

Juvenile Accountability Block Grants Program

2004 Report to Congress



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

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Foreword

Since 1998, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has helped states and communities implement accountability-based reforms. Such programming holds young offenders responsible for their actions through the swift, consistent application of sanctions that are proportionate to the severity of the offense.

When Congress reauthorized OJJDP's appropriation in 2002 (Pub. L. 197–273), it revised the Juvenile Accountability Incentive Block Grants (JAIBG) program, expanded the number of program areas from 12 to 16, adjusted funding levels, and introduced new requirements and procedures. The resulting Juvenile Accountability Block Grants (JABG) program supports innovative, effective programs that reduce juvenile offending through accountability-based initiatives focused on offenders and the juvenile justice system and that improve the efficiency of state juvenile justice systems.

In its 2002 reauthorization of OJJDP, Congress included language requiring the Office to report on JABG program performance. This Report presents findings from the first round of JABG performance measurement data that OJJDP collected from the states and analyzed in fiscal year 2004. Following a brief history of the development and implementation of the program, this Report provides an analysis of how JABG expenditures influenced state and local juvenile justice infrastructures and practices, identifies the types of programs that states have developed using JABG funds, details performance measurement data from JABG program activities, and highlights training and technical assistance that OJJDP has provided to help localities develop more effective programs.

OJJDP developed its JABG performance measurement program in response to the Office of Management and Budget's Program Assessment Rating Tool (PART), which was used to evaluate how the program's stated goals and objectives relate to budgetary expenditures. Based on analysis from the first round of data collection, OJJDP is encouraged by the JABG program's progress. As this Report details, state and local governments have expanded and improved their graduated sanctions programs and their juvenile justice infrastructures through the JABG program. OJJDP anticipates that this positive trend will continue and that subsequent rounds of performance data collection will substantiate this expectation.

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

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Introduction

The House of Representatives passed the Juvenile Accountability Incentive Block Grants (JAIBG) Act in 1997, and Congress first funded the program through an appropriations act in fiscal year (FY) 1998. The Office of Juvenile Justice and Delinquency Prevention (OJJDP), a component of the Office of Justice Programs within the U.S. Department of Justice, is the administering agency. The Department of Justice Authorization Act of FY 2003 included provisions to change the name of the JAIBG program to the Juvenile Accountability Block Grants (JABG) program,¹ expand the number (from 12 to 16) and scope of the program areas (table 1), refine the program's reporting and monitoring requirements, and include program funding as part of Title I (Part R, Chapter 46, Subchapter XII-F) of the Omnibus Crime Control and Safe Streets Act. This *Report to Congress* meets the reporting requirements specified in the Omnibus Crime Control Act.

Although the Omnibus Crime Control Act was signed into law in November 2002, the legislation stated that the changes would go into effect as of FY 2004. OJJDP staff spent the intervening months examining how research information could make the JABG program more useful to the states and units of local government, while, at the same time, meeting the Office of Management and Budget's (OMB's) performance measurement requirements spelled out in the new legislation. Analyses of the first round of performance measurement data gathered in FY 2004 are reported in the next chapter.

As envisioned by Congress, the goal of the JABG program is to reduce juvenile offending through

¹ For the sake of simplicity, both the old and new programs will be called JABG hereinafter.

accountability-based programs focused on offenders and state and local juvenile justice systems. Accountability means holding offenders responsible for their delinquent or criminal behavior through the imposition of sanctions or other individualized consequences, such as restitution, community service, or victim-offender mediation.

Under the JABG program, OJJDP allots program funds as block grants to states and eligible territories, which are required to pass through at least 75 percent of those funds to local governments. Congress uses a formula based on the state's juvenile population to determine each state's allocation. The Justice Research and Statistics Association (JRSA) calculates local allocations using a formula based on local law enforcement expenditures and the number of local violent crimes reported for the 3 previous years. The states may use the JRSA-generated calculations (about 90 percent of them do) or conduct their own calculations. States may apply for a waiver of the passthrough requirement if they demonstrate that the state, as opposed to units of local government, bears the primary financial burden for administering the juvenile justice system. States and localities receiving program funds are required to establish an advisory board, formerly known as a Juvenile Crime Enforcement Coalition, that formulates a plan to reduce juvenile crime based on an analysis of local conditions. The board includes representatives from, if appropriate, the state or local police department; the local sheriff's department; the state or local prosecutor's office; the state or local juvenile court; the state or local probation office; the state or local education agency; a state or local social service agency; a non-profit, nongovernmental victim advocacy organization; and a non-profit, religious, or community group.

Table 1: Purpose Areas

JAIBG (12 areas)	JABG (16 areas)
<p>1) Corrections/detention facilities: Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of personnel (JABG 2).</p>	<p>1) Graduated sanctions: Developing, implementing, and administering graduated sanctions for juvenile offenders (NEW).</p>
<p>2) Accountability-based sanctions: Developing and administering accountability-based sanctions for juvenile offenders (JABG 11).</p>	<p>2) Corrections/detention facilities (JAIBG 1).</p>
<p>3) Court staffing and pretrial services: Hiring additional juvenile court judges, probation officers, and court-appointed defenders, and funding pretrial services for juveniles, to ensure the smooth and expeditious administration of the juvenile justice system (JABG 3).</p>	<p>3) Court staffing and pretrial services: Hiring juvenile court judges, probation officers, and court-appointed defenders and special advocates, and funding pretrial services (including mental health screening and assessment) for juvenile offenders, to promote the effective and expeditious administration of the juvenile justice system (revises JAIBG 3).</p>
<p>4) Prosecutors (staffing): Hiring additional prosecutors so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced (JABG 4).</p>	<p>4) Prosecutors (staffing) (JAIBG 4).</p>
<p>5) Prosecutors (funding to improve effectiveness): Providing funding to enable prosecutors to address more effectively problems related to drugs, gangs, and youth violence (JABG 5).</p>	<p>5) Prosecutors (funding): Providing funding to enable prosecutors to address drug, gang, and youth violence problems more effectively and for technology, equipment, and training to assist prosecutors in identifying and expediting the prosecution of violent juvenile offenders (combines JAIBG 5 and 6).</p>
<p>6) Prosecutors (funding for technology, equipment, training): Providing funding for technology, equipment, and training to assist prosecutors in identifying violent juvenile offenders and expediting their prosecution (JABG 5).</p>	<p>6) Training for law enforcement and court personnel: Establishing and maintaining training programs for law enforcement and other court personnel with respect to preventing and controlling juvenile crime (NEW).</p>
<p>7) Juvenile courts and probation: Providing funding to enable juvenile courts and juvenile probation officers to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism (JABG 15).</p>	<p>7) Juvenile gun courts: Establishing juvenile gun courts for the prosecution and adjudication of juvenile firearms offenders (revises JAIBG 8).</p>
<p>8) Juvenile gun courts: Establishing court-based juvenile justice programs that target young firearms offenders through the creation of juvenile gun courts for the adjudication and prosecution of these offenders (JABG 7).</p>	<p>8) Juvenile drug courts (JAIBG 9).</p>
<p>9) Juvenile drug courts: Establishing drug court programs to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to integrate administration of other sanctions and services for such offenders (JABG 8).</p>	<p>9) Juvenile records system: Establishing and maintaining a system of juvenile records designed to promote public safety (NEW).</p>
<p>10) Information sharing: Establishing and maintaining inter-agency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts (JABG 10).</p>	<p>10) Information sharing (JAIBG 10).</p>
<p>11) Accountability and school safety: Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies, or programs that are designed (in cooperation with law enforcement officials) to protect students and school personnel from drug, gang, and youth violence (JABG 11 [accountability programs] and JABG 13 [school programs]).</p>	<p>11) Accountability: Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies (revises JAIBG 2 and 11).</p>
<p>12) Controlled substance testing policy: Implementing a policy of controlled substance testing for appropriate categories of youth within the juvenile justice system (JABG 12).</p>	<p>12) Risk and needs assessment: Establishing and maintaining programs to conduct risk and needs assessments of juvenile offenders that facilitate effective early intervention and the provision of comprehensive services, including mental health screening and treatment and substance abuse testing and treatment, to such offenders (NEW, incorporates JABG 12).</p>
	<p>13) School safety: Establishing and maintaining accountability-based programs that are designed to enhance school safety (revises JAIBG 11).</p>
	<p>14) Restorative justice: Establishing and maintaining restorative justice programs (NEW).</p>
	<p>15) Juvenile courts and probation: Establishing and maintaining programs to enable juvenile courts and juvenile probation officers to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism (revises JAIBG 7).</p>
	<p>16) Detention/corrections personnel: Hiring detention and corrections personnel and establishing and maintaining training programs for such personnel, to improve facility practices and programming (NEW).</p>

Since its inception, the JABG program has granted states a great deal of flexibility on how they expand their juvenile justice infrastructure to incorporate accountability-based policies and programs. To support that process, OJJDP works within the JABG framework to guide and support states and units of local government in their assessment of how best to serve the needs of young offenders and the community and to strengthen their juvenile justice systems. OJJDP provides the states with information on best practices and other technical assistance designed to help them implement an accountability-based sanctions system.

A system of graduated sanctions is at the heart of JABG accountability-based programs. Graduated sanctions provide quick, appropriate, early responses to the first signs of delinquent behaviors in youth. Graduated sanctions call for a clear assessment of risk and need, allowing for competency development while maintaining community safety and a new level of interagency cooperation.

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

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

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

monitoring but for whom institutionalization is excessive.

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

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

National Evaluation

OJJDP (through an interagency agreement with the National Institute of Justice) commissioned Abt Associates in 1998 to conduct a process evaluation of the first 3 years (FYs 1998–2000) of the JABG program. Abt completed its evaluation in July 2003. The evaluation focused on the mandate for the JABG program, how funds were distributed to states, how states used the money, and whether state efforts fulfilled program goals and improved the way in which communities hold young offenders accountable for their actions.

Although Congress did not define the concept of accountability in explicit terms, the legislation and subsequent administrative rules described several juvenile justice policies and practices that would enhance accountability and that Congress wanted to encourage. They included:

- ◆ Prosecuting as adults juveniles who commit serious violent crimes.
- ◆ Expanding the array of graduated sanctions available to juvenile courts, so that sanctions imposed

on juvenile offenders appropriately match the seriousness of their current offense and prior record.

- ◆ Holding parents responsible for ensuring that their children obey court orders.
- ◆ Establishing juvenile records systems that parallel those for adult offenders.

Early versions of the legislation required states to implement policies in these areas, and the governor (or other chief executive) had to certify that the state had done so before the state could receive funds. In its final version, Congress lowered the bar—states had only to agree to “actively consider” these policies. However, Congress did require states to establish drug testing policies by January 1, 1999, for appropriate categories of juvenile offenders.

