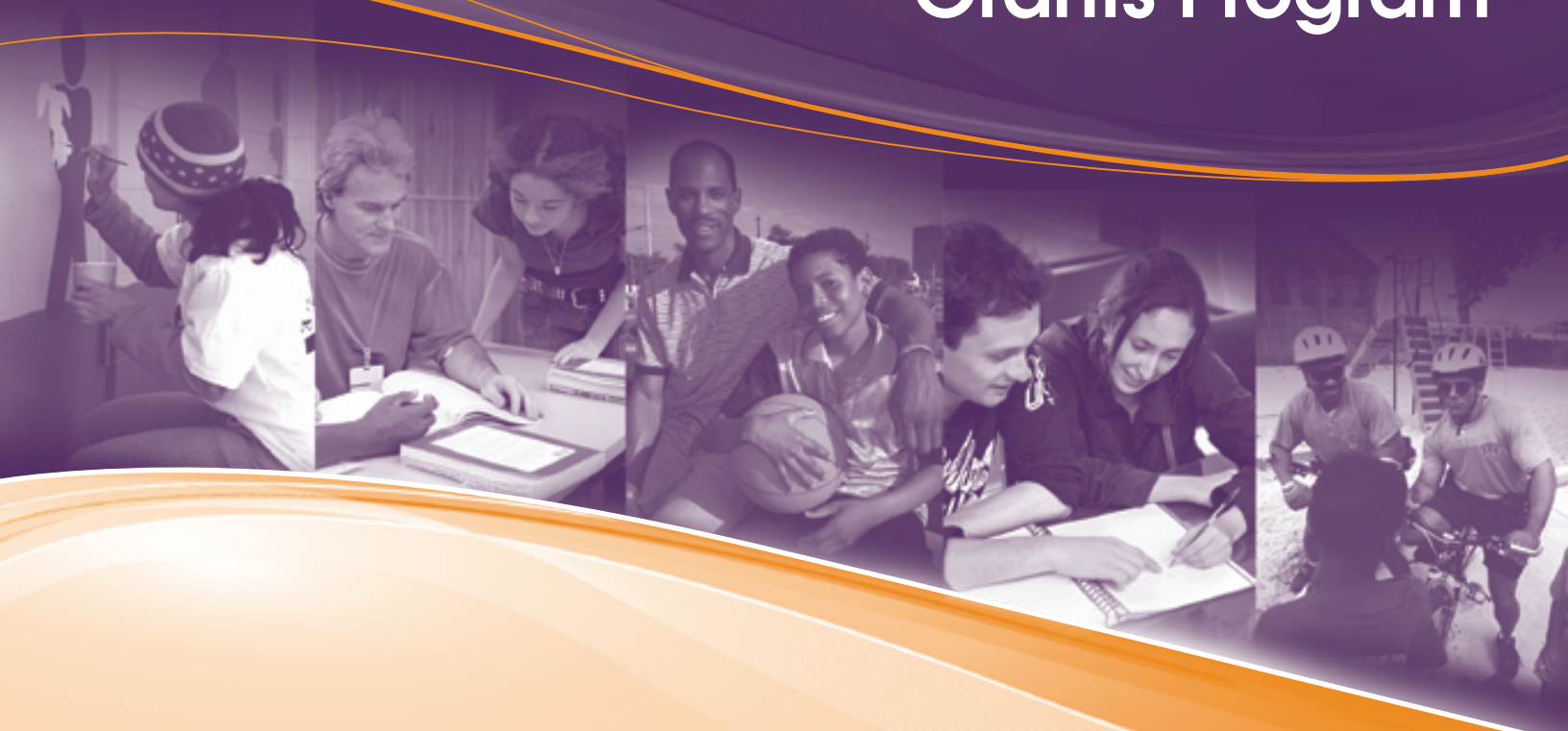




2006–2007  
REPORT TO CONGRESS

# 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).

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# **Title V Community Prevention Grants Program**

**2006–2007 Report to Congress**

**OJJDP Report**



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

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# Foreword

I am pleased to present the *Title V Community Prevention Grants Program Report to Congress* for fiscal years 2006 and 2007. This Report encapsulates many accomplishments the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and its State and local partners achieved through our prevention program efforts during this administration. An important development during that time was the introduction of a system to measure the performance of local Title V programs.

In 2004, OJJDP introduced a series of Title V performance measures to better determine how well local prevention programs were meeting their goals. OJJDP disseminated a set of quantitative performance indicators to the States and directed them to collect data from their local subgrantees and to report annually on the outputs and outcomes of their prevention efforts. This Report presents the results and analysis of the second and third rounds of performance measurement data that OJJDP collected.

Despite fluctuating levels in Federal funding for prevention programs over the years, the States and local units of government continue to see the value of the Title V program. This Report documents the persistence and results of their efforts. Also, as this report makes clear, States have responded well to OJJDP's request to provide performance data from their local subgrantees. Response rates at the State level continue to increase, and the quality and quantity of data that local subgrantees provide continues to improve.

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, 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. 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.

Among the results presented in this report are examples of the creative types of programs that local jurisdictions have supported through their Title V funding. This report also presents a summary of the Office of Management and Budget's Program Assessment Rating Tool findings on the Title V program, OJJDP's Title V training and technical assistance efforts during the reporting periods, enhancements that OJJDP introduced to its online *Model Programs Guide*, and findings from the national evaluation of the Title V program.

Over the past 14 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.

**J. Robert Flores**

*Administrator*

Office of Juvenile Justice and Delinquency Prevention

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# The Title V Community Prevention Grants Program

Since 1994, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has administered the Title V Community Prevention Grants Program (Title V program), which provides funds to help communities develop and implement delinquency prevention programs. The Title V program focuses on helping youth avoid involvement in delinquency by reducing risk factors and enhancing protective factors in their schools, communities, and families.

For this report, OJJDP worked with the States<sup>1</sup> to aggregate and analyze performance data on how the Title V-funded programs of their local subgrantees performed during the reporting periods—fiscal years (FYs) 2006 and 2007. 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 second and third rounds of performance measurement data, fulfills that requirement.

Extensive research has shown that the presence of specific risk factors in the lives of children increases

the likelihood that they will engage in delinquent behavior, and the presence of protective factors reduces that likelihood. The Title V program provides funds that enable local jurisdictions to address these factors in a community-specific manner. 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 draw on community resources, address gaps in services available in the community, and make use of theory-driven or evidence-based strategies. Communities may allocate their Title V funds under 1 or more of 19 prevention program areas (see exhibit 1, page 2).

Furthermore, the Title V program requires communities to form multidisciplinary Prevention Policy Boards<sup>2</sup> to foster a comprehensive approach that increases the efficacy of prevention efforts and reduces duplication of services. 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.

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<sup>1</sup> In this report, the term “State” includes the 50 States, 5 territories, and the District of Columbia.

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<sup>2</sup> Prevention Policy Boards are community planning bodies that involve coalitions of youth-serving agencies and organizations, parents, youth, and faith-based institutions in the development and implementation of local prevention programs.

## Exhibit 1: Title V Program Areas

- 03 Child Abuse and Neglect Programs.** Programs that provide treatment to juvenile victims of child abuse or neglect and to their families to reduce the likelihood that such at-risk youth will commit violations of law.
- 04 Children of Incarcerated Parents.** Services to prevent delinquency or treat first-time and nonserious delinquent juveniles who are the children of incarcerated parents.
- 09 Delinquency Prevention.** Programs to prevent or reduce the incidence of delinquent acts that are directed to youth at risk of becoming delinquent to prevent them from entering the juvenile justice system or to intervene with first-time and nonserious offenders to keep them out of the juvenile justice system. This program area excludes programs targeted at youth already adjudicated delinquent, on probation, or in corrections and programs undertaken as part of program areas 12 and 32 that are designed specifically to prevent gang-related or substance abuse activities.
- 10 Disproportionate Minority Contact.** Delinquency prevention programs primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a)(22) of the JJDP Act of 2002.
- 11 Diversion.** Programs to divert juveniles from entering the juvenile justice system.
- 12 Gangs.** Programs to address issues related to preventing juvenile gang activity.
- 13 Gender Services.** Services to address the needs of male and female offenders in the juvenile justice system.
- 15 Gun Programs.** Programs (excluding programs to purchase from juveniles) to reduce the unlawful acquisition and illegal use of guns by juveniles.
- 16 Hate Crimes.** Programs to prevent hate crimes committed by juveniles.
- 18 Job Training.** Projects to enhance the employability of at-risk juveniles and/or first-time and nonserious juvenile offenders or prepare them for future employment. Such programs may include job readiness training, apprenticeships, and job referrals.

