

Juvenile Accountability Block Grants Program

2006–2007 Report to Congress



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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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J. Robert Flores, Administrator
Office of Juvenile Justice and Delinquency Prevention

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Foreword

I am pleased to present the *Juvenile Accountability Block Grants (JABG) Program Report to Congress* for fiscal years 2006 and 2007. During my time as Administrator, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and its partners at the State and local levels have instituted many improvements to the program; one of our most important achievements was the introduction and implementation of a system to measure the performance of local accountability efforts.

In 2003, OJJDP introduced a series of JABG performance measures to better determine how well local accountability-based 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 efforts to hold juvenile offenders accountable for their offenses and to improve local juvenile justice systems. This Report presents the results and analysis from the third and fourth rounds of performance measurement data collected from the States and territories and analyzed by OJJDP.

OJJDP is encouraged by what the performance data reveal. States and local governments have embraced the performance measurement initiative, with more States submitting performance measurement data for these reporting cycles than for the first two cycles. The data show that grantees are using their JABG funds to make a difference in the specific outcomes that OJJDP and the Office of Justice Programs deem important. More communities are using evidence-based practices, accountability programming, and interagency communications in juvenile justice systems across the Nation. While the amount of JABG funds allocated to recipients tends to be modest, these funds play a critical role in helping programs and agencies maintain existing services.

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.

In addition to presenting the analysis of the performance measurement data, this Report also outlines the factors that affect the collection of JABG data, accomplishments at the local level, OJJDP's training and technical assistance efforts in support of the JABG program, results from the Tribal Juvenile Accountability Discretionary Grants Program, and OJJDP's planned enhancements to the JABG program.

Holding youth accountable for their delinquent acts is a matter of basic justice. It is also a practical way to combat delinquency and improve the quality of life in the Nation's communities. OJJDP looks forward to continuing partnerships with stakeholders at the Federal, State, and local levels to ensure that all youth benefit from an accountability-based approach to juvenile justice.

J. Robert Flores

Administrator

Office of Juvenile Justice and Delinquency Prevention

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Chapter 1: Introduction to OJJDP's Juvenile Accountability Block Grants Program

Holding youth accountable for their delinquent behavior is a cornerstone of the national response to juvenile delinquency. By consistently applying accountability-based sanctions that take into account the developmental stage of the offender and the severity of the offense, juvenile justice systems strive to foster individual responsibility while protecting public safety and enhancing quality of life.

Since 1998, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has helped States and communities implement accountability-based programs through the Juvenile Accountability Block Grants (JABG) program. The JABG program awards Federal block grants to the 50 States, the District of Columbia, and the 5 territories¹ to encourage them and units of local government to implement accountability-based programs and services and thereby strengthen the juvenile justice system. States (grantees) must pass through at least 75 percent of these funds to units of local government (subgrantees). States may apply for a waiver of the passthrough requirement if they demonstrate that the State, as opposed to units of local government, bears the primary financial burden for administering the juvenile justice system.

Congress uses a formula based on the State's juvenile population to determine each State's annual allocation. The Justice Research and Statistics Association (JRSA) calculates local

allocations using a formula based on local law enforcement expenditures and the number of local violent crimes reported for the 3 previous years. The States may use the JRSA-generated calculations (about 90 percent of them do) or conduct their own calculations.

How JABG Works

As Congress envisioned it, the goal of the JABG program is to reduce juvenile offending through accountability-based programs focused on offenders and State and local juvenile justice systems. Accountability means holding a juvenile who has violated the law (as determined by admission or by adjudication) responsible for this behavior by imposing consequences or sanctions that are proportionate to the offense. These sanctions can include restitution, community service, victim-offender mediation, intensive supervision, house arrest, or confinement (see sidebar, "Graduated Sanctions," page 2). The JABG program is based on research studies on youth and juvenile offenders that have demonstrated that applying consequences or sanctions swiftly, consistently, and in a graduated manner commensurate with the severity of the offense and the offender's prior criminal history work best in preventing, controlling, and reducing the likelihood of subsequent violations (Griffin, 1999).

States and subgrantees can spend their JABG funds on programs in 17 distinct purpose areas defined by Congress and listed in exhibit 1 (page 6). The purpose areas fall under four broad types of activities: hiring staff, training staff, building infrastructure, and implementing direct service programs. OJJDP requires all

¹ The territories are the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands.

JABG recipients to assess and report on their funded activities annually. An analysis of the data on State JABG activities can be found in chapter 2. The JABG program also provides States and units of local government with information about “best practices”—juvenile justice programs or interventions that research has proven effective.

Legislative Mandate

The House of Representatives passed the Juvenile Accountability Incentive Block Grants (JAIBG) Act in 1997 under Title III of H.R. 3, the Juvenile Crime Control Act of 1997. Congress first funded the program through an appropriations act in fiscal year (FY) 1998 (Public Law 105–119, 111 Stat. 2440). OJJDP, a component of

the Office of Justice Programs in the U.S. Department of Justice, is the administering agency. Section 12102 of the 21st Department of Justice Appropriations Authorization Act (Public Law 107–273, 116 Stat. 1758), codified at 42 U.S.C. 3796ee, included provisions to change the name of the JAIBG program to the Juvenile Accountability Block Grants program, expand the number (from 12 to 16) and scope of the purpose areas, refine the program’s reporting and monitoring requirements, and include funding of the program as part of Title I (Part R, Chapter 46, Subchapter XII–F) of the Omnibus Crime Control and Safe Streets Act. This *Report to Congress* meets the reporting requirements spelled out in the Omnibus Crime Control Act.

Graduated Sanctions

Professionals working in an effective accountability system must have the latitude to apply increasingly restrictive sanctions as a juvenile’s offending behavior becomes more serious. Graduated sanctions programs handle cases and offenders according to the circumstances of each offender and offense. As described below, graduated sanctions include immediate sanctions, intermediate sanctions, secure corrections, and aftercare.

Immediate sanctions include community service, informal hearings, balanced and restorative justice, family group conferences, citizen hearing panels, diversion, victim-offender mediation, mentoring, teen courts, and restitution. This level of accountability is appropriate for most first-time misdemeanor offenders, nonviolent offenders, and repeat offenders of minor offenses.

Intermediate sanctions include community-based corrections, intensive supervision, day treatment, probation, electronic monitoring, house arrest, and alternative schools. This level of accountability is most appropriate for juveniles who continue to offend after receiving immediate sanctions, who are involved in drug trafficking, or who are violent offenders in need of supervision, structure, and monitoring but for whom institutionalization is excessive.

Secure corrections programs serve the small percentage of serious, violent, and chronic offenders who threaten public safety. These sanctions are appropriate for young offenders who cannot be treated without confinement. In the past, such confinement consisted of large, centralized facilities that often lacked services for juveniles and did not have a connection with their communities. The benefits that smaller, secure facilities can provide include a fuller set of services (counseling, education, and training); greater family contact; and an opportunity for offenders to be reintegrated gradually into the community.

Aftercare programs begin during confinement and provide a high level of social control and treatment services to prepare young offenders for reintegration into the community. Effective aftercare develops a seamless system of services across formal and informal social control networks that establish a framework to prevent recurring antisocial behavior.

In addition to being eligible for JABG funds as a unit of local government, American Indian/Alaska Native tribes, as defined by Section 102 of the Federally Recognized Indian Tribe List Act of 1994 (25 U.S.C. 479a), or a consortium of such tribes, are eligible for JABG funding through OJJDP's Tribal Juvenile Accountability Discretionary Grants (T-JADG) program. OJJDP awards cooperative agreements on a competitive basis, and tribes can pursue these awards through the T-JADG program. (For more information about the program, see chapter 3.)

This Report provides an overview and analysis of the third and fourth rounds of State performance data for the 2006 and 2007 reporting cycles, thumbnail sketches of how the States are using JABG funds, a description of activities funded by the T-JADG program, details on OJJDP's active support for the program, and next steps in the further development of the JABG program.