The evaluation found that the “[JABG] program generally achieved the major Congressional expectations that the Act set forth. The Act gave states flexibility to adapt its provisions to their individual laws, policies, and procedures. OJJDP and the states successfully implemented the [JABG] program within tight time limits.”² The evaluators discovered that as states developed and worked with their mandated Juvenile Crime Enforcement Coalitions, the collaborative efforts extended beyond the JABG program, resulting in long-term benefits from a small investment of funds. Among other findings of the evaluation were the following:

- ◆ When the program started, 39 of the 56 participating states and territories had policies in place to prosecute serious juvenile offenders as adults. Three states implemented or expanded their programs during the study period. However, falling rates of serious juvenile crime during this period reduced the urgency for these sanctions. JABG awardees’ spending in this area fell from 12 percent of total expenditures in 1998 to 10 percent in 2000.

² Parent, D., and Barnett, L. 2005. *Juvenile Accountability Incentive Block Grants Program: National Evaluation*. Cambridge, MA: Abt Associates, Inc., p. v.

- ◆ JABG grantee planning efforts prioritized the implementation of graduated sanctions systems. States and local governments increased the proportion of total funding directed toward graduated sanctions from 70 percent in 1998 to 74 percent in 1999 and 77 percent in 2000. Most of those funds (83 percent) were used to enhance existing graduated sanctions programs.
- ◆ Before receiving the JABG award, all states developed drug testing policies that conformed with the congressional directive. Local laws led to variations in these policies at the local level. Spending in this area held steady at 1.6 percent through the grant period studied for the evaluation.
- ◆ Developing a comprehensive recordkeeping system was not a funding priority for most jurisdictions before the start of the JABG program. Only 10 of 56 states had comparable juvenile and adult recording systems when the program began. At the end of the evaluation period, only two additional states had implemented juvenile recordkeeping systems. The average investment was 16 percent in 1998, 13 percent in 1999, and 11 percent in 2000. Aligning juvenile recordkeeping systems with adult systems is still a work in progress. Because most states were not concerned with this component when the JABG program began, little foundation or planning in this area existed. However, the states have allocated a significant amount of JABG funding toward this area.
- ◆ Every state had programs in place to administer drug tests for juvenile offenders who commit certain types of crimes, 45 of 56 states had graduated sanctions policies in place, and 41 of 56 states had policies in place to prosecute juveniles as adults for serious offenses.

As Abt gathered data for the evaluation, the research team learned from discussions with state JABG coordinators and juvenile justice specialists that the flexible nature of JABG funds allows states to fill gaps in their juvenile justice systems and greatly improve services.

Federal Context for JABG Accountability

During the last decade, the federal government emphasized the importance of improving the effectiveness, efficiency, and accountability of taxpayer-funded programs. When Congress passed the Government Performance and Results Act (GPRA) of 1993 (Pub. L. 103–62), it modified the way congressional appropriations are determined. Under GPRA, congressional appropriations are no longer based on the amount that an agency received in the previous fiscal year. Instead, funding is based on agency or programmatic performance. Specifically, GPRA requires agencies to develop three documents: A multiyear strategic plan, an annual performance plan, and an annual performance report.

The President’s Management Agenda (PMA), which was implemented in 2001, has increased federal accountability. PMA supports processes that ensure accountability and includes five governmentwide initiatives: streamlined human capital systems, competitive sourcing, improved financial performance, expanded e-government, and integration of agency performance and budget processes.

In practice, the integration and oversight of federal agency performance and budget processes are accomplished through the comprehensive performance and budget management system that OMB established. OMB uses the Program Assessment Rating Tool (PART) to review all federal programs and to measure the effectiveness of their stated goals and objectives in relation to budget expenditures. The PART review helps inform White House management actions, budget requests, and legislative proposals. PART examines factors that contribute to program effectiveness and requires that conclusions be explained and substantiated with evidence. PART ratings inform congressional budgetary decisions.

OMB’s PART Findings and OJJDP’s Response

In FY 2002, OMB used PART to evaluate the JABG program. The program assessment was complicated because Congress never clearly defined what it meant by the term “accountability.” In its

FY 2002 PART report, OMB noted the difficulty its analysts encountered in their assessment of program outcomes due to “the lack of a consistent definition of ‘accountability.’” Because accountability varies according to the nature of the offense, the type of community, and the kinds of offenders, effective accountability programs incorporate a holistic approach. No single plan can serve all communities, all victims, and all judicial systems. These variables are addressed within the range of options available in the purpose areas of the JABG program.

The PART assessment revealed program strengths and weaknesses in the following areas:

- ◆ **Program purpose and design.** Out of a possible score of 100, JABG received a score of 60. The OMB review found that—
 - ❖ The program purpose is clear and meets a specific need.
 - ❖ A block grant is probably the best means to equitably distribute funds for this program, given the wide variation in state juvenile justice systems.
 - ❖ Because no single definition or measure of accountability in the juvenile justice system exists, determining the actual need for the program is difficult.
 - ❖ Measuring the impact of program funding is impossible because grant funds are almost completely fungible with state or local resources.
- ◆ **Strategic planning.** JABG received a score of 33 out of 100. The review found that—
 - ❖ OJJDP has taken meaningful steps to address planning deficiencies. In 2003, OJJDP developed performance measures, provided training for the states, and conducted focus groups with the states to strengthen the program.
 - ❖ At present, the program has no established annual performance measures, and grantees have not been required to submit performance data.
 - ❖ The program has no established goals and objectives.

- ❖ OJJDP cannot link funding levels and specific performance at this time.
- ◆ **Program management.** JABG received a score of 50 out of 100. The review found that—
 - ❖ The program uses strong financial practices.
 - ❖ Because no consistent reporting framework exists, each grantee selects its own performance measures or no performance measures at all.
 - ❖ Funds are expended in a timely manner and for their intended purpose.
 - ❖ No procedures or incentives to measure and achieve program efficiencies and cost effectiveness have been identified.
 - ❖ OJJDP has no system for disseminating or summarizing grantee progress reports.
- ◆ **Program results.** JABG received a score of 10 out of 100. The review found that—
 - ❖ The Grants Management System enabled OJJDP to modify the review process and award the grants 4 months earlier than in FY 2002.
 - ❖ The program did not demonstrate acceptable progress toward achieving its long-term outcomes.

In developing the JABG performance measurement process, OJJDP considered the government's focus on program accountability and the low score that the JABG program received regarding the collection and distribution of state performance data and progress toward long-term program outcomes. Consequently, the states collect performance-related information from their local-level subgrantees, who are actually implementing JABG-funded services or systems change projects. OJJDP reports outcome-oriented data from the states to Congress, makes it available to the public, and uses it to respond to OMB. These data clarify the progress that OJJDP and states are making toward meeting JABG program goals.

The next section of this Report provides an update on how OJJDP has implemented its congressional mandate. It details performance measurement data from JABG program activities and highlights some of the innovative and effective programs that states have developed with JABG funds. The Report concludes with a look at training and technical assistance that OJJDP has provided to help localities develop more effective programs through access to resources, information on best practices, and needed training.

Results of the Collection of JABG Performance Data

In FY 2004, for the first time, OJJDP collected JABG performance measurement data from the states (who had collected the information from subgrantees at the local level) for analysis. OJJDP asked the states to provide information on their JABG-funded activities and to describe how those activities had affected the juvenile justice system. JABG program data that OJJDP collects help the Office inform its parent organization, the Office of Justice Programs (OJP), about how it is fulfilling its mission of controlling crime and administering justice. Data on program performance filter upward to inform the U.S. Department of Justice (DOJ) about aspects of its mission that focus on ensuring public safety and controlling crime. The “Performance Data” arrow in figure 1 signifies this upward relationship. The “Mission” arrow in figure 1 illustrates how DOJ’s mission drives that of OJP, OJJDP, and, ultimately, JABG.

Data Collection

Because JABG awards grants to states, the states are the primary agents for collecting and submitting performance measurement data and reporting on the overall progress of the program to OJJDP. In most cases, however, states award subgrants to various agencies to conduct JABG activities. As a result, there are three levels to the data collection process.

- ◆ **Subgrantee data collection** captures data from specific JABG-funded programs. In cases where these funds cover only part of the program costs, subgrantees are asked to prorate the performance attributed to the JABG program. For example, if a subgrantee served 100 youth but only 10 percent of its budget came from JABG funds, that subgrantee would report serving 10 youth with JABG funds. Although this approach may underestimate the impact of the JABG program, it was

adopted to help standardize subgrantee reporting and reduce the likelihood that subgrantees would overestimate the outcomes attributed to JABG.

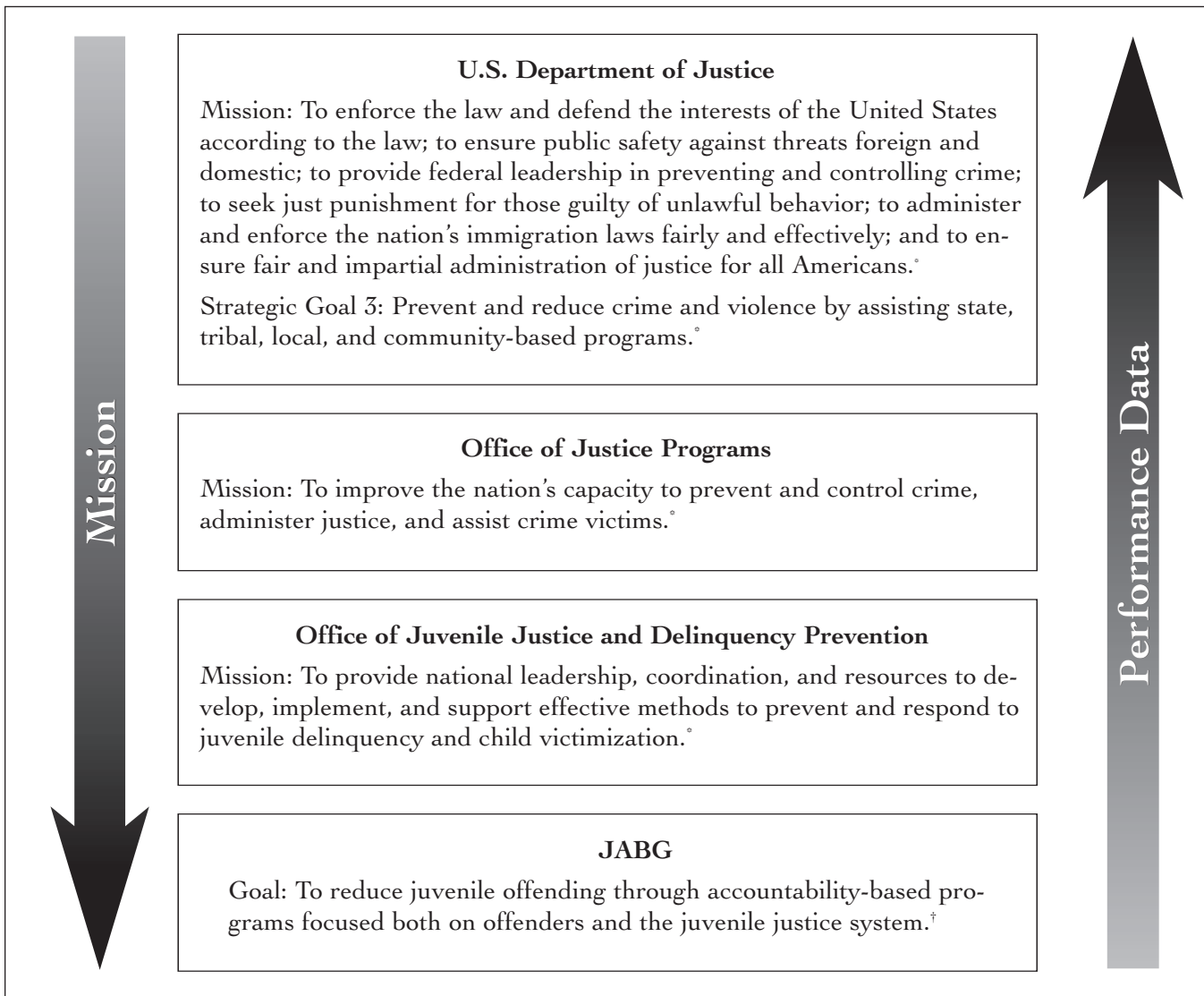
- ◆ **State data collection** captures combined data from a state’s subgrantees. It also collects data on the amount of the state award and information regarding subgrantees that did not submit performance data. Specifically, states report information on the award amount, purpose area allocation, and reason that a subgrantee is not reporting performance data. Examples of the types of performance information that states may provide include data on the number of clients served, youth arrest rates, the number of juveniles in counseling or treatment, the number of youth diverted from secure confinement to alternative programs, the number of cases seen in alternative courts, and the implementation of drug testing programs.
- ◆ **Federal data collection** captures combined data from each state and territory that received JABG funding.