## Exhibit 1: Title V Program Areas (continued)

- 19 **Juvenile System Improvement.** Programs, research, and other initiatives to examine issues related to the juvenile justice system or to improve existing juvenile justice information-sharing systems.
- 20 **Mental Health Services.** Psychological and psychiatric evaluations and treatment, counseling services, and/or family support services for at-risk juveniles and/or first-time and nonserious juvenile offenders.
- 21 **Mentoring.** Programs to develop and sustain ongoing one-to-one supportive relationships between a responsible adult age 18 or older (mentor) and an at-risk juvenile and/or first-time and nonserious juvenile offender (mentee).
- 22 **American Indian Programs.** Programs to address delinquency prevention issues for American Indians and Alaska Natives.
- 25 **Restitution/Community Service.** Programs to hold first-time and nonserious juvenile offenders accountable for their offenses by requiring community service or repayment to the victim.
- 26 **Rural Area Juvenile Programs.** Prevention services in an area located outside a metropolitan statistical area as designated by the U.S. Census Bureau.
- 27 **School Programs.** Educational programs and related services to prevent truancy, suspension, and expulsion. School safety programs may include support for school resource officers and law-related education.
- 32 **Substance Abuse.** Programs to prevent and treat the use and abuse of illegal and other prescription and nonprescription drugs and the use and abuse of alcohol among at-risk juveniles and/or nonserious juvenile offenders.
- 34 **Youth (or Teen) Courts.** Juvenile justice programs in which peers play an active role in the disposition of first-time and nonserious juvenile offenders. Most communities use youth courts as a sentencing option for first-time offenders charged with misdemeanor or nonserious, nonviolent offenses who acknowledge their guilt. The youth court serves as an alternative to the traditional juvenile court.

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. Program area 19, Juvenile System Improvement, was added in fiscal year 2007.



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# Title V Activities in Fiscal Years 2006 and 2007

This chapter summarizes Federal activities that support the States' ability to implement high-quality delinquency prevention programs and to report performance data. The chapter also presents information from the States about their Title V activities in fiscal years (FYs) 2006 and 2007 and highlights several local Title V programs.

## Title V Activities at the Federal Level

### Awards to the States

The FYs 2006 Title V congressional appropriation that was available for the Community Prevention Grants Program was \$3 million. Rather than suspending awards to the States, as it had done in FY 2003 under similar circumstances, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) awarded States \$56,250 and territories \$18,750. Although they were considerably less than in previous years, OJJDP reasoned that these allocations, combined with the program requirement of a 50-percent match, would enable States to fund at least one evidence-based program, thereby retaining the intent of the program to support research-based delinquency prevention efforts.

In FY 2007, OJJDP awarded \$75,250 in Title V funds to most States. Except for Puerto Rico, which received the same allocation as the States, territories received \$25,075. Because the Juvenile Justice and Delinquency Prevention (JJDP) Act requires Title V grantees to provide a 50-percent cash and/or in-kind match from the States and/or localities to encourage interagency collaboration in developing resources, sharing information, and obtaining additional funding to sustain the long-term efforts, OJJDP expected that these allocations would

enable States to fund at least one evidence-based program, thereby maximizing the chance of success for Title V-funded programs.

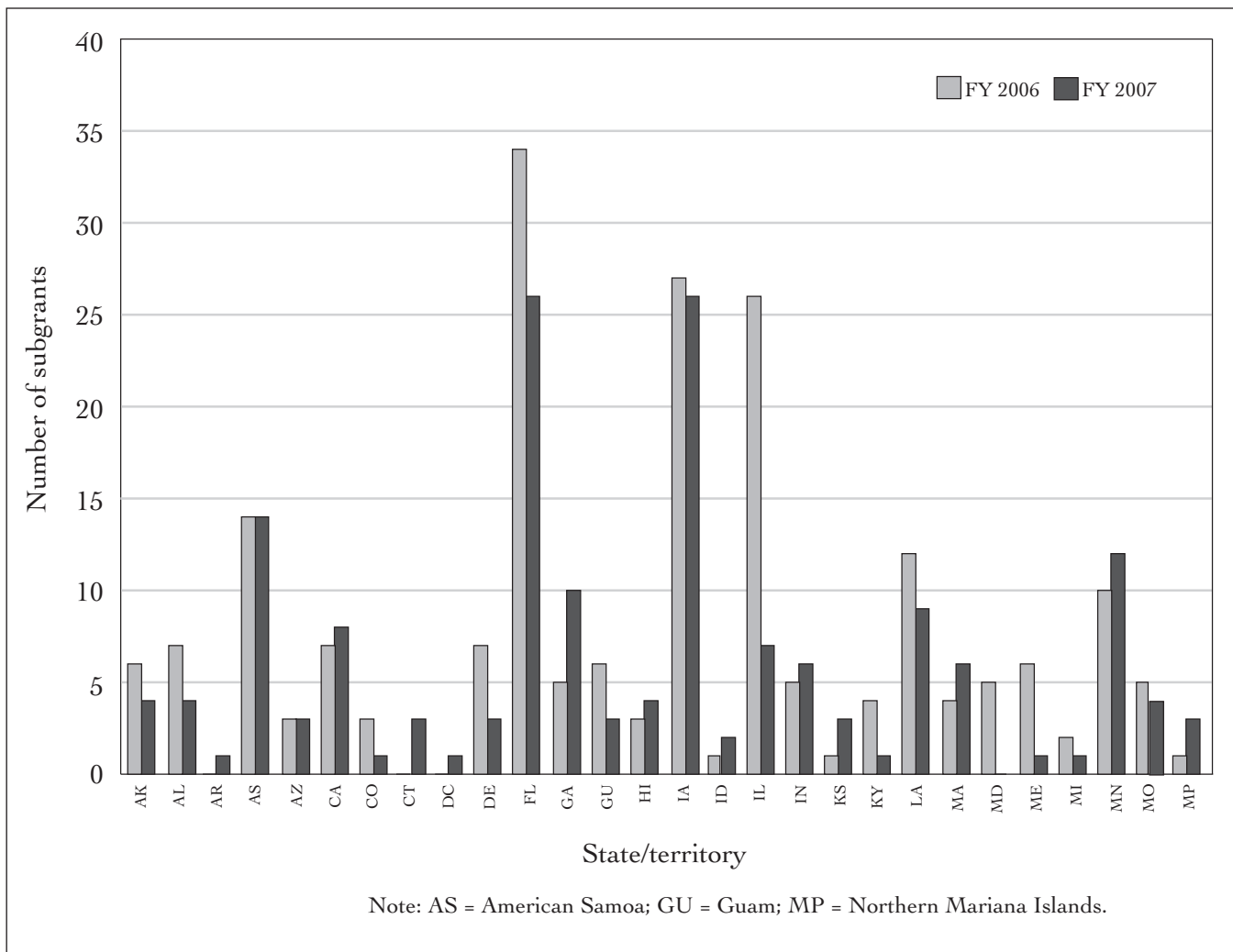
### Performance Measurement Activities

During FYs 2006 and 2007, OJJDP worked with the States to collect quantitative performance measurement data. A preliminary analysis of these data shows that in FY 2006, Title V programs served more than 73,863 youth (of whom 86 percent completed program requirements) and 32,094 parents. Twenty-nine percent of the 545 local Title V programs implemented were evidence based, and these local programs addressed a wide range of youth behaviors. Overall, 50 percent of youth participants exhibited such desired behavioral changes as lessened antisocial behavior (72 percent), reduced substance abuse (57 percent), improved family relationships (54 percent), and elevated grade point average (44 percent). The ultimate outcome measure for delinquency prevention programs is a low offending rate by program participants. In FY 2006, the offending rate of Title V program participants was 7 percent.

