines the steps many states took to support local prevention efforts when Title V funds were suspended, and it highlights several local Title V programs that have successfully sustained their prevention activities beyond their Title V funding and several that have demonstrated positive outcomes.

Title V Activities at the Federal Level

Awards to States

OJJDP awarded approximately \$15 million in Title V funds to states in each of FY 2004 and FY 2005 (see exhibit 2). Awards ranged from \$33,000 to almost \$2 million. With these awards, the total amount allocated to states since 1994 is more than \$242 million.

Performance Measurement Activities

In May 2004, OJJDP began developing a performance measurement system for Title V. The data gathered will provide standardized, numeric information about both what the program produced and the effects of grant activities on the lives of youth and their families. Program products, or outputs, measured include the number of youth and/or families served and the number of hours of services provided. Program effects, or outcomes, include information about the number of youth served who are arrested and changes in a range of target behaviors. The subgrantees who provide direct

services to their communities collect this information, which is then aggregated at the state and national levels. Demographic information also is collected about the types of youth served and the types of services provided.

One important outcome of the collection of Title V performance data is that it allows OJJDP to meet the requirement of the JJDP Act of 2002 to describe the outputs and accomplishments of funded activities. These data also will allow OJJDP staff to produce reports summarizing the performance of individual states or groups of states and to quickly generate a range of reports that will allow them to identify trends in the types of prevention activities funded and the populations served, as well as the types of approaches that are most effective.

OJJDP developed the Title V performance measures using a careful process that strikes a balance between ensuring that the Office can obtain needed information about the program's effects on youth and their families and yet not place an undue burden on states and the subgrantees who receive these funds. Several steps were involved in the development of the Title V performance measures.

Step 1. OJJDP created logic models that graphically laid out the logical relationships between the problem that the Title V program would address (i.e., delinquency) and the desired outputs and outcomes. This step ensured the collection of data about the relevant aspects of the program.

Step 2. OJJDP developed a set of performance indicators, including details about exactly what should be measured and recommendations for data sources. As part of this step, OJJDP developed training and technical assistance materials to support state data collection efforts. OJJDP introduced the

Exhibit 2: Allocation of Title V Community Prevention Grants Program Funds, by State

State/Territory	FY 1994–2002	FY 2004	FY 2005	Total
Alabama	\$3,466,861	\$215,000	\$217,000	\$3,898,861
Alaska	\$817,453	\$100,000	\$100,000	\$1,017,453
American Samoa	\$247,948	\$33,000	\$33,000	\$313,948
Arizona	\$3,882,890	\$262,000	\$264,000	\$4,408,890
Arkansas	\$2,159,000	\$130,000	\$131,000	\$2,420,000
California	\$23,316,492	\$1,770,000	\$1,787,000	\$26,873,492
Colorado	\$3,103,383	\$211,000	\$213,000	\$3,527,383
Connecticut ¹	\$2,238,920	\$144,000	\$146,000	\$2,528,920
Delaware	\$837,485	\$100,000	\$100,000	\$1,037,485
District of Columbia ²	\$875,000	\$100,000	\$100,000	\$1,075,000
Florida	\$8,855,400	\$698,000	\$704,000	\$10,257,400
Georgia	\$5,793,540	\$393,000	\$396,000	\$6,582,540
Guam	\$341,192	\$33,000	\$33,000	\$407,192
Hawaii	\$1,060,550	\$100,000	\$100,000	\$1,260,550
Idaho	\$1,057,516	\$100,000	\$100,000	\$1,257,516
Illinois	\$8,278,166	\$587,000	\$592,000	\$9,457,166
Indiana	\$4,422,906	\$301,000	\$304,000	\$5,027,906
Iowa	\$1,931,360	\$140,000	\$142,000	\$2,213,360
Kansas	\$2,180,370	\$136,295	\$138,000	\$2,454,665
Kentucky	\$2,707,482	\$190,000	\$192,000	\$3,089,482
Louisiana	\$3,238,688	\$219,000	\$221,000	\$3,678,688
Maine	\$1,023,859	\$100,000	\$100,000	\$1,223,859
Maryland	\$3,978,588	\$260,000	\$262,000	\$4,500,588
Massachusetts	\$4,568,066	\$272,000	\$274,000	\$5,114,066
Michigan	\$9,824,227	\$469,000	\$474,000	\$10,767,227
Minnesota	\$4,279,279	\$246,000	\$248,833	\$4,774,112
Mississippi	\$2,497,000	\$148,000	\$150,000	\$2,795,000
Missouri	\$4,704,779	\$258,000	\$260,000	\$5,222,779
Montana	\$354,154	\$100,000	\$100,000	\$554,154
Nebraska	\$1,404,234	\$100,000	\$100,000	\$1,604,234
Nevada	\$1,406,145	\$100,000	\$100,000	\$1,606,145
New Hampshire	\$1,060,734	\$100,000	\$100,000	\$1,260,734
New Jersey	\$6,353,910	\$400,000	\$403,000	\$7,156,910
New Mexico	\$1,638,780	\$100,000	\$100,000	\$1,838,780

Exhibit 2: Allocation of Title V Community Prevention Grants Program Funds, by State (continued)

State/Territory	FY 1994–2002	FY 2004	FY 2005	Total
New York	\$12,294,467	\$800,000	\$807,000	\$13,901,467
N. Mariana Islands	\$289,000	\$33,000	\$33,000	\$355,000
North Carolina	\$5,346,411	\$337,000	\$339,838	\$6,023,249
North Dakota	\$785,000	\$100,000	\$100,000	\$985,000
Ohio	\$8,489,815	\$553,000	\$558,000	\$9,600,815
Oklahoma	\$2,491,473	\$171,000	\$172,000	\$2,834,473
Oregon	\$2,371,624	\$162,000	\$163,806	\$2,697,430
Pennsylvania	\$9,107,655	\$559,000	\$564,000	\$10,230,655
Puerto Rico	\$3,767,000	\$209,000	\$211,000	\$4,187,000
Rhode Island	\$834,302	\$100,000	\$100,000	\$1,034,302
South Carolina	\$3,000,698	\$182,000	\$184,000	\$3,366,698
South Dakota ³	\$879,987	\$100,000	\$100,000	\$1,079,987
Tennessee	\$4,248,238	\$268,000	\$270,000	\$4,786,238
Texas	\$16,187,681	\$1,063,000	\$1,073,000	\$18,323,681
Utah	\$2,330,167	\$138,000	\$139,000	\$2,607,167
Vermont	\$275,000	\$100,000	\$100,000	\$475,000
Virginia	\$5,187,723	\$333,000	\$336,000	\$5,856,723
Virgin Islands ⁴	\$90,031	\$33,000	\$33,000	\$156,031
Washington	\$5,124,859	\$290,000	\$292,000	\$5,706,859
West Virginia	\$1,772,042	\$100,000	\$100,000	\$1,972,042
Wisconsin	\$4,137,575	\$246,000	\$249,000	\$4,632,575
Wyoming ⁵	\$875,000	\$100,000	\$100,000	\$1,075,000
Total	\$213,792,105	\$14,592,295	\$14,709,477	\$243,093,877

¹ Did not apply for FY 1994 funds.

² FY 1998 funds withheld.

³ Did not apply for FY 1998–2002 funds.

⁴ Did not apply for FY 1994–1998 funds.

⁵ Did not apply for FY 1994–2000 and FY 2004 funds.

states to the indicators through a series of three regional trainings held during the winter of 2005.

Step 3. OJJDP expanded its Data Collection and Technical Assistance Tool (DCTAT), developed in 2003 for use with the Juvenile Accountability Block Grant (JABG) program, to accept Title V performance data. The DCTAT is an easy-to-use Web-based tool that walks users through the data reporting process. OJJDP opened the system for use between November 1, 2005, and January 18, 2006. Prior to its rollout, OJJDP offered Title V grantees three 90-minute training sessions and instructions for using the system that were available both electronically and in hardcopy. While the DCTAT was open for data submission, users could access live technical assistance by phone or e-mail. Based on comments from users, OJJDP plans to continue to use the DCTAT system for performance data collection, and the Office unveiled an updated system with additional reporting and user-friendly features in early April 2006.