To ensure consistent information and accurate evaluations, the criteria for reporting outcome data are the same for all grantees. Information gleaned from the analysis will inform policy and program development and will help OJJDP further refine the training and technical assistance it provides to the states and units of local government.

JABG Performance Indicators

OJJDP developed 289 performance indicators for the JABG program. The indicators are grouped by purpose area and type of performance measurement (i.e., output or outcome). The number of indicators per purpose area ranges from 10 to 25, including

Figure 1: Contextualizing JABG



* U.S. Department of Justice, Office of the Attorney General. 2001. *FY 2001 Performance Report*. Washington, DC: U.S. Department of Justice, pp. 63–87.

† As stated by OJJDP in its Program Assessment Rating Tool review.

indicators of program outputs, short-term outcomes, and intermediate-term outcomes (table 2). OJJDP developed performance indicators that focus on the following important areas of concern:

- ◆ Crime control (e.g., rates of juvenile arrests and crime and rates at which youth successfully complete the program).
- ◆ Just punishment (e.g., equity of program administration, use of alternatives to detention, use

of graduated sanctions, and timeliness of system responses).

- ◆ Administration of justice (e.g., improvements in facilities and staffing, cross-agency communication, and information sharing).
- ◆ Implementation of effective responses to crime (e.g., timely and appropriate service delivery and operation of specialty courts and restorative justice programs).

Quality and efficiency measures were included in the performance indicator list (see figure 2). Of the 289 performance indicators, 89 percent measure system accountability, 52 percent measure program quality, and 21 percent measure program efficiency. Performance indicator categories comprise two

accountability types (see figure 3) and four activity types (see figure 4).

States and subgrantees were instructed to focus on only those indicators for the purpose area(s) under which they spent JABG funds and, within that list, to select only those indicators that applied to their

Table 2: Number of Performance Indicators, by JABG Purpose Area and Type of Measure

Purpose Area	Measure Type			Indicator Count
	Output	Short-Term Outcome	Intermediate-Term Outcome	
1: Graduated sanctions	8	6	4	18
2: Facilities	8	8	8	24
3: Hiring court staff and pretrial services	8	7	6	21
4: Hiring prosecutors	3	4	3	10
5: Addressing drugs, gangs, and violence by the prosecution	5	6	3	14
6: Training law enforcement	4	6	4	14
7: Gun courts	6	5	12	23
8: Drug courts	7	5	13	25
9: Juvenile records	5	4	8	17
10: Information sharing	5	7	4	16
11: Accountability programming by law enforcement	5	3	9	17
12: Risk and needs assessment	4	9	3	16
13: School safety	5	5	8	18
14: Restorative justice	6	5	8	19
15: Accountability programming by court and probation staff	5	11	3	19
16: Hiring detention and corrections staff	6	7	5	18
Total	90	98	101	289

