

Chapter 5: Evaluation

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Overview

Two common approaches to assessing the performance of an intervention are performance measurement and evaluation, both of which are important when examining DMC. OJJDP requires states to submit annual performance measurement data in the area of DMC; these measures can be used in a more extensive evaluation of minority representation in the juvenile justice system.

Performance measurement is a subset of evaluation concerned with collecting information to determine whether an intervention is achieving its objectives. It uses output measures and outcome measures to report on program implementation and outcomes and data to improve the operation and/or design of a selected intervention. Output measures are data used to demonstrate the implementation of activities; they include products of activities and indicators of services provided. Outcome measures are data used to assess the achievement of objectives and goals.

Evaluation is similar to performance measurement in that it, too, uses output and outcome measures to track progress. Evaluation, however, focuses on how an intervention achieves outcomes. That is, evaluation attempts to determine whether outcomes can be attributed to the intervention itself or to factors external to it. An evaluation assesses the effectiveness of an intervention in achieving its goals and/or objectives, uses methods to determine whether outcomes can be attributed to the program or other factors, and helps determine whether modifications to the program are necessary. Differences between performance measurement and evaluation are summarized in table 1. Sometimes, the same data can be used for both performance measurement and evaluation. However, evaluation entails significantly more extensive analysis, requires more resources, and deals with more complex issues of causality.

Before reviewing how evaluation can be undertaken and the types of evaluation designs, this chapter will briefly discuss the requirements of OJJDP's performance measurement system.

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Table 1: Comparison of Performance Measurement and Program Evaluation

	Performance Measurement	Evaluation
What is it?	A system of tracking progress in accomplishing specific goals, objectives, and outcomes.	A formal scientific process for collecting, analyzing, and interpreting data about how well a program was run (process evaluation) or how effectively the program accomplished desired outcomes (outcome evaluation).
Why use it?	To improve services, strengthen accountability, enhance decisionmaking, and support strategic planning.	To assess program effectiveness and determine whether the program is responsible for any change found.
How does it work?	Monitors a few vital signs related to program performance objectives, outputs, and outcomes.	Comprehensively examines programs using systematic, objective, and unbiased procedures in accordance with social science research methods and research designs.
Who does it?	Program staff.	An experienced researcher (often external to the program) who has formal training in evaluation.
When is it done?	Periodic intervals (usually annually).	Generally one time only (often at the end of the program).

Source: "Performance Measurement Helps Build Results-Driven Programs" in *Community Prevention: Title V Update*, Spring 2003 Issue. Product of OJJDP, Title V Training and Technical Assistance Contract, No. OJP-2000-C-003. Available online at: www.dsgonline.com/Documents/TitleV_Newsletters_Final.pdf.

OJJDP's Performance Measurement Requirements for DMC

As stated earlier, performance measurement is a narrower form of tracking progress than program evaluation. It monitors a few vital signs related to program objectives, outputs, and outcomes. A good performance measurement system takes into account certain principles. As noted in the Fairfax County, Virginia, *Manual for Performance Measurement* (2002), measures should be:

- **Results oriented:** Focused primarily on desired outcomes, less on outputs.
- **Important:** Concentrated on significant issues.
- **Reliable:** Give accurate, consistent information over time.
- **Useful:** Yield valuable information to both policy and program decisionmakers and provide continuous feedback on performance to staff and managers.

- **Quantitative:** Expressed in terms of rates or percentages (i.e., they can be calculated).
- **Realistic:** Achievable.
- **Cost-effective:** Sufficiently valuable to justify the cost of collecting the data.
- **Easy to interpret:** Do not require an advanced degree in statistics to understand and use.
- **Comparable:** Can be used for benchmarking against other organizations, internally and externally.
- **Credible:** Inspire confidence in the validity of the data.

OJJDP designed its performance measurement system for the Formula Grants and Title V programs with these principles in mind. OJJDP structured the 34 Formula Grants program areas into four basic categories (prevention, intervention, core requirements, and system improvement) and developed logic models and templates of measures that cross program areas. Although several program areas turn up in more than one category, DMC is unique in that it is included in all four categories. This is because DMC programs can accomplish multiple purposes: direct service programs can serve prevention or intervention populations; activities and strategies can be developed to address the DMC core requirement; or administrative, training, or policy changes can address system-level improvement. Therefore, OJJDP-required DMC performance measures are somewhat more complex than those for other program areas.

Logic Models

Logic models are an important and valuable strategy for prevention program planning. They provide a way to tie program results to program inputs or resources and are needed for a well-structured program. A logic model is a graphic representation that clearly lays out the logical relationships among the problem, program activities, outputs, and outcomes. It describes how the program theoretically works to achieve benefits for participants and stresses the importance of ensuring that a logical relationship exists among an organization’s goals, what it wants to accomplish, and how it uses resources. The logic models and performance measure matrixes for all 34 Formula Grants program areas and the Title V program areas are based on the logic model format illustrated in the following diagram.

OJJDP Logic Model Elements

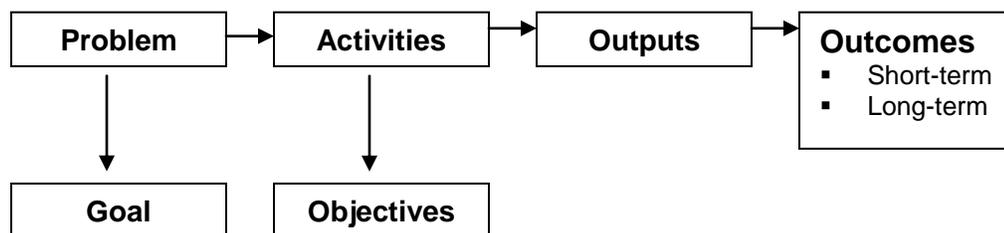


Exhibit 1 provides OJJDP’s definitions of goals, objectives, activities, and outcomes.

Exhibit 1: OJJDP’s Definitions of Logic Model Elements

Program goal states the overall intent of the program to change, reduce, or eliminate the problem described. The goal is a broad statement about what the program intends to accomplish and, therefore, should be written in general terms. It is also the intended long-term result of the program.

Program objectives are derived from the program goals and explain how the grantee will accomplish the program goal. Objectives are well-defined, specific, quantifiable statements of the desired results of the program, and they should include the target level of accomplishment, thereby further defining goals and providing the means to measure program performance. Objectives should be **SMART**: that is, **S**pecific, **M**easurable, **A**ttainable, **R**elated to the goal, and **T**ime specific.

Activities are the program efforts the grantee will carry out to achieve the identified objectives. Examples include conducting outreach, providing parent training, providing peer mediation services, and providing multisystemic therapy. Remember that activities are not outcomes—“to serve 100 children” is not an outcome. Outcomes must state what benefit the participants gained from participating in the program.

Performance measures/performance indicators are particular values used to measure program outputs or outcomes. They represent the data/information the grantee will collect at the program level to measure the specific outputs and outcomes a program is designed to achieve. There are two types of performance indicators:

- **Output indicators** measure the products of a program’s implementation or activities. They are generally measured in terms of the volume of work accomplished, such as amount of service delivered, staff hired, systems developed, sessions conducted, materials developed, or policies, procedures, and/or legislation created. Examples include the number of juveniles served, the number of hours of service provided to participants, the number of staff trained, the number of detention beds added, the number of materials distributed, the number of reports written, and the number of site visits conducted. Output indicators may also be referred to as process measures.
- **Outcome indicators** measure the benefits or changes for individuals, the juvenile justice system, or the community as a result of the program. Outcomes are easiest to remember by the acronym **BASK**: they may be related to **b**ehavior, **a**ttitudes, **s**kills, or **k**nowledge. Examples are changes in the academic performance of program participants, changes in the recidivism rate of program participants, changes in client satisfaction level, changes in the conditions of confinement in detention, and changes in the county-level juvenile crime rate. There are two levels of outcomes:
 - *Short-term outcomes* are the first benefits or changes participants or the system experience and are the ones most closely related to and influenced by the program’s outputs. They should occur during the program or by the end of the program. For direct service programs, they generally include changes in recipients’ awareness, knowledge, and attitudes. For programs designed to change the juvenile justice system, they include changes to the juvenile justice system that occur during or by the end of the program.
 - *Long-term outcomes* link a program’s initial outcomes to the longer term outcomes it desires for participants, recipients, the system, or the community. Often they are changes in practice, policy, decisionmaking, or behavior that result from participants’ or service recipients’ new awareness, knowledge, attitudes, or skills or changes in the juvenile justice system. They generally occur within 6 months to 1 year after the program ends. Examples include changes in arrest rates, reductions in truancy, and reductions in substance use. Long-term outcomes are meaningful changes, often in the condition, status, or overall problem behavior that gave rise to the program/ intervention in the first place. They should relate back to the program’s goal, such as reducing delinquency.

DMC Reporting Requirements and Measures

In general, the OJJDP performance measurement system requires reporting on all mandatory output and outcome measures, two nonmandatory output measures, and two nonmandatory outcome measures. When reviewing the DMC logic model and grid chart, be sure to note that all mandatory measures are printed in **bold**; some measures are mandatory for intervention programs only, and these are designated with an *. Mandatory measures for prevention programs are noted with **. Those that are mandatory, if applicable, are noted with a +. Grantees can find the OJJDP DMC logic model at www.dsgonline.com/Program_Logic_Model/LogicModelDec04/10%20DMC%20Logic%20Model.doc. This site is frequently updated; dates of updates are noted on the logic model.

Key to DMC Logic Model and Grid Chart:	Reporting Requirements:
<p>* Bold = Mandatory measure.</p> <p>+ = Mandatory only if applicable (if not applicable, choose a different measure).</p> <p>* = Mandatory for intervention programs only.</p> <p>** = Mandatory for prevention programs only.</p>	<p>Output: All mandatory (bold) and two nonmandatory measures.</p> <p>Outcome: All mandatory (bold) and two nonmandatory measures (may be either short-term or long-term).</p>

Output Measures

There are 16 DMC output measures. Of these, 3 are mandatory measures and the remaining 13 are nonmandatory measures. The OJJDP reporting requirements for output measures call for reporting on all mandatory measures and two nonmandatory measures.

All DMC output measures can be categorized into the following three types of output objectives:

- Increased organizational/system capacity.
- Improved planning and development.
- Improved program activities.

Mandatory DMC Output Performance Measures

The three mandatory output measures are as follows:

- **Formula Grants or Title V funds allocated or awarded for DMC at the state and local levels.** These figures are represented in whole dollars allocated at the state level for the DMC coordinator and at the state and local levels for DMC during the reporting period. Program records are the preferred data source.
- **+ Number of programs implemented.** Only the state agency provides this number; it should present an aggregate of all DMC-related programs implemented—i.e., the number of state programs in operation at the state and local levels during the reporting period. Formula Grants files are the preferred data source.

- **+ Number of program youth served.** This is an unduplicated count of the number of youth that the program served during the reporting period. The definition of the number of youth served for a reporting period is the number of program youth carried over from the previous reporting period, plus new admissions during the reporting period. In calculating the 3-year summary, the total number of youth served is the number of participants carried over from the year previous to the first fiscal year, plus all new admissions during the 3 reporting fiscal years. Program records are the preferred data source.