In FY 2006, OJJDP will analyze and refine the indicators, training and technical assistance (TTA) materials, and the DCTAT to make certain the Office is able to gather the highest quality performance data possible.

Training and Technical Assistance Activities

In conjunction with the Title V funding and grant award process, OJJDP continued to provide TTA to states and communities throughout FY 2004 and FY 2005 (see exhibit 3 for a summary of available training). OJJDP makes Title V TTA available before the Office awards grants to help potential grantees develop the knowledge and skills they need to negotiate each key stage of the comprehensive risk- and protection-focused planning process. Ongoing TTA also is available to ensure that current Title V grantees have the skills they need to successfully implement and monitor their delinquency prevention strategies.

OJJDP's three-part Title V training curriculum focuses on the requirements for Title V subgrant applications (as outlined in *The Federal Register*, Volume 59, Number 146, August 1, 1994) and the

tools community prevention planning teams need to meet these requirements. Specifically, the user-friendly and location-specific curriculum is designed to help communities interested in applying for Title V funds collect data on local risk and protective factors and select research-based strategies that meet their needs.

In FY 2004, a total of 686 participants from 77 communities took part in Title V training. OJJDP provided Community Team Orientation training to 112 participants from 19 communities; 126 participants from 17 communities received Community Data Collection and Analysis training, which helps participants review, analyze, prioritize, and present the data they have collected on risk and protective factors. Community Plan and Program Development training, which centers on development of the 3-year comprehensive data-driven delinquency prevention plan and focuses on identifying and selecting an appropriate strategy using the Model Programs Guide (MPG), was presented to 55 participants from 14 communities. Evaluation and Performance Measurement training was provided to 393 participants from 27 communities through sessions in Michigan and Washington, 2 sessions for OJJDP staff, 1 session for OJJDP contractor staff, and 1 presentation at the American Society of Criminology's annual conference.

In FY 2005, a total of 884 participants from 174 communities participated in Title V training. OJJDP provided Community Team Orientation training to 276 participants from 14 communities, Community Data Collection and Analysis training to 197 participants from 44 communities, and Community Plan and Program Development training to 185 participants from 49 communities. OJJDP provided Evaluation and Performance Measurement and State and Local Capacity-Building training to 226 participants from 67 communities and representatives from all 50 states. This training included sessions on performance measurement at each of OJJDP's regional training conferences (Atlanta, GA; San Antonio, TX; and San Diego, CA), at state bidders' conferences (Minnesota and New Jersey), and at a state advisory group (SAG) training (Rhode Island).

Exhibit 3: Overview of Current Title V Training Curriculum

- **Community team orientation.** This half-day training brings together policymakers, high-level agency and organization executives, planners, and business leaders from a single community to familiarize them with the research basis for risk- and protection-focused prevention. The training provides an overview of Title V and addresses team building, community mobilization strategies, and data collection needs.
- **Community data collection and analysis.** This 2-day training helps community members review, interpret, and prioritize risk- and protective-factor data. Participants also learn how to assess their resource availability and gaps, craft a community profile, and write a community assessment report.
- **Community plan and program development.** This 1-day training focuses on developing the community's 3-year delinquency prevention plan and identifying effective and promising prevention strategies that meet the community's needs and conditions. Participants also learn how to plan for performance measurement and program evaluation.
- **Evaluation and performance measurement.** This 1-day training provides step-by-step details for conducting program evaluation, including selecting performance measures and instruments, writing a data collection plan, and analyzing data.
- **State and local capacity building.** These trainings build capacity for state advisory groups and Prevention Policy Boards (PPB). A 4-hour training, "Recruiting, Developing and Keeping PPBs Alive," also is available on request for subgrantees.
- **Followup technical assistance.** Followup technical assistance also is available.

Meeting the TTA needs of states and communities.

OJJDP has been proactive in meeting the unique needs of states and communities. For example, when a state or community has specific technical assistance needs, or when the series of training sessions does not fit a state's funding cycle, OJJDP offers customized TTA. Customized training is often a condensed version of the three training sessions conducted for SAG members, PPB members, and representatives of county agencies. In addition, OJJDP makes presentations on Title V to state juvenile justice specialists, state Title V coordinators, the Coalition for Juvenile Justice, practitioners, and researchers at various training events or other OJJDP-sponsored conferences. Other activities have included evaluation training, Title V MPG user information sessions, and the delivery of training in communities that want to develop comprehensive delinquency prevention plans and to apply for funding streams other than Title V.

In FY 2005, OJJDP added a new section to the Community Plan and Program Development training curriculum. This new module features the principles associated with performance measurement, including the differences between performance measurement and evaluation, elements of a logic model, logic models of the 18 Title V program areas, an overview of outputs and outcomes, mandatory and non-mandatory measure reporting requirements, and data collection tools. In addition, OJJDP developed a 1-day performance measurement training session that was taught in more than a dozen states in 2005. In many of these events, it has proved cost effective to combine Title V and Title II performance measurement training to reach a wider pool of subgrantees.

The Model Programs Guide. To help communities choose evidence-based prevention strategies—one of OJJDP's priority areas as defined in the JJDP Act of 2002—OJJDP developed the Title V MPG. In July 2003, OJJDP listed the Title V MPG on its

Web site (www.ojjdp.ncjrs.gov/programs/mpg.html). The MPG is the new generation of the *Promising and Effective Programs Guide*, which was originally developed for use during the pre-Title V grant award training. It is a comprehensive, easy-to-use search engine that presents detailed reviews of more than 100 prevention programs that meet stringent criteria for demonstrating statistically significant changes in delinquency or risk and protective factors related to delinquency, substance abuse, and other problem behaviors. Based on the methodological strength of its research design, each program is labeled an exemplary program, an effective program, or a promising program.

The MPG is searchable by age group, racial/ethnic group, gender, target population, and program type. Each item in the results of a search is linked to a detailed program description that includes the risk and protective factors the program addresses, the target population, an effectiveness rating and endorsements, descriptions of the intervention, a recommended evaluation design and performance measures, findings, references, and contact information. OJJDP continually adds to the database new programs that meet the strict evaluation criteria. OJJDP's work on the MPG contributed to the Community Guide to Helping America's Youth (HAY) Web site (www.helpingamericasyouth.gov), which the Office of the First Lady developed in FY 2005. The HAY Community Guide helps communities build partnerships, assess their needs and resources, and select programs they can replicate locally.

Title V Activities at the State Level

In January 2006, OJJDP asked state juvenile justice specialists to provide the following narrative information about how they spent their Title V funds:

1. Changes to the way they administered Title V during FY 2004 and FY 2005, including any changes in the number or types of programs funded and the amounts of funding provided.
2. Identification of their FY 2004 and FY 2005 subgrantees who were implementing evidence-based delinquency prevention programs and the source from which the program model was cited.
3. Specific methods they used to encourage and increase the implementation of evidence-based delinquency prevention activities.
4. The effect of the rollout of the Title V performance measures on their ability to document the outcomes of their delinquency prevention efforts at both the state and local levels.

OJJDP also asked the states to complete a fiscal table containing a breakdown of their Title V subawards. The table documented the dates and amounts of each state's subgrants from FY 1994 through FY 2005.

Fifty-one states provided narrative information about how they spent their Title V funds. States and territories from which OJJDP did not receive a narrative response by April 1, 2006, included Arkansas, Iowa, Northern Mariana Islands, Puerto Rico, and the District of Columbia. With regard to the financial spreadsheet, 47 states provided information on how they spent their FY 2004 and FY 2005 funds. States and territories from which OJJDP did not receive fiscal table updates included Hawaii, Arkansas, Iowa, Nevada, Northern Mariana Islands, Puerto Rico, South Carolina, Wyoming, and the District of Columbia.

Subgrantee Awards Made by States

As of early February 2006, states reported making 112 awards in FY 2004 and 11 awards in FY 2005, including awards to 34 communities that, prior to FY 2004, had not received Title V funding. Since 1994, 1,698 communities throughout the nation have received Title V funds to implement local delinquency prevention efforts (see exhibit 4).