Figure 2: Performance Indicator Categories

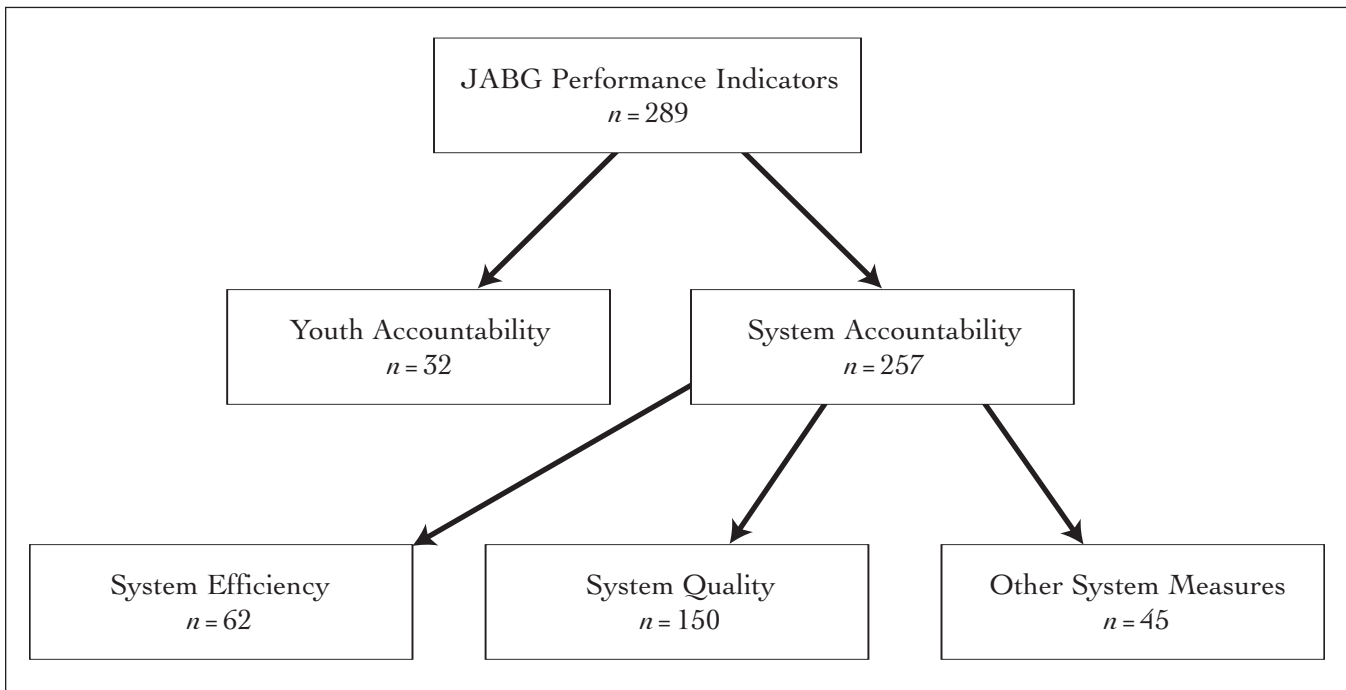


Figure 3: Performance Indicator Categories, by Accountability Type

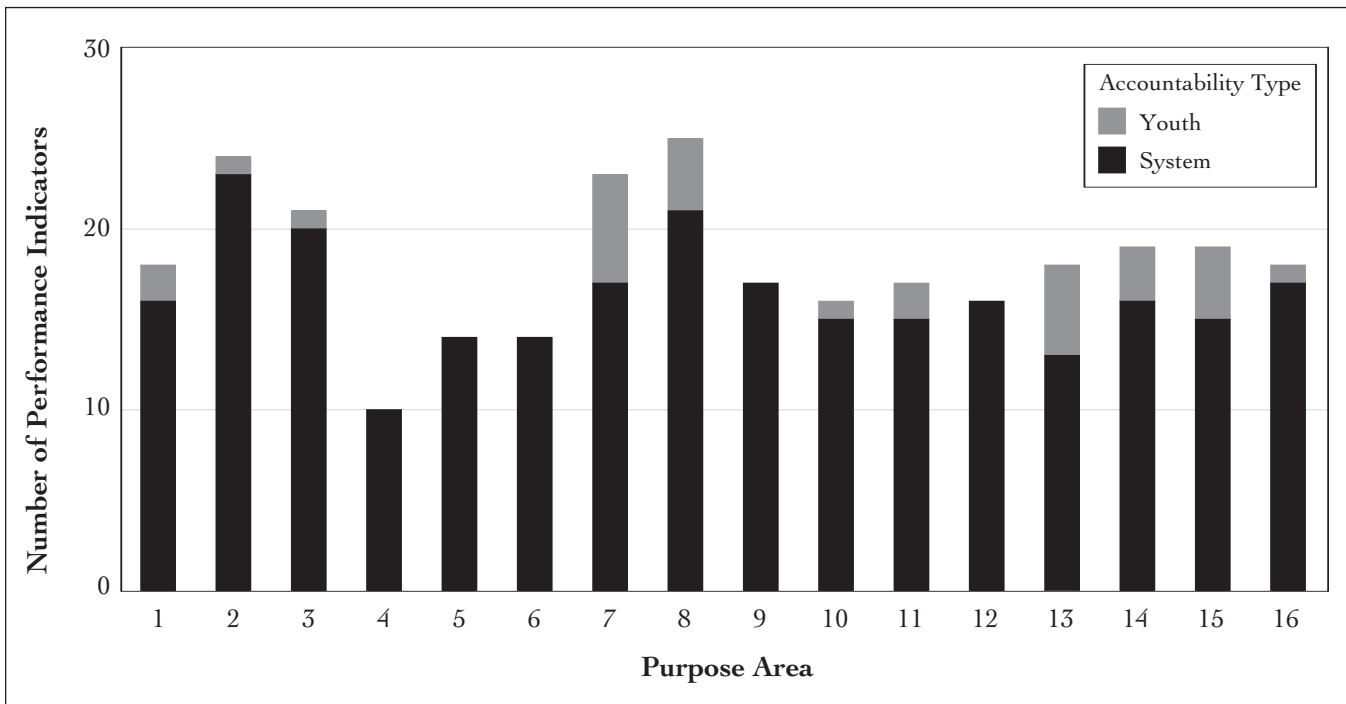
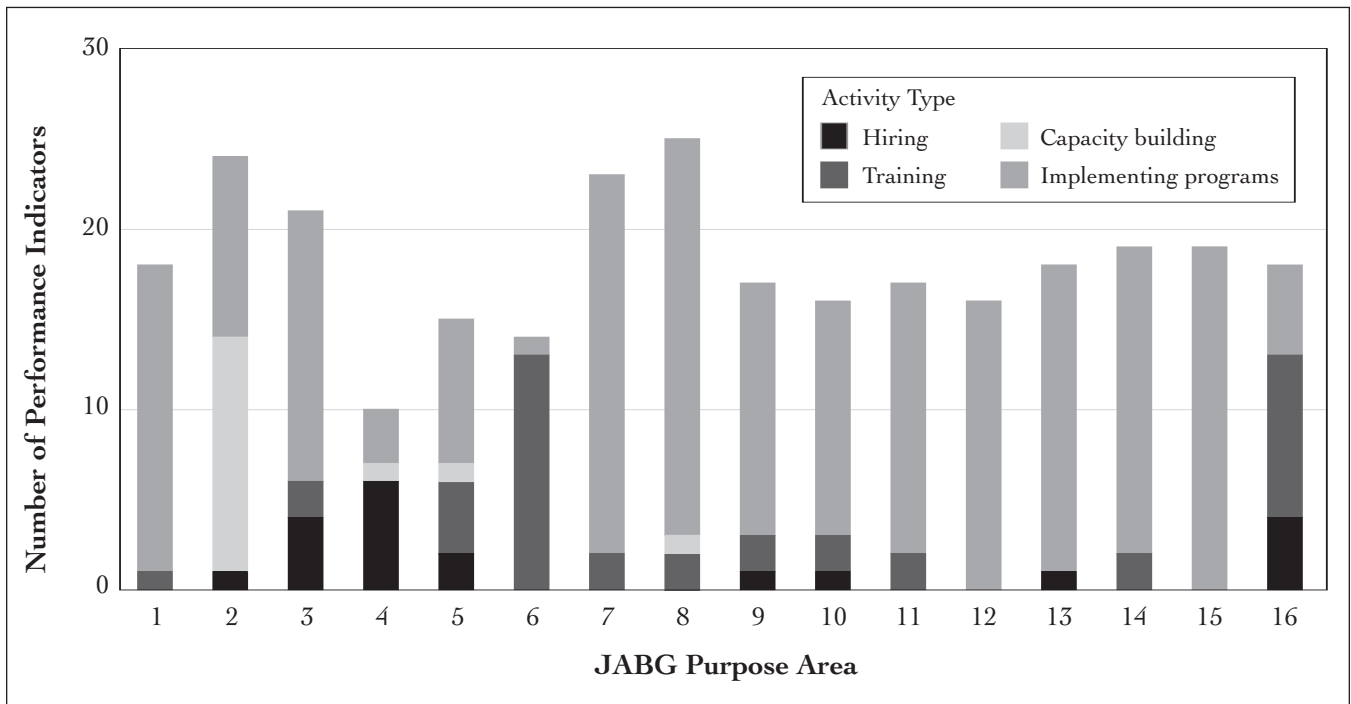


Figure 4: Performance Indicator Categories, by Activity Type



activities and general goals. At a minimum, subgrantees were asked to report on one indicator of output performance, one indicator of short-term outcome performance, and one indicator of intermediate-term outcome performance.

The complete list of JABG performance indicators is contained in the *Juvenile Accountability Block Grants Performance Measurement Reporting Instructions and Information* packet, which OJJDP makes available to states and subgrantees. In addition to the indicator list, the packet contains resources that subgrantees can use when selecting indicators and collecting and reporting performance data. The table of contents for the packet, which lists these resources, is shown in the sidebar.

The resources were developed in direct response to state feedback. The most common requests were for general information that states could use when working with their subgrantees (i.e., talking points and frequently asked questions) and for more clearly defined indicators. The responses are included in the definition of terms, indicator explanations, and

the data collection form templates (i.e., subgrantee forms).

JABG Results

For the reporting period lasting from October 1, 2003, to March 31, 2004, states used JABG performance indicators and the Data Collection Technical Assistance Tool (DCTAT) to report on data they collected from their subgrantees. OJJDP developed DCTAT in response to earlier feedback indicating that an electronic tool would help states collect and report performance data. Responsibility for the accuracy and validity of these data rests with the state grantees. Because these data represent the first submission of JABG performance information, performance targets have not been established for comparison. These data will be used to develop future performance targets.

Data were received from 42 of 56 JABG grantees, a response rate of 75 percent. Respondents included both large and small grantees from states in all regions of the country. The data represent

Juvenile Accountability Block Grants Performance Measurement Reporting Instructions and Information Packet: Table of Contents

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information gathered for approximately 1,608 subgrants.³ Of these subgrants, 1,225 (76 percent) funded existing JABG activities. Performance data were reported for 1,265 (79 percent) of the subgrants. Performance data from the remaining 343 (21 percent) subgrants are not available because the states issuing those subgrants determined that performance reporting would have imposed an undue burden on the recipients.

The 1,608 subgrants active during the reporting period account for approximately \$137 million from FYs 2000–2003. Subgrantees reported a range of

³ This number is an estimate because some grantees reported data aggregated across multiple subgrants to expedite reporting. In addition, selected subgrantees received grant modifications late in the reporting cycle and reported the additional funds as separate subgrants.

award amounts, from \$1,210 to more than \$3 million. The trend was toward smaller subgrant awards: 25 percent of the awards were \$13,817 or less, 25 percent were between \$13,824 and \$28,058, 25 percent were between \$28,071 and \$74,999, and the final 25 percent were between \$75,000 and more than \$3 million. As shown in figure 5 and figure 6, the majority of subgrantees (61 percent) spent JABG funds from federal fiscal year (FFY) 2002; 62 percent of grant funds were allocated to subgrantees from FFY 2002. JABG grant allocations were reported incorrectly for 50 subgrants (listed under the “unknown” category in figures 5 and 6).

Grant funds were spent in all 16 JABG purpose areas during the reporting period. As shown in figure 7, the distribution of funds was not even across all purpose areas. The bulk of JABG funds were allocated to purpose areas 11, 15, and 10, respectively.

Performance by Activity Type

As shown in figure 4 (page 11), the JABG program funds four types of activities. Performance data related to each activity are described below.

Hiring. JABG funds can be used to hire court staff, detention staff, and prosecutors. JABG grantees reported 212 new hires during the reporting period. As a result, at the end of the reporting period, 11 percent of positions in reporting organizations were being funded with JABG funds. Of staff hired, 70 were court staff, 91 were detention staff, and 51 were prosecutors.

Capacity building. JABG funds can be used to build corrections and detention facilities and information-sharing mechanisms, such as partnerships. JABG grantees reported that building-related activities created 15,703 additional client slots, including new bedspace in residential programs and increased service capacity for nonresidential programs. During the reporting period, respondents developed formal partnership agreements (e.g., memorandums of understanding, contracts, or letters of agreement) with 481 new organizations. The additional partnerships represented a 16-percent increase from the start of the reporting period.