Nonmandatory DMC Output Performance Measures

Of the 13 nonmandatory output measures available, OJJDP requires subgrantees to report on 2 measures (see the grid chart in appendix A for definitions of these measures and their reporting format). The DMC nonmandatory performance measures are:

- Number of full-time equivalent employees funded with Formula Grants funds.
- Number and percentage of program staff trained.
- Number of hours of program staff training provided.
- Number of nonprogram personnel trained.
- Number of hours of nonprogram personnel training provided.
- Number of program materials developed.
- Number of service hours completed.
- Average length of stay in program.
- Number of planning activities conducted.
- Number of assessment studies conducted.
- Number of data improvement projects implemented.
- Number of objective decisionmaking tools developed.
- Number of program/agency policies or procedures created, amended, or rescinded.

Outcome Measures

There are 11 short-term DMC outcome measures; of these, 6 are mandatory and 5 are nonmandatory. There are seven long-term DMC outcome measures; all are mandatory measures (as applicable). The OJJDP reporting requirements for outcome measures call for reporting on all mandatory measures (as applicable) and two nonmandatory measures.

All DMC outcome measures can be categorized into the following six types of outcome objectives:

- Reduce delinquency.
- Increase accountability.
- Improve system effectiveness.
- Increase prosocial behaviors.
- Increase program support.
- Reduce DMC.

Mandatory DMC Outcome Performance Measures

The six short-term and seven long-term mandatory outcome measures are as follows.

- **+ Number of state agencies reporting improved data collection systems.** The number of state-level agencies that show improved data collection systems as evidenced by an ability to collect data by race; collect data by race with increased accuracy and consistency; report timely data collection and submission, etc. during the reporting period. Data improvement project files are the preferred data source. (short-term and long-term measure)
- **+ Number of local agencies reporting improved data collection systems.** The number of local-level agencies that show improved data collection systems as evidenced by an ability to collect data by race; collect data by race with increased accuracy and consistency; report timely data collection and submission, etc. during the reporting period. Data improvement project files are the preferred data source. (short-term and long-term measure)
- **+ * Number and percentage of program youth who offend or reoffend.** The number and percentage of program youth who were rearrested or seen at juvenile court for a new delinquent offense. Appropriate for any youth-serving program. Official records (police, juvenile court) are the preferred data source. Note that this measure is mandatory for *intervention* programs only. (short-term and long-term measure)
- **+ ** Number and percentage of program youth exhibiting desired change in targeted behaviors.** The targeted behaviors are substance use, school attendance, antisocial behavior, and family relationships. Note that this measure is mandatory for *prevention* programs only. See the grid chart in appendix A for definitions of these targeted behaviors and their reporting format. (short-term and long-term measure)
- **+ Number and percentage of program youth completing program requirements.** The number and percentage of program youth who have successfully fulfilled all program obligations and requirements. Program requirements will vary by program but should be a predefined list of requirements or obligations that clients must meet prior to program completion. Program records are the preferred data source. (short-term measure)
- **+ Number of contributing factors determined from assessment studies.** Assessment studies are conducted to determine the factors contributing to disproportionality at certain juvenile justice system contact points for certain

racial/ethnic minority(ies). Count the number of factors in the family, the educational system, the juvenile justice system, and the socioeconomic conditions determined to have contributed to minority overrepresentation at certain juvenile justice system contact points. (short-term measure)

- **+ Number and percentage of recommendations from assessment studies implemented.** Assessment studies contain multiple recommendations. Count the total number of those chosen for implementation. (long-term measure)
- **+ Number of contact points reporting reduction in disproportionality at the state level.** Number of contact points reporting significant disproportionality at the *state* level during the reporting period compared with the last reporting period. Contact points include arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court. (long-term measure)
- **+ Number of contact points reporting reduction in disproportionality at the local level.** Number of contact points reporting significant disproportionality at the *local* level during the reporting period compared with the last reporting period. Contact points include arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court. (long-term measure)

Nonmandatory DMC Outcome Performance Measures

Five short-term nonmandatory outcome measures are available:

- Number of minority staff hired.
- Number and percentage of program families satisfied with the program.
- Number and percentage of program youth satisfied with the program.
- Number and percentage of program staff with increased knowledge of the program area.
- Number and percentage of nonprogram personnel with increased knowledge of program area.

Subgrantees are to report on a total of two nonmandatory outcome measures, either short-term or long-term (see the grid chart in appendix A for definitions of these measures).

Performance Measurement Data Collection

To develop a data collection plan, first specify the logical relationships among the problem, program activities, outputs, and outcomes. As stated earlier, this is best accomplished through the development of a logic model, which lays out all of the assumptions about how the subgrantee expects to produce the desired outcomes to the planned DMC activities. For example, let us say that a county is implementing the following three activities/strategies to reduce DMC:

- A new detention alternatives program.
- A new detention screening instrument.
- Cultural competency training for all juvenile court workers, including probation officers.

Table 2 describes a sample logic model that specifies the relationships between these activities and the selection of specific DMC performance measures that the subgrantee can use to measure the outputs and outcomes. The table specifies the activities that the subgrantee will undertake to implement each of the three DMC initiatives. For the first strategy, implementing a new detention alternative, activities include conducting a needs assessment of current detention alternatives, developing a new alternative, and training staff in using the new alternative. For implementing a new detention screening instrument, activities include hiring a consultant to develop/adapt a new detention screening and needs assessment instrument, training staff in using a new detention screening instrument, pilot testing the new instrument, revising the instrument as necessary, and training all intake staff in using the instrument. For cultural competency training, the activities include selecting a curriculum for the training, hiring trainers, scheduling training, and training all court staff. For each of these activities, mandatory and nonmandatory output measures, short-term outcome measures, and long-term outcome measures have been selected from the DMC Program Area 10 logic model.

**Table 2: Sample DMC Program Logic Model
Using OJJDP DMC Performance Measures**

Goal: To reduce overrepresentation of minorities in detention and throughout the system.

Problem*	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
Inadequate number of alternatives to detention programs available in high-minority areas, resulting in minority youth being detained at higher rates than nonminorities.	Increase number of detention alternatives for minority youth.	Implement one new program to serve as an alternative to detention. Inform court staff of availability of detention alternative.	Mandatory Formula Grants or Title V funds allocated or awarded for DMC at the local level. Number of programs implemented. Number of program youth served.	Mandatory Number/percentage of youth completing program requirements. Number/ percentage of program youth who reoffend. Number/ percentage of program youth who exhibit change in targeted behaviors.	Mandatory Number/percentage of program youth who reoffend. Number of contact points reporting reduction in disproportionality at the local level.

(continued)

**Table 2: Sample DMC Program Logic Model
Using OJJDP DMC Performance Measures (continued)**

Problem*	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
			<p>Nonmandatory Number of FTEs funded with Formula Grants funds</p> <p>Number of program materials developed.</p> <p>Average length of stay in day-reporting center.</p>	<p>Nonmandatory Number/percentage of program families satisfied with program.</p> <p>Number/percentage of program youth satisfied with program.</p>	
Lack of objective detention assessment instrument, resulting in minority youth being placed in detention at higher rates than nonminority youth.	Reduce rate of minority placement in detention.	<p>Hire consultant to develop/adapt a new detention assessment instrument.</p> <p>Pilot new detention assessment instrument, revise as necessary.</p> <p>Train staff in use of new detention assessment instrument.</p> <p>Use new detention assessment for all youth entering the system.</p> <p>Provide oversight of staff using modified detention tool through modification of policies and procedures.</p>	<p>Mandatory Formula Grants or Title V funds allocated or awarded for DMC at the local level.</p> <p>Nonmandatory Number of objective decisionmaking tools developed.</p> <p>Number of staff trained on new detention assessment instrument.</p> <p>Number of program/agency policies or procedures created, amended, or rescinded.</p>	<p>Nonmandatory Number/percentage of program staff with increased knowledge of program area.</p>	Mandatory Number of contact points reporting reduction in disproportionality at the local level.
Lack of cultural diversity knowledge, skills, and awareness among court staff, resulting in minority youth staying in detention for longer periods than nonminority youth.	Improve the cultural competency of court staff.	<p>Hire minority staff.</p> <p>Select curriculum for diversity training for court staff.</p> <p>Hire trainers.</p> <p>Have court staff complete pre-training questionnaire measuring cultural diversity.</p> <p>Train court staff.</p>	<p>Mandatory Formula Grants or Title V funds allocated or awarded for DMC at the local level.</p> <p>Nonmandatory Number of hours of program staff training provided.</p> <p>Number/percentage of program staff trained.</p>	<p>Nonmandatory Number of minority staff hired.</p> <p>Number/percentage of program staff with increased knowledge of program area.</p>	Mandatory Number of contact points reporting reduction in disproportionality at the local level.

**Table 2: Sample DMC Program Logic Model
Using OJJDP DMC Performance Measures (continued)**

Problem*	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
		Have court staff complete post-training questionnaire measuring cultural diversity.			

*The problems are identified in a needs assessment that the subgrantee should complete prior to developing the logic model.

Table 3 provides a sample data collection plan that specifies in precise, clear, and unambiguous terms the data that the subgrantee must collect and the sources of the data, how the subgrantee will collect the data, where the data are located, and who will collect the data. Subgrantees can obtain performance measurement data from a variety of sources, including individuals involved with a given program or initiative, such as agency staff, and official records (e.g., police reports, court/agency records). The data source(s) the subgrantee chooses will depend on the outcome measures selected and the relative feasibility of getting the data. For example, one of the measures is the “number/percentage of program staff with increased knowledge of the program area”; the most appropriate source of this information is the program staff themselves. Another measure is the number and percentage of juveniles who offend or reoffend. In this case, the subgrantee should obtain the number from official juvenile court or police records.

In the output and outcome measures in table 3, **BOLD** words indicate mandatory measures. The outputs and outcomes designated for performance measurement are derived from the OJJDP logic model for the DMC Program Area 10.

