



# Juvenile Accountability Block Grants Program

2005 Report to Congress



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**OJJDP**  
Report

**U.S. Department of Justice**  
**Office of Justice Programs**  
810 Seventh Street NW.  
Washington, DC 20531

**Michael B. Mukasey**  
*Attorney General*

**Jeffrey L. Sedgwick**  
*Acting Assistant Attorney General*

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

**Office of Justice Programs**  
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*www.ojp.usdoj.gov*

**Office of Juvenile Justice and Delinquency Prevention**  
*www.ojp.usdoj.gov/ojjdp*

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

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

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# Foreword

Since 1998, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), through the Juvenile Accountability Block Grants (JABG) program, has helped States and communities implement accountability-based reforms designed to reduce juvenile offending. The JABG program supports innovative, effective programs that focus on both offenders and the juvenile justice system. 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. For the juvenile justice system, strengthening the system requires an increased capacity to develop youth competence, to efficiently track juveniles through the system, and to provide enhanced options such as restitution, community service, victim-offender mediation, and restorative justice sanctions that reinforce the mutual obligations of an accountability-based juvenile justice system.

This Report presents findings from the second round of performance measurement data (for the reporting period of April 1, 2004, through March 31, 2005) collected from the States and territories and analyzed by OJJDP. Although the first round of JABG reporting covered a 6-month period (October 1, 2003, through March 31, 2004), the authors have, where possible, compared data findings from the two reporting periods. The results are encouraging.

This Report also outlines the history of the JABG program and OJJDP's development of the JABG performance measurement system. The Report goes on to describe how JABG expenditures affected State and local juvenile justice infrastructures and practices, identify the types of programs that States have developed using JABG funds, and detail performance measurement data from JABG program activities. The Report concludes with a section that highlights OJJDP's plans to enhance the program.

OJJDP is encouraged by what the second round of JABG performance data reveals. States and units of local government are beginning to embrace and adhere to the performance measurement initiative. More States submitted performance measurement data for this second cycle than did for the first cycle. This second round of data show that grantees are using their JABG funds to make a difference in the specific outcomes that OJJDP and the Office of Justice Programs consider to be important. More units of local government are using evidence-based practices, accountability programming, and interagency communications in juvenile justice systems across the nation. Although the amount of JABG funds that the recipients get tends to be modest, these funds play a critical role in helping programs and agencies maintain existing services.

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

**J. Robert Flores**

*Administrator*

Office of Juvenile Justice and Delinquency Prevention



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# Chapter 1: Achievements of the 2005 Juvenile Accountability Block Grants Program

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been helping States and communities implement accountability-based programs through the Juvenile Accountability Block Grants (JABG) program since 1998. OJJDP is a component of the Office of Justice Programs (OJP) within the U.S. Department of Justice (DOJ). To track whether the program is actually making a difference for communities and youth, OJJDP developed and implemented a performance measurement system in 2003. Results from this new measurement tool are promising, and include the following:

- ◆ JABG grantees are increasingly using evidence-based practices and accountability programs and communicating with juvenile justice agencies at all levels of government—from local to national.
- ◆ JABG-funded activities show improving rates of program completion. Programs that submitted data during the second reporting period averaged 66 percent of youth completing all program requirements, compared with 61 percent during the first reporting period. JABG-funded activities also show improved rates of changes in youth while they are undergoing services. OJJDP hopes that later data will confirm subsequent reductions in recidivism rates.
- ◆ Although JABG funds can be spent on activities covered under 16 specific purpose areas, the highest amount of funding in 2005 was spent on accountability programs for law enforcement, accountability programs

for courts and probation staff, and information sharing.

- ◆ Many grantees say the availability of JABG funds often determines whether they will continue or discontinue accountability programs in their States. For example, 76 percent of 2005 JABG funds were used to maintain existing activities, while 24 percent supported new activities.
- ◆ The performance measurement system is gaining acceptance among grantees and subgrantees as evidenced by the number who submitted 2005 performance data to OJJDP. For example, the number of subgrantees who provided information more than doubled between the first and second reporting periods.

In addition, OJJDP has learned much about how to implement a performance measurement tool within a national grant program. A key to successfully implementing any performance-based measurement tool is to obtain the buy-in and support of State and local stakeholders. OJJDP achieved this in the JABG program by:

- ◆ Engaging States and territories as partners in all phases of the implementation process.
- ◆ Introducing the performance measurement process in stages, rather than all at once, which allowed time for training and acceptance of the new tool.
- ◆ Striking a balance between local and Federal interests and objectives by incorporating a small number of mandatory output and outcome indicators.

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OJJDP is using these lessons to implement performance measurements for its other grant programs, such as the Formula Grants Program, the Title V Delinquency Prevention Grant Program, the Enforcing the Underage Drinking Laws Program, and the Tribal Youth Program. As part of this effort, the Office has enhanced a successful Web-based electronic Data Collection and Technical Assistance Tool (DCTAT) it developed for the JABG program to encompass performance data for these additional programs.

This *Juvenile Accountability Block Grants Program: 2005 Report to Congress* describes the steps OJJDP took to develop and implement the JABG performance measurement system, results from the second data collection period (April 1, 2004–March 31, 2005, hereinafter referred to as the 2005 reporting period), progress the program is making in meeting its goals and the goals of OJP and DOJ, and improvements OJJDP is making to the performance measurements. Notably, this is the first report to encompass a full year of JABG performance data and, where possible, it compares this data with that from the first reporting period.