Figure 5: Distribution of JABG Subgrantees, by Fiscal Year

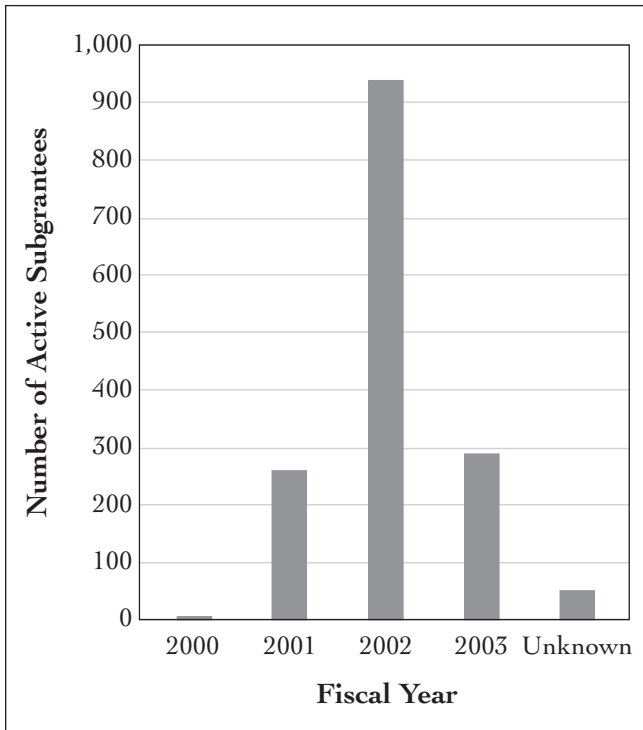


Figure 6: Amount of JABG Funds Allocated to Subgrantees, by Fiscal Year

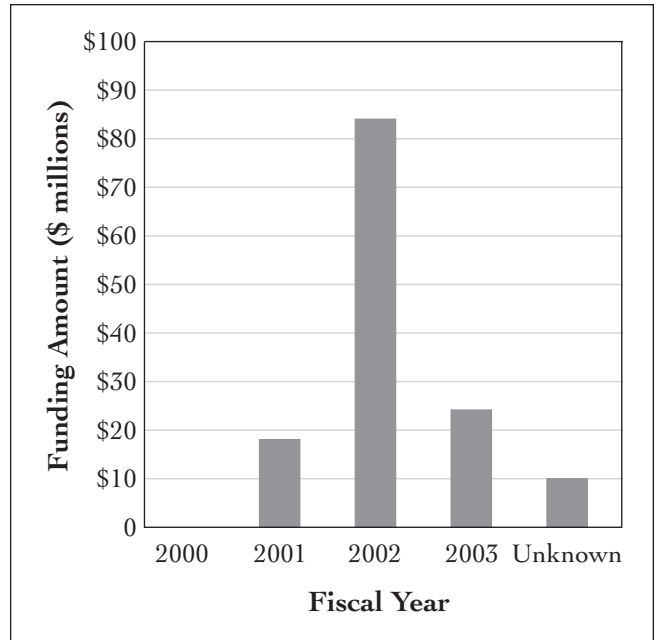
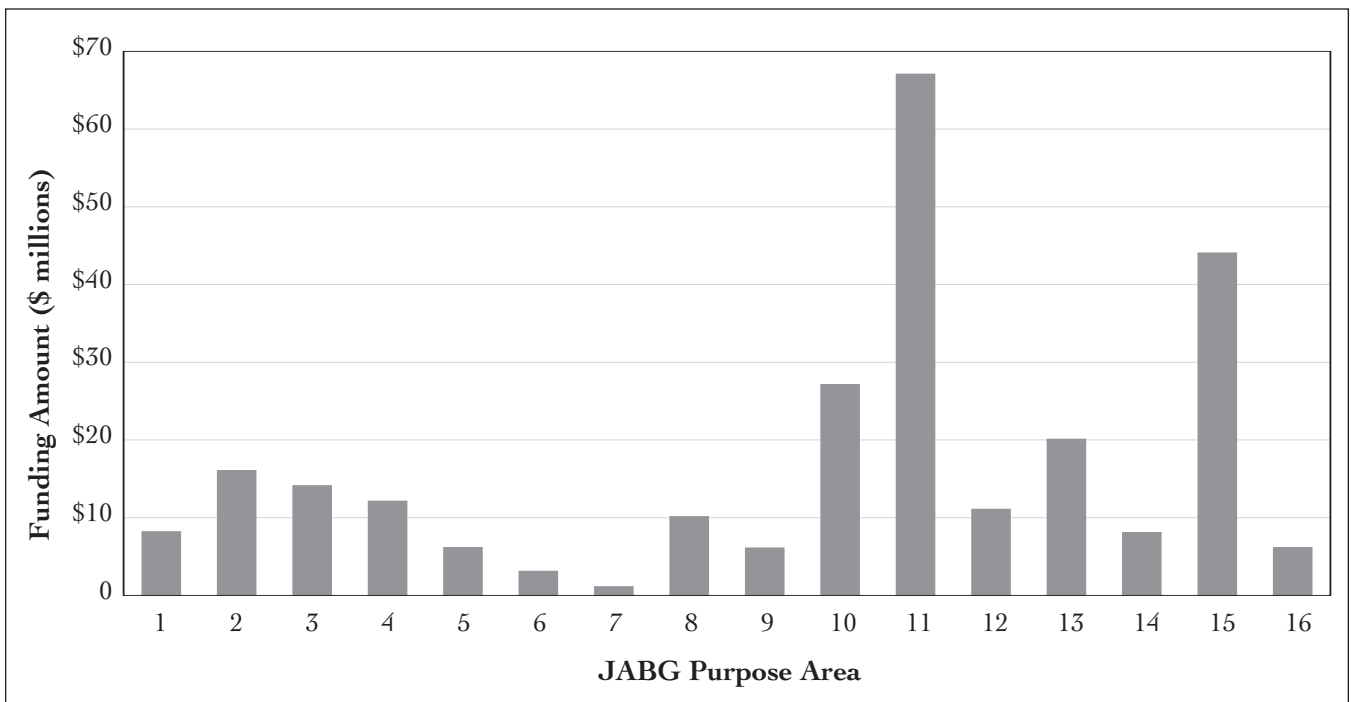


Figure 7: Allocation of JABG Funds, by Purpose Area: October 2003–March 2004



(Additional data on information sharing is provided on page 20, under purpose areas 9 and 10.)

Training. JABG funds can be used to train law enforcement and court personnel, prosecutors, detention staff, and staff involved in gun or drug courts. The number of trained staff increased 10 percent, from 31 to 41 percent. Grantees reported that more than 8,000 hours of training were provided during the reporting period.

Implementing programs. JABG funds can be used to implement and operate a variety of accountability programs, including specialty courts, restorative justice programs, and programs using graduated sanctions approaches and assessment services. During the reporting period, subgrantees implemented an additional 39 programs. As a result, the number of operational programs at least partially funded with JABG money increased to 2,573.

Interpreting the Data

The performance measurement process produced outcome-oriented data that OJJDP can use to meet GPRA and PART requirements, is understandable and easy to use, and demonstrates that the Office is making progress, through JABG, toward meeting its goals. Although the process met and even exceeded some expectations, the results must be interpreted with care.

Production of outcome-oriented data. States and subgrantees used the performance measurement process to produce outcome-oriented data that OJJDP staff can use to track progress toward meeting the goals of JABG and, by extension, the agency. Because JABG program goals and the adopted performance indicators are closely linked, the data can be used as part of OJJDP's annual performance report in compliance with GPRA. In addition, implementing the performance measurement process supports two of the five components of the President's Management Agenda by—

- ◆ **Streamlining human capital** through technology that compiles, tracks, and submits data and trains DCTAT users at the subgrantee, grantee, and federal levels.

- ◆ **Expanding e-government** to reduce reporting burdens and increase information sharing and automation. DCTAT enables data sharing within and across user levels and encourages the automation of requests for data revisions.

Finally, OJJDP's performance measurement process responds directly to OMB's observations of the JABG program, which are included in the 2002 PART review. In particular, the process promotes the annual collection of state data and increases OJJDP's capacity to share program data with the public in meaningful ways. The data included in this Report were shared with state grantees during regional trainings in the fall of 2004 and may be adapted for additional distribution through a variety of media.

Ease of use. Seventy-five percent of JABG grantees used DCTAT to collect data. Information received from subgrantees and grantees during training sessions and one-to-one technical assistance calls suggests that the indicators could be reasonably applied to the majority of subgrants, the data were relatively straightforward to identify and collect, and DCTAT was easier to use than expected. Furthermore, grantees submitted only a small amount of unusable data, which include information from 7 indicators submitted for 150 subgrants. The median subgrant award amount of \$28,000 suggests that despite having limited resources, subgrantees were able to meet the data-reporting requirements.

Progress toward goals. Grantees reported a variety of outputs reflecting expanded and improved services available to youth. Grantees also showed progress toward meeting the overall goals of the JABG program. Data indicate that, in many cases, programs improved their outcomes in holding youth accountable—e.g., reducing the time required to process youth through the justice system, increasing the number of contacts with youth, and reducing the number of inappropriate sanctions (i.e., sanctions that were overturned). Data also show an increase in the number of youth completing program requirements, which suggests that youth are acting more responsibly.

Although promising, the results of the first round of JABG performance data collection reflect only

grantee progress toward JABG program goals. To definitively determine whether JABG is responsible for the reported results would require an outcome evaluation. In addition, the low median grant amount suggests that JABG funds are used to augment existing efforts. This finding does not undermine the performance of JABG grantees; however, it does suggest that the context in which grantees and subgrantees use JABG funds must be examined to fully understand the program's impact. For example, should JABG performance reporting reflect outcomes proportionate to the amount of JABG funds contributed to the program budget, as was done here, or should it cover cases in which a small JABG grant provides the funds needed to meet a special need (e.g., a new service or staff member) and dramatically increase client benefits? The fact that 76 percent of subgrants were used to fund existing activities raises questions about whether JABG performance measurement should continue to be limited to outcomes directly attributed to JABG dollars or whether it should include outcomes associated with the withdrawal of JABG funds and the resulting reduction or termination of operations. These and other questions, such as how to best integrate long-term outcome indicators into the JABG performance measurement process, need to be addressed in future iterations of the data collection process.

JABG Program Effects

Outcomes related to juvenile justice system accountability were measured by how well the systems operated (efficiency) and how closely the services adhered to best practices (quality). Data related to each system accountability topic are reported below.

Juvenile Justice System Efficiency

System efficiency was measured in terms of cost savings per client, the time required for a system response, and how much of the systems and operations were automated. Grantees reported positive outcomes in each of these areas.

- ◆ **Cost savings.** Grantees saved an average of \$3,050 per client served by a JABG-funded accountability program or service, compared with

the cost of serving that client without using an accountability program.

- ◆ **Time to sanction.** Subgrantees reduced the time from infraction to sanction from 32 hours (1.3 days) at the start of the reporting period to 15 hours (0.6 days) at the end of the reporting period. The time between justice services (e.g., screening to assessment) was reduced by an average of 5 hours.
- ◆ **Systems automation.** Grantees maintained the level of 79 percent of their juvenile justice system being automated.

Juvenile Justice System Quality

System quality was measured by the amount of contact between supervision staff and youth and by the amount and appropriateness of services delivered to youth. Grantees reported results in the following areas.

- ◆ **Contact with youth.** The average number of supervision contacts with youth during program enrollment increased from 11 to 23. The average number of contacts per month remained relatively constant at 6 per program.
- ◆ **Use of best practices.** Although the number of youth served by a best practice increased by 73,945, which increased the total number of youth served, the percentage of all youth in the juvenile justice system served by a best practice decreased by 8 percent.
- ◆ **Range of service options.** JABG-funded programs offered 1,583 more service options (alternatives to confinements) to youth. The average number of services received per youth increased from 4 to 10 per program.
- ◆ **Appropriateness of services.** The percentage of overturned sanctions (e.g., for being inappropriate for the infraction) decreased by 3 percent, from 45 to 42 percent.
- ◆ **Caseloads.** The average staff caseload increased from 25 to 29.

JABG Program Effects on Youth Accountability

JABG programs were also measured to determine outcomes of youth accountability. In general, grantees reported levels of youth accountability that remained relatively constant during the reporting period.

- ◆ **Successful in-program behavior.** Youth maintained a 61-percent rate of successful program completion, a 21-percent rate of meeting intermediate program goals, and a 5-percent rate of non-compliance with program requirements.
- ◆ **Family participation.** Data were reported for only one indicator of family accountability: the measure of family participation in at least one drug court activity, excluding mandated court appearances. Data indicate that 100 percent of families participated in drug court activities.⁴

What Data Reveal About JABG Program Performance

Data reported for the 6-month period between October 1, 2003, and March 31, 2004, indicate that the JABG program is meeting its stated goals. Funds are being used to improve juvenile justice system accountability and to encourage juvenile offenders to become more accountable for their behavior. System accountability includes ensuring that programs have sufficient, qualified staff; building and maintaining program capacity to serve all juvenile offenders swiftly and efficiently; offering a range of appropriate services; and implementing programs according to research about what works (e.g., graduated sanctions, risk and needs assessments, small caseloads, and swift administration of justice).