Chapter 2: Results From the Third and Fourth Collections of JABG Data

Beginning with fiscal year (FY) 2004, OJJDP has required all States and territories receiving Juvenile Accountability Block Grants (JABG) to submit annual performance data. The JABG program was the first major OJJDP grant program to implement such extensive, quantitative performance measures.

OJJDP provides a menu of approximately 300 output and outcome performance indicators from which grantees can select. The indicator list is organized by the 17 purpose areas under which grantees may allocate their program funds (shown in exhibit 1, page 6). Fund recipients submitted data for at least one indicator of output performance, one indicator of short-term outcome performance, and one indicator of intermediate outcome performance.

As OJJDP expanded its performance measurement system, the Office developed a list of “core” measures that it applies to all juvenile justice programs.² OJJDP developed mandatory performance indicators to ensure that all grantees report on these core measures. OJJDP added mandatory indicators to the JABG program for the 2007 reporting period (April 1, 2006–March 31, 2007). As shown in exhibit 2 (page 7), although the long-term outcome indicator requires all grantees to report the

² These are the measures that OJJDP reported as part of its 2006 Program Assessment Rating Tool review of Juvenile Justice Programs. For more information, go to the ExpectMore.gov Web page, “Program Assessment: Juvenile Justice Programs,” available at www.whitehouse.gov/omb/expectmore/summary/10003813.2006.html. (Accessed January 9, 2009.)

number and percentage of youth served who reoffend, the data required by the other indicators vary based on whether a program provides direct services to youth and families or uses JABG funds for juvenile justice system improvement. OJJDP did not apply the mandatory indicators retroactively to programs, so grantees reported data for mandatory indicators only for the 2007 reporting period.

Reporting Cycles and Periods

Grantees and subgrantees report their performance data on an annual reporting cycle, which consists of a 12-month reporting period (during which subgrantees collect performance data) and a 3-month data submission period. For example, grantees and subgrantees collecting JABG data during the April 1, 2006–March 31, 2007, reporting period submitted the data during the period April 1, 2007–June 30, 2007. Exhibit 3 (page 7) shows the progression of reporting cycles for the JABG program and displays in bold type the reporting cycles described in this Report.

Limitations of the JABG Data

Where possible, OJJDP has compared the performance data from the third and fourth reporting cycles with those from the first and second cycles. These comparisons offer a view of the impact of the JABG program over time. But these comparisons are limited in four important ways:

- ◆ **Different reporting period lengths.** The first cycle of JABG data (2004) captured performance

Exhibit 1. Juvenile Accountability Block Grants Program Purpose Areas

Purpose Area	Description of Purpose
1. Graduated sanctions	Developing, implementing, and administering graduated sanctions for juvenile offenders.
2. Corrections/detention facilities	Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of personnel.
3. Court staffing and pretrial services	Hiring juvenile court judges, probation officers, and court-appointed defenders and special advocates, and funding pretrial services (including mental health screening and assessment) for juvenile offenders, to promote the effective and expeditious administration of the juvenile justice system.
4. Prosecutors (staffing)	Hiring additional prosecutors to prosecute more cases involving violent juvenile offenders and thereby reduce backlogs.
5. Prosecutors (funding)	Providing funding to enable prosecutors to address drug, gang, and youth violence problems more effectively and for technology, equipment, and training to help prosecutors identify and expedite the prosecution of violent juvenile offenders.
6. Training for law enforcement and court personnel	Establishing and maintaining training programs to help law enforcement and other court personnel prevent and control juvenile crime.
7. Juvenile gun courts	Establishing juvenile gun courts for the prosecution and adjudication of juvenile firearms offenders.
8. Juvenile drug courts	Establishing drug court programs to provide continuing judicial supervision of juvenile offenders with substance abuse problems and to integrate the administration of other sanctions and services for such offenders.
9. Juvenile records systems	Establishing and maintaining a system of juvenile records designed to promote public safety.
10. Information sharing	Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social service agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts.
11. Accountability	Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies.
12. Risk and needs assessment	Establishing and maintaining programs to conduct risk and needs assessments of juvenile offenders that facilitate effective early interventions and the provision of comprehensive services, including mental health screening and treatment and substance abuse testing and treatment.
13. School safety	Establishing and maintaining accountability-based programs designed to make schools safe.
14. Restorative justice	Establishing and maintaining restorative justice programs.
15. Juvenile courts and probation	Establishing and maintaining programs to enable juvenile courts and juvenile probation officers to more effectively and efficiently hold juvenile offenders accountable and reduce recidivism.
16. Corrections/detention personnel	Hiring detention and corrections personnel and establishing and maintaining training programs for them to improve facility practices and programming.
17. Reentry*	Establishing, improving, and coordinating prerelease and postrelease systems and programs to facilitate the successful reentry of juvenile offenders from State or local custody in the community.

*The 17th purpose area, Reentry, was added in 2006.

**Exhibit 2. Mandatory Performance Indicators for the JABG Program
(Effective for Awards Active as of April 1, 2006)**

Indicator Type	Direct Service Programs	System Improvement Programs
Output	Number and percentage of eligible youth served using graduated sanctions	JABG funds awarded for system improvement (i.e., hiring or training staff or increasing system capacity)
Short-term outcomes (realized during program)	Number and percentage of program youth completing program requirements	Number and percentage of programs/initiatives employing best practices
	Number and percentage of program youth who reoffend	
Intermediate-term outcomes (realized after initial implementation)	Not applicable	Number and percentage of eligible youth served using graduated sanctions
		Number and percentage of youth with whom a best practice was used
Long-term outcomes (realized 6–12 months after completing JABG program)	Number and percentage of program youth who reoffend	Number and percentage of program youth who reoffend

Exhibit 3. JABG Performance Measurement System Reporting Cycles

Reporting Cycle	Data Reporting Period	Data Submission Period	Documents in Which Data Are Reported
First cycle	October 1, 2003–March 31, 2004	April 1, 2004–June 30, 2004	<i>2004 JABG Report to Congress</i>
Second cycle	April 1, 2004–March 31, 2005	April 1, 2005–June 30, 2005	<i>2005 JABG Report to Congress</i>
Third cycle	April 1, 2005–March 31, 2006	April 1, 2006–June 30, 2006	<i>2006–2007 JABG Report to Congress</i>
Fourth cycle	April 1, 2006–March 31, 2007	April 1, 2007–June 30, 2007	
Fifth cycle	April 1, 2007–March 31, 2008	April 1, 2008–June 30, 2008	<i>2008 JABG Report to Congress</i>
Sixth cycle	April 1, 2008–March 31, 2009	April 1, 2009–June 30, 2009	<i>2009 JABG Report to Congress</i>

data for the 6-month period³ October 1, 2003–March 31, 2004, but subsequent rounds covered 12-month periods (April 1–March 31). On account of the difference in the length of time measured, only the percentages reported can be compared directly, not the raw data.

- ◆ **Variability in subgrantees.** Because they look at a variety of factors in determining funding from cycle to cycle, including past performance and local juvenile justice priorities, States do not necessarily fund the same subgrantees or the same activities across multiple reporting cycles. For that reason, the data for each period provide an aggregate picture of the accomplishments of the JABG program rather than a running account of what a specific subgrantee accomplished.
- ◆ **Variability in grantee/subgrantee activities and performance indicators.** According to JABG grantees, one of the biggest strengths of the JABG program is that it allows them broad latitude in selecting activities to fund. In addition, prior to the 2007 reporting cycle, subgrantees were free to select the performance indicators they deemed most relevant to their goals. This meant that subgrantees conducting the same activities did not necessarily report the same performance data. As a result, the number of subgrantees who reported on any one indicator varied considerably. Rather than reporting indicator-specific data, this report presents data based on larger constructs that underlie the indicators (e.g., youth accountability).
- ◆ **Changes in performance reporting requirements.** As noted earlier, OJJDP introduced mandatory indicators to JABG grantees

³ The first data reporting period covered a 6-month period because of the timing of the release of the measures in December 2003. Because OJJDP asked grantees and subgrantees to reconstruct their data for some of this initial period, the Office decided that focusing on a shorter 6-month interval would provide better quality data rather than asking for a longer period of reconstruction.

during the 2007 reporting cycle. As a result, grantees reported much more consistent data across programs and purpose areas. In addition, OJJDP can now aggregate JABG data with data from other juvenile justice programs it funds. A possible downside is that grantees may stop reporting data for the original indicators, which are now offered as additional options for reporting. This will limit OJJDP's ability to compare data received before the 2007 reporting cycle with information received subsequently.