In FY 2006, 50 States submitted at least some award information to OJJDP. However, only 49 States submitted complete performance data for subgrant awards active between October 1, 2005, and September 30, 2006 (FY 2006), using the Title V performance measures. As of October 1, 2006, the following States and territories either had not reported performance data or had no active awards: Arkansas, Connecticut, the District of Columbia, Puerto Rico, South Carolina, the Virgin Islands, and Wyoming.

According to FY 2007 data, Title V funds served more than 56,000 youth, of whom 82 percent completed

## Exhibit 2: Number of Active Subgrants per State



program requirements. More than 3,100 families were served. Of the 251 local Title V programs implemented, 54 percent were evidence based. Overall, 54 percent of youth participants exhibited the desired behavioral changes in lessened antisocial behavior (41 percent in the short term and 86 percent in the long term<sup>3</sup>), reduced substance abuse (43 percent in the short term and 57 percent in the long term), improved family relationships (41 percent in the short term and 31 percent in the long term), and school attendance (64 percent in the short term

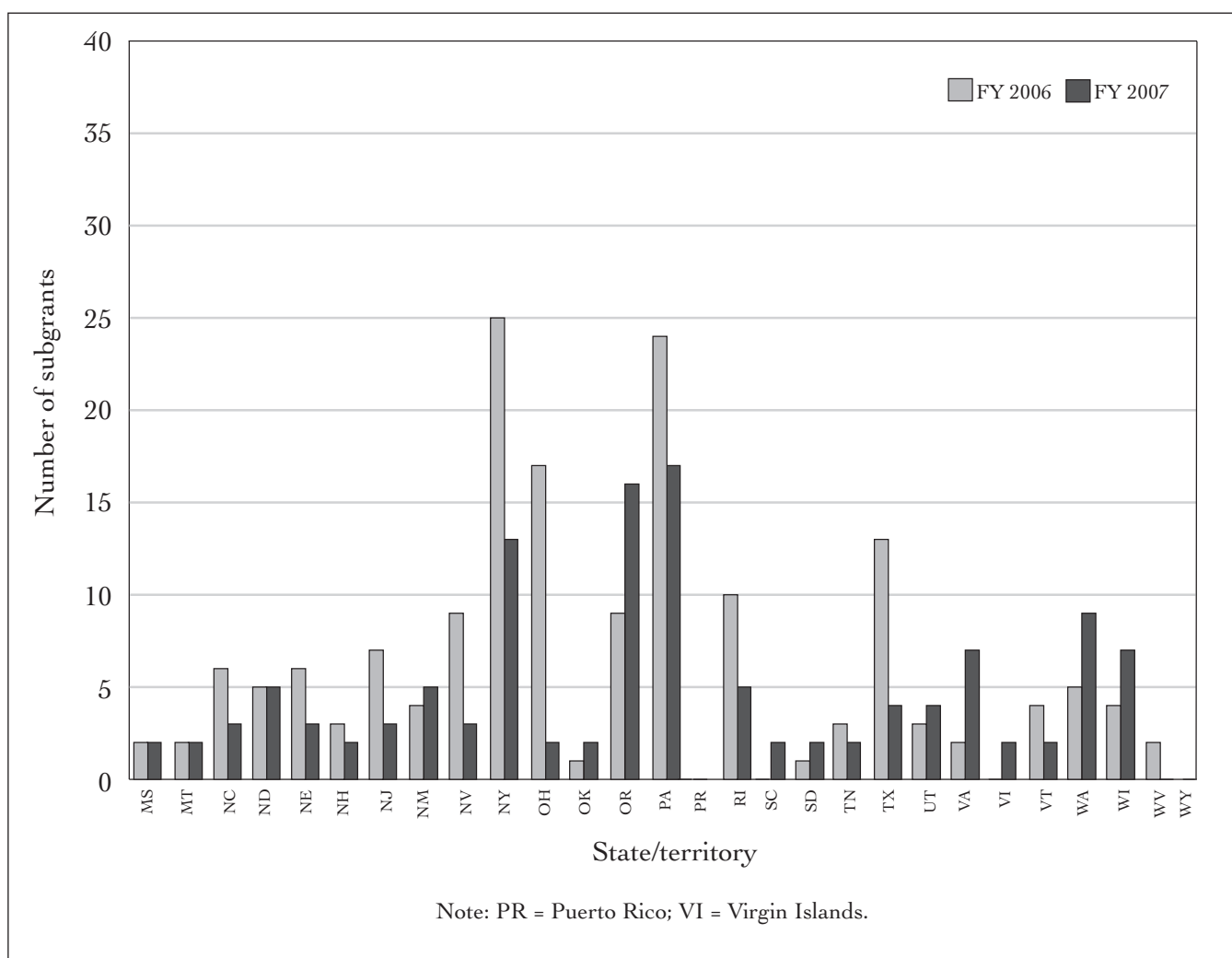
<sup>3</sup> Short term refers to behavior occurring during the reporting period. Long term refers to behavior occurring between 6 and 12 months after exiting the Title V-funded program.

and 84 percent in the long term). In FY 2007, the offending rate of Title V program participants was 5 percent in the short term and 1 percent in the long term.

Fifty States and two territories reported complete or almost complete performance data for subgrant awards active between October 1, 2006, and September 30, 2007 (FY 2007). As of October 1, 2007, the following States had not reported performance data or had no active awards: Maryland, Puerto Rico, West Virginia, and Wyoming.



## Exhibit 2: Number of Active Subgrants per State (continued)



## Title V Activities at the State Level

### Subgrant Awards Made by the States

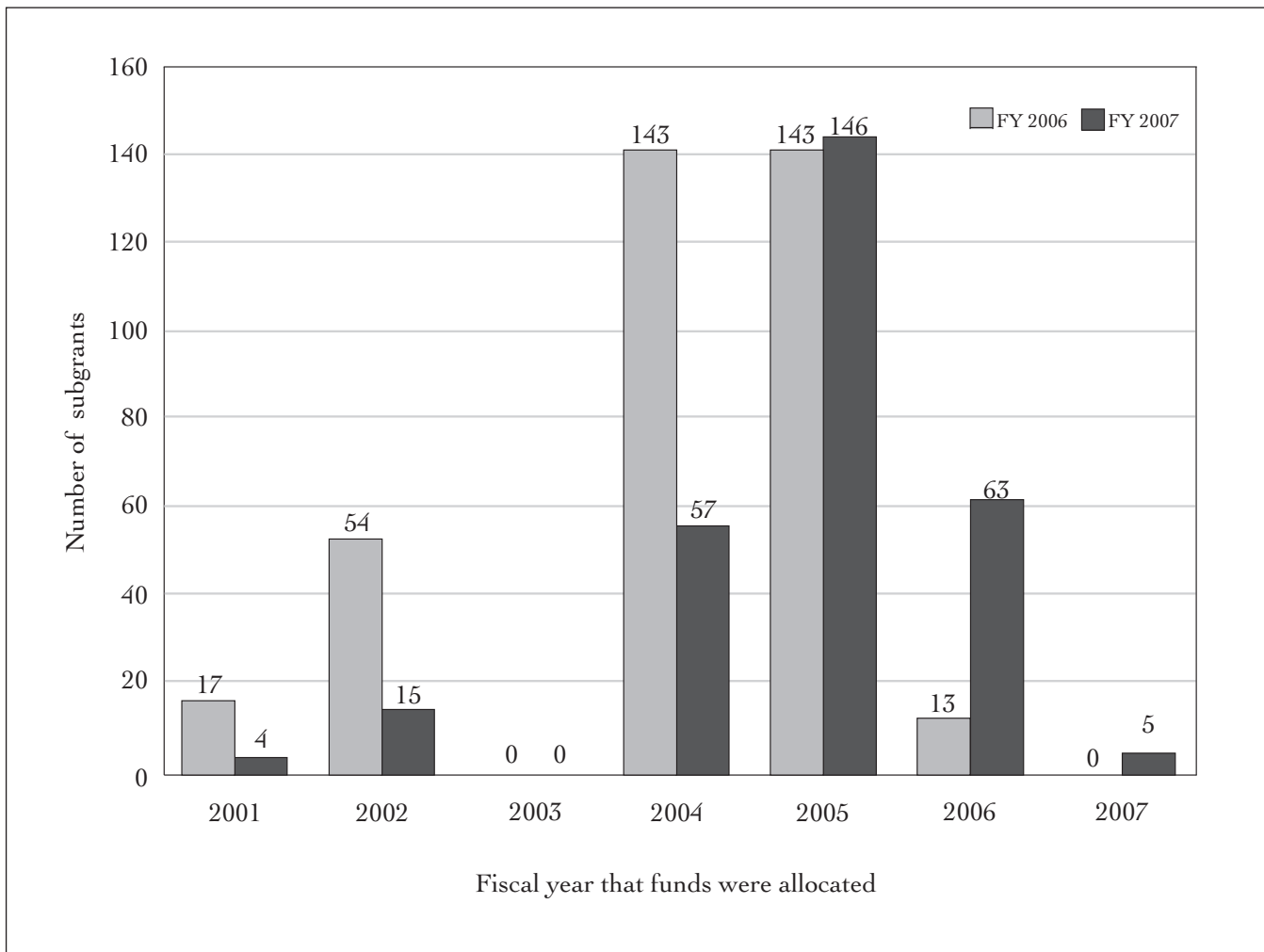
During FY 2006, the States submitted performance data for 371 subgrants, which accounted for more than \$20 million. Of the 371 subgrants, 326 (88 percent) ranged in value from \$10,000 to \$398,077, with a mean of \$62,082. The remaining 45 subgrants were \$9,975 or less. Iowa awarded 25 of these subgrants (56 percent). Subgrants ranged from 1 month to 43 months, with an average length of 14.5 months for the reporting period. The number of active subgrants varied by State: Florida had the most (34) subgrants, Iowa had 27, and 5 States reported data for a single subgrant award (see exhibit 2).