Hiring

One way to increase system accountability within the JABG program is to hire staff. In the reporting period, JABG funds were used to hire 212 staff and to maintain an 11-percent rate of JABG-funded

positions. Programs that used JABG funds to hire staff reported improved system accountability outcomes in the following areas:

- ◆ **Staffing levels.** All programs reported full staff capacity. Prosecution projects reported that 17 percent of their prosecutors specialized in working with violent juvenile offenders. Full staffing and staff specialization are important because they reduce the likelihood of case backlogs and increase the likelihood that clients will receive high-quality service.
- ◆ **Direct service to clients.** Staff spent 50 percent of their time providing direct service to clients. Research shows that by spending time with their clients, staff are in a better position to build stronger relationships and offer offenders individualized services.
- ◆ **Services to youth.** The number of youth who were screened at intake increased to 99 percent, the number of youth held in isolation diminished by 10 percent, and the number of sanctioning options available to staff increased by 83 percent. Such outcomes suggest that justice systems are gaining a better understanding of clients' service needs and are increasing their capacity to meet those needs.
- ◆ **Service efficiency.** Service provision remained swift, with grantees reporting an average of 10 hours between first contact with youth and the completion of an initial screening; an average of 8 days between staff being assigned a case and meeting with the youth and family; and an average of approximately 1 month between youth referral to pretrial services and release and between the time of arrest to first court date. Sites also reported a reduction, by almost a week, in the average time between arrest and case disposition. Although the swift administration of justice is important for all individuals who come into contact with the justice system, it is particularly important for juveniles who, because of their developmental stage, benefit from an explicit connection between their actions and the resulting justice system response. This link is critical for teaching youth that their actions have consequences and the value of living within the law.

⁴ Data for FFY 2003 were dropped from this analysis due to obvious reporting errors.

Training

Training staff enhances system accountability by increasing their ability to effectively address the needs of and issues common to juvenile offenders. JABG training funds can be used to help staff understand how justice system and youth accountability can reduce delinquency and how to implement accountability-based programs effectively. During the reporting period, training programs tallied a 10-percent increase in the number of staff trained, and JABG funds provided or facilitated more than 8,000 hours of training. Programs that used JABG funds for training reported improved system accountability in the following areas:

Improved staff quality. Of those personnel who received training, 91 percent of law enforcement staff and 97 percent of detention and corrections staff rated the training as helpful. The training appeared to affect staff behavior positively. Supervisors rated as “improved” the performance of 48 percent of law enforcement staff and 59 percent of the detention and corrections staff trained using JABG funds. Grantees reported very few reprimands of law enforcement staff and no complaints filed by youth about staff.

System efficiency. Programs maintained a 10-percent rate for “fast track” prosecutions of juveniles charged with violent, drug, or gang-related crimes.⁵ (The rate was determined by dividing the total number of cases by the number of cases involving violent juvenile offenders.) As noted above, swift administration of justice is important for teaching juveniles the consequences of their actions.

Capacity Building

JABG promotes system accountability by funding programs that build the juvenile justice system’s physical and information-sharing capacity. Physical capacity increases the likelihood that service slots will be available for youth who need them, thereby reducing gaps in services and referrals based on space considerations rather than on the needs of youth. Physical capacity provides modern facilities

designed for specific client and programming needs, enabling programs to operate safely and effectively. For example, educational programs and facilities involving assessments and counseling require sufficient specialized space to be effective. To ensure client, staff, and public safety, space used for secure-care programs must meet specific needs, which frequently differ from the needs of secure adult facilities and nonsecure youth facilities. Information-sharing capacity is important because justice staff need complete, accurate information to respond quickly and appropriately to their clients’ needs.

Programs focused on capacity building reported a 22-percent increase in the amount of improved space, the creation of more than 15,000 service slots, and the development of an additional 481 organizational partnerships. Local programs that operated juvenile corrections facilities reported that JABG funds covered 32 percent of their staff costs, 93 percent of their materials costs, and 33 percent of their general operating costs. Programs that used JABG funds for capacity building also reported improved system accountability in the following areas:

Physical capacity. Sites increased the space available for youth by 18 square feet per youth; increased to 100 percent the amount of facility space used for its intended purpose; and reduced to 18 the number of safety violations.

Youth service receipt. Only 4 percent of youth received redundant service referrals, and the percentage of youth on waiting lists decreased slightly, to 15 percent. The time that youth spent on waiting lists between referral and service receipt fell by 1 percent, and only 7 percent of youth did not receive the services they were assessed as needing. Such enhancements in service delivery reflect greater system accountability and increase the likelihood that youth will receive the services they need to improve their own behavior. Juvenile corrections sites enforced court mandates: 83 percent of youth remained at facilities throughout their court-determined periods. By not changing offenders’ sentences to accommodate system deficiencies, justice systems are better able to hold youth accountable for their actions. Despite progress in this area, not all of the desired outcomes were realized. For example, grantees reported that 49 percent of

⁵ For more information about “fast track” prosecution, see www.ncjrs.org/html/ojjdp/jbul9912-3/funding.html.

youth were moved from facilities because of a lack of space.

Automation. Sites that focused on file automation reported 100-percent file automation and an increase (to 5,111) in the number of automated reports available. These improvements should enhance staff ability to access and share information required to make informed decisions about client service delivery.

Information sharing. Sites reported an 8-percent decrease in the time needed to access data from other agencies. One site reduced to zero the number of information requests that must be made more than once. As mentioned above, these enhancements should improve service delivery.

Grantees that focused on system capacity increased the number of youth who successfully completed their service and treatments to 74 percent.

Program Implementation

JABG supports youth accountability most directly through implementing accountability-based programs, including specialty courts, restorative justice programs, and programs using graduated sanctions approaches. JABG funded more than 2,500 accountability-based programs during the reporting period.

Program delivery. Programs more than doubled the number of supervision contacts between staff and youth during the course of youth participation in the program. Programs maintained approximately 6 contacts per youth per month and provided an average of 10 services per youth. In addition, although staff caseloads increased, they were kept to less than 30 youth per staff member. This is significantly less than the caseloads of 50 to 100 youth common among probation officers in major urban areas.⁶

Range of services. JABG funds supported the implementation of an additional 1,583 service options. Adding these options increases the chances

⁶ Sheldon, R.G., 1999. *Detention Diversion Advocacy: An Evaluation*. Bulletin. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.

that youth will receive services that are appropriate to their needs and circumstances.

JABG-funded accountability-based programs reported improvements in offender behavior. Programs maintained a 61-percent success rate of program completions and a 21-percent rate of youth meeting intermediate program goals. The one drug court reporting reached its goal of 100 percent of families with youth admitted to the court participating in the program. The success rates for programs that served serious, violent, gang, and drug offenders were quite positive. Based on the short- and intermediate-term outcome data described above, the JABG program is meeting its goals of increasing justice system and youth accountability.

Performance by Purpose Area

Performance data gathered by purpose area are described below according to outputs, positive outcomes, and areas that need improvement. Although the data can be combined to show trends across purpose areas, the programs conduct their activities under specific purpose areas. Since the data reported below were drawn from the first round of performance measurement data that OJJDP collected and analyzed, no baseline data exist with which to compare these findings.

Purpose area 1: Graduated sanctions.

- ◆ **Outputs:** The number of graduated sanctions policies instituted increased by 99; 4 new justice units implemented graduated sanctions programs; 9 new sanctioning options became available; and the number of staff trained on graduated sanctions increased 2 percent. However, the percentage of youth cases involving graduated sanctions decreased, as did the number of supervision meetings per youth and the percentage of youth who had a behavioral contract developed at program intake.
- ◆ **Positive outcomes:** The number of sanctions successfully contested decreased by 10 percent; the number of cases where sanctions were changed to more restrictive options decreased by 47 percent; and the number of successful program completions increased by 8 percent.

- ◆ **Areas for improvement:** The number of cases resulting in restorative actions (e.g., community service) decreased by 51 percent; the time between infractions and sanctions increased by 6 hours; and the number of youth monitored according to the terms of their behavioral contracts decreased by 41 percent.

Purpose area 2: Building and operating detention facilities.

- ◆ **Outputs:** The amount of improved space increased by 22 percent; the number of new client slots increased by 165 percent; and the percentage of the budget spent on program supplies and operating costs increased by 6 and 14 percent, respectively. The number of new secure detention beds decreased by 3 percent, and the percentage of salaries being paid using JABG funds remained steady (32 percent).
- ◆ **Positive outcomes:** The time that staff spent on individual counseling increased 4 percent; the space being used as intended increased by 20 percent; and the number of youth who fulfilled their court-determined length of stay increased by 7 percent.
- ◆ **Areas for improvement:** Eighty-three disciplinary actions against staff and 2,173 physical injuries to youth occurred. Youth were held in secure detention for 53,336 hours, and 51 percent of youth were placed in other types of custody due to a lack of space.

Purpose area 3: Hiring court staff and funding pretrial services.

- ◆ **Outputs:** A total of \$64,782 was spent on pretrial services; the youth-to-staff ratio decreased; and the types of pretrial services and the number of staff trained increased. No staff vacancies were reported.
- ◆ **Positive outcomes:** The number of youth screened increased by 26 percent; the number of youth receiving mental health services increased by 3 percent; and the number of cases being completed increased by 12 percent. The amount of

time between referral to pretrial services and the case being closed decreased by 7 days. The number of pretrial appointments that youth and families missed decreased by 3 percent; youth and families kept 96 percent of their pretrial appointments.

- ◆ **Areas for improvement:** The number of youth who received pretrial services decreased by 4 percent, and the number of youth who went through the system successfully decreased by 2 percent. The amount of time between first contact and screening increased by 1 hour; between screening and assessment, 6 hours; and between case assignment to staff and the first meeting between staff and client, 2 days.

Purpose area 4: Hiring additional prosecutors to reduce the backlog of cases involving violent offenders.

- ◆ **Outputs:** Fifty-one new prosecutors were hired; selected programs had full staffing; and the average caseload per prosecutor increased to 73 youth charged with violent offenses.
- ◆ **Positive outcomes:** Staff stability resulted from an average tenure of more than 8 years; all reporting grantees indicated that their relevant court units were restructured to address youth violence; and the average time between arrest and first court date and arrest to case disposition decreased by 6 days. Grantees maintained a staff-to-management ratio of 4 to 1.
- ◆ **Areas for improvement:** The number of prosecutors specializing in youth charged with violent offenses decreased by 3 percent.

Purpose area 5: Addressing drug, gang, and youth violence problems.

- ◆ **Outputs:** More than \$1 million was allocated to address drugs and gangs; almost \$60,000 was spent on equipment; and the number of trained prosecutors increased by 50 percent.
- ◆ **Positive outcomes:** The time between assignment of a case to the prosecutor and the case being disposed decreased by 2 days.

- ◆ **Areas for improvement:** The number of prosecutors handling juvenile cases exclusively decreased by 11 percent; the number of cases disposed decreased by 35 percent; and the number of cases prosecuted through a community prosecution program decreased by 17 percent.

Purpose area 6: Training programs for law enforcement.

- ◆ **Outputs:** The number of law enforcement personnel trained increased by 10 percent, and the number of court personnel trained increased by 8 percent; law enforcement received 3,711 hours of training, and court personnel received 1,991 hours of training.
- ◆ **Positive outcomes:** Most staff (91 percent) rated the training as helpful, and the number of staff rated as “improved” as a result of training increased by 36 percent.
- ◆ **Areas for improvement:** A number of conflicts (90) occurred between staff and youth, and the number of policies based on a public health approach decreased by 76 percent.