Table 3: Data Collection Plan Program Area 10: DMC Example

Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Output Measures				
Formula Grants or Title V funds allocated or awarded for DMC at the local level	Annual (at the end of the fiscal year)	County controller's general ledger	County controller's office	Assistant to county controller
Number of programs implemented	Annual (at the end of the fiscal year)	Juvenile court director's office	Juvenile court	Detention alternatives supervisor
Number of program youth served	Monthly	Juvenile court management information system	Juvenile court	Detention alternatives supervisor

Table 3: Data Collection Plan Program Area 10: DMC Example (continued)

Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Number of full-time employees funded with Formula Grants funds	Annual	Juvenile court director's office	Program files	DMC coordinator, program director
Number of program materials developed	Monthly	Program records	Program files	Program director
Average length of stay in program	Monthly	Program records	Program files	Program director
Number of objective decisionmaking tools developed	Annual	DMC records	DMC files	DMC coordinator
Number of staff trained on new detention assessment instrument	Annual	Detention records	Detention files	Detention staff
Number of program/ agency policies or procedures created, amended, or rescinded	Annual	Detention records	Detention files	Detention staff
Hours of program staff training provided	Annual (at the end of the fiscal year)	Training files	Training office files	Training director
Number/percentage of program staff trained	Annual (at the end of the fiscal year)	Training files	Training office files	Training director
Outcome Measures				
Number/percentage of program youth who offend or reoffend	Annual (at the end of the fiscal year)	Juvenile court management information systems	Juvenile court	Juvenile court director of research
Number/percentage of program youth completing program requirements	Annual (at the end of the fiscal year)	Juvenile court management information systems	Juvenile court	Detention alternatives supervisor
Number/percentage of program youth exhibiting desired change in targeted behaviors	Monthly	Special data collection tool	Varies	Varies
				(continued)

Table 3: Data Collection Plan Program Area 10: DMC Example (continued)

Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Number of minority staff hired	Annual (at the end of the fiscal year)	Personnel files	Personnel office	Director of personnel
Number/percentage of program staff with increased knowledge of program area	1. Pre/post cultural competency training 2. Pre/post detention screening instrument training	1. Pre/post cultural competency training survey 2. Pre/post detention screening instrument training survey	Juvenile court training department	Training director
Number of contact points reporting reduction in disproportionality at the local level	Annual (at the end of the fiscal year)	RRI data reported to the state	State juvenile justice planning agency	DMC coordinator
Number/percentage of program families satisfied with program	Monthly	Special data collection tool	Varies	Varies
Number/percentage of program youth satisfied with program	Quarterly	Special data collection tool	Detention and detention alternative programs	Varies

Reporting Periods

The Formula Grants performance measurement reporting period is the federal fiscal year, October 1 through September 30. Data reports are due to OJJDP on December 31.

The Title V performance measurement reporting period is also the federal fiscal year. Title V data reports are due to OJJDP on November 30. (This allows OJJDP time to prepare the *Title V Report to Congress*, which is due on March 31.)

Systems for Data Entry and Reporting

There are two relevant systems for entering and reporting DMC data: the DMC Relative Rate Index (RRI) Reporting System and the OJJDP Data Collection Technical Assistance Tool (DCTAT) for reporting performance measurement data. In both systems, subgrantees can convert reports to PDF format and upload them to the OJJDP Grants Management System (GMS) to fulfill the OJJDP reporting requirement.

DMC RRI Reporting System

The RRI Reporting System offers a systematic way to enter RRI data county-by-county and statewide by racial/ethnic group. It automatically calculates RRI at nine contact points: arrest, referral to juvenile court, diversion, secure detention, petition, finding of delinquency, probation, secure confinement, and transfer to adult court based on the at-risk population. The RRI Reporting System Web site produces reports and bar charts of RRI data. It also contains answers to frequently asked questions, reports and other publications, tools, resources, and contacts. The Web site is located at www.dsgonline.com/dmc.

OJJDP Data Collection Technical Assistance Tool

The DCTAT is the data entry portal for the OJJDP performance measurement system. It is available to states and subgrantees for annual reporting of their performance measurement data. The Web site is located at www.jabg-dctat.org/ojjdpbeta.

Performance Measurement Technical Assistance

The DMC logic model and all of the other Formula Grants logic models are located at www.dsgonline.com/Program_Logic_Model/fg_pm.htm. OJJDP offers several vehicles for DMC technical assistance, including the OJJDP performance measurement Web site, located at www.dsgonline.com/performance_measures.htm. This site offers slides from all of the OJJDP regional trainings on topics such as principles of effective intervention, developing memoranda of understanding (see appendix C for a model interagency agreement), sharing data, data collection and forms, identifying data sources, and monitoring programs.

In addition, OJJDP offers technical assistance in DMC through the Formula Grants Training and Technical Assistance program operated by Development Services Group, Inc. Localities may request assistance from their juvenile justice specialists, who can download a technical assistance request form from www.dsgonline.com/projects_formulagrants.html and submit it to their OJJDP State Representative for approval and further processing.

Conducting DMC Evaluations

The previous section focused on OJJDP's performance measurement requirements to report mandatory and nonmandatory output and outcome measures. This section discusses preparation for a data collection and analysis process beyond the steps to meet OJJDP's requirements—a process that each state can use to develop a more comprehensive understanding of DMC in the state or a locality.

Collecting and analyzing data can be a complex undertaking that requires advanced knowledge of research methods and statistics. The following discussion does not reflect an expectation that those working on a DMC intervention should conduct an evaluation

themselves. Ideally, states and localities will consult with an outside evaluator. (See appendix B for a discussion of the benefits of working with an outside evaluator.) The information provided in this chapter is designed to enhance one's ability to effectively monitor and advise evaluation planning for the DMC initiative(s) selected.

Evaluations can be broken into two broad types: process evaluations and outcome evaluations. Process evaluations focus on how an intervention was implemented and how it operates. They identify the procedures undertaken and the decisions made in developing the intervention, and they describe the services delivered. Like performance measurement, process evaluations address whether the program was implemented according to expectations. However, by additionally documenting the program's development and operation, they allow an assessment of the reasons for successful or unsuccessful performance and provide information for potential replication.

If possible, a process evaluation should be followed by an outcome evaluation. Outcome evaluations are used to identify the results of an intervention's effort or its long-term outcomes. They seek to answer the question, "What difference did the intervention make?" This type of evaluation typically provides knowledge about: (1) the extent to which the problems and needs that gave rise to the program still exist, (2) ways to ameliorate adverse impacts and enhance desirable impacts, and (3) program design adjustments that may be necessary for future interventions. Outcome evaluations use methods to determine whether achievements can be attributed to the intervention or whether they are attributable to other factors. Such evaluations attempt to control for factors that may influence the outcomes. Outcome evaluations are sometimes referred to as impact evaluations.

Successful evaluations are guided by a carefully developed evaluation plan that considers the time required to observe expected results, the staff time and expertise necessary to carry out the evaluation, the funds to be reserved for the evaluation, and the data that will be required. The following section walks the reader through four suggested steps of the evaluation plan: developing an evaluation framework, selecting a research design, developing a plan for data collection, and developing a plan for data analysis and reporting. Once these steps are completed, one can move on to implementing the evaluation.

Developing an Evaluation Framework

The evaluation framework consists of the theoretical claim(s) to be tested through the evaluation and the logic model. The theoretical claim(s) should be based on the findings of the identification and assessment phases of the DMC strategy. For instance, if one determines that minority overrepresentation is the result of police officers' disparate treatment of youth based on their race, one might theorize that providing cultural competency training for law enforcement officers will have an impact on DMC. It is essential that some theoretical justification—backed by data obtained in the preliminary phases of the DMC initiative—guide the evaluation design in order to expect that the chosen evaluation will reduce DMC. The evaluation, then, will test whether this theory is supported. Making the theory as specific as possible will aid in the steps that follow.

To logically connect the theory to the activities undertaken and the indicators that will best measure the claims put forth in the theory, the subgrantee should develop a logic model that will visually display the conceptual framework for the evaluation. The concept of the logic model was introduced earlier in this chapter and is suggested for performance measurement as well as evaluation. The components are the same for both, but an evaluation usually requires more measures than are used in performance measurement. This is because an evaluation usually compares outcomes of one group to those of another and requires controls for possible intervening factors that may contribute to the observed outcomes.

Recall that the logic model includes the following parts:

- Problem.
- Program goals.
- Objectives.
- Activities.
- Performance measures/performance indicators.
 - Output indicators.
 - Outcome indicators (short-term and long-term).

Selecting a Research Design

Remember that evaluations assess the effectiveness of an intervention in achieving its goals and/or objectives, use methods to determine whether outcomes can be attributed to the program or other factors, and aid in determining whether modifications to the intervention are necessary. Selecting an evaluation design will help to frame the study. There are many research designs that might be appropriate for an evaluation. These designs can be categorized broadly as experimental, quasi-experimental, and non-experimental. These categories are discussed below. Each type of design has benefits and drawbacks regarding cost, availability of subjects for the study, time required to observe outcomes, and statistical expertise available. Note that performance measurement is a necessary part of each of these research designs; it is essential to measure the extent to which an initiative's objectives are being met. Also, note that it is unlikely that a jurisdiction will pursue only one DMC intervention. Rather, a DMC strategy will likely comprise several initiatives that are pursued simultaneously, as DMC is usually not the result of only one identified problem. Therefore, the evaluation might include multiple research designs depending on the evaluation needs that are determined.

Experimental Designs

Experimental designs typically involve the use of random assignment, where a sample is randomly divided into an experimental group (members receive an intervention) and a control group (members do not receive an intervention). The main benefit of experimental designs is the ability to attribute the cause of the observed changes in the experimental group to the intervention rather than to something else. Because of random assignment to the two groups, the two groups are assumed to be equal in all relevant characteristics except the presence of the intervention. Therefore, changes in other

contributing factors or characteristics (i.e., independent variables) will be equally distributed between the two groups. This design allows one to rule out other factors that may have caused a change in the experimental group. Another benefit of the experimental approach is the ability to expect similar results with repeated trials of similarly situated subjects. In other words, outcomes are typically generalizable to other places.

Experimental designs may not always be the best option. One drawback of an experimental design is that it tends to be costly in comparison to the other two research designs covered in this section. Another drawback is that assigning some subjects to a treatment group while withholding treatment from another group is sometimes viewed as unethical. This is especially true if the treatment group is shown to benefit from the intervention. However, remember that the purpose of the evaluation is to determine whether the intervention is beneficial. There are ways around random assignment that preserve the experimental nature of this research design, however. One such approach is the wait-list approach, in which outcomes for the intervention group are compared to outcomes of those on the wait list for the intervention. Once the slots for the designated intervention or program are filled and a wait list of comparable size is generated, researchers compare outcomes between the two groups after the intervention. This design is still considered experimental because the researcher does not preselect which subjects receive the intervention and which do not. Many researchers consider the wait-list approach to be ideal because it greatly reduces the ethical complications that might accompany withholding treatment from control group youths.

Quasi-experimental Designs

Quasi-experimental designs are a slightly less rigorous type of research design that can deliver high-quality results if designed properly. A quasi-experimental design is ideal when randomization is not possible or is not appropriate. This type of design still includes an experimental group and a control group but does not require random assignment to one or the other. Instead, the researcher or program staff could carefully select subjects who are similar in theoretically important ways (e.g., demographic background, offense history) and place them in either the control group or the experimental group. This is called precision matching. Another commonly used quasi-experimental design is the comparison of outcomes among subjects before an intervention to the outcomes of similar subjects after an intervention.

One of the benefits of the quasi-experimental approach is that it is usually more feasible than the experimental approach. Statistical methods that allow controls for possible intervening factors enhance the confidence one can have in the observed outcomes. As with the experimental method, results are typically generalizable for implementation elsewhere. The quasi-experimental design, like the experimental design, requires comparison of two groups, which means that a large enough sample must be available. It is also necessary to have access to two groups that are similar enough to allow comparisons to be drawn.

Non-experimental Designs

Non-experimental designs include case studies, surveys, ethnographic studies, and document reviews, among other research strategies. Non-experimental designs are infrequently used in outcome evaluations of interventions because, lacking experimental and control groups, they cannot identify whether outcomes are the result of the intervention. Because these designs can help explain why a condition exists, they are more commonly used in the identification and assessment phases. A non-experimental design is not an evaluation according to the definition provided earlier. It is performance measurement. For instance, to find out what considerations school resource officers use in deciding whether to refer a delinquent youth to school personnel versus the police, indepth interviews of the officers might be conducted. Although such research, if implemented properly, can be informative, outcome evaluations should not rely solely on a non-experimental design.