States drew funds from FY 2001 through FY 2006. Most of the subgrants were funded using FY 2004 and FY 2005 dollars (39 percent for each year; see exhibit 3, page 3). States funded subgrants in 14 of the 18 Title V program areas (see exhibit 4, page 9).<sup>4</sup> The distribution of subgrants was not uniform, with 284 (77 percent) of the subgrants funded under program area 9, Delinquency Prevention.

During FY 2007, the States submitted performance data for 290 subgrants, which accounted for a total of more than \$15 million. Of the 290 subgrants, 224

<sup>4</sup> In FY 2007, OJJDP introduced program area 19, Juvenile System Improvement.

### Exhibit 3: Number of Subgrants in FY 2006 and FY 2007



(77 percent) ranged from \$10,000 to \$398,077, with a mean value of \$66,356. The remaining 66 subgrants were \$9,402 or less. American Samoa accounted for 14 of these subgrants (21 percent), and Iowa accounted for 25 (37 percent). The duration of the subgrants ranged from 2 months to 39 months, with an average length of 16 months for this reporting period. The number of active subgrants varied by State: Iowa and Florida each had 26, the most of any State, and 5 States reported data for a single subgrant award (see exhibit 2).

States drew funds from FY 2001 through FY 2007. Most of the subgrants were funded using appropriations from FY 2005 (50 percent) and FY 2006

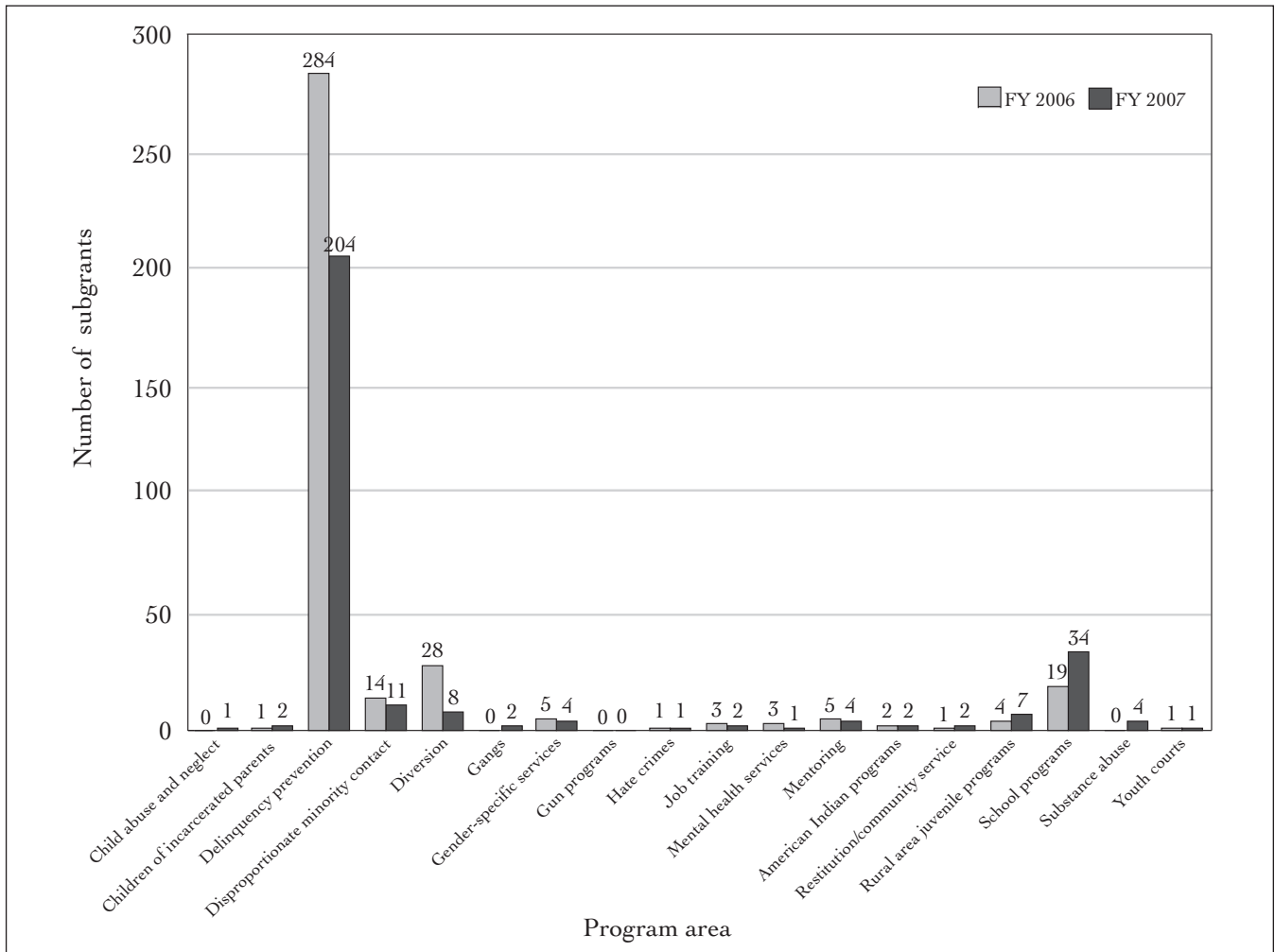
(21 percent; see exhibit 3). States and territories funded subgrants in 17 of the 18 Title V program areas (see exhibit 4). The distribution of subgrants was not uniform, with 204 (70 percent) of the subgrants funded under program area 9, Delinquency Prevention.

#### States' Project Activities

OJJDP asked the States to provide data on the target populations of all of their subgrant projects (see exhibit 5, page 10).