2006 and 2007 JABG Results

This section presents the performance data for the third and fourth JABG reporting periods, April 1, 2005–March 31, 2006, and April 1, 2006–March 31, 2007. The data represent information that States collected from their subgrantees. The final responsibility for the accuracy and validity of these data rests with the State/territorial JABG grantees who submitted them to OJJDP.

Respondent Characteristics

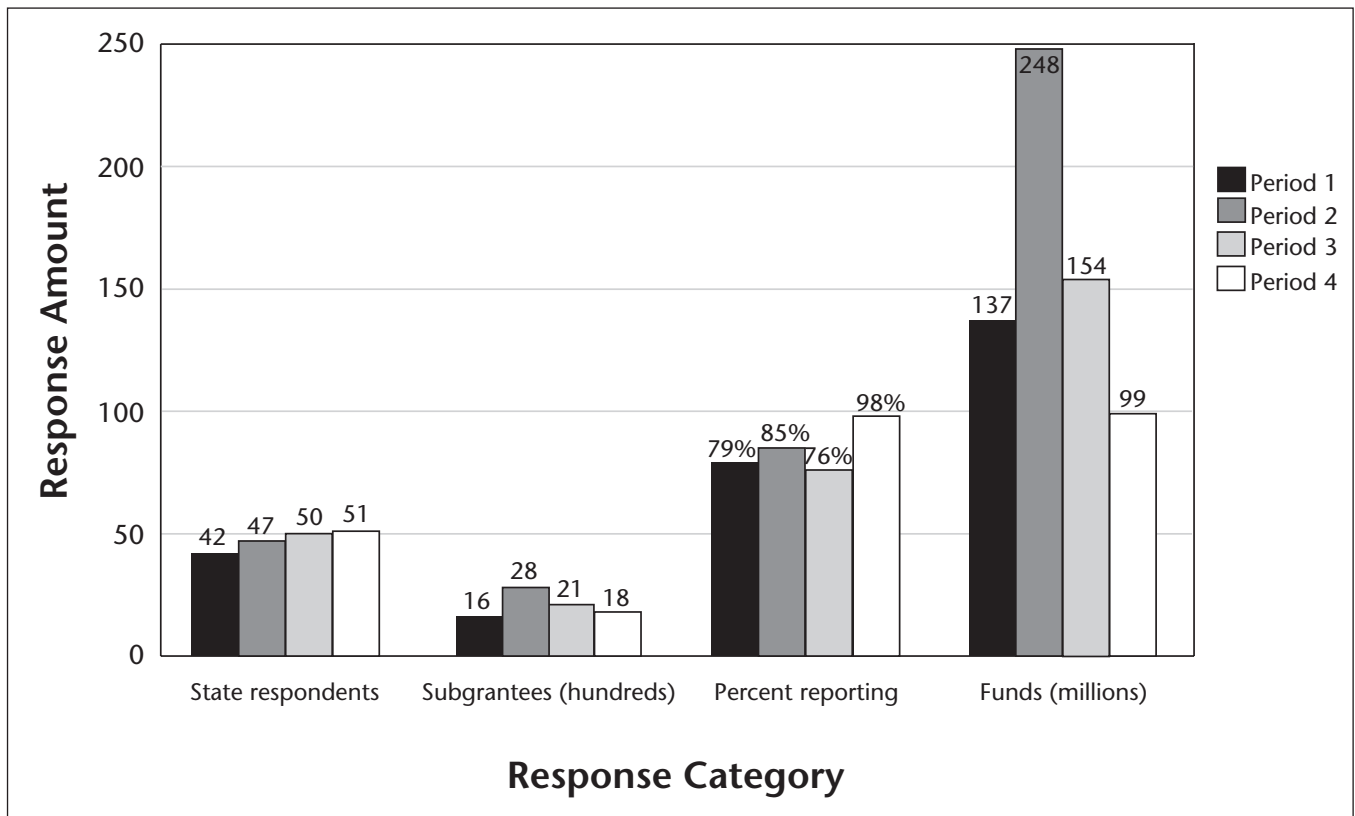
For the 2006 reporting period, 50 of 56 JABG grantees (89 percent) submitted performance data. Hawaii, Nevada, New Mexico, the Northern Mariana Islands, Puerto Rico, and the District of Columbia did not submit data. States and territories submitted information about approximately 2,055 subgrants;⁴ they reported performance data for 1,567 (76 percent) of those subgrants.⁵

For the 2007 reporting period, 51 of 56 JABG grantees (91 percent) submitted performance

⁴ This number is an estimate because to expedite reporting, some grantees reported data aggregated across multiple subgrants. In addition, selected subgrantees received grant modifications late in the reporting cycle and reported the additional funds as separate subgrants.

⁵ No performance data are available for the other 488 subgrants (24 percent) because the States issuing those subgrants determined that performance reporting would have imposed an undue burden on these recipients.

Exhibit 4. Response Rates for Reporting Periods 1–4



data. Maryland, Mississippi, Nevada, New Jersey, and the Virgin Islands did not submit data. In 2007, the year that OJJDP introduced mandatory indicators, States and territories reported performance data for all 1,830 subgrants. Exhibit 4 presents an overview of response rates since 2004.

Sources of Funding by Fiscal Year

Because JABG grantees have a multiyear funding period, they do not necessarily spend funds in the calendar year or fiscal year in which their funds are awarded. Thus, the specific funds a State may award to its subgrantees during a given fiscal year can actually derive from previous fiscal years. As shown in exhibit 5 (page 10), in the third reporting period, the 2,055 subgrants awarded accounted for approximately \$154 million and derived from 6 fiscal years (2001–2006). In the fourth reporting period, the 1,830 subgrants

awarded accounted for approximately \$99 million and derived from 6 fiscal years (2002–2007). However, the FY 2007 amount they spent during reporting period 4 was less than \$1 million (approximately \$30,000), so this amount does not appear in exhibit 5.

Funding Amounts by JABG Purpose Areas

Block grant funds were spent in 16 of the 17 JABG purpose areas during the 2006 reporting period and in all 17 JABG purpose areas during the 2007 reporting period.⁶ But, as shown in

⁶ Because the 17th purpose area was introduced to JABG grantees in FY 2006, OJJDP did not expect the States to submit performance data related to funds allocated to that area until the fourth reporting period. Exhibit 6 shows funding in millions of dollars. Any funding less than \$1 million does not show up in this exhibit.