Changes in State Administration of Title V Funds During Fiscal Years 2004 and 2005

During FY 2004 and FY 2005, states made a variety of changes to their Title V programs. Nearly all states reported that reductions in Title V allocations resulted in their funding the same number of programs at reduced levels or reducing the number of programs over which their Title V funds were spread. Specifically, 19 (38 percent) of the 50 states and territories reporting indicated they reduced the

amount of their subgrant awards and 18 states reduced the number of subgrant awards.

All competitive RFPs administered by the Corrections Standards Authority for juvenile justice grants require that projects proposed for funding draw from evidence-based practices and activities.

—Comment by respondent from the State of California

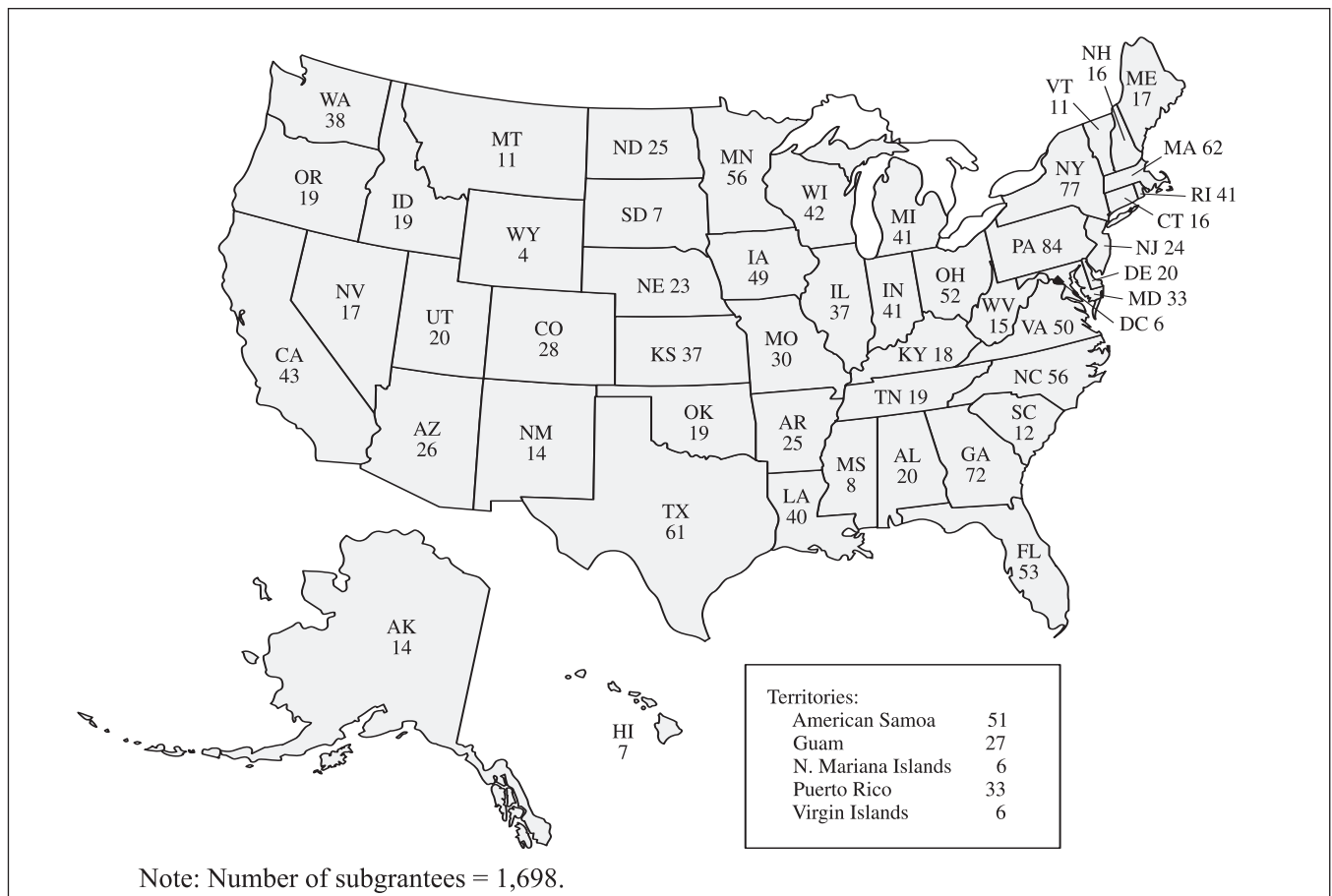
With regard to changes in program operations, states mentioned the introduction or increased availability of TTA for subgrantees related to building site capacity to collect and report outcome data. For example, Illinois funded an evaluation of its Title V programs in FY 2004. These efforts were an attempt by states to counter the effects of reductions in funding and to help subgrantees use their Title V funds more effectively. In fact, several states reported that their subgrantees demonstrated improved performance

data collection and reporting after participating in state-sponsored training. Many states echoed a comment from the Idaho juvenile justice specialist that the state “intend[s] to target [funding for] communities that have participated in technical assistance workshops.”

State Methods To Implement and Encourage Use of Evidence-Based Prevention Activities

When asked to identify their subgrantees in FY 2004 and FY 2005 who were implementing evidence-based delinquency prevention programs, 36 states reported funding a total of 152 subgrantees implementing evidence-based practices. These programs represented 105 different evidence-based programs. The most common sources of these programs

Exhibit 4: Number of Title V Subgrantees, by State: FY 1994–FY 2005



were OJJDP's MPG (27 percent), the Substance Abuse and Mental Health Services Administration (19 percent), and the BluePrints program (18 percent). Consistent with the JJDP Act of 2002 and OJJDP's ongoing training efforts, states increasingly give funding priority to programs conducting evidence-based or data-driven activities. When asked how they encourage the use of evidence-based programming among their subgrantees, 37 states and territories indicated they had either required or strongly encouraged the use of evidence-based models and prevention activities. As shown in exhibit 5, states use a range of methods to promote evidence-based practices, including incorporating evidence-based practice as a requirement in requests for proposals (RFPs), disseminating information about the benefits of evidence-based programming to communities, providing technical assistance to subgrantees to help them select and implement evidence-based programs, and hiring consultants to evaluate programs' effectiveness.

State Response to the Implementation of Title V Performance Measures

In general, states' responses mirror one comment of the juvenile justice specialist in Michigan: "Implementation of the Title V performance measures has helped the state and its subgrantees increase the capacity to track the progress of programs in accomplishing specific goals, objectives, activities, and outcomes." Others noted that the measures have helped their subgrantees to prioritize and focus their data collection activities. Eight states reported that the implementation of Title V performance measures did not affect their programs because they already had sophisticated methods in place. Several others reported some difficulty in implementing the new performance measures. For example, 18 states and territories indicated the programs they were assessing were at an early stage of implementation, and they were unable to report data or the effects of the Title V implementation on their programs. Some states also noted that the federal reporting period did not match their state or local awards periods, resulting in challenges to gathering the necessary data. These states also noted that they expect to resolve these challenges over time as they and their subgrantees become more accustomed to the system.

The measures build information sharing and a two-way relationship between the state and subgrantee, thus ensuring that appropriate programs/activities are implemented.

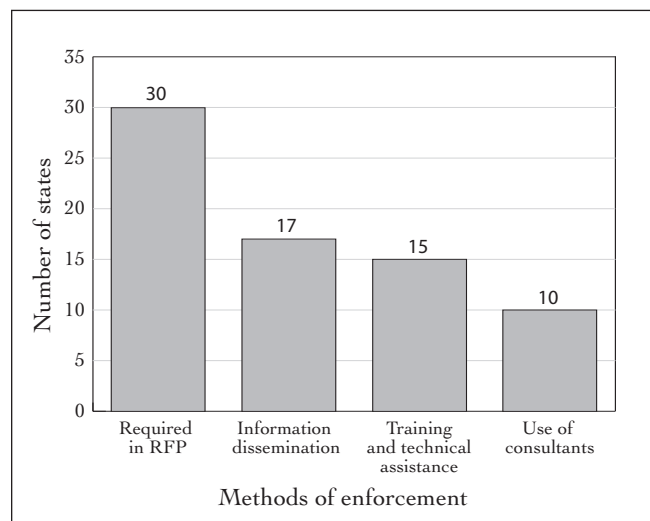
—Comment by respondent from Guam

Although difficulties were indicated, states and territories reported with confidence that they expect the continuation of the Title V implementation process to yield useful and positive data. Other uses for data included increased exchange of information among federal, state, and local agencies and community members' enhanced ability to secure continued and/or additional funding for prevention programs.