- ◆ With regard to age, most projects served 12- to 13-year-olds (76 percent in FY 2006 and 84

## Exhibit 4: Number of Subgrants per Program Area

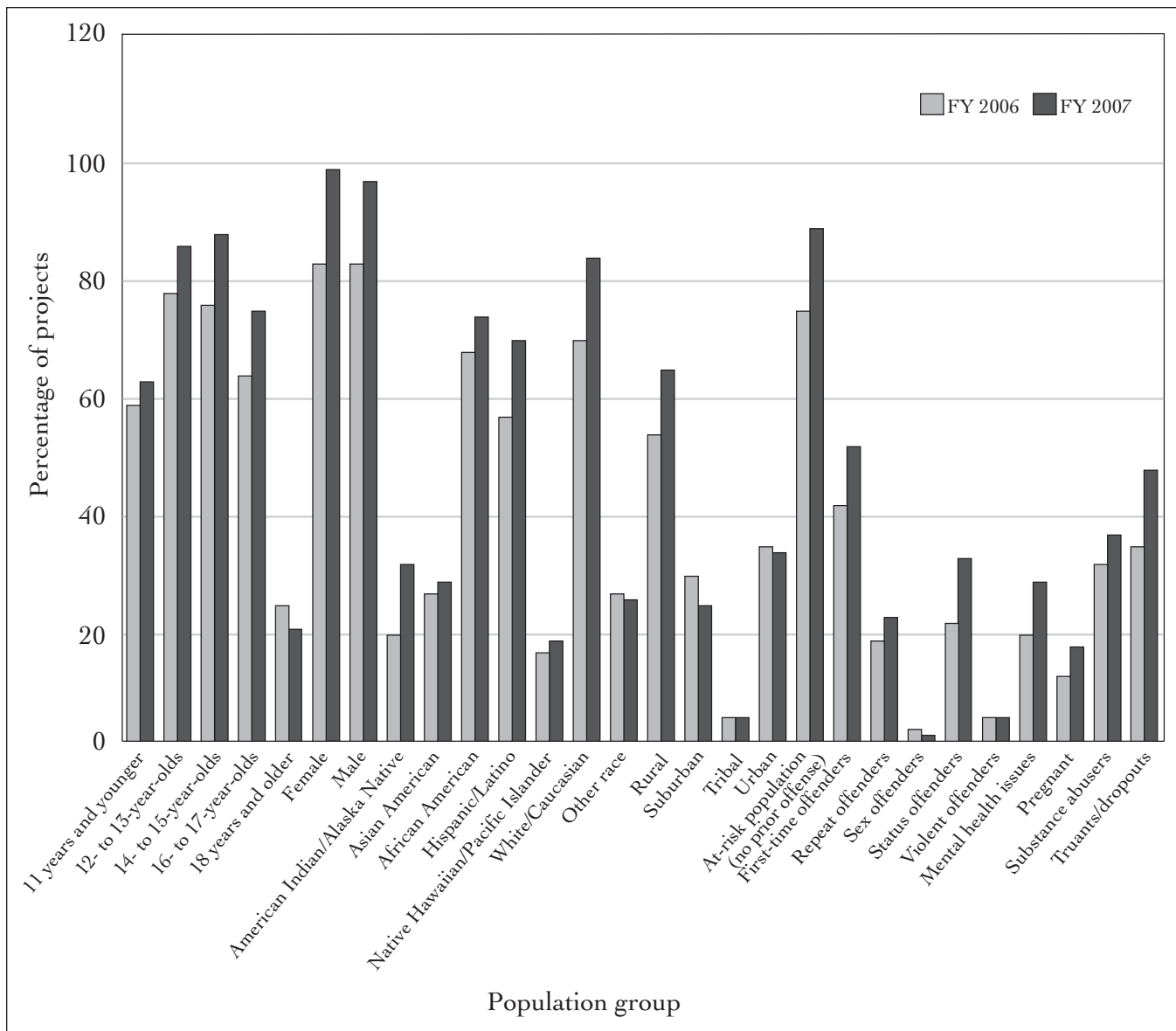


percent in FY 2007) and/or 14- to 15-year-olds (74 percent in FY 2006 and 86 percent in FY 2007).

- ◆ In both fiscal years, there were almost equal numbers of projects serving boys and girls. In FY 2007, there were two more programs serving girls than boys.
- ◆ With regard to race/ethnicity, two-thirds or more of all subgrants served African American youth (66 percent in FY 2006 and 72 percent in FY 2007) and more than half served Hispanic/Latino youth (55 percent in FY 2006 and 68 percent in FY 2007).

- ◆ With regard to geographic location, more than half of the projects reported serving rural youth (52 percent in FY 2006 and 63 percent in FY 2007).
- ◆ As expected, due to the nature of the grant program, almost all projects served either an at-risk youth population (73 percent in FY 2006 and 87 percent in FY 2007) or first-time offenders (40 percent in FY 2006 and 50 percent in FY 2007).
- ◆ Many projects served youth with specialized needs, such as truants or youth who had dropped out of school (33 percent in FY 2006 and 46 percent in FY 2007) and youth with substance-abuse

## Exhibit 5: Percentage of Projects Serving Each Population Group



treatment needs (30 percent in FY 2006 and 35 percent in FY 2007).

### Title V Data From the Local Level

#### Program Outputs and Outcomes

During FY 2006, Title V programs provided services to 73,683 youth and 32,094 families. During this same period, Title V projects reported a range

of desired outcomes. Eighty-six percent of youth served completed the program requirements, and 85 percent of youth and 87 percent of families reported satisfaction with the services they received. Local projects addressed a wide range of youth behaviors with varying success (see exhibit 6). Although only a limited number of projects reported rates of youth offending, these outcomes were encouraging, with short-term rates of 4 percent and long-term rates of 6 percent.

During FY 2007, Title V programs provided services to 56,034 youth and 3,111 parents. During this same period, Title V projects reported a range of desired outcomes. Eighty-two percent of youth served completed the program requirements, and 84 percent of youth and 77 percent of families reported satisfaction with the services they had received. Local projects addressed a wide range of youth behaviors with varying success (see exhibit 7, page 12). Although only a limited number of projects reported rates of youth offending, these outcomes were also encouraging, with short-term rates of 5 percent and long-term rates of 1 percent.