Exhibit 5. Amount of JABG Funds Allocated to Subgrantees, by Fiscal Year

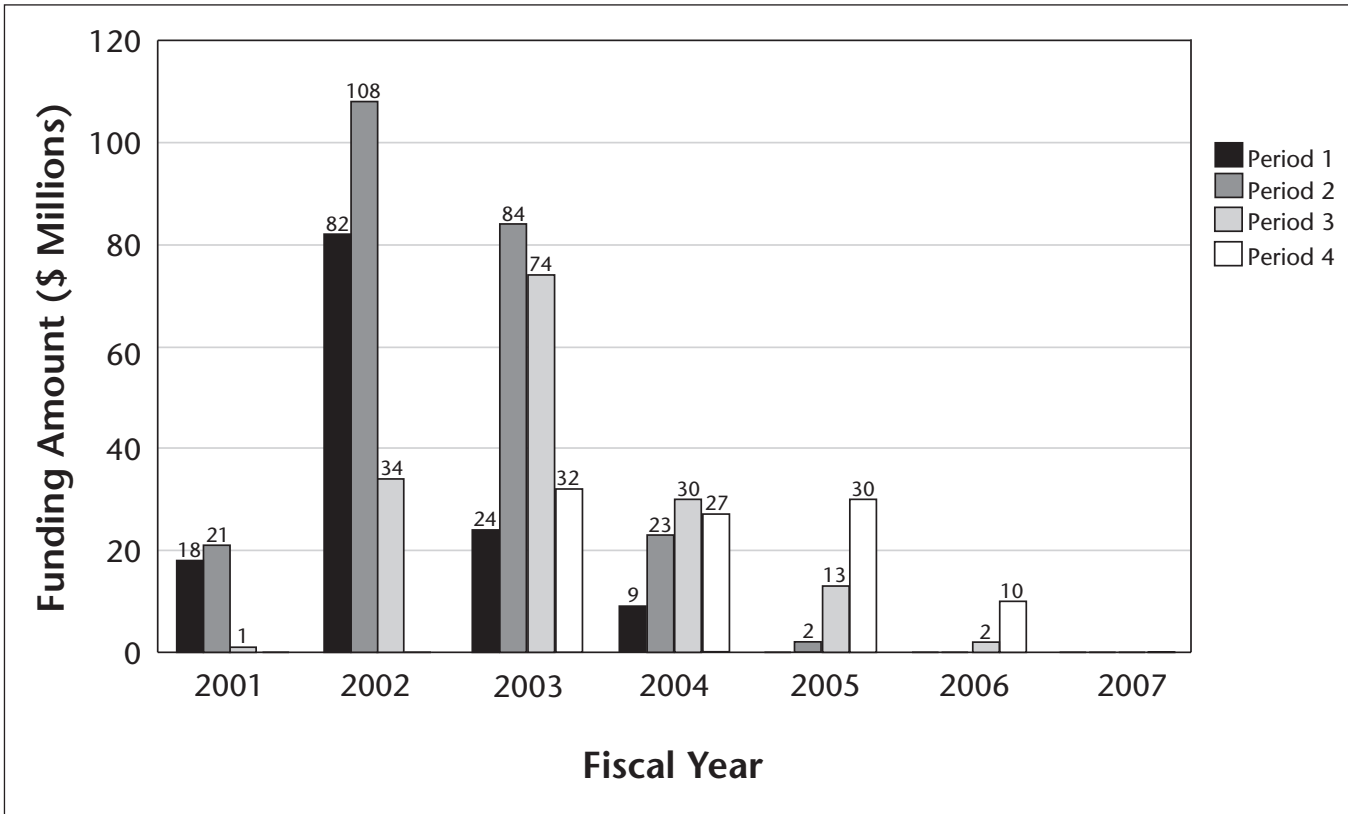


exhibit 6 (page 12), spending was greater for some purpose areas than for others. The third and fourth reporting period distributions followed a pattern established during the first two reporting periods, in which the bulk of JABG funds were expended in three purpose areas: information-sharing programs (purpose area 10), accountability-based programs (purpose area 11), and juvenile courts and probation (purpose area 15).

JABG Performance Data

This section presents JABG performance data in two ways. First, the data is presented within the JABG programmatic constructs. The performance data is then presented as it is associated with the mandatory indicators, which were reported for the 2007 reporting cycle.

JABG Programmatic Constructs

As noted in chapter 1, the JABG program funds four primary types of activities: hiring staff, training staff, building infrastructure, and implementing direct service programs. The performance data related to each activity are presented in exhibits 7–10:

- ◆ **Hiring staff.** During the 2007 reporting period, JABG grantees reported that 12 percent of the 100 new staff members were hired using JABG funds, as compared with 20 percent of 181 new staff members hired during the 2006 reporting period (the highest rate of all four reporting periods). Staff hired in 2006 consisted of 23 judges, 43 prosecutors, and 115 detention/corrections staff. Staff hired in 2007 included 1 judge, 11 probation

staff, 1 defender, 3 advocates, 1 pretrial staff, 35 prosecutors, and 48 detention/corrections staff. Exhibit 7 (page 12) compares the percentages of staff hired using JABG funds across all four reporting periods.

◆ **Training staff.** Grantees and subgrantees can use JABG funds to train law enforcement and court personnel, prosecutors, detention/corrections staff, and staff involved in gun or drug courts. As shown in exhibit 7, the percentage of program staff trained increased from 39 percent at the end of reporting period 2 (2005) to 43 percent at the end of reporting period 3 (2006). Approximately 22,809 hours of training were provided during that reporting period. By the end of reporting period 4 (2007), the percentage of program staff trained had increased to 78 percent, with approximately 10,614 hours of training provided during that reporting period. Exhibit 8 (page 13) shows the number of staff trained during each of the four reporting periods. The simultaneous increase in the percentage of staff trained and decrease in the number of staff hired suggests that JABG programs may have been operating with reduced staff sizes.

◆ **Building infrastructure.** Grantees and subgrantees can use JABG funds to build, expand, and/or renovate the physical plant, and to establish and maintain information-sharing mechanisms, such as partnerships. As shown in exhibit 9 (page 14), JABG grantees reported that building-related activities in detention/corrections facilities resulted in the creation of 867 additional client slots during reporting period 3 (2006), a 7-percent increase since reporting period 2 (2005). JABG grantees reported that building-related activities resulted in the creation of 777 additional client slots during reporting period 4 (2007). Exhibit 9 shows the change in the number of client slots across all four reporting periods.

Implementing direct service programs. Grantees and subgrantees can use JABG funds to

implement and operate a variety of accountability programs. These include specialty courts, restorative justice programs, programs using graduated sanctions, and assessment services. Exhibit 10 (page 15) shows the change in the number of direct service programs implemented across the four reporting periods. Grantees reported that 1,833 direct service programs operated with at least partial JABG funding during reporting period 3 (2006), a reduction of 1,671 from reporting period 2 (2005). During reporting period 4 (2007), 1,205 direct service programs operated with at least partial JABG funding, a decrease of 628 from reporting period 3.

JABG grantees' improved client processing. Client processing is an important concept because, as noted earlier, research suggests that juvenile sanctions are most effective as rehabilitation tools when they are administered swiftly. In the JABG program, this concept is measured in terms of the time between the infraction and the imposition of sanctions, and between the identification of service needs and the delivery of those services. According to each measure described below, JABG grantees improved client processing:

◆ **Time to sanction.** The average time between an infraction and a sanction during reporting period 3 (2006) was 3 days. This is a reduction of 28 days from the average time to sanction of 31 days during reporting period 2 (2005). During reporting period 4 (2007), the average time between an infraction and a sanction was 1 day, a reduction of 2 days from the average time to sanction during reporting period 3.

◆ **Time to service.** In reporting period 3 (2006), the average time between arrest and enrollment in a specialty court was 1.5 months, a reduction of approximately 20.5 months from the average of 22 months during period 2 (2005). The average time between arrest and enrollment in a specialty court averaged 0.3 months (8 days) during period 4 (2007), a reduction of 1.2 months from the average of 1.5 months (44 days) during reporting period 3.