Title V Data From the Local Level

This year, for the first time, OJJDP required states to report grant performance using a prescribed set of performance indicators. Forty-two states reported performance data for subgrant awards active between January 1, 2005, and September 30, 2005, using the newly implemented Title V performance measures. As of January 31, 2006, the following seven states had not reported performance data: American Samoa, Delaware, Michigan, Nebraska, Northern Mariana Islands, Puerto Rico, and the

Exhibit 5: State Methods of Encouraging Use of Evidence-Based Programming



Virgin Islands. Seven states did not have any active subgrant awards during the designated reporting period (January 1, 2005, through September 30, 2005);³ the majority reported that they had not yet allocated their FY 2004 Title V funds.

The 263 subgrants for which performance data were submitted accounted for a total of more than \$14 million. Of the 263 subgrants,⁴ 222 (84 percent)

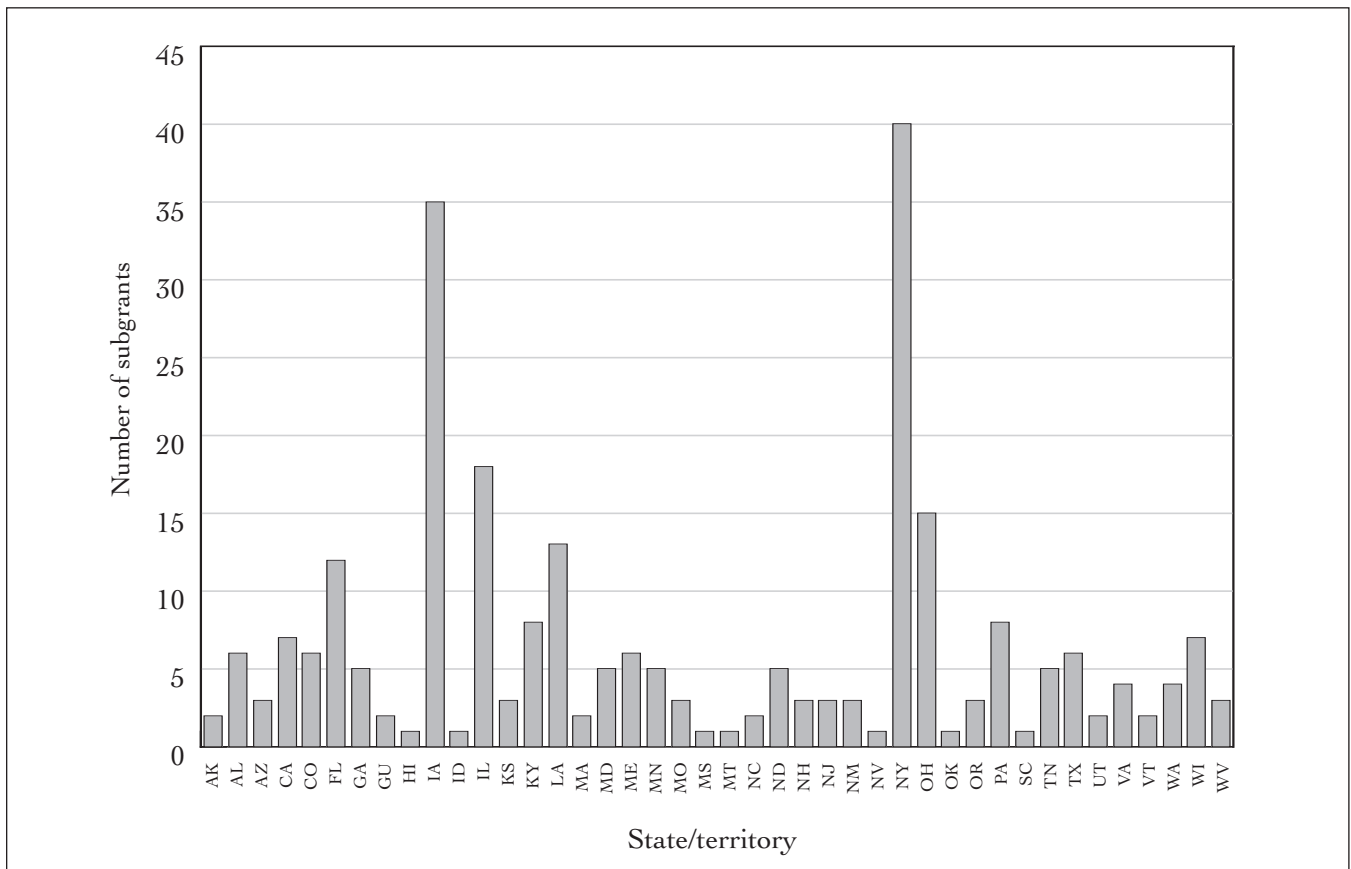
³ States reporting no active subgrantees included Arkansas, Connecticut, the District of Columbia, Indiana, South Dakota, Wyoming, and Rhode Island.

⁴ The remaining 41 subgrant awards were very small, ranging from \$189 to \$9,975. Iowa awarded 34 of these small subgrants (83 percent). In Iowa, Title V funds go to communities that augment them with additional funding from state, local, and other federal sources to produce programming that meets local needs evaluated through a community needs assessment/planning process.

ranged in value from \$10,000 to \$215,624, with a mean value of \$53,717. Subgrants ranged from 4 months to 39 months long, with an average length of 15 months. The number of active subgrants during the reporting period varied by state; New York had the most ($n = 40$), and seven states reported data for a single subgrant award (see exhibit 6). States drew on funds from FY 2001 through FY 2005 during the reporting period; most of the subgrants (58 percent) were funded using FY 2004 dollars and almost a third (28 percent) were funded using FY 2002 dollars (see exhibit 7). States funded subgrants in 13 of the 18 Title V program areas (see exhibit 8). The distribution of subgrants across program areas was not uniform, with 208 (79 percent) of the subgrants funded under program area 9: delinquency prevention.

At the community level, subgrants served a wide range of youth. Exhibit 9 shows aggregate subgrantee

Exhibit 6: Number of Subgrants per State



responses to a question about the types of youth served with Title V funds. Of the 280 projects that reported data on age and gender,⁵ 251 (90 percent) served youth 12–13 years old, 260 (93 percent) served youth 14–15 years old, and 214 (76 percent) served youth 16–17 years old. Fewer projects served youth outside of that range—78 (28 percent) served youth younger than 12 years old and 40 (14 percent) served youth 18 years of age or older.⁶ Most projects (276, or 99 percent) served both girls and boys.

We plan to use Title V performance indicators to assist in measuring proven success of programs that can be used on a statewide basis to replicate proven positive results. As more program [models achieve the status of evidence-based practice], it will help...to disseminate these results to potential subgrantees, to narrow the focus on what is acceptable and effective programming, and help in developing a strategic plan that will best address the needs of service providers and at-risk youth.