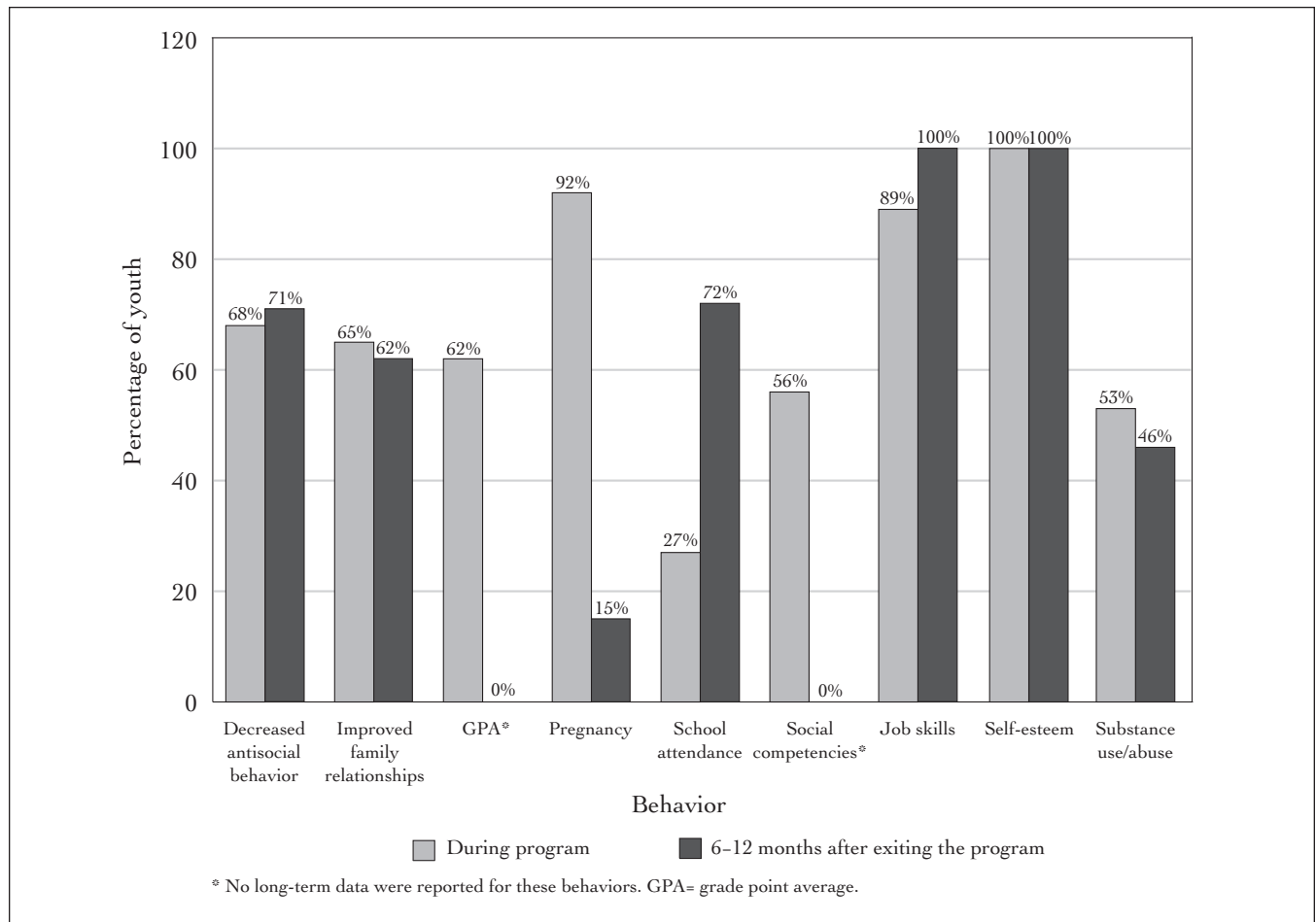
### Accomplishments at the Local Level

Each year, OJJDP asks the juvenile justice specialist in each State to identify communities that

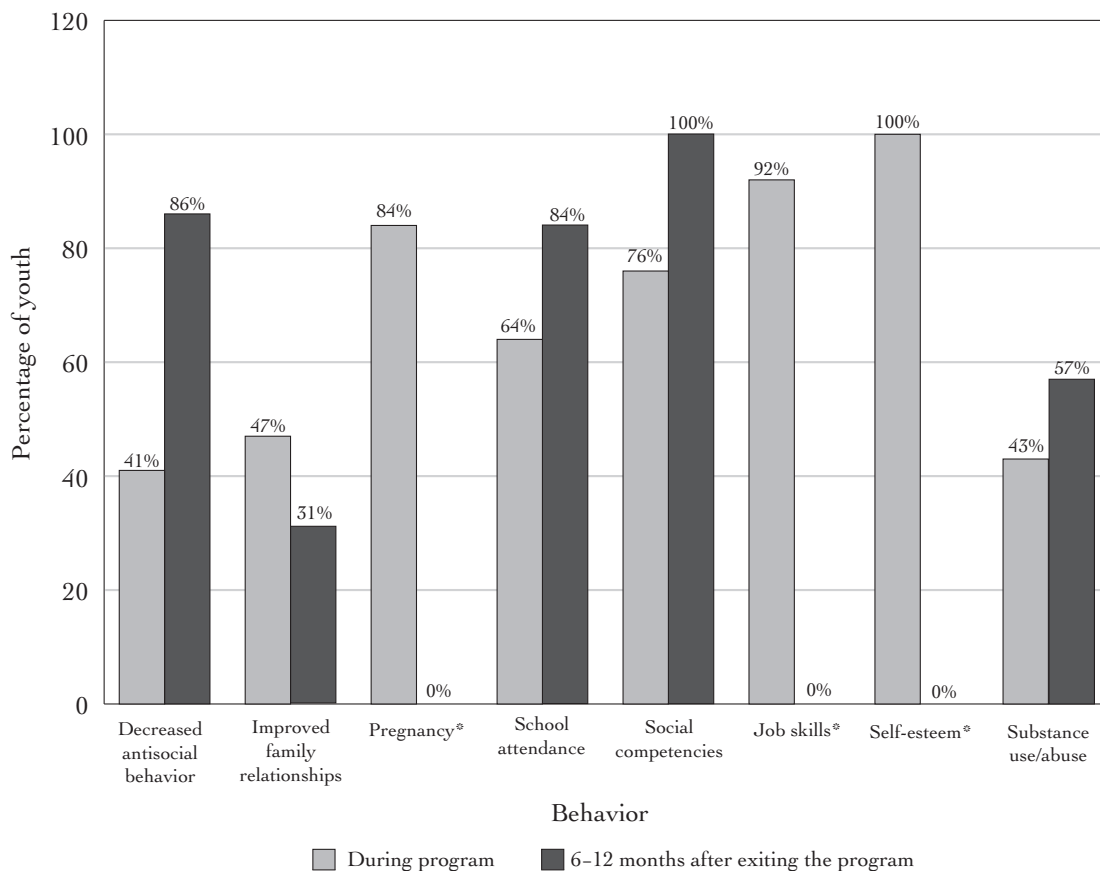
achieved positive outcomes or sustained their Title V prevention activities after the end of their grant period. The following section highlights these accomplishments and shows how communities continue to work toward their prevention goals despite reduced funding.

**Grand Ledge, MI.** The Leadership and Resiliency Program (LRP) is an intensive substance-abuse prevention program that serves youth who are at risk for involvement with substance abuse, violence, or both. The program assists youth in developing leadership skills; improving interpersonal communication; and making healthy, positive choices in their lives. Grand Ledge's initiative includes an in-school probation program for high school students who are found to be in possession or under the influence of alcohol, other drugs, or tobacco while on school

**Exhibit 6: Percentage of Served Youth Who Exhibited the Desired Change in Behaviors During FY 2006**



## Exhibit 7: Percentage of Served Youth Who Exhibited the Desired Change in Behaviors During FY 2007



\*No long-term data were reported for these behaviors.

grounds. Components include voluntary drug and alcohol sobriety testing, close monitoring of student attendance and grades, and weekly participation in the LRP.

A second component of Grand Ledge's Title V effort, the Communities Mobilizing for Change on Alcohol (CMCA), is a community-organizing program to reduce youth (13- to 20 year-olds) access to alcohol by changing local policies and practices. CMCA collects information about alcohol-related policies and issues and uses this information to educate community members on alcohol abuse by youth.

In addition to the two programs, the Title V initiative works with the community to provide other programs to reduce youth substance abuse. The community offers a "Parenting 911" class that supports parents in raising their adolescents and educates them on the effects and consequences of the underage use of controlled substances. The Title V initiative also works with youth-serving organizations in the Grand Ledge area to increase the number of positive and engaging out-of-school activities available to youth.

The third year of implementation resulted in the following outcomes:

- ◆ Forty-three youth participated in the leadership program, 31 of whom were also a part of the school probation program.
- ◆ Of the 31 youth in the leadership and probation programs, 21 tested negative for substance abuse; 21 improved their behavior in school; 19 improved their grades/performance, increasing their grade point averages from an average of 1.85 to 2.30; and 28 improved their life skills.
- ◆ A total of 39 parents participated in the “Parenting 911” class, and 88 percent of those who responded to an evaluation reported having improved their parenting skills.
- ◆ The youth alcohol program engaged in many activities including “Teens and Alcohol: A Community Survey,” “Safe Prom Tip Line,” “Parents Who Host Lose the Most Campaign,” community presentations, and media appearances.

Grand Ledge is currently operating programs with \$25,000 from a local millage (tax) and other grants. The community has obtained more than \$60,000 to continue its initiatives. The social marketing program is being continued through funds received from a Mid-South Substance Abuse Commission Partnership grant.

**Lee and Greendale Townships, MI.** The West Midland Family Center (WMFC) offers the Positive Action program during afterschool hours, the summer months, and on Friday and Saturday nights. The program targets at-risk teens from neighboring middle and high schools and other youth referred by the probate court system or other youth-serving organizations. The program seeks referrals of students at greatest risk of probate court involvement, whether through truancy, family conflict, anti-social behavior, or other issues. It also addresses the following risk factors: antisocial behavior and alienation, early onset of violence, family problem behavior, and negative attitudes toward school.