Purpose area 7: Gun courts.

No data were reported under this purpose area.

Purpose area 8: Drug courts.

- ◆ **Outputs:** The number of staff trained increased by 8 percent; 328 hours of training were provided; and the time between arrest and drug court enrollment decreased by 27 days.
- ◆ **Positive outcomes:** One hundred clinical treatment slots and 8 clinical treatment types were added; the number of judicial contacts per youth increased from 4 to 7; and the number of court dates that drug court clients missed decreased by 19 percent.
- ◆ **Areas for improvement:** The number of eligible youth enrolled in drug courts decreased by 4 percent, and the number of drug court participants who tested positive for drugs increased by 11 percent.

Purpose area 9: Juvenile records.

- ◆ **Outputs:** The percentage of local governments with automated data systems remained at 98 percent; the number of automated cases decreased by 13 percent; the percent of staff trained on automated systems increased 33 percent; and 1,422 hours of training were provided.
- ◆ **Positive outcomes:** The number of staff with access to existing automated systems increased by 29 percent; the number of programs with completely automated data increased by 17 percent; no incidents of data requests having to be made more than once were reported; and the number of justice units using common intake/assessment forms increased by 96 percent.
- ◆ **Areas for improvement:** Staff time spent on administration increased by 13 percent.

Purpose area 10: Information sharing.

- ◆ **Outputs:** Partnerships were formed among 415 additional agencies; an additional 5,674 data elements were shared among interagency partners; the number of staff trained in information sharing increased by 23 percent; and staff received 4,042 hours of training.
- ◆ **Positive outcomes:** The number of days that youth spent on treatment waiting lists decreased by 5 percent; the number of youth who did not receive needed services decreased by 6 percent; and the number of youth who successfully completed a program of services increased by 7 percent.
- ◆ **Areas for improvement:** Fifteen percent of youth were put on waiting lists; the number of youth who had their information shared across agencies decreased by 4 percent; and the number of youth who entered the services to which they were referred decreased by 15 percent.

Purpose area 11: Accountability programming by law enforcement.

- ◆ **Outputs:** The number of staff trained increased by 4 percent; staff received 2,582 hours of training; 210 programs ceased operations; and 3,823 additional service slots were created.

- ◆ **Positive outcomes:** The number of youth who received a behavioral contract at intake increased by 6 percent; the number of cross-agency service referrals increased by 11 percent; the number of eligible youth who entered accountability programs increased by 11 percent; the number of youth who received aftercare services increased by 7 percent; and the number of successful program completions increased by 8 percent.
- ◆ **Areas for improvement:** The average time until youth received sanction schedules increased by 2 days; the time between infractions and sanctions increased by 1 hour; 3 percent of sanctions were successfully contested; and the number of youth assigned to alternatives to detention decreased by 8 percent.

Purpose area 12: Risk and needs assessments.

- ◆ **Outputs:** Ninety-six percent of intake units used valid and reliable risk assessments; the number of intake units using valid needs assessment instruments decreased by 20 percent; and the number of staff with specialized training increased by 17 percent.
- ◆ **Positive outcomes:** The identification of substance abuse treatment needs using an assessment increased by 13 percent; the time between first justice contact and youth being screened decreased by 3 hours; the average number of days between assessments and first service receipt decreased by 19 percent; and the number of assignments to alternatives to detention increased by 5 percent.
- ◆ **Areas for improvement:** The number of youth fully assessed decreased by 16 percent, and the number of youth who did not receive services identified by assessments increased by 12 percent.

Purpose area 13: School safety.

- ◆ **Outputs:** The number of staff trained to implement accountability programming decreased by 36 percent; 47 accountability programs were added; and 56 accountability service options were maintained.
- ◆ **Positive outcomes:** The number of staff participating in accountability programming increased

by 13 percent; 29 additional school-community partnerships were developed; 27 additional school-justice partnerships were developed; the number of youth who received sanctions schedules at school orientation increased by 11 percent; and the number of misconduct events handled according to accountability guidelines increased by 9 percent.

- ◆ **Areas for improvement:** The number of students referred to the justice system increased by 14 percent; 3,257 crimes were reported to the police; 52 weapons were seized in schools; and time that students spent on activities other than learning increased by 12 percent.

Purpose area 14: Restorative justice.

- ◆ **Outputs:** Four new programs were implemented; \$369,729 was allocated to restorative justice programming; 207 additional service slots were created; 642 hours of training were provided; and 341 hours of community outreach were conducted.
- ◆ **Positive outcomes:** The number of cases where victims contributed to the case disposition increased by 14 percent; the rate of community involvement in case disposition was maintained at 100 percent; and the number of payments among those ordered to pay restitution increased by 10 percent.
- ◆ **Areas for improvement:** The number of youth who received training in skills building decreased by 49 percent, and the number of youth who successfully completed program requirements decreased by 15 percent.

Purpose area 15: Accountability programs for court and probation staff.

- ◆ **Outputs:** An additional 192 programs became operational; 954 additional accountability service options were offered; the number of court/probation units with operational accountability programs increased by 2 percent; and 11,424 additional accountability service slots were created.
- ◆ **Positive outcomes:** The number of judges receiving complete case files prior to sentencing was maintained at 98 percent; the type of offenses for

which accountability programming was an option increased by 24 percent; youth noncompliance decreased by 4 percent; the number of proactive probation contacts increased by 11 percent; and the number of revocation hearings decreased by 3 percent.

- ◆ **Areas for improvement:** The number of cases that used accountability programming decreased by 21 percent; the number of youth who participated in accountability programming decreased by 14 percent; probation caseloads increased from 35 to 42 youth per officer; and the number of sanctions modified to more restrictive levels increased by 30 percent.

Purpose area 16: Hiring detention staff.

- ◆ **Outputs:** The number of staff hired increased by 10 percent; the number of staff trained increased by 4 percent; and staff received 3,868 hours of training.
- ◆ **Positive outcomes:** Most staff (97 percent) reported the training was helpful; the number of sick days that staff took decreased by 7 percent; the number of youth held in isolation decreased by 12 percent; and the use of available sanctions increased by 83 percent.
- ◆ **Areas for improvement:** The number of staff rated as “improved” by their supervisors decreased by 6 percent; youth were held in isolation for 3,663 cumulative days; and 67 percent of sanctions modifications were toward more restrictive sanctions.

Purpose Area Allocations and Waivers

Changes in funding levels. In FY 1998, the first year of the JABG program, Congress approved \$250 million; the same amount was allocated in FY 1999. In FY 2000, the appropriation was a little less than \$238 million; in FYs 2001 and 2002, approximately \$249 million; in FY 2003, \$190 million; and in FY 2004, \$60 million.

In FYs 2002 and 2003, the JABG appropriation included funds earmarked for Project ChildSafe, which received \$38 million in FY 2002 and \$75 million in FY 2003. This allocation reduced the amount

of funds available to the states for JABG subgrants. The earmarked funds were transferred to the Bureau of Justice Assistance within the Office of Justice Programs for administration.

State allocation. JABG legislation requires that grant amounts be calculated using a formula based on a state’s juvenile population. Each state and territory is allocated 0.5 percent of the total appropriation, and OJJDP calculates the rest using the formula. State allocations in FY 1998 ranged from \$676,350 for Guam to \$22.5 million for California. In FY 2004, state allocations ranged from \$272,600 for Guam to less than \$4.8 million for California (see table 3).

Purpose area allocation. More than 50 percent of all subgrants allocated funding to develop and administer accountability-based sanctions, fund juvenile courts and probation services to increase their effectiveness, and improve information-sharing systems. During the 4 years in which the program was studied, funds allocated for information sharing decreased 31 percent, whereas the other two areas increased 27 percent each.

The strict timeframe in which JABG funds were allocated compelled several states to invest their FY 1998 funds in one-time expenditures. Many states spent funds on capital improvements to detention and corrections facilities and equipment to assist prosecutors and to expedite and improve prosecutions. Spending in those two areas dropped significantly in subsequent years.

Summary of purpose area data. Data indicate that initial spending on the development of systems for information sharing and other technological improvements were important foundations for future work. For instance, once an information-sharing system had been developed, ongoing costs were minimal.

Early spending on facilities improvement and equipment upgrades reflected states’ use of funds to address previously identified needs immediately and gave them flexibility to develop longer term projects requiring more planning. As a result, state and local funding in these purpose areas changed dramatically over time.

Table 3: Allocation of JABG Funds, by State: 1998 and 2004

State/Territory	FY 1998	FY 2004	State/Territory	FY 1998	FY 2004
Alabama	\$3,756,600	\$794,284	Nevada	\$2,166,100	\$495,700
Alaska	1,605,800	338,900	New Hampshire	1,874,600	396,900
Arizona	3,934,500	913,100	New Jersey	5,952,000	1,264,900
Arkansas	2,751,200	578,000	New Mexico	2,369,800	494,100
California	22,539,000	4,761,400	New York	12,108,900	2,535,400
Colorado	3,567,400	783,200	North Carolina	5,582,300	1,204,600
Connecticut	3,085,200	656,700	North Dakota	1,567,900	324,300
Delaware	1,585,600	340,800	Ohio	8,027,700	1,655,800
District of Columbia	1,425,400	301,987	Oklahoma	3,284,900	681,484
Florida	9,414,600	2,025,900	Oregon	3,110,400	659,100
Georgia	5,868,800	1,304,800	Pennsylvania	8,140,600	1,672,400
Hawaii	1,900,300	390,200	Rhode Island	1,728,500	366,800
Idaho	2,001,500	426,000	South Carolina	3,422,300	738,700
Illinois	8,770,400	1,830,200	South Dakota	1,653,500	344,784
Indiana	4,774,300	1,014,400	Tennessee	4,349,100	928,500
Iowa	2,895,700	604,000	Texas	14,307,200	3,119,600
Kansas	2,818,400	593,900	Utah	2,797,900	596,700
Kentucky	3,496,800	731,500	Vermont	1,514,800	317,800
Louisiana	4,135,200	841,300	Virginia	5,095,800	1,094,400
Maine	1,883,400	392,900	Washington	4,625,500	984,800
Maryland	4,262,400	907,900	West Virginia	2,178,600	442,300
Massachusetts	4,589,700	978,100	Wisconsin	4,399,400	914,000
Michigan	7,278,200	1,513,000	Wyoming	1,482,600	308,700
Minnesota	4,167,900	874,085	Puerto Rico	3,944,900	779,000
Mississippi	2,984,400	624,284	American Samoa/ Guam/Northern Mariana Islands/ Virgin Islands	2,599,400	556,300
Missouri	4,522,800	942,800			
Montana	1,722,400	358,100			
Nebraska	2,227,400	465,600	Total	\$232,250,000	\$49,164,408

At the beginning of the program, several states were reluctant to hire new judges, prosecutors, and probation officers because of the uncertain future of the year-to-year block grant program. However, after the second year, states and localities felt more comfortable hiring needed personnel.