One advantage of a non-experimental design is that it does not require controls for outside factors; instead, one simply observes and carefully records all relevant information. A second advantage is that this type of design typically uses just one group of subjects rather than an experimental group and a control group; therefore, it involves less data collection and is easier to plan for and carry out. Because they only have one group, however, non-experimental designs cannot establish causality.

Developing a Plan for Data Collection

General Considerations

There are a variety of methods for collecting performance measurement and evaluation data, including surveys, interviews, records/documents reviews, and direct observation. Any method often uses a data collection instrument to systematically record the desired data. Data collection instruments can be designed to record information from reports or case records, through interviews (in-person or phone), by observing and recording behaviors, or through questionnaires that targeted groups complete. Regardless of the source of the data and means of data collection, the following considerations apply:

- Collect all of the data needed to answer the evaluation questions.
- Before collection, determine how the data will be analyzed, so that data are collected in the right way and no extraneous data are collected.
- Develop instruments that measure what is intended to be measured (i.e., they are valid).
- Develop instruments that will produce the same results with repeated use (i.e., they are reliable).
- Provide clear guidance regarding how to collect data.

It is often desirable to use existing instruments, as long as you establish their reliability, validity, and appropriateness for the current evaluation. Use of existing instruments can

save time and money and could enable you to make valuable comparisons to findings from studies conducted elsewhere.

Evaluation plans should include the proposed data collection instruments and the rationale for their use. A newly developed or adapted instrument should be tested to determine its validity and whether using it is feasible. The data collection plan should also specify procedures for ensuring the integrity of the data collection process (including, for example, procedures for training the personnel who will collect, review, interpret, and enter the data), so that the data are complete, accurate, and consistent.

To ensure reliability and validity, data collection instruments must also be culturally appropriate. For example, forms and questionnaires should be written in the respondents' primary language and designed so that respondents of all reading levels can understand the questions. Questions should be culturally appropriate, and care should be taken not to ask questions that respondents might find meaningless, confusing, or offensive. If the data collection process requires direct contact with individuals (e.g., indepth interviews asking residents of high-minority neighborhoods about their perceptions of the juvenile justice system), the persons who collect the data should, as much as possible, reflect the demographic characteristics of the respondents. If appropriate, staff should receive cultural diversity training to aid them in their interactions.

Planning is necessary for collecting output, short-term outcome, and long-term outcome data. Long-term outcome data, collected 6 to 12 months after an intervention has ended, requires advanced planning. If evaluators want to collect data from youth, locator forms and special forms indicating consent (passive or active) are needed; see appendix D and appendix E for sample forms. Exhibit 2 presents questions that are helpful in assessing data, sources of data, and methods of data collection.

Exhibit 2: Questions To Guide the Development and Assessment of Data Collection Plans

- Does the data collection plan include all data needed for the output and outcome measures?
- Are the data requirements clear?
- Do definitions and sources used comply with the performance measurement definitions, where applicable?
- Can the data be obtained from the identified source (i.e., is it feasible)?
- Is the method of data collection appropriate? (Is there evidence that the method of data collection will produce valid and reliable data?)
- Are the data collection instruments culturally appropriate?
- Have personnel received necessary cultural competency training?
- Does the data collection plan include procedures for ensuring data quality through effective management and oversight (e.g., training personnel, data entry, and data "cleaning")?
- Has adequate planning taken place to collect followup data on program participants 6 months to 1 year after program completion, where applicable?

Examples of Data Collection Planning

Assume that a locality has thoroughly identified the problem, conducted a needs assessment, and prepared for and selected an intervention strategy. It is now equipped to conduct an evaluation. (As noted earlier, it is important to pursue an evaluation wherever possible, because an evaluation will yield a much better understanding of the effectiveness of a DMC strategy.)

Consider a locality that has determined through its identification and assessment phases that a lack of available detention alternatives, a biased detention assessment tool, and inadequate cultural competency among court staff are the causes of the disproportionate minority detention rate among its youth population in a high-minority jurisdiction. The locality selects a combination of three interventions to reduce DMC at this decision point and undertakes an evaluation study to measure change. The evaluation should allow researchers to determine whether the observed changes were the result of the intervention strategy. The examples that follow show how the locality might apply different research designs to evaluate its interventions.

Example 1

Strategy: Improve detention alternatives in high-minority areas

Research Design: Experimental design

In a high-minority jurisdiction, first-time, nonviolent juvenile offenders are sent to secure detention because alternatives are lacking. Minority youth are detained at higher rates than nonminority youth and for longer periods of time. It is well established that youth held in detention sever important connections to school, family, peers, and the community, which could result in continued delinquency.[†] Researchers believe that, in addition to easing overcrowding in detention, completing the requirements at an alternative program will reduce the likelihood that youth will reoffend. Furthermore, preliminary data analyses suggest that an absence of such programming in a high-minority area could be the reason so many more minority youth are sent into detention.

To divert youth in a high-minority area from detention, officials decide to open a day-reporting center that can accommodate as many as 40 youth. At the day-reporting center, youth participate in job preparation, education, and counseling services. Officials decide to measure the effectiveness of this program using an experimental research design. The evaluators choose a wait-list approach to fulfill the random assignment requirement. The 40 slots are filled quickly, and the next 40 youth who are sent to secure detention serve as the comparison group for the study.

An important outcome measure for this intervention is the change in the DMC rate in detention. The expectation is that the DMC rate will drop because minority youth are

[†] See J. Austin, K.D. Johnson, and R. Weitzer, *Alternatives to the Secure Detention and Confinement of Juvenile Offenders*, Juvenile Justice Practices Series Bulletin, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 2005.

diverted from the system and sent to a day-reporting center. For this reason, perhaps an even more informative measure is the recidivism rate among the experimental and control group youth. The theoretical claim is that if first-time, nonviolent offenders are provided with alternatives to detention, they will be less likely to reoffend. To measure this empirically, evaluators decide to track youth throughout the intervention period of 6 months and then at 12 and 18 months after youth complete the program or their stay in detention.

Factors other than reoffending indicate changes that are important to the evaluators. As discussed previously, risk and protective factors indicate a youth's vulnerability to engaging in delinquency or staying away from it. Based on the risk and protective factor literature, evaluators also include measures of academic performance, attitudes and behaviors, and relationships with family and friends. Other factors that may be of interest to evaluators and administrators are whether length of stay in detention decreases and whether the RRI in detention changes.

In summary, the evaluation seeks to test three theoretical claims: (1) alternatives to detention will lower the DMC rate at the detention decision point; (2) alternatives will lower the recidivism rate among program participants compared with similar youth who received detention; and (3) alternatives will lower risk factors associated with delinquency among program participants compared with similar youth who received detention.

Given that the only difference between the two groups is that one group received treatment and the other received the standard approach of secure detention, researchers can attribute any statistically significant differences in outcomes to the program. However, although differences are expected to be evenly distributed between the two groups, it is still necessary to document and control for important characteristics about all of the youth in the study and ensure that the groups are similar on these factors. Changes to any of the factors during the course of the intervention should be noted, as they may affect the outcomes. Evaluators hypothesize that youth who complete the program at the day-reporting center will score significantly higher on school, family, community, and peer factors after the program than youth in the comparison group because the program youth have been diverted from the system and received more intensive, early intervention services. Specifically, the following information is recorded from both groups:

Background information

- Age
- Race
- Ethnicity
- Sex
- Number of prior offenses
- Living arrangements
- Family substance abuse history
- Family offense history

Example 1: Logic Model for Detention Alternatives (continued)

Problem	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
			<p>Nonmandatory Number of full-time employees funded with Formula Grants funds.</p> <p>Number of day-reporting center program materials developed.</p> <p>Average length of stay in day-reporting center.</p> <p>Additional Number of detention center youth served.</p> <p>Number of hours spent in education versus total hours offered.</p> <p>Number of hours spent in substance abuse versus total hours offered.</p> <p>Number of hours spent in counseling sessions versus total hours offered.</p> <p>Average length of stay in detention center.</p>	<p>Nonmandatory Number/percentage of program families who are satisfied with day-reporting center program.</p> <p>Number/percentage of program youth who are satisfied with day-reporting center program.</p> <p>Additional Academic performance of day-reporting center youth.</p> <p>Academic performance of detention center youth.</p> <p>Disciplinary actions taken against day-reporting center youth.</p> <p>Disciplinary actions taken against detention center youth.</p> <p>Reported substance abuse of day-reporting center youth.</p> <p>Reported substance abuse of detention center youth.</p> <p>Family attachment among day-reporting center program youth.</p> <p>Family attachment among detention center youth.</p> <p>Relationships with peers among day-reporting center program youth.</p>	<p>Nonmandatory Number of contact points reporting reduction in disproportionality at the local level.</p> <p>Additional Academic performance of day-reporting center youth.</p> <p>Academic performance of detention center youth.</p> <p>Disciplinary actions taken against day-reporting center youth.</p> <p>Disciplinary actions taken against detention center youth.</p> <p>Reported substance abuse of day-reporting center youth.</p> <p>Reported substance abuse of detention center youth.</p> <p>Family attachment among day-reporting center program youth.</p> <p>Family attachment among detention center youth.</p> <p>Relationships with peers among day-reporting center program youth.</p> <p>(continued)</p>

Example 1: Logic Model for Detention Alternatives (continued)

Problem	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
				Relationships with peers among detention center youth. Number/percentage of detention center families reporting satisfaction with detention center. Number/percentage of detention center youth reporting satisfaction with detention center.	Relationships with peers among detention center youth. Number/ percentage of detention center families reporting satisfaction with detention center. Number/ percentage of detention center youth reporting satisfaction with detention center.

In addition to knowing what the evaluator wants to measure to determine change between the experimental and control groups of youth, completing a data collection plan assists with organizing and coordinating the data collection process. The “additional” measures in the tables for this example, mentioned above, expand on the original DMC mandatory and optional performance measures. Data are obtained from official sources (school records, police records, detention records, program records, county controller records) and from self-report data obtained through questionnaires administered to the youths and their families. Both types of data sources can produce valid and reliable information.