WMFC provides community-based child and family services. The Positive Action program is well integrated with both the Family Center’s programs and the county’s efforts to develop a seamless continuum of services for prevention, early intervention, and juvenile justice. The program served 183 young

people during its third year of implementation. The following outcomes were reported: 176 youth improved their self-esteem, 174 youth improved their family relations, 177 youth improved their attitudes toward substance abuse, and 174 youth exhibited more positive social behavior.

With increasing recognition of the program’s strengths, the community and other social service agencies are referring more challenging youth to this program. The Positive Action program has now expanded the services it offers to elementary school-age children and is training local probation staff to use the program and its principles with court-involved youth.

**Okmulgee-Okfuskee County, OK.** Operation Save Kids Okmulgee is a truancy intervention and prevention program serving students within the Okmulgee County school districts. Okmulgee County is a rural community with 10 school districts. Twenty-two schools from the 10 districts receive services from this program. Operation Save Kids Okmulgee has convinced 7 of the 10 school districts to accept a uniform truancy policy. Collaboration for this project involved the county commissioner, the district attorney’s office, school personnel, local law enforcement, the Creek Nation, and Okmulgee-Okfuskee County Youth Services. As a result of this program, fewer than 10 youth have been prosecuted through district court for truancy since the program’s inception. This program has served more than 2,000 youth thus far.

Title V funds the program coordinator and a truancy officer. During the school year, truancy referrals are sent to the coordinator for intake. The coordinator meets with the youth to determine the reason for the absenteeism. Together, the coordinator, school personnel, the youth, and the parents develop a plan of services to address the needs of the youth and the family. An assessment of the needs and barriers that impede the youth’s academic achievement determines the services each student receives. The truancy officer meets with the students at each school throughout the week. In addition, the officer makes home visits, canvasses neighborhoods, and takes phone calls. Both the coordinator and the officer provide prevention classes to each of the schools throughout the year.



Okmulgee-Okfuskee Youth Services has secured funding through the Tulsa Area United Way to continue the prevention and intervention services with one staff person. The sheriff's office and the schools are pursuing Federal funding to obtain school resource officers. If they obtain this funding, the truancy officer duties will continue.

**Columbia, MO.** Columbia's "Youth With Promise... Reducing Risk, Staying on Track" provides a comprehensive juvenile delinquency prevention plan to enhance protective factors that prevent youth from entering the juvenile justice system. The program builds resiliency in youth, strengthens families, and makes neighborhoods safer for children and their families. The program uses intensive case management to coordinate services to counteract the factors that make children vulnerable to substance abuse and delinquency.

Columbia's Youth With Promise program links local social service agencies, the school district, the local police department, the juvenile office of the local circuit court, and the city's Office of Community Services. The program provides the following services: case management, education services, family services, mentoring, afterschool and summer activities, community-enhanced policing/enhanced enforcement, and intervention.

Title V funding enhances the capacity of services that partnering social service agencies already provide to reach the children and families most at risk. Because the Youth With Promise program specifically targets families that are not currently engaged in programming, enhanced services such as case management are crucial. Case management ensures that families are linked to wraparound services such as mentoring and the Strengthening Families program. The case manager also facilitates ongoing communication with participants' teachers in the public schools, neighborhood police officers, and juvenile officers.

Because Columbia's approach is built on existing community assets and services, the city has sustained the Youth With Promise program. The Youth Community Coalition (YC2), which serves as the community's Policy and Prevention Board, is a proven, broad-based coalition of individuals and

organizations mobilized around the community's youth. Therefore, YC2 is empowered to approve Columbia's Title V 3-Year Plan, recommend changes on the distribution of Title V funds, evaluate all Title V-funded activities, and monitor changes in risk factors. Because Columbia connects local funding for social services with other resources, the community has sustained programming after funding (such as Title V) has ended.

**Fannin, Gilmer, and Pickens Counties, GA.** The High Risk Delinquency Prevention Case Management Program provides a collaborative blend of prevention, intervention, and treatment services throughout the Appalachian Judicial Circuit (10th Circuit) in rural northern Georgia. The region has a high rate of poverty, a growing methamphetamine problem, and escalating incidents of child abuse.

The delinquency prevention program assigns many proactive, and sometimes reactive, support services to children who are at high risk for involvement in substance abuse and delinquency. The case manager is the hub in a wheel of prevention, intervention, and treatment. The collaborating agencies include the Appalachian Juvenile Court, Department of Juvenile Justice, local sheriffs' departments, Department of Family and Children's Services, county health departments, Highland Rivers Mental Health, AmericanWork Community Services, Safe Choice Medical Center, The Craddock Center, Crossroads Alternative School, local boards of education, Gilmer Learning Center, Gilmer County Board of Commissioners, and the implementing agency, Gilmer County Family Connections. The case manager provides diversion programs, including Conscious and Purposeful Living, Boys Rites of Passage, Botvin's Life Skills, Safe Choice Medical Solutions, mental health interventions, Truancy Court, and the Family and Juvenile Drug Court Programs. The case manager also designates assistance in the areas of school attendance, tutoring, employment skills, and mentoring.

Since 2006, 335 students have enrolled in an alternative education program. The High Risk Delinquency Prevention Case Management Program has served 117 students. Of that number, 105 students have successfully completed the program.



Due to the success of the High Risk Delinquency Prevention Case Management Program, the Collaborative Board made it a priority to sustain the program after Federal funding ends. The Fannin, Gilmer, and Pickens Counties Boards of Education; the Juvenile Justice Coordinating Committee; the local sheriffs' departments; and many other concerned individuals participated in the sustainability planning. The result of the deliberations was the creation of a new position: Crossroads' Student Support Services Coordinator. This individual will carry on the objectives of the program with added financial support from the local boards of education. This position is to be funded at the level of a certified teacher with all additional benefits.

**Parish of Caddo (Shreveport), LA.** Rutherford House provides independent living skills and job training for youth ages 12 to 18 who have dropped out of school or are at risk of dropping out of school. Rutherford House, which began in 1974, is a nonprofit corporation controlled by a 15-member board of directors. Students are placed in the program by valid court order and referred by the Juvenile Court for Caddo Parish and the State Division of Youth Services. The program teaches participating students job readiness and retention skills.

Students attend daily classes over an extended school year of 200 days. During the first two quarters of the first year of operation in FY 2007, 69 students were enrolled, 16 students completed the program, and 2 students left the program. No students reoffended after completing the program. More than 80 percent of participants successfully learned new job skills.

Students are released from the program when the court and the State concur that they have made moderate progress or the student reaches the full term of his or her sentence. Average court placement is 5 months. Rutherford House maintains complete case records on each student placed in residence, and Caddo School staff maintain complete case files on all day students. The program works closely with the juvenile court, Shreveport Office of Youth Services, the Caddo Parish Truancy Assessment and Service Center, and the Shreveport Curfew Center, who refer youth to the program.

## Assessment of OJJDP Programs

During FY 2006, OJJDP participated in an Office of Management and Budget (OMB) assessment of Federal juvenile justice programs. OMB developed the Program Assessment Rating Tool (PART) in 2002 to assess Federal programs in four major areas: purpose/design, strategic planning, management, and results/accountability. OMB often uses PART results in making determinations for inclusion in the President's budget.

In February 2007, OMB released the results of the Juvenile Justice Programs PART. The juvenile justice programs included OJJDP's Title V Prevention, Formula Grant, and Tribal Youth programs, and Enforcing Underage Drinking Laws grants as well as the agency's discretionary (Part E) funding, which has been nearly 100-percent earmarked over the past few years. The PART covered total funding of more than \$282 million. Using the agency's performance measurement data, the Juvenile Justice PART found that OJJDP is a "Performing" agency that received a rating of "Adequate." This is a considerable accomplishment achieved over a limited period of time. The PART incorporated performance measurement data from diverse programs (prevention, intervention, and systems improvement programs).

Results of the PART assessment can be accessed on OMB's Web site at [www.ExpectMore.gov](http://www.ExpectMore.gov).