Exhibit 6. Allocation of JABG Funds by Purpose Area, Reporting Periods 1–4

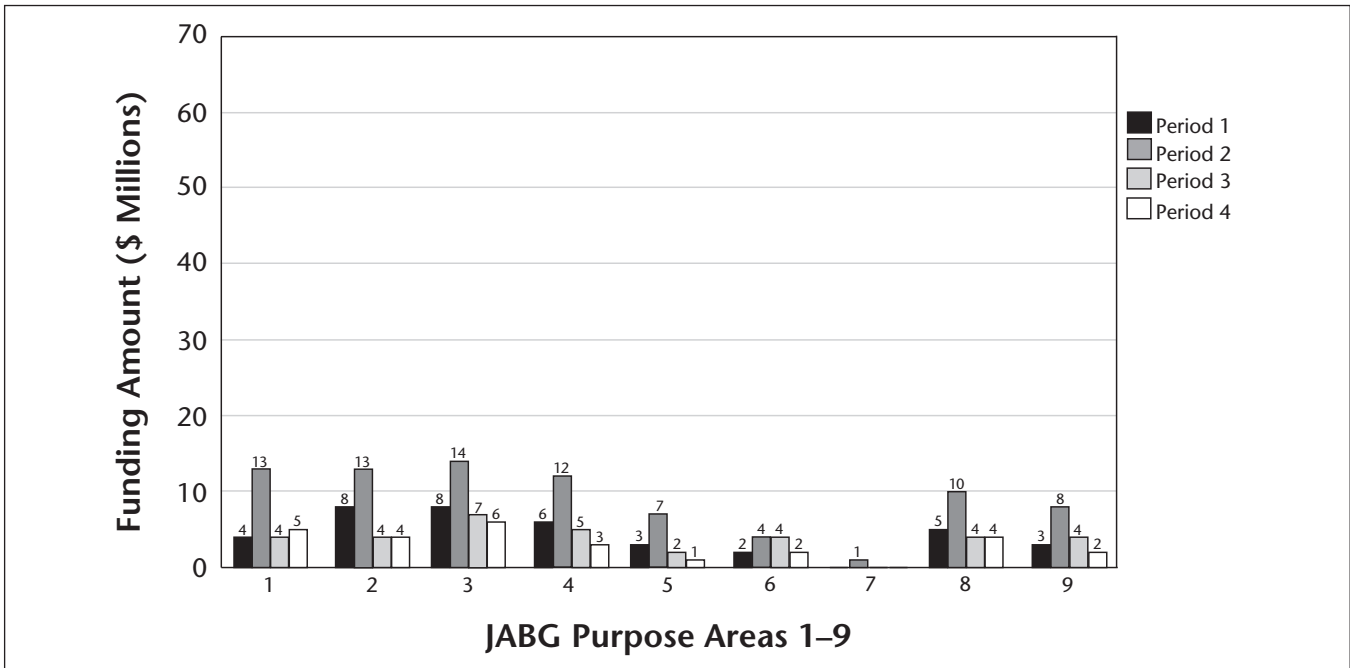


Exhibit 7. Percentage of Staff Hired and Trained Using JABG Funds, by Reporting Period

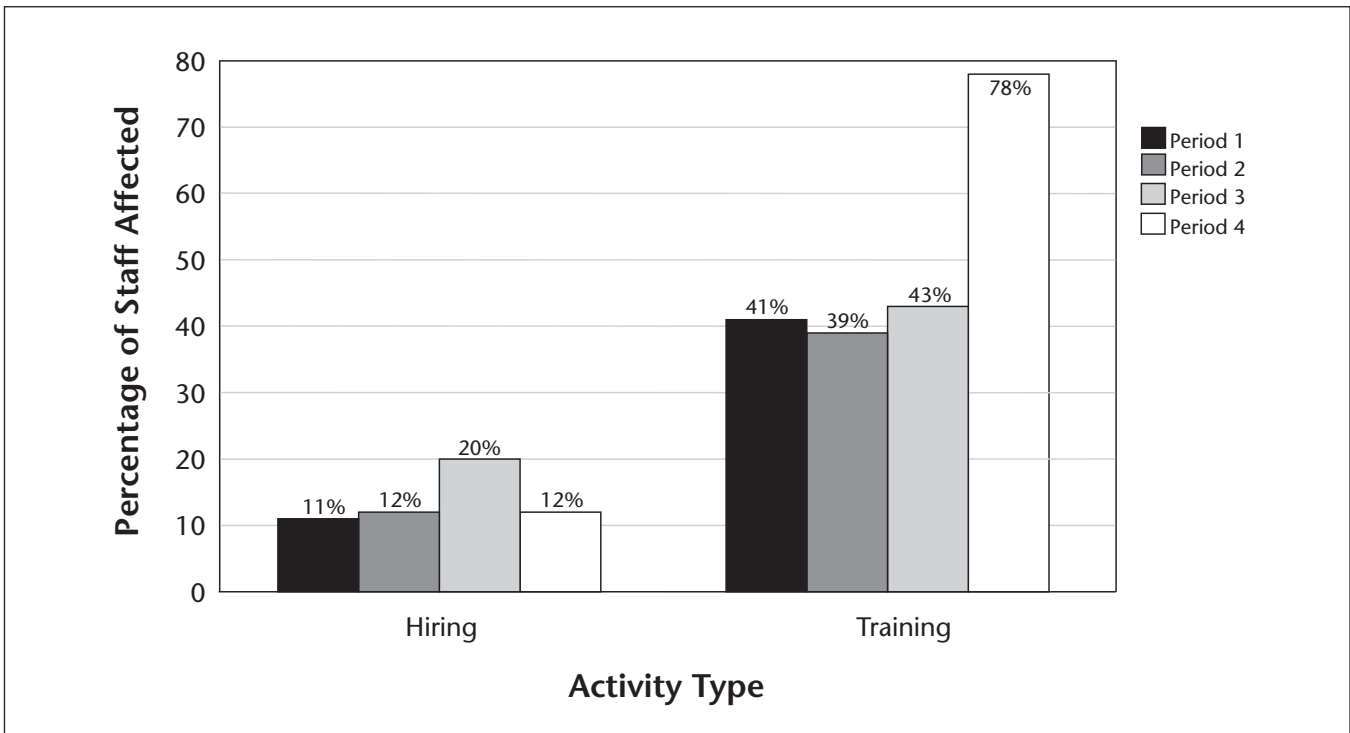


Exhibit 6. Allocation of JABG Funds by Purpose Area, Reporting Periods 1–4 (continued)

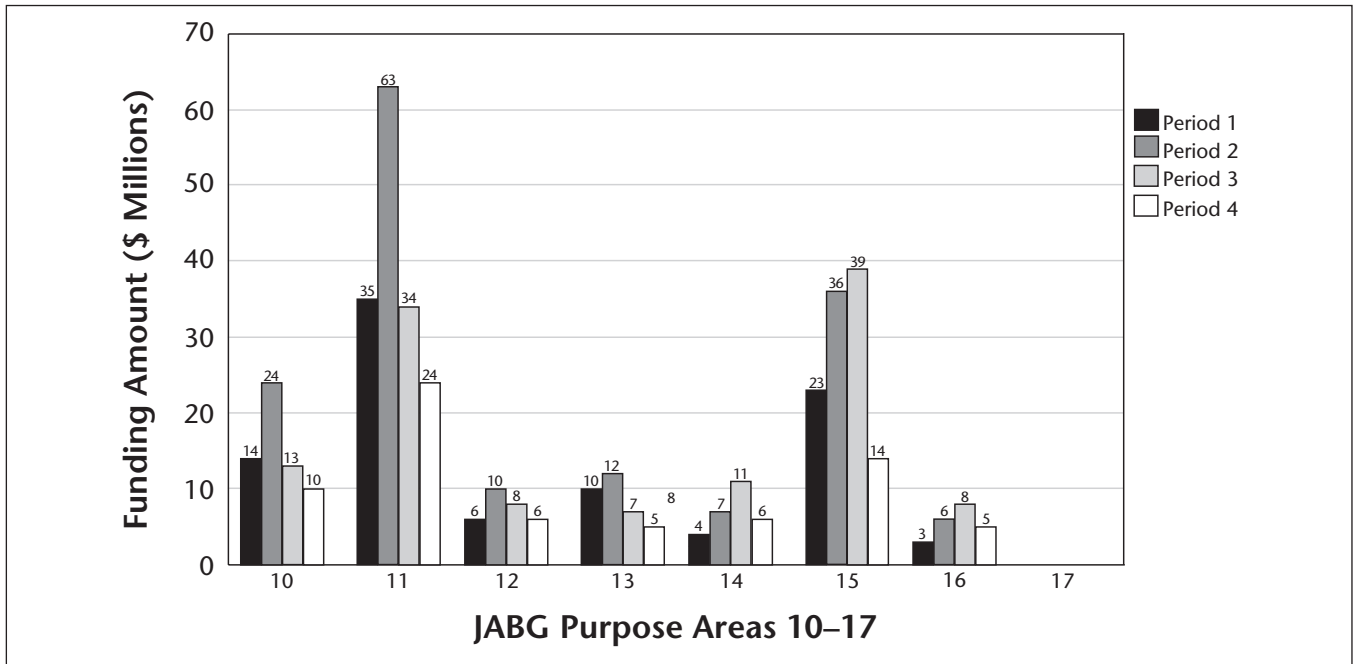


Exhibit 8. Staff Trained During Reporting Periods 1–4

Staff Type	Number Trained as of March 31, 2004	Number Trained as of March 31, 2005	Number Trained as of March 31, 2006	Number Trained as of March 31, 2007
Court (including specialty courts)	150	192	936	804
Prosecutors	233	257	0	153
Law enforcement	2,153	5,068	2,141	560
School safety	3,635	8,036	5,397	3,214
Corrections/detention	595	711	1,167	389
Nonspecific	4,678	6,115	10,085	5,944
TOTAL	11,444	20,379	19,726	11,064