Waivers. Seventy-five percent of the total funds awarded to a state must be passed through to units of local government. States may apply for a waiver of this requirement if they can demonstrate that the state, as opposed to local governments, bears the primary financial burden for administering juvenile justice procedures.

In FY 1998, 21 of the 56 eligible states (38 percent) applied for and received passthrough waivers. Of these states, nine proposed to not pass through any of the funds because their local governments did not provide or fund juvenile justice services. The other 12 states proposed to pass through amounts that varied from 10 percent to 46 percent of their total award. Of the 21 states that obtained waivers, 8 passed through more funds than they originally proposed. In FYs 2001 and 2002, 22 states received a waiver. Four states changed their waiver status.

As researchers examined the impact of waivers on purpose area spending, they found state expenditures to be relatively similar. Waiver and nonwaiver states focused primarily on building and operating detention facilities and developing gun courts. In FYs 2003 and 2004, 23 states received waivers.

Tribal Program

When the new JABG program was enacted, Congress included a separate allocation to provide funds through the Tribal Juvenile Accountability Discretionary Grant (Tribal JADG) program. OJJDP administers the Tribal JADG program, which was authorized under the Omnibus Crime Control and Safe Streets Act of 2002. The funds are designated for federally recognized American Indian tribes and Alaska Native villages to develop accountability programs. The Tribal JADG program has been allocated \$1.2 million, with 10 percent of funds supporting program-related research, evaluation, and statistics, and 2 percent supporting training and technical assistance to tribal programs. The remaining funds

are dispersed through cooperative agreements to enhance tribal efforts and provide program support. Historically, courts and probation departments have been the primary administrators of juvenile justice in tribal communities.

Implementation of the JABG Program

To help eligible states and territories receive the funds needed to implement JABG projects, OJJDP publishes a guidance manual, which is updated annually, to address legislative changes affecting the program.

Each state plays a different role in administering juvenile justice services within that state. Each JABG grantee addresses one or more of the purpose areas based on its assessment of local needs. OJJDP has gathered information from the grantees on what works and how those programs can be replicated in other jurisdictions. Some areas have achieved noteworthy progress with their funds and are pooling JABG funds with state funds and increasing partnerships with local resources to develop innovative and successful collaborations. Below are a few examples of how states and territories have used their JABG funds during the 6 years of the program:

- ◆ **Florida** revamped its system for maintaining and sharing juvenile records. State law mandates that juvenile records be shared freely among law enforcement agencies. To facilitate that requirement, JABG funds were used to link more than 170 Local Area Networks (LANs) across the state. The new LAN serves 3,500 locations and 500 agencies. This network allows participants, including courts, probation agencies, schools, detention centers, and local law enforcement agencies to access the same information. The State Criminal Justice Information System Council, which includes representatives from various state agencies, provides oversight.
- ◆ **Kansas** used JABG funds to revamp the training program for juvenile corrections officers, develop a sentencing matrix, and evaluate the community planning process. Units of local government have increased staffing of school resource officers,

hired consultants to ensure that information systems meet needs, and increased the number of case managers in juvenile diversion centers. In addition, a pilot project was cofunded with Social and Rehabilitation Services to intervene and treat high-risk juvenile offenders with mental health and substance abuse disorders.

- ◆ **Louisiana** used its grant award to focus on teen and drug courts, construction and renovation of detention facilities, and intensive supervision programs. JABG funds were used to develop the Safe Schools program that the attorney general's office runs and diversion programs that district attorneys' offices operate. One state official estimates that these programs may be responsible for a 70- to 80-percent drop in recidivism among program participants.
- ◆ **Maine** hired four new judges dedicated to juvenile justice. JABG funds also supported a new drug court system, an information system, and a day-reporting program.

- ◆ **Nevada's** Washoe County, which includes Reno, used its grant to create a partnership with the local Boys & Girls Club to establish a day-reporting center. Clark County used its grant to build a new juvenile detention facility.
- ◆ **New Jersey** used JABG funds to develop a statewide continuum of services and sanctions for the family court. Planning programs were developed throughout the agencies that serve young offenders. Detention centers purchased new equipment to help prevent suicide attempts. Most state-level funds were used to enhance the parole system.
- ◆ **Oklahoma** used JABG funds to encourage local governments to establish more accountability-based programs. Most funding was concentrated on graduated sanctions programs.

OJJDP's JABG Training and Technical Assistance Program

OJJDP initiated the JABG Training and Technical Assistance (T&TA) program to ensure that states and units of local government can access the information and resources they need to improve infrastructure and operations within their juvenile justice system and to promote greater accountability among juvenile offenders. OJJDP provides curriculum development, training, technical assistance, information dissemination, and networking services to state grantees and local subgrantees receiving JABG funds. It also provides needs assessment interviews with state coordinators and a clearinghouse for technical assistance requests. Some of OJJDP's training resources are described in the sidebar.

Focus of JABG Training and Technical Assistance

From 1998 to 2002, the majority of T&TA requests that OJJDP fielded from the states focused initially on the following four JABG program purpose areas:

- ◆ **Purpose area 2:** Building or operating juvenile corrections or detention facilities.
- ◆ **Purpose area 11:** Developing accountability-based programs.
- ◆ **Purpose area 5:** Providing funding for prosecutors to improve effectiveness.
- ◆ **Purpose area 15:** Providing funds to improve juvenile courts and probation services.

Most T&TA recipients were state agency personnel, followed by detention facility personnel, social services workers, court staff, prosecutors, and probation officers. Many of the technical assistance requests indicated an interest in forging collaborative relationships among formal juvenile justice agencies,

community youth-serving agencies, and community supporters.

JABG Training and Technical Assistance Accomplishments

Early JABG training accomplishments included a training session in August 1999 that provided an overview of the JABG program. In October 2000, OJJDP provided training on graduated sanctions, immediate and intermediate sanctions, effective

Resources and Products

OJJDP supports its commitment to the JABG program through a wide range of training and technical assistance (T&TA) available to grantees. Some of those services include—

Publications. A series of topic-specific best practices bulletins, resource guides, fact sheets, strategic planning guides, and news brochures.

Web-based information. OJJDP provides a Web site that includes electronic versions of all printed materials and links to technical assistance available online, by request, from the National Training and Technical Assistance Center.

Onsite technical assistance. OJJDP identifies appropriate T&TA subject matter experts, providers, and events that best meet the needs of the field; conducts ongoing needs assessments of the field; generates searchable directories of T&TA providers, events, and resource materials; and distributes individualized T&TA packages, including "how to" guides, resource lists, and reference materials.

secure confinement and aftercare programs, identifying stakeholders and assessing gaps in a community's continuum of care, and cultural competency. The following training curriculums were developed and delivered to the field: aftercare and reintegrative programs; community-based programs based in schools; cultural competency; advanced information technology planning; graduated sanctions, community assessment centers/risk and needs assessment; rural issues; drug, youth, and gun courts; balanced and restorative justice (BARJ); school accountability programs; gender-responsive programming for girls; and mental health assessment and treatment of juvenile offenders.

In addition to offering training and onsite technical assistance events, OJJDP developed the following materials to support JABG planning and implementation:

- ◆ A strategic planning guide.
- ◆ Ten best practices papers published as OJJDP Bulletins.
- ◆ A BARJ Web-based training course offered between April and September 2001.
- ◆ Reports, information technology products, curriculum materials, and newsletters focused on various topical areas, including drug courts, youth courts, training for newly assigned prosecutors, detention and corrections facility staffing, drug testing, model youth accountability programs, and BARJ strategies.

Current Status of JABG Training and Technical Assistance Services

The JABG program continues to provide curriculum development, training and technical assistance, information dissemination, and networking services to state grantees and local subgrantees of JABG funds. To develop responsive T&TA, OJJDP is implementing a comprehensive information collection strategy developed within the framework of existing JABG legislation and an annual T&TA needs assessment.

In November 2003, OJJDP solicited feedback from JABG coordinators, juvenile justice specialists, and subgrantees regarding their T&TA needs. The 197 respondents included probation agencies (20 percent), law enforcement agencies (18 percent), and court services offices (13 percent). Almost half of the respondents were from rural areas (45 percent) and indicated that their organization would benefit from intermediate-level training (67 percent). Of the six topical categories respondents were asked to choose from, respondents identified the following three as the ones for which technical assistance is most urgently needed:

- ◆ Accountability and restorative justice practices (38 percent).
- ◆ Information sharing (20 percent).
- ◆ Service delivery (12 percent).

Feedback is being incorporated into the design and delivery of upcoming JABG training and technical assistance.

Future workshop information will be available through OJJDP's JABG Web page at <http://ojjdp.ncjrs.org/JABG>.

Conclusion

In 2002, OMB conducted a PART review of the JABG program. Although the review identified many strengths, OMB rated the program to be “ineffective.” OMB found that OJJDP did not demonstrate acceptable progress toward achieving the stated goals of the program; developing cost, schedule, and performance accountability at the federal and state levels; collecting state performance data annually and making the data available to the public; and showing adequate progress in achieving the program’s long-term outcome goals. In response to these findings, OJJDP developed and implemented a system of performance measurement criteria through which the states and local-level subgrantees could report on their efforts to establish and expand accountability-based programs. This document presents the findings and analysis of the first round of performance data collection that OJJDP conducted in FY 2004.

Feedback from the states is very encouraging. As the data in this Report indicate, the states have used JABG funds to expand and improve their juvenile justice physical infrastructure, training of personnel, program offerings, services, and information-sharing capabilities. The states were able to expand the capacity of their systems, introduce new efficiencies into their operations, and improve the quantity and quality of services they offer to youth in the system. Many states reported that they used JABG funds to

fill gaps in their infrastructure and the continuum of care that they offer to juvenile offenders. OJJDP is confident that data gathered in subsequent years will continue to bear out this positive trend.

OJJDP will continue to refine the data reporting process and its support to the states and local subgrantees. OJJDP uses the information gleaned from the data analysis to inform its policy and program development and further sharpen the focus of the training and technical assistance the Office provides to the states and units of local government.

For many states, the introduction of JABG into the federal funding stream marked the first investment they made in addressing the needs of first-time juvenile offenders. Thus, many status or petty offenders received the services and treatment they needed before they became serious or chronic offenders. The flexibility inherent in JABG allowed local jurisdictions to develop responses to young offenders that fit in with local resources and realities and to address the needs of the community. An accountability-based approach to juvenile justice offers many benefits to the nation’s youth and the communities in which they live. OJJDP looks forward to strengthening its partnerships with stakeholders at the federal, state, and local levels to ensure a brighter, productive future.

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