—Comment by respondent from the State of Indiana

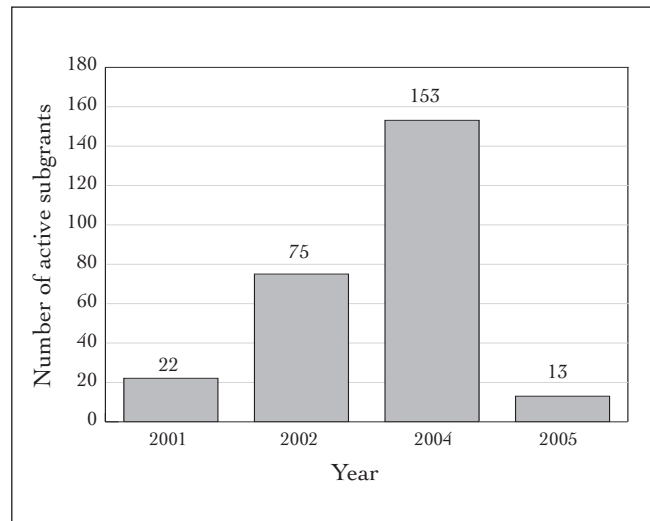
Data on race/ethnicity were reported for 234 subgrants, and data on geographic region were reported for 243 subgrants. Between 175 and 206 projects served white, African American, or Hispanic/Latino youth—86 percent, 88 percent, and 75 percent, respectively. A total of 117 projects (50 percent) served Asian youth, 94 projects (40 percent) served American Indian/Alaska Native youth, and 70 projects (30 percent) served Native Hawaiian and other Pacific Islander youth. Projects were more evenly split with regard to target location, with 107 projects (44 percent) serving rural youth, 79 projects (33 percent) serving suburban youth, and 120 projects (49 percent) serving urban youth. Only 2 percent of projects served youth in tribal areas.

Data on justice criteria were reported for 243 subgrants. As expected, based on the definition of the Title V program, most projects served youth who were at risk of involvement in delinquency (225,

⁵ Data on age and gender were reported for 17 subgrants for which performance data were not reported.

⁶ Some youth who are older than 18 receive services through participation in communitywide or schoolwide prevention programming.

Exhibit 7: Number of Active Subgrants, by Year

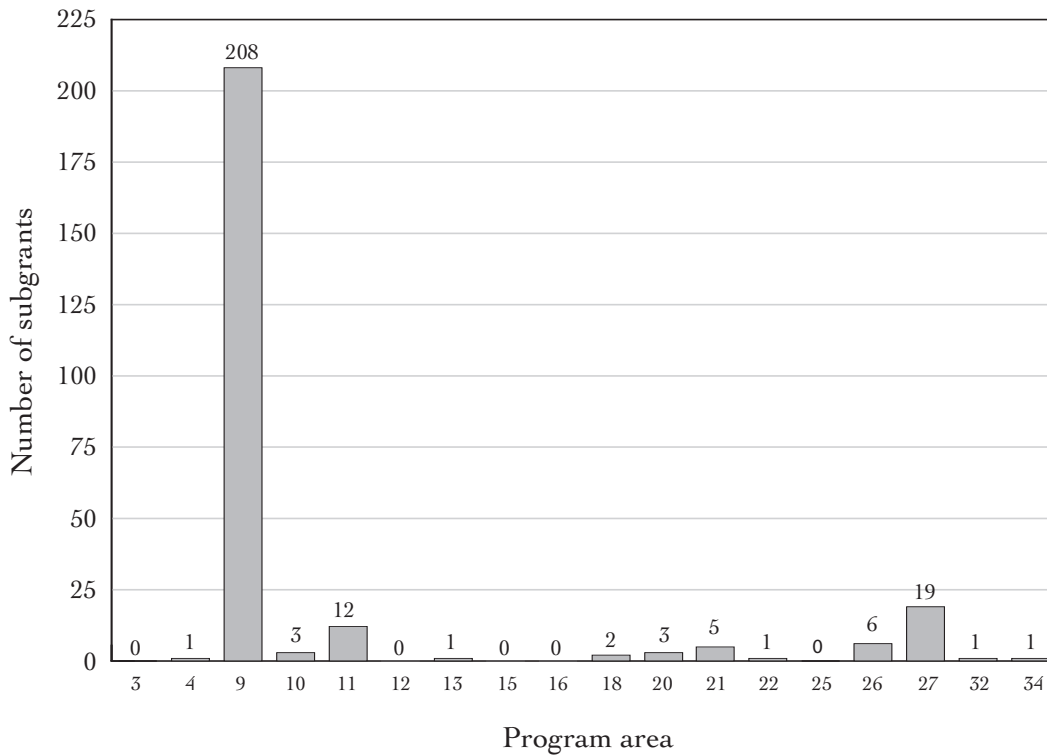


or 93 percent), were first-time offenders (106, or 44 percent), or were status offenders (66, or 27 percent). Of the 111 projects that targeted youth with additional service needs, 43 (39 percent) served youth with mental health service needs, 28 (25 percent) served girls who were pregnant/parenting, 55 (50 percent) served youth with substance abuse treatment needs, and 98 (88 percent) served youth identified as truant or who had dropped out of school.

Program Outputs and Outcomes

From January 1, 2005, to September 30, 2005, Title V programs provided services to 59,589 youth and 11,029 parents. During this same period, Title V projects reported a range of desired outcomes, including the fact that 85 percent of youth served completed program requirements and 90 percent of both youth and families reported satisfaction with the services they received. Local projects addressed a wide range of youth behaviors with varying success (see exhibit 10). Specifically, programs that addressed youths' grade point averages, helped youth secure General Equivalency Diplomas (GEDs), or worked to improve youths' social competencies were most effective, with at least 75 percent of clients exhibiting the desired behavioral changes. In contrast, programs that concentrated

Exhibit 8: Number of Subgrants per Program Area



Note: Title V program areas are a subset of the 34 Formula Grant/Title II program areas. Their numbering reflects the numbers assigned to the Formula Grant/Title II program areas.

on reducing teen pregnancies were less effective; although 52 percent of their clients did not become pregnant while receiving services, 27 percent of clients became pregnant 6 to 12 months after they completed the program. Although only a limited number of projects reported rates of youth offending, these outcomes also were encouraging, with short-term rates of 6.2 percent and long-term rates of 5.9 percent.

Accomplishments at the Local Level

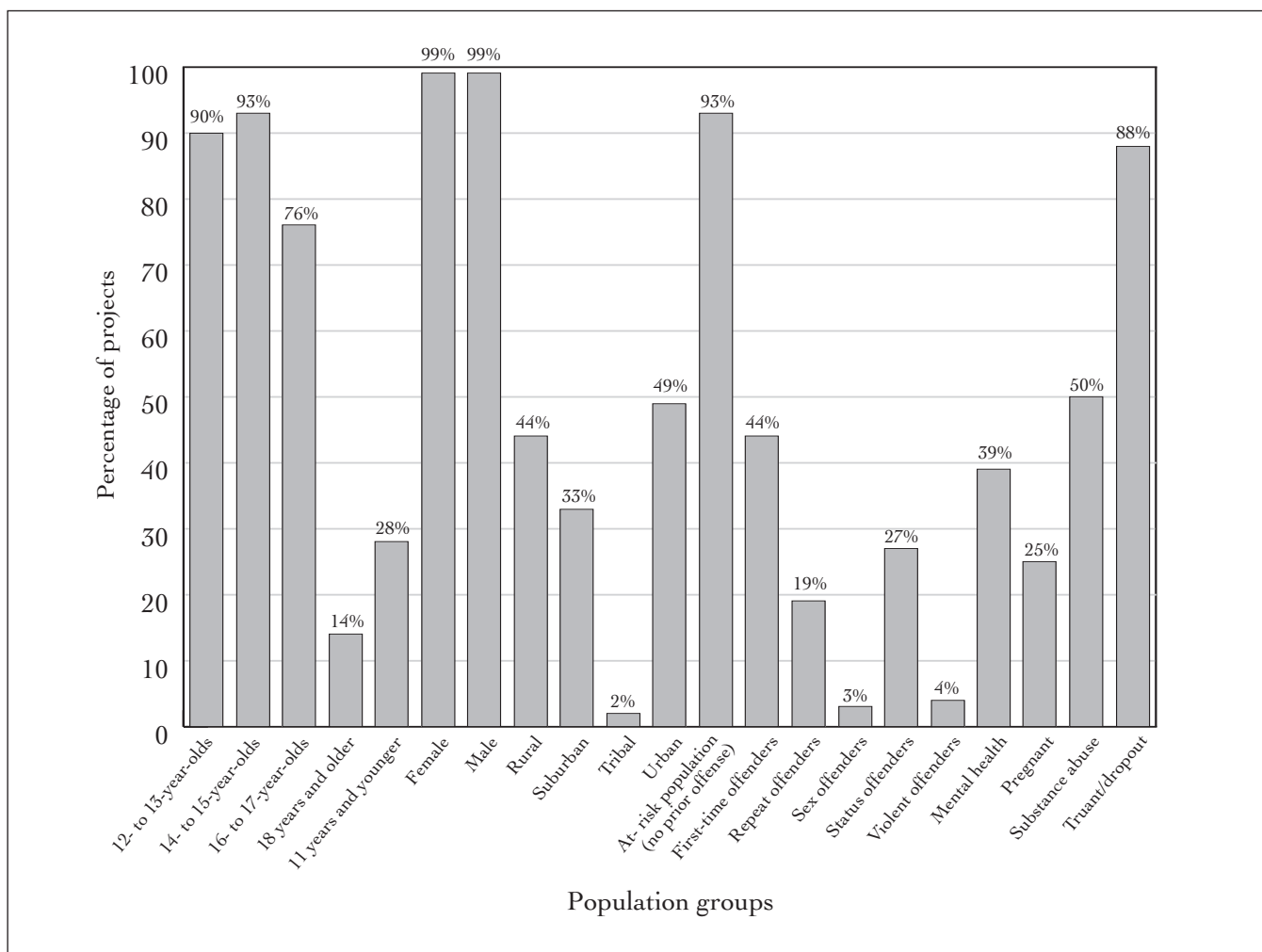
Each year, through local evaluation efforts, juvenile justice specialists identify communities that have achieved positive outcomes or sustained their Title V prevention activities after the end of their grant period. This section features these accomplishments and shows that communities continue to work toward their prevention goals despite reduced funding. In the