Example 1: Data Collection Plan for Evaluation—Output Measures

Output Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Mandatory Output Measures				
Formula Grants funds allocated or awarded for DMC at the state and local levels	Annual	County controller's general ledger	County controller's office	Assistant to the county controller
Number of programs implemented	Annual	Juvenile court director's office	Juvenile court	Detention alternatives supervisor
Number of day-reporting center program youth served	Monthly	Program records	Program files	Program director
Appropriate Nonmandatory Output Measures				
Number of full-time employees funded with Formula Grants funds developed	Annually	Program records	Program files	DMC coordinator, program director
Number of program materials developed for day-reporting center	Baseline and monthly	Program records	Program files	Program director
Average length of stay in program versus program length	Monthly	Program records	Program files	Program director (continued)

Example 1: Data Collection Plan for Evaluation—Output Measures (continued)

Additional Output Measures				
Number of hours spent in education versus total hours offered at day-reporting center	Monthly	Program records	Program files	Program director
Number of hours spent in substance abuse programming versus total hours offered at day-reporting center	Monthly	Program records	Program files	Program director
Number of hours spent in counseling services versus total hours offered at day-reporting center	Monthly	Program records	Program files	Program director

Example 1: Data Collection Plan for Evaluation—Short-Term Outcome Measures

Short-Term Outcome Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Mandatory Short-Term Outcome Measures				
Number/percentage of day-reporting center youth completing program requirements	Monthly	Program records	Program files	Program director
Number/percentage of day-reporting center youth who reoffend	Monthly	Police records	Police department	Program director
Number/percentage of program youth exhibiting desired change in targeted behaviors	Monthly	Program records	Program files	Program director
Appropriate Nonmandatory Short-Term Outcome Measures				
Number/percentage of program families satisfied with the day-reporting center program	Monthly	Post-questionnaire	Evaluator files	Evaluator
Number/percentage of program youth satisfied with the day reporting center program	Monthly	Post-questionnaire	Evaluator files	Evaluator
Additional Short-Term Outcome Measures				
Number/percentage of youth in detention who reoffend	Baseline and monthly	Police records	Police department	Police staff
Number/percentage of detention center youth completing detention requirements	Baseline and monthly	Detention records	Detention files	Detention staff
Number/percentage of detention center youth exhibiting desired change in targeted behaviors	Baseline and monthly	Detention records	Detention files	Detention staff
Academic performance of day-reporting center youth	Baseline and monthly	School records	School personnel	School staff
Academic performance of detention center youth	Baseline and monthly	Detention records	Detention files	Detention staff
Reported substance abuse of day-reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Reported substance abuse of detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Disciplinary actions taken against day-reporting center youth	Baseline and monthly	School records	School personnel	School staff
Disciplinary actions taken against detention center youth	Baseline and monthly	Detention records	Detention files	Detention staff (continued)

**Example 1: Data Collection Plan for Evaluation—Short-Term Outcome Measures
(continued)**

Short-Term Outcome Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Levels of family attachment reported by day-reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Levels of family attachment reported by detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Involvement with prosocial peers among day-reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Involvement with prosocial peers among detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator

Example 1: Data Collection Plan for Evaluation—Long-Term Outcome Measures

Long-Term Outcome Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Mandatory Long-Term Outcome Measures				
Number/percentage of day-reporting center youth who reoffend	Monthly	Police records	Police files	Police staff
Number of contact points reporting reduction in disproportionality at the local level	Annual	RRI	Detention data; DMC files	DMC coordinator
Additional Long-Term Outcomes				
Number/percentage of detention youth who reoffend	Monthly	Police records	Police files	Police staff
Number/percentage of detention center youth completing detention requirements	Baseline and monthly	Detention records	Detention files	Detention staff
Number/percentage of detention center youth exhibiting desired change in targeted behaviors	Baseline and monthly	Detention records	Detention files	Detention staff
Academic performance of day-reporting center youth	Baseline and monthly	School records	School personnel	School staff
Academic performance of detention center youth	Baseline and monthly	Detention records	Detention files	Detention staff
Reported substance abuse of day-reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Reported substance abuse of detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Disciplinary actions taken against day-reporting center youth	Baseline and monthly	School records	School personnel	School staff
Disciplinary actions taken against detention center youth	Baseline and monthly	Detention records	Detention files	Detention staff
Levels of family attachment reported by day-reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Levels of family attachment reported by detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Involvement with prosocial peers among day reporting center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator
Involvement with prosocial peers among detention center youth	Baseline and monthly	Pre/post questionnaire	Evaluator files	Evaluator

Example 2

Strategy: Implement new detention screening instrument

Research design: Quasi-experimental design

Consider the second identified problem mentioned on page 20: the lack of objective detention assessment tools, resulting in minority youth being placed in detention at higher rates than nonminority youth. Researchers hypothesize that revising the detention assessment tool will result in a lower rate of minority youth entering the system. A consultant is hired to complete this task. Once the tool is revised, all staff who make detention decisions are trained in its use and are carefully supervised to minimize discretionary decisions as much as possible. Staff use the tool to make the detention decision for all youth who enter the system.

Similar to the day-reporting center component of this evaluation, measuring change as a result of the modified detention assessment tool requires two samples whose outcomes researchers can compare. For this approach, researchers decide to compare outcomes for a random sample of 200 youth using the old tool with outcomes for a random sample of 200 youth using the newly modified tool. They use demographic information on these two groups to ensure that youth from each sample are matched on relevant variables including race, ethnicity, age, sex, current offense, offense history, and living arrangements.

To determine whether the revised instrument has an impact on DMC, researchers decide to compare the detention rates of minority and nonminority youth during the 3 months before the revision to rates 3 months after the revision. Therefore, detention data for 6 months are required for this evaluation. To summarize, the theoretical claim being tested is that the rate at which staff send minority youth to detention will be significantly lower when they use the revised instrument than it was when they used the old instrument.

The logic model for the evaluation component of this intervention is provided below.

Example 2: Logic Model for Detention Assessment Tool

Problem	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
Lack of objective detention assessment instrument, resulting in minority youth being placed in detention at higher rates than nonminority youth.	Reduce rate of minority placement in detention.	<p>Hire consultant to develop/adapt a new detention assessment instrument.</p> <p>Pilot test new detention assessment instrument, make revisions, as necessary.</p> <p>Train staff in using new detention assessment instrument.</p> <p>Use new detention assessment instrument for all youth entering the system.</p> <p>Provide oversight of staff using modified detention tool through modification of agency policies and procedures.</p>	<p>Mandatory Formula Grants or Title V funds allocated or awarded for DMC at the local level.</p> <p>Nonmandatory Number of objective decisionmaking tools developed.</p> <p>Number/percentage of staff trained in new detention assessment instrument.</p> <p>Number of program/agency policies or procedures created, amended, or rescinded.</p> <p>Additional Number of assessments conducted with modified detention assessment instrument versus total number of assessments.</p>	<p>Nonmandatory Number/percentage of program staff with increased knowledge of program area.</p> <p>Additional Detention rates of minority youth.</p> <p>Detention rates of nonminority youth.</p> <p>Number of detention overrides.</p>	<p>Mandatory Number of contact points reporting reduction in disproportionality at the local level.</p> <p>Additional Detention rates of minority youth.</p> <p>Detention rates of nonminority youth.</p> <p>Number of detention overrides.</p>

Example 2: Data Collection Plan for Evaluation—Output Measures

Output Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Mandatory Output Measures				
Formula Grants allocated or awarded for DMC at the local level.	Annual	County controller's general ledger	County controller's office	Assistant to the county controller
Appropriate Nonmandatory Output Measures				
Number of objective decisionmaking tools developed	Baseline	DMC committee records	DMC committee files	Local DMC coordinator
Number/percentage of staff trained in new detention assessment instrument	Baseline	Detention records	Detention files	Detention staff
Number of program/agency policies or procedures created, amended, or rescinded	Annually	Detention records	Detention files	Detention staff
Additional Output Measures				
Number of assessments conducted with modified detention assessment instrument versus total number of assessments	Monthly	Detention records	Detention files	Detention staff

Example 2: Data Collection Plan for Evaluation—Short-Term Outcome Measures

Short-Term Outcome Measures	Frequency of Collection	Instrument/Data Source	Location of Data	Person Who Will Collect Data
Appropriate Nonmandatory Short-Term Outcome Measures				
Number/percentage of program staff with increased knowledge of program area	Baseline and after training	Pre/post questionnaire	Evaluator files	Evaluator
Additional Short-Term Outcome Measures				
Detention rates of minority youth	Monthly	Detention records	Detention files	Detention staff
Detention rates of nonminority youth	Monthly	Detention records	Detention files	Detention staff
Number of detention overrides	Monthly	Detention records	Detention files	Detention staff

Example 2: Data Collection Plan for Evaluation—Long-Term Outcome Measures

Long-Term Outcome Measures	Frequency of Collection	Instrument/Data Source	Location of Data	Person Who Will Collect Data
Appropriate Mandatory Long-Term Outcome Measures				
Number of contact points reporting reduction in disproportionality at the local level	Annual	RRI	Detention data; local DMC coordinator files	Local DMC coordinator
Additional Long-Term Outcome Measures				
Detention rates of minority youth	Monthly	Detention records	Detention files	Detention staff
Detention rates of nonminority youth	Monthly	Detention records	Detention files	Detention staff
Number of detention overrides	Monthly	Detention records	Detention files	Detention staff

Example 3

Strategy: Provide cultural competency training for all juvenile court workers, including probation officers

Research design: Non-experimental design

The third identified problem was a lack of cultural competency knowledge, skills, and awareness among court staff, resulting in minority youth staying in detention for longer periods than nonminority youth. One simple solution to this problem was to hire more minority staff to more closely match racially and ethnically the youth entering the system. As a second strategy, the DMC committee funds a cultural competency training program for all juvenile court workers, including probation officers. To evaluate the effectiveness of this training, researchers conduct indepth interviews of court staff a month before the training and a month after the training. This is a non-experimental design mainly because the study uses only one group; it does not have an experimental and a control group, as in experimental and quasi-experimental designs. Court staff are asked qualitative questions about their general perceptions of youth from various backgrounds, the factors they consider when deciding the length of detention to assign to youth, and their impression of the degree to which youth respect the juvenile justice system. Of course, evaluators should be aware of the strong possibility that staff participation in the interview before the training may effect the responses they provide in interviews after the training. This is

called a testing effect, meaning that exposure to the pretest could influence comments a respondent provides in the second interview. Whereas in the first interview the respondents were unaware of the topics to be covered and were therefore likely to be more candid in their responses, they might not be as candid in the second interview. Researchers can reduce such threats to validity by carefully structuring questions that are modified in the second interview but still collect the same information.

In addition to the qualitative information collected in the indepth interview, some quantitative data can easily aid in determining the effective of the training on length of stay among minority versus nonminority youth. Therefore, length of detention among youth who entered the system during this time is also recorded as a short- and long-term outcome measure to see whether cultural competency training has an impact on the duration of detention. In summary, the theoretical claim examined here is that participation in cultural competency training will reduce the average length of detention stays among minority youth in the area.

The logic model for providing cultural competency training is provided below.

Example 3: Logic Model for Cultural Competency Training

Problem	Objective	Activities	Output Measures	Short-Term Outcomes	Long-Term Outcomes
Lack of cultural diversity knowledge, skills, and awareness among court staff, resulting in minority youth staying in detention for longer periods than nonminority youth.	Improve the cultural competency of court staff.	Hire minority staff. Select curriculum for cultural competency training for court staff. Hire trainers. Have court staff complete pre-training questionnaire measuring cultural diversity. Train all court staff. Have court staff complete post-training questionnaire measuring cultural competency.	Mandatory Formula Grants or Title V funds allocated or awarded for DMC at the local level. Nonmandatory Number of hours of program staff training provided. Number of program staff trained. Additional Number of pre-diversity training in-depth interviews completed. Number of post-diversity training indepth interviews completed.	Nonmandatory Number of minority staff hired. Number/percentage of program staff with increased knowledge of program area. Additional Length of stay in detention among minority youth. Length of stay in detention among nonminority youth. Perception of minority youth. Perception of minority youths' attitude toward the juvenile justice system. Factors included in detention length decision.	Mandatory Number of contact points reporting reduction in disproportionality at the local level. Additional Length of stay in detention among minority youth. Length of stay in detention among nonminority youth.