Exhibit 9. Client Service Slots Added During Reporting Periods 1–4

Slot Type	Number Added as of March 31, 2004	Number Added as of March 31, 2005	Number Added as of March 31, 2006	Number Added as of March 31, 2007
Detention/corrections	821	808	867	777
Courts (including specialty courts)	18,713	21,925	25,964	16,865
Law enforcement	31,895	32,997	25,064	14,867
School safety	236	56	20	0
Restorative justice	1,392	1,676	2,123	1,191
Reentry	Not applicable*	Not applicable	Not applicable	0
TOTAL	53,057	57,462	54,038	33,700

*OJJDP introduced the 17th purpose area (reentry) to JABG grantees in FY 2006. Grantees and subgrantees started reporting these data during the fourth reporting period (2007).

JABG grantees' system capacity. For the JABG program, the grantees' system capacity is measured in three ways: the number of new treatment slots or openings created, the number of operational programs, and the percentage of eligible youth these programs serve:

- ◆ **Number of new client service slots created.** JABG-funded programs created a total of 54,038 additional client service slots in the 2006 reporting period, 3,424 fewer slots than in the 2005 reporting period. In the 2007 reporting period, 33,700 additional slots were created, a marked decrease of 20,338 from the 2006 reporting period.
- ◆ **Number of new operational programs.** In the 2006 reporting period, a total of 1,833 programs operated using JABG funds, 1,671 fewer programs than in the 2005 reporting period. In the 2007 reporting period, a total of 1,205 programs operated using JABG funds, a reduction of 628 from the 2006 reporting period.
- ◆ **Percentage of eligible youth served.** In the 2006 reporting period, a total of 218,636

youth were served by JABG-funded programs, an increase of 30,014 over the 2005 reporting period. However, the percentage of eligible youth served declined, from 69 percent in the 2005 reporting period to 54 percent in 2006. In the 2007 reporting period, a total of 235,154 youth were served, an increase of 16,518 youth from the 2006 reporting period. The percentage of eligible youth served during the 2007 reporting period increased to 79 percent.

Matching system response to youth needs.

System matching is an important intermediate outcome based on the concept of just punishment, which is a response calibrated to the severity of the delinquent act ("let the punishment fit the crime"). For the JABG program, this concept is measured in terms of the range of service options available, the rate at which youth receive the services they need, and the number of services each youth receives. This last measure is based on the assumption that youth involved with the justice system tend to have multiple service needs and that, up to a point, the more services they receive, the better the outcome:

Exhibit 10. Direct Service Programs That Became Operational During Reporting Periods 1–4

Program Type	Number as of March 31, 2004	Number as of March 31, 2005	Number as of March 31, 2006	Number as of March 31, 2007
Graduated sanctions	48	51	15	152
Accountability- based programs (general)	2,037	1,865	867	342
Accountability- based programs (school safety)	485	652	409	241
Restorative justice	99	109	47	170
Probation programs	777	827	495	300
Reentry	Not applicable*	Not applicable	Not applicable	0
TOTAL	3,446	3,504	1,833	1,205

* OJJDP introduced the 17th purpose area (reentry) to JABG grantees in FY 2006. Grantees and subgrantees started reporting these data during the fourth reporting period (2007).

- ◆ **Range of service options available.** The range of service options available increased from 4,978 during the 2005 reporting period to 6,671 during the 2006 reporting period but decreased to 1,998 during the 2007 reporting period.
- ◆ **Percentage of youth who received services they were assessed as needing.** The percentage of youth receiving services through an assessment process decreased from 91 percent during the 2005 reporting period to 76 percent during the 2006 reporting period but increased to 97 percent during the 2007 reporting period.
- ◆ **Services received per youth.** Programs receiving JABG funds during the 2006 reporting period reported that youth received an average of 1.2 services each. This was down from an average of 10 services per youth during the 2005 reporting period. During the 2007 reporting period, youth received an average of 1.6 services from programs receiving JABG funds.

Youth accountability increased. Youth accountability is measured as the rate of successful program completion, the percentage of youth who meet their intermediate program progress goals (in-program goals), the rate of youth noncompliance with program requirements, and rates of family-member compliance with and participation in juveniles' justice requirements:

- ◆ **Percentage of youth successfully completing their programs.** The percentage of youth who successfully completed their program requirements decreased slightly from 66 percent during the 2005 reporting period to 63 percent in the 2006 reporting period but increased to 74 percent during the 2007 reporting period.
- ◆ **Percentage of youth successfully meeting intermediate (in-program) requirements.** This rate fell by half—from 80 percent during the 2005 reporting period to 40 percent during the 2006 reporting period—but rose to 46 percent during the 2007 reporting period.

- ◆ **Percentage of youth exhibiting noncompliance with program requirements.** This rate increased from 14 percent during the 2005 reporting period to 24 percent during the 2006 reporting period and increased to 51 percent during the 2007 reporting period.
- ◆ **Percentage of family members attending nonmandatory specialty court appointments.** The rate of family participation reported for the 2005 period was 94 percent; data were not reported for this indicator during the 2006 and 2007 periods.

JABG grantees' system accountability. System accountability, a cornerstone of the JABG program, is a measure of how well grantees implement accountability programming. This concept is measured by the percentage of youth served in a program using an identified best practice (i.e., a practice recognized as sufficient or necessary for accountability) and by caseload size. The latter reflects a theory that smaller caseload size means more intensive, individualized, and high-quality services for youth. Results are mixed for the 2006 and 2007 reporting periods:

- ◆ **Percentage of youth served by a program using an identified best practice.** The percentage of youth served with a best practice fell from 87 percent during the 2005 reporting period to 65 percent during the 2006 reporting period but rose to 82 percent during the 2007 reporting period.
- ◆ **Percentage of youth served by a program using a necessary or sufficient practice.** The percentage of youth served with a necessary or sufficient practice fell from 72 percent during the 2005 reporting period to 60 percent during the 2006 reporting period and to 50 percent during the 2007 reporting period.
- ◆ **Percentage of youth served by a program using a recognized accountability practice.** The percentage of youth served using a recognized accountability practice fell from 79 percent in the 2005 reporting period to 63 percent in the 2006 reporting period. This

percentage rose to 79 percent during the 2007 reporting period.

- ◆ **Ratio of youth served to program staff.** The ratio of youth to staff increased slightly, from 32:1 during the 2005 reporting period to 35:1 during the 2006 reporting period. This ratio further increased to 43:1 during the 2007 reporting period.

JABG Performance Using Mandatory Indicators

The data presented here serve as a baseline against which future data can be compared:

- ◆ Seventeen percent of projects reported implementing an evidence-based model.
- ◆ Eighty-one percent (495,495 of 608,917) of youth eligible for graduated sanctions programs were served through those programs.
- ◆ Seventy-four percent of youth (148,724 of 201,083) successfully completed the JABG programs' requirements.
- ◆ Sixteen percent of youth (42,465 of 273,404) reoffended while participating in a JABG program (short-term reoffending measure).
- ◆ Seventeen percent of youth (41,795 of 247,583) reoffended 6–12 months after exiting the JABG program (long-term reoffending measure).