sections below, OJJDP presents a sample of these success stories, illustrating what local communities have accomplished with their Title V funds with a focus on two aspects of project operations. The first represents programs that have successfully produced and documented the positive results of their components. The second aspect concerns projects that have demonstrated the capacity to sustain their activities, in full or in part, after their Title V funding ceased.

Selected Programs That Have Shown Effectiveness

Benton-Franklin County, WA: Intervention at Pasco High School. This program received Title V funds during its first year (2000–2001). When Title V funds were unavailable during the program’s second year, the county submitted an application under the Edward Byrne Memorial State and Local Law

Exhibit 9: Percentage of Projects Serving Each Target Population Group



Enforcement Assistance Grant Program, which funded the program for the next 4 years (through 2005).

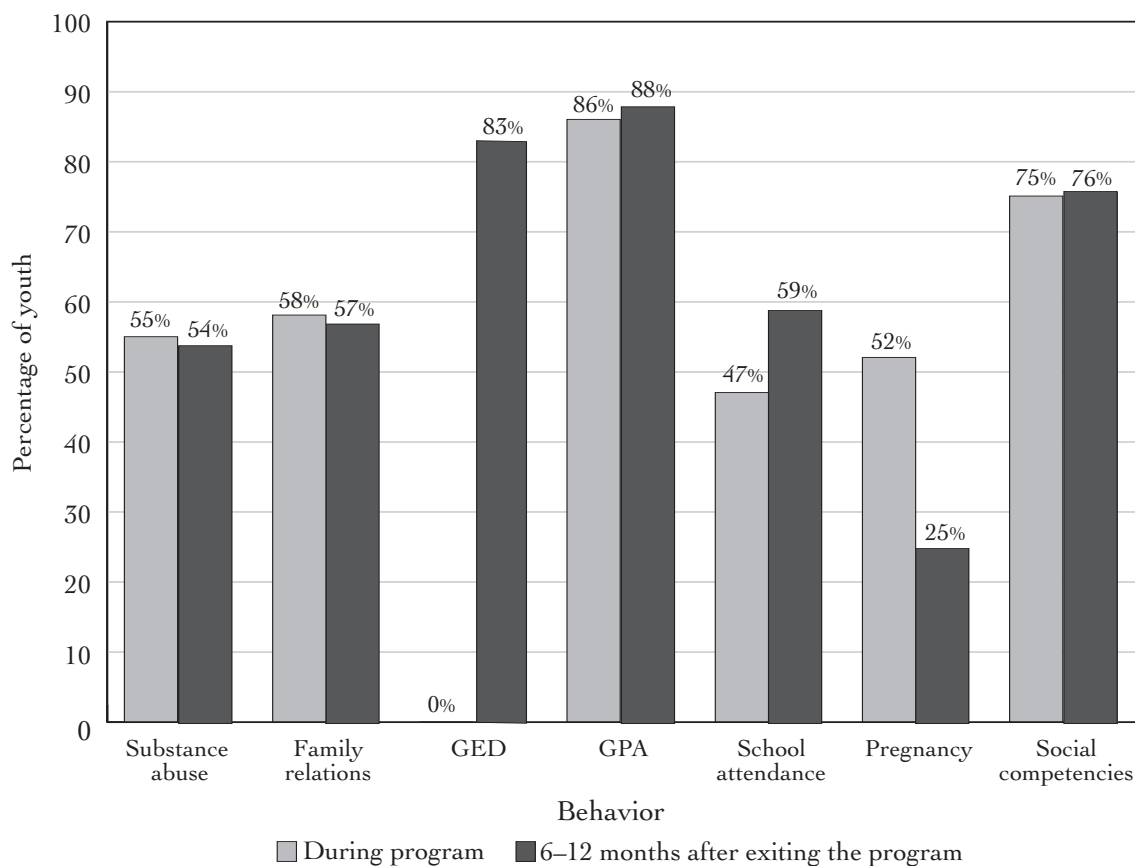
Benton-Franklin County Juvenile Justice Center designed its program using both academic and practitioner research on delinquency. The program's primary goal is to reduce violent, disruptive, and/or delinquent behavior among youth at Pasco High School (PHS). The program operates two interventions: (1) placement of a juvenile probation counselor in the school to more effectively supervise PHS youth whom the juvenile court has placed on probation and (2) use of a classroom-based curriculum—Aggression Replacement Training (ART)—to educate youth with

discipline problems about positive behavioral coping responses to aversive situations. Youth success is measured in terms of reductions in school disciplinary referrals, school suspensions, and official delinquency (e.g., recidivism) among PHS students.

The program was evaluated in 2005. Key findings are as follows:

- ◆ The placement of a probation counselor in PHS significantly reduced recidivism among adjudicated youth on probation who attend this school. During the study period, new crimes for youth on the school-based probation counselor's caseload averaged 0.26, compared with 1.14 for the control group. Probation violations for treatment subjects

Exhibit 10: Percentage of Youth Served Exhibiting Desired Change in Behaviors



Notes: GED = General Equivalency Diploma; GPA = grade point average.

averaged 0.66, compared with 1.32 for controls. Finally, the average number of sanctions for treatment subjects (0.90) also was significantly lower than the number for field-supervised youth (2.30).

- ◆ The ART curriculum decreased risk factors for disruptive and abusive school behavior as well as suspensions and expulsions among these students. During the course of the school year, all students showed reductions in the risk factors that ART targets, with the average student decreasing his or her risk by 14 points. Only 1 school suspension took place among the 12 ART students in the spring semester, compared with 23 students from the control group who were suspended.

As described in the evaluation report, the successes of these two school-based interventions show that the PHS probation liaison program is an effective model of collaboration between schools and juvenile justice agencies. The program has achieved its goal of strengthening cooperative efforts among schools, families, and communities to provide positive outcomes for troubled youth.

Carroll County, GA: Youth Connections Program.

The Youth Connections Program is a multifaceted, family-focused program. It is the collaborative effort of the juvenile court, Department of Family and Children Services, Department of Juvenile Justice, Carroll County schools, Carrollton City schools, the

sheriff's department, Tanner Behavioral Health, Pathways Center, and Youth Connections.