Example 3: Data Collection Plan for Evaluation—Output Measures

Output Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Mandatory Output Measures				
Formula Grants funds allocated or awarded for DMC at the local level	Annual	County controller's general ledger	County controller's office	Assistant to the county controller
Appropriate Nonmandatory Output Measures				
Number of hours of program staff training provided	Post training	Evaluator records	Evaluator files	Evaluator
Number of program staff trained	Post training	Evaluator records	Evaluator files	Evaluator
Additional Output Measures				
Number of pre-diversity training in-depth interviews completed	Pre training	Evaluator records	Evaluator files	Evaluator
Number of post-diversity training in-depth interviews completed	Post training	Evaluator records	Evaluator files	Evaluator

Example 3: Data Collection Plan for Evaluation—Short-Term Outcome Measures

Short-Term Outcome Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Appropriate Nonmandatory Short-Term Outcomes				
Number of minority staff hired	Monthly	Court personnel records	Court personnel files	Court personnel staff
Number/percentage of program staff with increased knowledge of program area	Pre and post training	In-depth interview protocol	Evaluator files	Evaluator
Additional Short-Term Outcomes				
Length of stay in detention among minority youth	Monthly	Detention records	Detention files	Detention staff
Length of stay in detention among nonminority youth	Monthly	Detention records	Detention files	Detention staff
Perception of minority youth	Pre and post training	Indepth interview protocol	Evaluator files	Evaluator
Perception of minority youth attitudes toward the juvenile justice system	Pre and post training	Indepth interview protocol	Evaluator files	Evaluator
Factors included in detention length decision	Pre and post training	Indepth interview protocol	Evaluator files	Evaluator

Example 3: Data Collection Plan for Evaluation—Long-Term Outcome Measures

Long-Term Outcome Measures	Frequency of Collection	Instrument/ Data Source	Location of Data	Person Who Will Collect Data
Appropriate Mandatory Long-Term Outcomes				
Number of contact points reporting reduction in disproportionality at the local level	Annual	Local DMC coordinator records	Detention data; local DMC coordinator files	Local DMC coordinator
Additional Long-Term Outcomes				
Length of stay in detention among minority youth	Monthly	Detention records	Detention files	Detention staff
Length of stay in detention among nonminority youth	Monthly	Detention records	Detention files	Detention staff

Developing a Plan for Data Analysis and Reporting

Analysis

The analysis of data will depend largely on the data collected and the information sought. It is advisable to have someone with experience in research methods carry out the necessary analyses for the higher level of investigation involved in an evaluation. Using someone with an advanced degree in criminal justice (or a related field), research methods, or statistics is strongly encouraged because working with data is a complex undertaking. Beyond reporting numbers, a locality that undertakes an evaluation will want to test the theoretical claims based on existing data by measuring pre- and post-intervention data. Although evaluations require more time, money, and expertise than performance measurements, they ultimately yield a more reliable product and may be a more efficient investment of resources because they allow greater depth in analyzing minority overrepresentation. States that work in conjunction with a university or a statistical analysis center (SAC) are often in a much better position to conduct more demanding analyses, because they have access to an economical source of expertise. (SACs are state agencies that collect, manage, analyze, and disseminate justice data. A list of state SACs is available on the Justice Research and Statistics Association Web site at www.jrsa.org.)

Reporting

Once the evaluation of an initiative, a strategy, or a program is complete, findings should be reported. The following suggestions can facilitate the reporting process:

- Be aware in advance that the report's findings may well generate controversy. Try to anticipate issues and plan responses.
- To distance the findings from the study's working group members and stakeholders, consider having an outside source (a reputable, objective organization such as a university that is not affiliated with the juvenile justice system) conduct the evaluation.
- Remember that the report will be more credible if findings are considered objective rather than driven by a particular agenda.
- Make stakeholders aware of important findings along the way, to avoid any surprises at the end.
- Write reports in a way that the public, juvenile justice administrators and personnel, and the media can easily understand. Avoid statistical jargon and language that would be unfamiliar to anyone outside the juvenile justice system.
- After stakeholders have had a chance to address study findings, release the findings to the media. This will help to ensure that controversial findings are not ignored or denied and will keep issues in the open, so that positive change remains a priority.

Reassessing Intervention Logic

Once the evaluation is complete, the project team should ask: Is this what we expected to happen? Are we satisfied with the results? How do the outcomes we observed relate to the intervention? Reassessing intervention logic allows the team to review its original intentions, the actual activities, and the outcomes to determine whether the outcomes met the expectations. Some additional questions worth asking include the following:

- Which objectives have been accomplished? Which have not, and why not?
- Are there data to suggest why certain objectives were not accomplished?
- Do certain objectives or activities need to be modified?
- Does the goal need to be redefined?

Answers to these questions may lead to the adoption of modified measures to assess effectiveness, which may, in turn, require new data collection techniques. This reassessment is central to implementing evaluation as an ongoing process that includes intervention development, assessment, and revision.

Overcoming Obstacles to Evaluations

States and localities may face some obstacles to progress in their evaluations. A review of DMC studies over the past several years reveals a few commonly mentioned obstacles. These obstacles are related to identifying the correct target population of the DMC strategy, securing stakeholder support, investing resources in evaluation, and relying on intervention-level staff to carry out the evaluation.

Although most juvenile justice interventions so far have targeted youth as the focus of change, DMC interventions should not rely solely on programs for youth. In other words, to reduce minority overrepresentation, a jurisdiction may have to examine closely (and then change) its systemwide policies and procedures that determine how all youth are handled within the juvenile justice system. Those whose work involves juvenile justice programs that serve youth may be unfamiliar with evaluations of system-level changes, but with careful planning and data collection, it is possible to evaluate interventions, programs, and strategies. Models such as the Annie E. Casey Foundation's [Juvenile Detention Alternatives Initiative](#) can assist in planning a systemic approach to DMC reduction.

States and localities may be reluctant to invest limited resources in evaluation if the benefits of this investment are not immediately apparent. However, spending resources to appropriately identify the problem(s), use evidence-based programs/strategies/interventions, and assess outcomes will help ensure that resources are used wisely and efficiently. States and localities are encouraged to devote resources to the critical step of performance measurement and evaluation whenever possible, as findings will inform future planning and funding decisions.

OJJDP recognizes that conducting analyses beyond measuring performance may present an excessive burden on states. Although OJJDP encourages states and localities to devote additional time and resources to studying minority overrepresentation in their juvenile justice systems beyond the above requirements, this may not be feasible. However, once data are routinely collected, and if resources and expertise are available, states should further explore the causes and persistence of DMC because such efforts are likely to result in a more thorough understanding of this complex problem. States and localities may overcome the financial burden associated with evaluation by partnering with university researchers and graduate students, who are often interested in opportunities to conduct these types of analyses.

Finally, performance measurement and evaluation of DMC reduction strategies require the involvement of staff in the geographic area under study as well as state-level staff. For instance, if a state is implementing an intervention to reduce overrepresentation, intervention-level staff may be tasked with counting youth and recording race and ethnicity data on a routine basis. Intervention-level staff may also submit necessary data to the state's DMC coordinator and may conduct some analyses of these data as well. Regardless of the strategy chosen, the DMC coordinator is actively involved in all aspects of the DMC reduction intervention and should be aware of data collection efforts and activities.

Summary

This chapter introduced the topics of performance measurement and evaluation, identifying similarities and differences between these types of assessments. Performance measurement is a necessary part of evaluation, but evaluation extends what we know about the effectiveness of an intervention by allowing us to determine whether outcomes observed were the result of the intervention or something else. Evaluations accomplish this by considering, through statistical means and the use of multiple groups, the possibility that outside factors contributed to the observed results.

This chapter also discussed OJJDP's DMC performance measurement requirements and spelled out the mandatory and nonmandatory indicators that one should be familiar with for this program area. Next, using three examples of mechanisms leading to DMC, the chapter discussed possible intervention strategies and the steps involved in the transition from performance measurement to evaluation of these strategies: developing an evaluation framework, creating a research design, developing a plan for data collection, and developing a plan for data analysis and reporting. The chapter also touched on some of the obstacles that DMC studies commonly experience and suggested ways of overcoming these obstacles.

One final reminder: Although the evaluation is best left to those with substantial expertise in this area, the whole DMC team should be aware of the steps involved and participate in planning the evaluation.

Appendix A: Disproportionate Contact Performance Measure Definitions and Reporting Format

Performance Measure Key

Short Term:	Occurs during or by the end of the program.
Long Term:	Occurs 6 months to 1 year after program completion.
Annual Term:	Occurs once a year.
Bold:	Mandatory measure.
Bold*:	Mandatory for intervention programs only.
Bold**:	Mandatory for prevention programs only.
+:	Mandatory only if applicable (if not applicable, choose a different measure).

Output Performance Measures

#	Output Measure	Objective	Definition	Reporting Format
1	Formula Grants or Title V funds allocated or awarded for DMC at the state and local levels	Increase organizational/system capacity	The amount of funds in whole dollars allocated at the state level for the DMC coordinator and awarded for DMC at the state and local levels during the reporting period. Program records are the preferred data source.	Dollars allocated and awarded for DMC
2	Number of full-time equivalents (FTEs) funded with Formula Grants dollars	Increase organizational/system capacity	The number of DMC coordinators funded with Formula Grants funds, as measured through the number of FTEs, working on DMC at the state or local levels during the reporting period. To calculate FTE, divide the number of staff hours that the program uses and divide by 2080.	Number of FTEs DMC coordinators paid with Formula Grants funds
3	+ Number of programs implemented	Increase organizational/system capacity	Only the state agency provides this number, and it should present an aggregate of all DMC-related programs implemented. The number of state programs in operation at the state and local levels during the reporting period. Formula Grants files are the preferred data source.	Number of DMC-related programs in operation during the reporting period
4	Number/percentage of program staff trained	Increase organizational/system capacity	The number and percentage of program staff trained on DMC-related issues such as improving staff's understanding of cultural differences, cultural context, cultural diversity, cultural awareness, bias, multicultural workplaces, etc. during the reporting period. The number is the raw number of staff who receive any formal training relevant to the program or their position as program or state-level staff. Include any training from any source or medium received during the reporting period as long as you can verify receipt. Training does not have to have been completed during the reporting period. To get the percentage, divide the raw number by the total number of program staff. Training records are the preferred data source.	A. Number of staff who participated in training B. Total number of staff C. Percentage (A/B)

Output Performance Measures (continued)