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# OJJDP's Support for Prevention Programs

In conjunction with the Title V funding and grant award process, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) continued to provide training and technical assistance (TTA) and other support for Title V to States and communities throughout FYs 2006 and 2007. 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 stage of the comprehensive risk- and protection-focused planning process. Ongoing TTA is also available to ensure that current Title V grantees have the skills they need to successfully implement and monitor their delinquency prevention strategies. OJJDP also has developed and maintains the *Model Programs Guide (MPG)*, an online repository of programs that have been evaluated and determined to be effective.

## Title V Training in FY 2006

OJJDP offers a three-part series of trainings to prepare communities to write successful 3-year delinquency-prevention plans. OJJDP also offers advanced specialized Title V training.

In FY 2006, a total of 360 participants from 115 communities took part in Title V training. The first session in the series, the Community Team Orientation Training, brings together key local leaders and members of the PPB and provides an overview of the Title V model. This first session was taught to 35 participants from 13 communities. The second session, Community Data Collection and Analysis Training, helps participants review, analyze, prioritize, and present the risk and protective factor data they have collected. This training was provided to 76 participants from 25 communities. The third session, Community Plan and Program Development Training, centers on developing 3-year, comprehensive, data-driven delinquency

prevention plans and on identifying and selecting appropriate strategies using the *Model Programs Guide*. This training was offered to 44 participants from 12 communities. The States that participated in this series of trainings were Alaska, Hawaii, Kentucky, Massachusetts, Michigan, South Dakota, and the District of Columbia.

OJJDP offers States advanced, specialized Title V training in performance measurement and evaluation, evidence-based practices, and sustainability. Communities, Title V subgrantees, juvenile justice specialists, and Title V coordinators participate in these trainings. In FY 2006, 205 participants from 65 communities in 31 States and the District of Columbia took part in these trainings.

## Title V Training in FY 2007

In FY 2007, a total of 281 participants from 138 communities participated in Title V trainings. The first training, Community Team Orientation, was taught to 63 participants from 10 communities. The second training, Community Data Collection and Analysis, was taught to 29 participants from 6 communities. The third training, Community Plan and Program Development, was taught to 26 participants from 7 communities. The States that participated in this series of trainings were Delaware, Michigan, and Mississippi.

The Office provided advanced training on performance measurement, model programs, and evidence-based practices to 163 participants from 114 communities in Kentucky, Louisiana, New Jersey, and Utah.

## Model Programs Guide

Developed as part of the Title V Program, OJJDP's online *MPG* is a popular user-friendly tool available to practitioners and communities for use in

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implementing evidence-based prevention and intervention programs. The *MPG* database of evidence-based programs covers the entire continuum of youth services from prevention through sanctions to reentry and addresses a range of issues, including substance abuse, mental health, and education programs. Juvenile justice practitioners, administrators, and researchers can use the *MPG*, which has profiles of more than 175 programs, to enhance accountability, ensure public safety, and reduce recidivism.

During FY 2007, OJJDP added two new components to the Guide to help policymakers address the issue of the disproportionate number of minority youth who come into contact with the juvenile justice system. First, the Office expanded the Guide to include strategies and programs that are effective in reducing disproportionate minority contact (DMC) and continues to accept nominations of DMC-reduction initiatives believed to be effective. Programs are eligible for nomination if they have been in operation for at least 2 years and have data documenting their effectiveness.

Second, OJJDP added a DMC Reduction Best Practices Database to help jurisdictions develop initiatives to reduce DMC. The database provides guidelines for choosing strategies and developing intervention plans, and presents a conceptual

framework similar to the risk and protective factor framework used in prevention research. It helps jurisdictions plot a course through the mixture of programs, services, and activities to determine the most appropriate strategy for addressing the conditions that contribute to DMC.

## Title V Evaluation

OJJDP released *The National Evaluation of the Title V Community Prevention Grants Program* in FY 2006. The report presents findings from an evaluation that examined sites in 11 communities in 6 States that implemented the basic principles of the Community Prevention Grants Program. Specifically, the report examines how the program affected these communities, including the benefits they received and the challenges they encountered. It also analyzes the national evaluation team's efforts to design and implement a national assessment that balances the information needs of the Federal Government with the evaluation capacity of local Title V communities. Findings from the national evaluation have helped OJJDP refine the Title V model. At the time the report was drafted, more than 1,500 communities had received Title V grants. Findings of the evaluation can be accessed from the OJJDP Web site at [www.ojjdp.ncjrs.gov/publications/212214.html](http://www.ojjdp.ncjrs.gov/publications/212214.html).

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# Next Steps in Delinquency Prevention

The Title V Community Prevention Grants Program began 14 years ago to promote and support research-based prevention activities. As presented in this report, States and communities have 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 presents the analysis of the second and third rounds of performance measurement data. These measures have enabled the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to determine more objectively the program's contribution to its overall mission as an agency. The measures also provide States and local projects with important data 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 that do not perform well and might benefit from targeted training and technical assistance or a redesign of their approach.

In fiscal year (FY) 2008, OJJDP will concentrate on three key areas to enhance the positive impact of the limited Title V funds:

**Supporting the participation of faith-based organizations.** 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 Title V guidelines make it clear that Prevention Policy Boards (PPBs) should

include as broad a representation of their communities as possible, including faith-based groups. 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.

To support this direction as it applies to Title V, OJJDP presented a training session on ways for States to reach out to faith-based organizations at its annual national training conference for State advisory groups in Nashville, TN, in August 2008. The session—"Building a Relationship With Faith-Based Organizations"—provided State advisory group members and State program staff with strategies and practices for reaching out to faith-based organizations and developing partnerships. A plenary session on faith-based groups was also held at the conference.

With the development of its Title V performance measures, OJJDP can 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 participants' needs.

**Supporting the Title V model.** Since 2005, OJJDP has developed and expanded its Socioeconomic Mapping and Resource Topography (SMART) tool, a Web-based planning instrument for policymakers

and decisionmakers. SMART allows users to pinpoint local areas of crime and delinquency and target their resources accordingly by using the geographic information and Web-based mapping system. Along with maps, SMART can generate tables and graphs that illustrate a wealth of data on socioeconomic factors such as housing, population, crime, health, and mortality. Data sources include the U.S. Census Bureau and OJJDP's Statistical Briefing Book. Additional data come from other Federal agencies, including the U.S. Departments of Health and Human Services, Labor, and Housing and Urban Development, and from KIDS Count, an Annie E. Casey Foundation initiative that tracks the status of children in the United States. OJJDP is working with other Federal agencies and partners, including the Mapping and Analysis for Public Safety Program at the National Institute of Justice and the International Association of Chiefs of Police, to refine the system.

OJJDP has significantly enhanced the system to allow users to upload and maintain their own individualized databases (e.g., crime statistics, offender locations, and community programs) and view their data in relation to all of the data and information maintained in SMART. OJJDP will add more functions and data elements to the SMART system, including the FBI's Uniform Crime Reports for the past 10 years and a comprehensive list of all public juvenile residential facilities.

The Office has incorporated the SMART system into its grant application process, requiring applicants for funding to provide program location information in their applications since FY 2006. OJJDP also requires State advisory groups and designated State agencies to use SMART when they target subawards based on need. In addition, OJJDP grant managers use SMART to view all open and active formula, block, discretionary, earmark, and subawards. OJJDP also uses the system to show Congress where OJJDP grants are targeted.

OJJDP is tailoring SMART to serve the needs of Title V PPBs to help them identify risk and protective factors in targeted communities and justify their decisions on where they should fund programs or allocate resources. OJJDP presented training for Title V grantees on how to use the SMART tool at

the national training conference for State advisory group members in August 2008. The Office continues to reach out to the States to gain their support and is actively encouraging them to take the SMART training.

**Refining the Title V performance measurement system.** In FY 2004, OJJDP began providing increased support to States in identifying and implementing performance measures to help assess the effects of their delinquency prevention efforts. OJJDP is closely examining the information received through the second and third rounds 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, through which States submit their performance measurement data to OJJDP, based on user comments, to make it easier to use and will incorporate data checks that will improve the quality of the performance data that OJJDP receives. 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.

Over the past 14 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 worked 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 Office'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 can be sustained beyond Title V funding.





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