This countywide program uses strategies such as education, referrals, and family support along with coordination of family resources and services to help children succeed in school. These strategies address risk behaviors associated with teen pregnancy, declining school performance, and child abuse and neglect. The program's multiple objectives were to decrease the 15-day absentee rate, increase the graduation rate, increase the number of teens and adults who obtain a GED, decrease the pregnancy rate among adolescents, decrease the rate of subsequent births to teenage mothers, and decrease the juvenile detention rate.

The program began in 2001 with a mix of Title V and other state and local monies. The Title V funds ranged from \$37,500 to \$50,000 for each of 3 years (2001 to 2003).

The Youth Connections Program has embraced evaluation. An evaluation team composed of the program coordinator, evaluation manager, data collector/case manager, and an evaluation consultant developed the Family Connection Results Evaluation Report. The Youth Connections advisory board uses this document to modify the program and uses the recommendations made by the committee, juvenile court judge, prosecutor, and other partners to add or make adjustments to the program. In addition, data are collected about each youth who enters the program.

Selected results of the program's FY 2005 evaluation are as follows:

- ◆ Ninety-nine percent of participants and their parents/guardians completed their designated program (e.g., drug and alcohol education, shoplifter's class, or family education program).
- ◆ The recidivism rate of participants was 10 percent. Ninety percent of Youth Connections participants completed the program successfully.
- ◆ Seventy-nine percent of TEAM (truancy diversion program) participants improved their school attendance.

- ◆ Youth on probation were four times more likely to reoffend than youth who participated in the program.
- ◆ Eighty-eight percent of Youth Connections participants did not receive a new charge during the 1-year followup.

Peoria, IL: Quantum Opportunities Program. The Quantum Opportunities Program—an evidence-based program now called Leaders of Tomorrow—was implemented with Title V funds in 2002. The funding award for each year of the grant was \$60,000. In addition to its Title V funds, the program used private contributions.

The incentive-based program is a partnership with Manual High School (Peoria Public Schools). The three components are academic enhancement through a computer curriculum and tutoring, life development, and community service. Students are enrolled in the program during their freshman year of high school and may stay in the program for 4 years. They earn monetary incentives (up to \$1,050) that go into an account to be used for their post-secondary education. The program serves youth identified through school referrals or through the results of the Youth Assessment Screening Instrument as being at risk for truancy, school failure, or dropping out of school. The program has resulted in a 60- to 80-percent increase in the graduation rate among participants.

The Children's Home Association of Illinois Foundation has established an endowment fund to sustain the program. In addition, the community has embraced the program and supported its funding campaign. A key aspect of this campaign is the presentation of program results. One way in which the program does this is by having youth involved in the campaign speak to groups (e.g., Rotary, Kiwanis) and individual donors. So far, the program has raised \$1 million for the endowment fund. The program's other sources of funding for delinquency prevention activities are from a portion of the Children's Home's private contributions.

Sussex County, NJ: Violence Prevention Initiative. The Violence Prevention Initiative, which began in 2002, was designed to reduce youth risk factors in the areas of alienation, rebelliousness,

community crime, and early onset of alcohol, tobacco, and other drug use as a means to address juvenile delinquency and related violence among Sussex County youth.

The objectives include increasing participants' involvement with caring and supportive adults through the creation of an afterschool youth center. The center matches youth with adult mentors and increases female participants' self-esteem through implementation of Girl Power Clubs and community service projects. Performance data suggest that 100 percent of the 121 youth served report an increase in a minimum of 2 target behaviors.

The program achieved sustainability through a combination of private foundation support, individual donations, and state funding sources and institutionalization of the Girl Power Clubs in local schools. The program also received a portion of its funding from a Drug-Free Community Support Grant administered by the Substance Abuse and Mental Health Services Administration.

Selected Programs That Have Shown Sustainability

Chaffee County, CO: After-School Drop-In Center. The Boys & Girls Club of Chaffee County administers this afterschool drop-in center. The club used a Title V grant to target high-risk youth ages 6 to 16 who exhibit antisocial behaviors, low school achievement, and poor school attendance. Center activities include art and gym. Youth were either self-referred or referred from other agencies. The program received funding from 2002 to 2004, with awards of approximately \$100,000, \$60,000, and \$37,000, respectively, in each of its 3 years of funding. Partners in this process were the Chaffee County Department of Health and Human Services and the Salida R-32J School District.

Through the Title V planning process, the community formed a 12- to 15-member board of directors. The board supports the drop-in center through an annual giving campaign. Other sources of income for this program are foundations, local organizations, and state funding. The National Boys & Girls Club organization also provided some funding. Although the program has maintained its activities with other

grants and local government support, the staff have found it challenging to make the transition from a grassroots organization to a more institutional organization.

Newport News, VA: Strengthening Families Program. The Newport News Office on Youth Development began the Strengthening Families Program (SFP) in 2003. The SFP uses cognitive-behavioral approaches to improve family relationships, the social and life skills of participating youth, and the parenting skills of participating youth's parents.

The Office on Youth Development has used the 3 years of Title V funding (2003 to 2005) to demonstrate the effectiveness of a proven delinquency prevention model. The award covered much of the up-front costs of training, curriculum development, and materials.

The subgrantee notes that using the Title V funds for program startup has greatly reduced the cost of continuing the program. Further, the Office on Youth Development has built local capacity and familiarity with the program to help sustain and continue the SFP model. Specifically, the Office on Youth Development opened all training for facilitators to other community agencies, community coalitions, and representatives from other communities around the state. Staff from the Newport News Community Builder's Network, Girl Scouts, and Strengthening Families Richmond, along with nonprofit staff from Galax, VA, participated in the training. Through this training in the SFP curriculum, the program has expanded its ability to implement the SFP model to multiple agencies and areas in the community and throughout the state. The community's annual budget for the SFP now includes funding for facilitators.

Sedgwick County, KS: SCORE Program. The SCORE program was developed through a grant in partnership with the Derby Recreation Commission and Big Brothers Big Sisters of Sedgwick County. The goal of the program was to create a better relationship between local youth and law enforcement. The program matches sheriff's office employees with youth in need of a mentor and also sponsors monthly activities. Participants can be matched for

1 year or on a month-to-month basis. Title V funds were used to purchase equipment for the recreation center and to fund activities that the sheriff's office sponsors.

The program received Title V funding from 2002 to 2004—\$27,500, \$20,625, and \$13,750, respectively, in each of its 3 years of funding.

The SCORE program continues to exist with an annual grant from the local Wal-Mart, the Derby Recreation Commission, and Big Brothers Big Sisters of Sedgwick County. The Sedgwick County Government and the Oaklawn Improvement District provide annual funding for the program and the other partners provide in-kind support.

St. Clair County, AL: School Based Prevention Program. In St. Clair County, the School Based Prevention Program began as a pilot project that provided a prevention specialist who worked out

of a local high school and was funded through Children First funds (tobacco settlement). In 2002, with Title V funds of approximately \$75,000, the program expanded to more schools. Continuation and additional expansion have been possible through funding from a variety of sources, including the St. Clair County Juvenile Service Fund, the Department of Youth Services, the St. Clair County Health Care Authority, and the Pell City School System.

A key to sustainability has been the program's ability to institutionalize its activities within other agencies. The staff report that the school system depends on the program to provide services for youth who are at risk of becoming delinquent and engaging in substance abuse, violence, and other high-risk behaviors. The county's juvenile court system uses the program as a diversion for youth who the schools bring to its attention because of truancy and/or disruptive behavior (e.g., as part of the Early Warning Program).

Next Steps in Delinquency Prevention

Supporting children and families is a key component of OJJDP's mandate. The agency recognizes that prevention of and early intervention in problem behaviors are essential to achieving its goal: the promotion of public safety by deterring youth crime and violence and reducing the number of juveniles arrested and detained. Over time, effective front-end delinquency prevention services can reduce the social and economic burden that the back end of the juvenile justice system bears—adjudication and confinement. The Title V Community Prevention Grants Program began 12 years ago to promote and support research-based prevention activities. As presented in this report, states and communities have widely embraced and implemented the model with encouraging results. Title V recipients also have demonstrated their adaptability and creativity in maintaining their delinquency prevention efforts in the face of changing funding levels.