#	Output Measure	Objective	Definition	Reporting Format
5	Number of hours of program staff training provided	Increase organizational/system capacity	The number of DMC-related training hours provided to program staff during the reporting period of the program. Training includes in-house and external trainings, conducted and available to staff.	Number of DMC-related hours of training provided to staff
6	Number of <u>nonprogram</u> personnel trained	Increase organizational/system capacity	The number of nonprogram people trained on DMC-related issues such as improving understanding of cultural differences, cultural context, cultural diversity, cultural awareness, bias, multicultural workplaces, etc., during the reporting period. The number is the raw number of nonprogram people from law enforcement, courts, other related agencies, or community members who participate in training, conferences, or workshops. Although DMC program staff may also participate in such training (e.g., statewide or local DMC conferences), do not count them here. Count them under #4.	Number of nonprogram people who participated in training
7	Number of hours of <u>nonprogram</u> personnel training provided	Increase organizational/system capacity	The number of DMC-related training hours provided to nonprogram people during the reporting period. Include DMC training, conferences, and workshops conducted not just for DMC program staff only but for juvenile justice system personnel in general (e.g. law enforcement, court, etc.) and other related agencies and community members.	Number of DMC-related hours of training provided to nonprogram personnel
8	Number of program materials developed	Increase organizational/system capacity	The number of DMC-related materials developed during the reporting period. Include only substantive materials such as cultural competency or DMC curricula, brochures, videos about DMC, etc. Do not include program advertisements or administrative forms such as sign-in sheets or client tracking forms. Count the number of pieces developed.	Number of program materials developed during reporting period
9	+ Number of program youth served	Improve program activities	An unduplicated count of the number of youth that the program served during the reporting period. Definition of the number of youth served for a reporting period is the number of program youth carried over from the previous reporting period, plus new admissions during the reporting period. In calculating the 3-year summary, the total number of youth served is the number of participants carried over from the year previous to the first fiscal year, plus all new admissions during the 3 reporting fiscal years. Program records are the preferred data source.	Number of program youth carried over from the previous reporting period, plus new admissions during the reporting period.
10	Number of service hours completed	Improve program activities	The number of hours of service that program youth completed during the reporting period. Service is any explicit activity (such as program contact, counseling sessions, course curriculum, community service, etc.) that program staff or other professionals dedicated to completing the program requirements delivered. Program records are the preferred data source.	Total number of program youth service hours

Output Performance Measures (continued)

#	Output Measure	Objective	Definition	Reporting Format
11	Average length of stay in program	Improve program efficiency	The average length of time (in days) clients remain in the program. Include data both for clients who complete program requirements prior to program exit and for clients who do not. Program records are the preferred data source.	A. Total number of days between intake and program exit across all clients served B. Number of cases closed C. A/B
12	Number of planning activities conducted	Improve planning and development	The number of DMC-related planning activities undertaken during the reporting period. Activities include number of memoranda of understanding developed, number of DMC subcommittee meetings held, etc.	Number of planning activities undertaken
13	Number of assessment studies conducted	Improve planning and development	The number of DMC assessment studies undertaken during the reporting period to determine factors contributing to DMC.	Number of assessment studies undertaken
14	Number of data improvement projects implemented	Improve planning and development	The number of data improvement projects funded at the state or local levels specifically to improve the quality and completeness of DMC data.	Number of projects funded during the reporting period
15	Number of objective decisionmaking tools developed	Improve planning and development	Report whether any objective decisionmaking tools, such as detention risk, risk assessment, needs assessment, mental health assessment, were developed to determine the supervision needs of the youth.	Number of tools developed
16	Number of program/agency policies or procedures created, amended, or rescinded	Improve planning and development	The number of DMC-related policies or procedures created, amended, or rescinded during the reporting period. Policies or procedures can be developed at the state or local levels. A policy is a plan or specific course of action that guides the general goals and directives of the program or agency. Include policies that are either relevant to the topic area of the program or policies that affect program operations.	Number of program/agency policies or procedures created, amended, or rescinded

Outcome Performance Measures

#	Outcome Measure	Objective	Definition	Reporting Format	Reporting Term	
					Short	Long
1	+ Number of state agencies reporting improved data collection systems	Improve system effectiveness	The number of state-level agencies that show improved data collection systems as evidenced by an ability to collect data by race, collect data by race with increased accuracy and consistency; report timely data collection and submission, etc. during the reporting period. Data improvement project files are the preferred data source.	Number of improved state-level data collection systems during the reporting period.	√	√
2	+ Number of local agencies reporting improved data collection systems	Improve system effectiveness	The number of local-level agencies that show improved data collection systems as evidenced by an ability to collect data by race, collect data by race with increased accuracy and consistency; report timely data collection and submission, etc. during the reporting period. Data improvement project files are the preferred data source.	Number of improved local-level data collection systems during the reporting period.	√	√
3	Number of minority staff hired	Improve system effectiveness	The number of staff of a specific minority group hired during the reporting period.	The number of minority staff hired	√	
4	+ * Number/percentage of program youth who offend or reoffend	Reduce delinquency	The number and percentage of program youth who were rearrested or seen at juvenile court for a new delinquent offense. Appropriate for any youth-serving program. Official records (police, juvenile court) are the preferred data source.	A. Number of program youth with a new offense B. Number of youth in program C. Percentage (A/B)	√	√
5	+ ** Number/percentage of program youth exhibiting desired change in targeted behavior	Improve prosocial behaviors	Select as many as apply from 5A–5D			
5A	Substance abuse	Improve prosocial behaviors	The number and percentage of program youth who have exhibited a decrease in substance abuse. Self-report or staff rating are the most likely data sources.	A. Number of program youth with the noted behavioral change B. Number of youth in program C. Percentage (A/B)	√	√

Outcome Performance Measures (continued)

#	Outcome Measure	Objective	Definition	Reporting Format	Reporting Term	
					Short	Long
5B	School attendance	Improve prosocial behaviors	The number and percentage of program youth who have exhibited an increase in school attendance. Self-report or staff rating are the most likely data sources.	A. Number of program youth with the noted behavioral change B. Number of youth in program C. Percentage (A/B)	√	√
5C	Family relationships	Improve prosocial behaviors	The number and percentage of program youth who have exhibited improved family relationships. Self-report or staff rating are the most likely data sources.	A. Number of program youth with the noted behavioral change B. Number of youth in program C. Percentage (A/B)	√	√
5D	Antisocial behavior	Improve prosocial behaviors	The number and percentage of program youth who have exhibited a decrease in antisocial behavior. Self-report or staff rating are the most likely data sources.	A. Number of program youth with the noted behavioral change B. Number of youth in program C. Percentage (A/B)	√	√
6	+ Number/ percentage of program youth completing program requirements	Increase accountability	The number and percentage of program youth who have successfully fulfilled all program obligations and requirements. Program obligations will vary by program but should be a predefined list of requirements or obligations that clients must meet prior to program completion. Program records are the preferred data source.	A. Number of program youth who exited the program having completed program requirements B. Number of youth who left the program C. Percentage (A/B)	√	
7	Number/ percentage of program families satisfied with program	Increase program support	The number and percentage of program families who report being satisfied with the program in areas such as staff relations/expertise, general operations, facilities, materials, and service. Self-report data collected using program evaluation or assessment forms are the expected data source.	A. Number of program families who report being satisfied with the program B. Number of program families who returned the surveys C. Percentage (A/B)	√	
8	Number/ percentage of program youth satisfied with the program	Increase program support	The number and percentage of program youth who report being satisfied with the program in areas such as staff relations/expertise, general operations, facilities, materials, and service. Self-report data collected using program evaluation	A. Number of program youth who report being satisfied with the program B. Number of program youth who returned the surveys C. Percentage (A/B)	√	

Outcome Performance Measures (continued)

#	Outcome Measure	Objective	Definition	Reporting Format	Reporting Term	
					Short	Long
			or assessment forms are the expected data source.			
9	Number/percentage of program staff with increased knowledge of program area	Increase program support	The number and percentage of program staff who gained a greater knowledge of DMC and DMC-related topics through trainings or other formal learning opportunities. Appropriate for any program whose staff received program-related training. The program need not have provided the training. Self-report data collected using training evaluation or assessment forms are the expected data source.	A. Number of program staff trained during the reporting period who report increased knowledge B. Number of program staff trained during the reporting period and returning surveys C. Percentage (A/B)	√	
10	Number/percentage of nonprogram personnel with increased knowledge of program area	Increase program support	The number and percentage of nonprogram personnel, such as representatives from law enforcement, courts, referral agencies, or community members, who gained a greater knowledge of DMC and DMC-related topics through trainings or other formal learning opportunities. The program need not have provided the training. Self-report data collected using training evaluation or assessment forms are the expected data source.	A. Number of nonprogram personnel trained during the reporting period who report increased knowledge B. Number of nonprogram personnel trained during the reporting period and returning surveys C. Percentage (A/B)	√	
11	+ Number of contributing factors determined from assessment studies	Reduce DMC	Assessment studies are conducted to determine the factors contributing to disproportionality at certain juvenile justice system contact points for certain racial/ethnic minority(ies). Count the number of factors in the family, the educational system, the juvenile justice system, and the socioeconomic conditions determined to have contributed to minority overrepresentation at certain juvenile justice system contact points.	Number of contributing factors determined from assessment studies.	√	

Outcome Performance Measures (continued)

#	Outcome Measure	Objective	Definition	Reporting Format	Reporting Term	
					Short	Long
12	+ Number of contact points reporting reduction in disproportionality at the state level	Reduce DMC	Number of contact points reporting significant disproportionality at the <i>state</i> level during the reporting period compared with the last reporting period. Contact points include arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court.	Number of contact points (arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court) reporting significant disproportionality at the state level during the current reporting period.		√
13	+ Number of contact points reporting reduction in disproportionality at the local level	Reduce DMC	Number of contact points reporting significant disproportionality at the <i>local</i> level during the reporting period compared with the last reporting period. Contact points include arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court.	Number of contact points (arrest, referral to juvenile court, diversion, detention, petition filed, found delinquent, probation, secure confinement, and transfer/waiver to adult court) reporting significant disproportionality at the local level during the current reporting period.		√
14	+ Number/percentage of recommendations from assessment studies implemented	Reduce DMC	Assessment studies contain multiple recommendations. Count the total number of those chosen for implementation.	A. Number of recommendations chosen for implementation B. Number of recommendations made C. Percentage (A/B)		√

Appendix B: Hiring an Outside Evaluator

Interpreting racial data is difficult. Though cost may be an issue, hiring an outside evaluator can facilitate DMC studies. Having a trained evaluator is worthwhile, particularly if the evaluator is sensitive to racial factors in juvenile justice or the criminal justice system. It is essential that the evaluator be on board from the beginning, attend steering committee meetings, be familiar with the juvenile justice system and program evaluation, and be aware of the tasks for which he or she will be responsible. For information on recommended qualifications and reasonable expectations for outside evaluators, see the Juvenile Justice Evaluation Center's *Hiring and Working with an Evaluator* (www.jrsa.org/jjec/about/briefing_evaluator.html).

Although many projects charged with identifying and reducing DMC will want to consider hiring an outside evaluator to complete a formal evaluation of their strategies, basic knowledge about evaluation and performance measurement issues as they relate to minority overrepresentation is essential for all staff working on a DMC project. One reason is that even if outside evaluators are used, various juvenile justice staff will probably collect the data. In addition, performance measurement can be conducted before or along with evaluation, and juvenile justice staff working on a DMC reduction initiative may choose to make statements about how closely the activities follow expectations or about what outcomes have been achieved. This *DMC Technical Assistance Manual* will be a useful resource for those conducting their own studies of DMC as well as for those who wish to hire an outside evaluator.