Accomplishments at the Local Level

Each year, juvenile justice specialists and State JABG coordinators identify communities that have achieved positive outcomes or sustained their JABG activities after the end of their grant period. This section features a few of these accomplishments and shows that communities continue to work toward their system improvement goals using JABG funds.

Purpose area 11: Accountability. In Bannock County, ID, the Constructing a Future program incorporates all three elements of the Balanced Approach to Restorative Justice for juveniles who cannot pay court-ordered restitution, probation fees, or detention fees. After completing

an interview, juveniles are hired at minimum wage to help remodel old homes and provide other related services to the community. Supervised by a probation officer, the juveniles learn construction skills such as sheetrocking, taping and texturing, painting, roofing, and landscaping. The youth are accountable to their victims and the community; they are working during the hours that are most conducive to juvenile crime; and they learn valuable vocational and employment skills in the construction trade. Bannock County has assumed the cost of operating Constructing a Future to preserve the program as JABG funds have decreased.

Purpose area 11: Accountability. In Lucas County, OH, the Community Control Initiative has created a system of graduated sanctions that provides an alternative to secure detention for preadjudicated youth. Based on the results of a risk assessment, judicial officials determine whether to release the youth or assign the youth to one of three dispositional alternatives: a secure detention facility for youth who pose a threat to the community or who are at risk for flight; a direct reporting center, where youth must engage in afterschool and weekend activities, random drug testing, educational programming, and community service; or home supervision monitored by client support workers and/or court surveillance staff. After an adjudicatory hearing, most youth are released from all levels of detention and placed on probation.

Since its inception in 2000, the program has served 6,000 youth and helped to reduce the average daily population in secure detention from 85 in 1999 to 61 in 2005. Funded primarily under JABG, the program began diversifying its funding in 2005 to include support from RECLAIM Ohio, Byrne Memorial Grant funds, and Title IV-E funds.

Purpose area 12: Risk and needs assessment. Kootenai County, ID, contracted with Powder Basin Associates for a chemical dependency outpatient program serving at-risk youth with mental health issues and/or substance abuse and related offenses. Powder Basin Associates

offers case management, individual counseling sessions, outpatient groups, and psychiatric evaluations. These services are provided at one location, allowing for timely services, access to treatment without waiting lists, and treatment for youth who lack private insurance or who are otherwise unable to pay. The contract is based on a set fee for services, thereby avoiding individual billing. Staff exchange prioritized information with probation staff, providing weekly feedback regarding clients' outcomes and attendance. As JABG funding has decreased, the county has picked up the balance of the cost to maintain the program.

Purpose area 15: Juvenile courts and probation. The Weekend Choices Program, run by the Rabiner Treatment Center in central Iowa, is an alternative to detention that provides male juvenile offenders ages 13 to 17 with structure and supervision similar to a residential treatment program. Youth serve between one and six weekends, depending on their offense. The program provides participants with short-term, intensive services that help them address their lack of impulse control and respect for authority and develop appropriate behavioral limits. Staff use cognitive restructuring counseling, group sessions, and educational resources for each youth. Initially, the program served adolescent males from three counties. The program has since been expanded to serve all of the Second Judicial District (22 counties) and some counties in the Third Judicial District. Recently, a model for girls has been implemented in central Iowa.

Outcomes include the following:

- ◆ Eighty percent of participants did not commit new offenses or violate probation 6 months after completing the program.
- ◆ After 3 years, an average of 80 percent of participants did not commit new offenses or violate probation 6 months after completing the program.
- ◆ After nearly 7.5 years, an average of 80 percent of participants did not commit new

offenses or violate probation 6 months after completing the program.

Purpose area 15: Juvenile courts and probation. The Cherokee County (GA) In-School Probation Officers Project provides probation “coaches” in each of the county’s high schools and middle schools to assist youth in addressing behavior problems and to provide tutoring resources and education on juvenile laws. The coaches supervise truants and probationers who have committed school-related offenses. They also work with participants’ families in developing a better relationship between the schools and probationers.

During FY 2007, Georgia provided \$27,000 in JABG funds to the juvenile court in Cherokee County to improve school attendance by assigning school personnel to mentor youth with poor attendance and disciplinary issues. These low-cost services allow youth and their families to access much-needed support. Sixty-two Cherokee County youth and their families benefited from these services. Juvenile court statistics show that 95 percent of the youth participating in the project had no new offenses reported. The Cherokee County school system has pledged to pick up the program’s cost once the grant ends in 2009.

Conclusions

Several broad conclusions can be drawn from the performance data collected and submitted during the third and fourth cycles of the JABG program performance measurement system. First, the system is gaining acceptance and adherence among grantees and subgrantees. Of the 56 States and territories receiving JABG funding, 50 (89 percent) submitted performance data during the 2006 reporting period and 51 (91) percent during the 2007 reporting period. At the same time, the amount of JABG funds reported as active during the reporting period and the number of active subgrants declined between the 2005 and 2006 reporting periods. The increase in the number of grantees who submitted data to the system reflects a growing

commitment to and acceptance of this performance measurement initiative even as JABG funding levels are decreasing.

As compared to the 2005 reporting period, the 2006 reporting period’s performance data show that JABG funds are having a reduced effect on the specific outcomes that the JABG program deems important. The data show decreases in the outputs of the number of staff hired and trained, as well as the number of additional service slots and new operational programs. With regard to outcome data, youth compliance with program standards (youth accountability) declined as did system accountability in terms of the levels, types, and quality of program services offered. But there were positive results in several administrative areas (e.g., the time between infractions and sanctions and the time between identification of a service need and delivery of services were reduced significantly). Another positive is that rates for several measures, such as the percentage of eligible youth served, which declined between the 2005 and 2006 reporting periods, showed increases in the 2007 reporting period.

OJJDP has learned much from the JABG system about how to implement performance measurement in a national grant program, and this experience informs the agency’s approach to implementing performance measurement for other grant programs. The importance of obtaining State buy-in and feedback on the development of the indicators led OJJDP to design and implement the system in stages. This staging of the performance measurement process has bought valuable time in which to conduct training and support State efforts to understand the performance measurement process and promote its adoption among subgrantees. Although it has meant that the pace of implementation has been slow, this additional time is clearly paying benefits: a steadily increasing number of States, territories, and subgrantees are building the capacity to collect and report the data needed for the system. OJJDP looks forward to the continued growth, development, and expansion of the system across other OJJDP grant programs.

Chapter 3: OJJDP Support of the JABG Program

This chapter examines the resources that OJJDP made available to the States to support their efforts to develop and implement accountability programs and report performance data, and highlights for the first time OJJDP's support for the Tribal Juvenile Accountability Discretionary Grants (T-JADG) program.

Juvenile Accountability Block Grants (JABG) training. OJJDP sponsored two topical trainings for juvenile justice professionals in 2006:

- ◆ **Gender-Responsive Programming for Girls, Track II**, was a 3-day program that addressed program and practice issues as they relate to girls. Focused on system integration, evidence-based practices, assessment, and outcome measurement, the training covered a wide variety of programs for girls, ranging from community-based prevention programs to intensive residential programs for offenders and intermediate programs for at-risk youth. Participants included youth services workers, parole and probation staff, and detention/corrections staff.
- ◆ **Mental Health Service Delivery for Youth in Detention/Corrections** was a 3-day training program for participants from juvenile detention/corrections centers, probation courts, and health and human services. Topics covered included treatment of mental health disorders, screening and assessment, interacting and responding to youth with mental health disorders, and developing an action plan.

Other training and technical assistance. OJJDP provided JABG training and technical assistance (TTA) for more than 1,000 juvenile justice staff from more than 30 jurisdictions in 2007. Training participants and technical assistance recipients included those who assist at-risk youth, incarcerated youth, youth on probation, children of incarcerated parents, mentally ill youth, teen parents, preadjudicated youth, homeless youth, dependent youth, youth younger than 10 years old, and youth volunteers. Both government and nonprofit organizations received TTA. Subjects covered included gang prevention and awareness; mental health issues; substance abuse and co-occurring disorders; strength-based programming; assessment of the court's organization, operations, and management; evaluation of risk and needs assessment instruments and processes; and strategic and action planning.