This report is the first since OJJDP's introduction of quantitative performance measures. These measures have enabled OJJDP to improve its objective measurement of the Title V program's contribution to its overall mission as an agency. They also provide states and local projects with important data that they can use to examine their programs. Because the measures are consistent across all Title V awards, state-level administrators can compare performance across their subgrantees to identify strong programs that might be suitable for rigorous evaluations and from which they may gain important insights into how and why programs succeed. The states also can use the data to identify programs with weaker performance that might benefit from targeted training and technical assistance or a redesign of their approach.

Although state efforts continue to be strong and the performance data response was quite high, there is

still work to be done. In FY 2006, OJJDP is concentrating on four key areas to enhance the positive impact of the limited Title V funds:

- ◆ **Supporting the participation of faith-based organizations.** On December 12, 2002, President Bush signed Executive Order 13279, which directed federal agencies "to ensure equal protection of the laws for faith-based and community organizations, to further the national effort to expand opportunities for, and strengthen the capacity of, faith-based and other community organizations so that they may better meet social needs in America's communities, and to ensure the economical and efficient administration and completion of Government contracts." Additional Executive Orders called for the creation of the White House Office of Faith-Based and Community Initiatives and Centers for Faith-Based and Community Initiatives in 11 federal agencies. The Centers support policy development that removes obstacles that would prevent faith-based and community organizations from competing for federal grants and expands funding opportunities for these organizations.

The Title V guidelines make it clear that PPBs should include as broad a representation of their communities as possible, including faith-based groups. In many communities, faith-based groups participate in their PPBs and have received Title V training and technical assistance. In FY 2004, a total of 686 participants from 77 communities received Title V training. In FY 2005, a total of 884 participants from 174 communities received Title V training. (Complete training and technical assistance activities are reported on page 8.) The Title V training curriculum takes into account the needs of all community-based organizations and

tailors training and technical assistance to meet the unique needs of each community.

Further, to advance the President's Initiative, OJJDP has incorporated language in all of its solicitations for grant applications (both formula/block grant and discretionary) that encourages state and local units of government to consider faith-based and community organizations for subgrant funding and invites those organizations to apply for funding or to seek membership in local partnerships or coalitions where appropriate.

The Title V model encourages units of local government to invite faith-based and other community organizations to participate in the development and implementation of their delinquency prevention plans. The following Title V application language outlines the parameters that guide the participation of faith-based and other community groups:

“Opportunity for Faith-Based and Other Community Organizations to Access Title V Funds by Partnering with Their Respective Units of Local Government: Sec. 504 of the JJDP Act of 2002 stipulates that state grantees make subgrant awards to qualified units of local government. Accordingly, faith-based and other community organizations are statutorily ineligible to apply directly to OJJDP for Title V funds and to the state agency that administers Title V funds. However, OJJDP encourages such organizations to access such funds by partnering with units of local government in developing the required local delinquency prevention plan and implementing the proposed prevention activities.

State grantees must ensure that subgrantees consider faith-based and other community organizations for awards as Title V implementing agencies on the same basis as other eligible applicants and, should they receive assistance awards, that they are treated on an equal basis with all other award recipients. No eligible implementing agency will be favored or discriminated against on the basis of its religious character or affiliation, religious name, or the

religious composition of its board of directors or persons working in the organization.

Faith-based organizations receiving assistance funds from the U.S. Department of Justice, passed through states and then through units of local government retain their independence and do not lose or have to modify their religious identity (e.g., removing religious symbols) to receive assistance awards. DOJ funds, however, may not be used to fund any inherently religious activity, such as prayer or worship. Inherently religious activity is permissible, although it cannot occur during an activity funded with DOJ funds; rather, such religious activity must be separate in time or place from the DOJ-funded program. Further, participation in such activity by individuals receiving services must be voluntary. Programs funded by DOJ funds are not permitted to discriminate in the provision of services on the basis of a beneficiary's religion.”

With the development of its Title V performance measures, OJJDP has a tool to track the types of organizations, including faith-based and community organizations, that receive Title V funds and the types of programs they implement. This information will allow OJJDP to analyze and recommend more economical and efficient ways for grantees and subgrantees to administer and complete their contractual obligations. In addition, OJJDP plans to collect information on participants' professional disciplines at all OJJDP trainings; this will enable the Office to better tailor the training to meet the needs of the participants.

- ◆ **Sustaining the Title V model.** Community mobilization takes time. Achieving long-term community commitment to a delinquency prevention model focused on increasing protective factors and reducing risk factors and delinquency rates takes even longer. Over the past 12 years, the Title V Community Prevention Grants Program steadfastly progressed at both the state and local levels in advancing its prevention model and reaping positive outcomes. OJJDP has supported local prevention efforts through training and technical assistance. One example is the FY 2004 expansion of the Model Programs Guide to provide

a wider range of evidence-based programming from which communities can choose. OJJDP is working to maintain the momentum created since the introduction of the Title V model in 1994. Although research shows that prevention and early intervention efforts pay off in the long run, in the face of limited resources it can be tempting to focus funds on efforts that show immediate results. OJJDP has been working diligently to support states in staying the prevention course. OJJDP is increasingly proactive in meeting the training and technical assistance needs of states and communities with the goal of helping them serve youth in the best ways possible. The agency's efforts include help for states in selecting and implementing the evidence-based programs best suited to their youth, state and local training in the collection and use of performance data to improve programs, and support for local capacity building to increase the likelihood that successful prevention programs will be more sustainable beyond their Title V funding.

- ◆ **Refining the Title V performance measurement system.** In FY 2004, OJJDP began providing increased support to states regarding the identification and implementation of performance measures to help assess the effects of their delinquency prevention efforts. OJJDP is closely examining the information received through the first round of performance data collection to identify areas for improvement. Specifically, OJJDP staff members will work with states to help them reduce or overcome barriers to submitting data. OJJDP will help states revise specific performance indicators about which state respondents had the most questions or that were associated with the most data errors. OJJDP will also update the Data Collection and Technical Assistance Tool based on user comments to make it easier to use and will incorporate data checks that will improve the quality of the performance data received. In response to the relatively low numbers of subgrantees for which long-term offending data were reported, OJJDP will offer additional training to help states and communities identify and implement realistic processes to access arrest and court data for youth who have left their programs.

- ◆ **Publicizing the cost-effectiveness of prevention.**

The costs of juvenile crime to courts and law enforcement agencies are well documented. There also are studies that measure costs to victims of crime as well as the larger society based on loss of productivity and use of public services. OJJDP will work with states to gather quantitative performance data that objectively demonstrate the long-term effects of prevention efforts in terms of reducing arrests and changing behaviors (e.g., truancy, teen pregnancy, and substance use) that are directly correlated with elevated rates of delinquency.

In addition, OJJDP's introduction of standardized performance measures for Title V subgrantees provides states with another tool to highlight their delinquency prevention achievements. These data support state efforts to produce the best results for youth with limited prevention funding. For their part, states also are working hard to spend their Title V funds as efficiently as possible; revised RFPs and subgrantee training demonstrate the states' increased support for evidence-based programming.

Even so, it remains clear that federal financial support is critical to sustaining the momentum the states have generated. States have not made up the gap in funding created by reduced state allocations of Title V funds. Since 2002, the amount states have spent on delinquency prevention has remained virtually constant. Nonetheless, OJJDP remains ready to provide cutting-edge support for delinquency prevention efforts throughout the nation and to increase the accountability of state and local recipients in making maximum use of future Title V appropriations.

The next Title V Report to Congress will combine the reports for FY 2006 and FY 2007, covering 24 months. OJJDP will submit this report in 2008. Because the FY 2006 Title V congressional appropriation that was available for the Community Prevention Block Grants program was reduced from \$14 million to \$3 million in FY 2005 (most states received an allocation of \$56,250), states will, in turn, fund significantly fewer subgrants. Aggregating 24 months of performance measurement data instead of 12 months will result in a more accurate analysis and lead to more meaningful findings and recommendations.

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