Appendix C: Model Interagency Agreement—Juvenile Information Exchange

Office of the Attorney General, State of Colorado

General Provisions

Each of the parties agrees to:

1. Promote a coordinated effort among agencies and staff to achieve maximum public and school safety, while at the same time maintaining the appropriate level of confidentiality of information.
2. Participate in interagency planning meetings, as appropriate.
3. Adopt and abide by a set of common definitions applicable to the agreement.
4. Assign staff, as appropriate, to participate in information-sharing activities undertaken pursuant to the agreement, and to assess and develop plans for at-risk youth and those involved in the juvenile justice system.
5. Jointly plan and/or provide information and access to training opportunities, when feasible.
6. Develop internal policies and cooperative procedures, as needed, to implement the agreement as effectively as possible.
7. Periodically review all procedures and policies affecting the goals of the agreement, and implement changes as needed.
8. Comply with relevant state and federal law and other applicable local rules that relate to records use, security, dissemination of information, and retention/destruction of records, and request and disseminate information pursuant to the agreement only for purposes authorized by law.
9. Develop and disseminate appropriate internal written policies to ensure that confidential information, including **education information** and **juvenile or criminal justice information**, is disseminated only to appropriate and authorized personnel.
10. Develop and maintain a method and procedure of transmitting information pursuant to the agreement that reasonably minimizes any possibility the information will become known to unauthorized persons.

11. Designate specific personnel to respond to requests for information made pursuant to the agreement and to receive information pursuant to the agreement. The name of the designated personnel will be made available to all parties to the agreement.
12. Advise all personnel within the agency who may become aware of information covered by the agreement of the duties and responsibilities articulated in the agreement, and provide them with a means to assure information reaches the designated personnel responsible for responding to requests made pursuant to the agreement.
13. Designate and identify for all parties to the agreement a person who is ultimately responsible for the execution of the agreement.
14. Maintain a record of all information exchanged pursuant to the agreement.
15. Execute the agreement uniformly with respect to all persons, without regard to any person's race, color, religion, ancestry, or nation origin.

Appendix D: Sample Consent Forms

Denver Juvenile Network Common Informed Consent Form Authorization for Release of Confidential Information

I, _____, on behalf of myself and/or my children and/or wards,

_____,
(Name of child/ward) (date of birth) (Soc. Sec. No.)

_____,
(Name of child/ward) (date of birth) (Soc. Sec. No.)

_____,
(Name of child/ward) (date of birth) (Soc. Sec. No.)

_____,
(Name of child/ward) (date of birth) (Soc. Sec. No.)

hereby authorize the agencies listed in the attachments to release and share among themselves confidential information checked below on a need-to-know basis; for investigatory purposes and case management purposes as defined in the Colorado Children's Code.

_____ Child Welfare Information, e.g., social worker case file; medical, psychological and education, consultation reports; court reports; relinquishment and adoption records.

_____ Juvenile Justice Information, e.g., arrest and criminal records, probation records, social and clinical studies, law enforcement records in general.

_____ Mental Health Information, e.g., psychiatric and psychological diagnoses, reports and evaluations, treatment recommendations.

_____ Education Information, e.g., to include standardized test scores, grades, report cards, attendance, IEPs, counseling, special education, learning disability and diagnoses related thereto, disciplinary, health, and social work records and reports.

_____ Medical Information, e.g., records and reports of patient history, diagnoses, evaluations, treatment, including those related to developmental disability (with the exception of HIV and AIDS-related information).

_____ Vocational Rehabilitation Information, e.g., records and reports of disabilities, evaluations, and recommendations.

Other: _____

with the exception of the following: _____

Purpose of Release: For interagency coordination and case management among those with a need to know, to facilitate investigations, assessments, evaluations, care and treatment, supervision, education, protection, proper disposition or placement of the subject person(s), and other services incidental to the administration of the respective agency programs and in the best interests of the subject person(s). The information exchanged may not be used as evidence in a criminal proceeding nor be used to investigate or prosecute a suspected crime, unless such documents are subpoenaed.

This consent automatically ends one year from the date I sign this form, or when the sharing of information is no longer needed to manage or provide services to me, my child(ren), or wards, or when I revoke my consent, whichever is sooner, except to the extent that the program or person authorized to make the disclosure has already acted in reliance on this consent. I understand I may revoke this authorization at any time by signing the revocation statement below and provide this document to the appropriate agencies. Agencies and providers who request information under this release may use a copy or facsimile (FAX) of this form in place of the original signed consent form.

This Authorization for information sharing has been explained to me. I have read it (or it was read to me) and understand its provisions. I have been given a reasonable amount of time to ask questions and consider whether to permit sharing of this information. I hereby willingly agree to share of information as described above.

Dated: _____

Dated: _____

Signature of Youth

Signature of Parent, Guardian or
Authorized Representative

Also known as: _____

Also known as: _____

Soc. Sec. of child _____

Child's date of birth: _____

(Staff person facilitating authorization)

Title/Agency _____

NOTE: If you choose to modify or revoke this Authorization, you must sign below and provide to the appropriate agency (agencies).

I hereby revoke my authorization and consent for release of information to the parties listed on this form.

Signed: _____

Date: _____

**For questions regarding this form, please call the
Denver Juvenile Treatment Network (303-893-6898)**

**Denver Juvenile Network Common Informed Consent Form
 Authorization for Release of Confidential Information
 (Alcohol and Substance Abuse)**

I, _____, on behalf of myself and/or my children and/or wards,

_____,
 (Name of child/ward) (Child's date of birth) (Soc. Sec. No.)

_____,
 (Name of child/ward) (Child's date of birth) (Soc. Sec. No.)

_____,
 (Name of child/ward) (Child's date of birth) (Soc. Sec. No.)

_____,
 (Name of child/ward) (Child's date of birth) (Soc. Sec. No.)

hereby authorize the _____ to
 (name of drug and/or alcohol treatment program)

hereby authorize the agencies listed in the attachments to release and share among themselves confidential information checked below on a need-to-know basis; for investigatory purposes and case management purposes as defined in the Colorado Children's Code.

- | | |
|--|--|
| <input type="checkbox"/> Alcohol/drug use history reports | <input type="checkbox"/> Assessment/evaluation |
| <input type="checkbox"/> Consultation reports | <input type="checkbox"/> Progress/compliance reports |
| <input type="checkbox"/> Transition plan | <input type="checkbox"/> Family history; social information |
| <input type="checkbox"/> Treatment discharge summary | <input type="checkbox"/> Alcohol/drug abuse treatment |
| <input type="checkbox"/> Court history and reports summary | <input type="checkbox"/> Psychiatric history and treatment summary |
| <input type="checkbox"/> Urinalysis results | |
| <input type="checkbox"/> Medical history and treatment summary (except HIV and AIDS-related information) | |
| <input type="checkbox"/> Other: | |

with the exception of the following: _____

Purpose of Release

- | | |
|---|--|
| <input type="checkbox"/> To facilitate alcohol/drug treatment | <input type="checkbox"/> To comply with court-imposed conditions |
| <input type="checkbox"/> To coordinate medical care | <input type="checkbox"/> To inform relative/friend of status |
| <input type="checkbox"/> To provide follow-up information | <input type="checkbox"/> To provide information to the Court |

For interagency coordination and case management among those with a “need to know,” to facilitate investigations, assessments, evaluations, care and treatment, supervision, education, protection, proper disposition or placement of the subject person(s), and other services incidental to the administration of the respective agency programs and in the best interests of the subject person(s).

Other:

The information exchanged may not be used as evidence in a criminal proceeding nor be used to investigate or prosecute a suspected crime unless such documents are subpoenaed through a court order.

I understand that my records are protected under the federal regulations governing Confidentiality of Alcohol and Drug Abuse Patient Records, Part 2 of Title 42 of the Code of Federal Regulations and that recipients of this information may share it only in connection with their official duties.

This consent automatically ends one year from the date I sign this form, or when the sharing of information is no longer needed to manage or provide services to me, my child(ren), or wards, or when I revoke my consent, whichever is sooner, except to the extent that the program or person authorized to make the disclosure has already acted in reliance on this consent. I understand I may revoke this authorization at any time. Agencies and providers who request information under this release may use a copy or facsimile (FAX) of this form in place of the original signed consent form.

This Authorization for information sharing has been explained to me. I have read it (or it was read to me) and understand its provisions. I have been given a reasonable amount of time to ask questions and consider whether to permit sharing of this information. I hereby willingly agree to share information as described above.

Dated: _____

I _____ consent _____ do not consent (check one) that this information may be shared with my parent or guardian.

Signature of Youth

Signature of Parent, Guardian or
Authorized Representative

Also known as: _____ Also known as: _____

Soc. Sec. # _____ Date of Birth : _____

(Staff person facilitating this Authorization) (Staff person facilitating this Authorization)

Title/Agency _____ Title/Agency _____

NOTE: If you choose to modify or revoke this Authorization, you must sign below and provide to the appropriate agency (agencies).

I hereby revoke my authorization and consent for release of information to the parties listed on this form.

Signed: _____

Date: _____

Denver Juvenile Treatment Network

Common Informed Consent Form Public System Member Agencies

Colorado State Department of Human Services, including:

- Division of Alcohol and Drug Abuse Services
- Division of Child Welfare Services
- Division of Developmental Disabilities Services
- Division of Mental Health Services
- Division of Vocational Rehabilitation Services
- Division of Youth Corrections

Colorado State Judicial, including:

- Denver Juvenile Court and Probation
- Denver Juvenile TASC
- Denver Juvenile Community Assessment Center

Denver City Attorney's Office

Denver County Court and Probation

Denver Department of Human Services

Denver District Attorney's Office

Denver Department of Safety, including:

- Denver Police Department
- Denver Sheriff's Department
- Denver Fire Department

Denver Public Schools

Office of the State Public Defender

Denver Network Service Providers

Date: _____

List private agencies name, telephone and fax #

To add agencies not listed above, note date added and initial (guardian/child).

Other Agencies:

<u>Initial</u>	<u>Agency Name</u>	<u>Date Added</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

**Common Informed Consent Form
Request for Information**

Records being requested by:

Agency Name: _____

Address: _____ Telephone: _____

Contact: _____ Date: _____

This consent to release information is limited to information that your agency generates only.

(Please state the name or title of the individual or the name of the organization, with the address, which is the custodian of the records being requested.)

TO:

(Please identify the person who is the subject of the request, with identifying information):

RE: (Name)

DATE OF BIRTH:

In accordance with the attached consent to share information form, please forward the following types of information concerning (please be specific):

The information will be used for the purpose(s) of (please be specific):

The person named above or his/her legal representative has been notified of this request by mail/phone/in person (please circle one) on this date: _____.

(TO BE COMPLETED BY THE CUSTODIAN OF THE RECORD)

Action Taken:

Date: _____ Signature: _____

Appendix E: Sample Participant Locator Form

Participant Locator Information

Full Name _____ Birthday _____ SS Number _____

Program _____

Start Date _____ End Date _____

Mother

Name _____

Address _____

City _____

State _____

Zip code _____

Phone number _____

Father

Name _____

Address _____

City _____

State _____

Zip code _____

Phone number _____

Name, address and telephone number of a relative or close friend who does not live with you and who will always know how to contact you.

Name _____

Address _____

City _____

State _____

Zip code _____

Phone number _____