Other activities. Other program enhancements that OJJDP began implementing in April 2006 included:

- ◆ An improved Web-based Data Collection and Technical Assistance Tool (DCTAT) that allows grantees and subgrantees to go to a single Web site to submit data for the JABG, Formula Grants, and Title V programs.
- ◆ New reporting features on the Web site that enable grantees to create specific and customized reports describing their subgrantees' activities, funding, and performance data. OJJDP provided training on the new features.

- ◆ A series of targets for the JABG performance indicators, based on research on best-practice programs and on data from the performance measurement system showing past performance. The targets offer a benchmark against which to compare grantees' and subgrantees' performance. These comparisons will provide State and local programs with an important new tool for examining their effectiveness in specific purpose areas.

In 2007, OJJDP posted on its Web site a revised and updated edition of the *Juvenile Accountability Block Grants Program Guidance Manual*, which is designed to help States apply for, receive, obligate, and expend funds provided under the JABG program. It includes an overview of the program, a description of the application and award processes, and a glossary of terms. The manual is available at www.ojjdp.ncjrs.gov/jabg/files/2007_jabg_guidance_manual.pdf.

Tribal Juvenile Accountability Discretionary Grants Program

The JABG program includes a separate allocation to provide funds to federally recognized tribes to combat delinquency and improve the quality of life in American Indian/Alaska Native (AI/AN) communities. OJJDP awards T-JADG cooperative agreements to AI/AN communities to promote accountability-based reform and strengthen tribal juvenile justice systems by addressing 1 or more of the 17 T-JADG program purpose areas.

Since 2004, OJJDP has awarded 13 T-JADG cooperative agreements of up to \$300,000 to federally recognized AI/AN communities. Specific statutory authority for this program can be found at 42 U.S.C. 3796ee-1.

In fiscal year (FY) 2004, OJJDP awarded T-JADG grants to three tribes, and in FY 2005, four tribes received grants. In FY 2006, OJJDP made T-JADG awards to the Kenaitze Indian Tribe of Alaska, the Lummi Nation of Washington, and the Pueblo of San Felipe in New Mexico.

In FY 2007, OJJDP made T-JADG awards to three tribes. Following is a description of how the tribes allocated these funds:

- ◆ **Santa Clara Pueblo of New Mexico.** The proposed project will expand on work done under a FY 2005 Tribal Youth Program project. Under that grant, the tribe instituted a system of graduated sanctions applied to tribal youth before they entered the juvenile justice system. Under the T-JADG grant, the tribal court will reinstate that program; establish and maintain information-sharing capabilities among the tribe's juvenile and criminal justice systems, schools, and social services agencies; and enhance communication between the tribal juvenile court and juvenile probation officer. The program will serve about 60 youth between the ages of 11 and 17.
- ◆ **Nooksack Indian Tribe of Washington.** The Nooksack Youth Intervention Program, an accountability-based program, will operate out of the Nooksack Tribal Court. The tribe will hire a prosecutor to handle the juvenile caseload, especially violent offenders; enable the prosecutor to attend juvenile justice training so that the prosecutor may address drug/alcohol abuse, gang crimes, and violent crimes effectively; and establish and maintain programs to enable the court to hold juvenile offenders accountable and reduce recidivism. The project will serve approximately 270 youth between the ages 12 and 17.
- ◆ **Southern Ute Indian Tribe of Colorado.** For nearly 3 years, the Southern Ute Tribal Court has operated an accountability-based Wellness Court for juvenile alcohol and drug offenders. A Wellness Court Team made up of 17 community partners advises the judge of each client's progress toward wellness goals, including the results of urine analyses, school attendance, and participation in treatment. The team determines an appropriate consequence based on the participant's history of sanctions to date. The tribe recently partnered with the University of Colorado to conduct an evaluation of Wellness Court

impacts and outcomes. The project began in January 2007. The tribe recently purchased three data management systems to advance data studies. Over the course of the grant, the court expects to serve 150 youth between the ages of 10 and 17.

T–JADG Reporting for 2008

OJJDP is in the process of expanding its performance data collection efforts to include the T–JADG program. OJJDP will require all existing and new T–JADG grantees to report their data using the same performance indicators that current JABG grantees use. At the end of each reporting period, the data will be available to OJJDP for use either in reviewing the performance of the T–JADG program or for aggregation with JABG data to help OJJDP develop an overall picture of performance related to both accountability-based programs.

Starting in FY 2009, the T–JADG annual reporting period will run from October 1 through September 30. Grantees will submit performance data no later than 60 days after the end of the reporting period (November 29). Grantees will submit their data through OJJDP’s online data reporting tool, DCTAT. OJJDP will make the tool available for performance measure data submission on October 1 and keep

it open through November 29 of each year to accommodate the reporting needs of T–JADG grantees.

An initial, or pilot, phase of the process involves opening DCTAT on October 1, 2008, for T–JADG grantees to report on activity during the period June 1–September 30, 2008. This is a one-time data-entry effort to introduce grantees to the performance indicators and DCTAT. All data for this initial phase will be due on November 29, 2008.

OJJDP will offer two types of training for T–JADG grantees. The first will provide information about the performance indicators and general reporting requirements. This will be offered prior to the June 1, 2008, start of the initial reporting period. The second training will introduce T–JADG grantees to the DCTAT system; it will be offered in conjunction with the first data submission period, which begins in October 2008. OJJDP will prepare a PowerPoint document with screenshots that detail a step-by-step process of how to report and navigate the online reporting tool. OJJDP will send e-mail invitations to grantees providing the dates of the training and registration information. OJJDP will offer each training at least twice, with additional training scheduled on an as-needed basis.

Chapter 4: Future Enhancements to OJJDP's Accountability Program

In April 2006, grantees and subgrantees began submitting data from the third reporting cycle (April 1, 2005–March 31, 2006) of performance reporting. During the third cycle, OJJDP used the same set of performance indicators as it did during the second cycle, which provided another 1-year set of performance data that could be compared in some ways to the second cycle. Grantees and subgrantees also collected data for the fourth reporting cycle (April 1, 2006–March 31, 2007). This fourth-cycle data includes new long-range outcome indicators and a set of mandatory indicators.

OJJDP required all grantees within a particular program type (direct service or system change) to report data on the same specific mandatory output and outcome indicators. This will help

OJJDP determine grantees' progress in meeting the goals of the Juvenile Accountability Block Grants (JABG) program, OJJDP, and the Office of Justice Programs. In each case, subgrantees were allowed to choose outputs and outcomes that reflected their specific programmatic goals, but the addition of a small core of mandatory indicators will strengthen the capacity of the performance measurement system to demonstrate impact on mission-critical agency goals. The JABG mandatory indicators are displayed in exhibit 2 (chapter 2). Note that separate (but parallel) measures exist for direct service and system improvement programs.

Based on lessons learned through the implementation of the JABG performance measurement system and the 2006 Juvenile Justice Program

Exhibit 11. Mandatory Behavioral Indicators (Effective for Awards Active as of April 1, 2008)

Indicator Type	Direct Service Programs
Short-term outcomes (realized during program)	Number and percentage of youth exhibiting the desired change in the following targeted behaviors: <ul style="list-style-type: none"> • Social competence • School attendance • Improved grade point average • GED acquisition • High school completion • Job skills • Employment status • Teen pregnancy • Improved family relationships • Decreased antisocial behavior • Substance use • Gang-related activities

Assessment Rating Tool (PART) reviews of the JABG 2002 PART results, OJJDP plans to add a menu of behavior-change measures to the JABG system. Exhibit 11 (page 23) shows these additional mandatory indicators that went into effect for the fifth data collection cycle (April 1, 2008–March 31, 2009). OJJDP is already

collecting these additional measures for several of its other grant programs (Title V, Title II, the Tribal Youth Program, and discretionary grants). Their implementation with the JABG program will help further standardize data collection across all of OJJDP's juvenile justice programs.

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