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## Chapter 2: An Introduction to JABG

Holding youth accountable for their delinquent behavior is a cornerstone of the national response to juvenile delinquency. By consistently applying accountability-based sanctions that take into account the developmental stage of the offender and the severity of the offense, juvenile justice systems strive to foster individual responsibility while protecting public safety and enhancing quality of life. OJJDP introduced the Juvenile Accountability Incentive Block Grants program in fiscal year (FY) 1998 to help States, territories, and communities implement accountability-based reforms. Congress reauthorized and modified the program in November 2002 (Public Law 107-273). Changes included dropping the word “incentive” from the title, expanding the number and scope of program purpose areas, adjusting funding levels, and adding new requirements and procedures (Andrews and Marble, 2003).

The Juvenile Accountability Block Grants (JABG)<sup>1</sup> program awards Federal block grants to States and territories (referred to as States throughout the remainder of this report) to encourage them and units of local government to implement accountability-based programs and services and thereby strengthen the juvenile justice system. States (grantees) must pass through at least 75 percent<sup>2</sup> of these funds to

units of local government and tribal governments<sup>3</sup> (subgrantees). The amount of a State’s block grant is based on a formula derived from law enforcement expenditures and the number of local violent crimes.<sup>4</sup> All JABG recipients are required to assess and report on their funded activities annually, and Congress requires OJJDP to submit an annual report describing JABG program accomplishments and outcomes.

### Understanding the JABG Program

The JABG program strengthens State and local juvenile justice systems by encouraging them to implement accountability-based programs and services across jurisdictions. Accountability means holding a juvenile who has violated the law (by admission or by adjudication), responsible for this behavior by imposing consequences or sanctions that are proportionate to the offense. The JABG program is based on research studies on youth and juvenile offenders that have demonstrated that applying consequences or sanctions swiftly, consistently, and in a graduated manner commensurate

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

<sup>2</sup> States may apply to the OJJDP Administrator for a waiver of the passthrough requirement.

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<sup>3</sup> The program operates somewhat differently for tribal governments. OJJDP sets aside 2 percent of JABG funds to fund the Tribal Youth Program’s Juvenile Accountability Discretionary Grant (JADG) program, which awards funds through a cooperative agreement to federally recognized tribes. Awards are made for a 3-year period and cannot exceed \$300,000.

<sup>4</sup> The Justice Research and Statistical Association (JRSA), with technical assistance from the Bureau of Justice Statistics, provides States with the expenditure and crime data collected by the Federal Government, along with supporting documentation. JRSA also furnishes each State or territory with spreadsheets containing its specific formula calculations and allocations.

## Exhibit 1. Juvenile Accountability Block Grants Program Purpose Areas\*

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

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

with the severity of the offense and the offender's prior criminal history work best in preventing, controlling, and reducing the likelihood of subsequent violations (Bazemore and Day, 1998; Griffin, 1999). Graduated sanctions provide a rapid, appropriate, and timely response to the first signs of delinquent behavior. By consistently applying this accountability-based approach, juvenile justice systems can simultaneously promote personal responsibility and public safety while enhancing the quality of life for youth, families, and communities. In addition, OJJDP believes that increasing the accountability of juvenile justice systems is a matter of basic justice.

States and subgrantees can spend their JABG funds on programs in 16 distinct purpose areas defined by Congress and described in exhibit 1. The purpose areas are composed of four broad types of activities: hiring staff, building infrastructure, implementing programs, and training staff (all designed to improve youth and system accountability). The JABG program also provides States and units of local government information about "best practices"—juvenile justice programs or interventions that research has proven to be effective.

### **JABG and Federal Accountability**

For the past decade, the Federal Government has based the amount of funding allocated to major programs on how well the programs perform. In 1993, Congress passed the Government Performance and Results Act, and since then has required Federal agencies to develop a multiyear strategic plan that clearly defines their missions, goals, and needed resources. Agencies also are required to develop annual performance plans, including quantifiable and measurable objectives associated with each goal, and performance indicators that monitor and document agencies' progress in achieving the goals.

To help rank agency performance, the Office of Management and Budget (OMB) developed the Program Assessment Rating Tool (PART), which provides a standardized and consistent

method for analyzing and comparing Federal programs. The JABG program underwent a PART review in 2002—the first OJJDP grant program to do so. The assessment tool consists of 25 questions about performance and evaluation and helps reviewers determine program strengths and weaknesses in four areas: Program Purpose and Design, Strategic Planning, Program Management, and Program Results/Accountability. OMB reviewers then rank a program as "effective," "moderately effective," "adequate," "ineffective," or "results not demonstrated." The latter indicates that in OMB's determination the program's performance information or performance measures (or both) are insufficient or inadequate.

Results of PART reviews come into play during White House and congressional budget discussions. The current administration strongly supports this integration of performance information into the budgeting process and made it one of five Federal management priorities under the President's Management Agenda.

The 2002 PART review of the JABG program (summarized in exhibit 2) indicated that the program had a clearly defined mission and strategic goals, had established initial partnerships with the States and their subgrantees, and had taken some preliminary steps to identify and implement data collection on its activities. However, the JABG program could not produce sufficient systematic data to document that its partners supported OJJDP goals, did not collect State performance data annually, and did not demonstrate adequate progress in achieving OJJDP long-term outcome goals.

In response to OMB's finding that JABG was unable to demonstrate adequate progress in achieving long-term outcome goals, OJJDP developed and implemented a performance measurement system in 2003. In keeping with the JABG program's major goals, OJJDP determined that the new performance tool needed to measure how well States and units of local government are addressing the purpose areas and disseminating information on best practices.

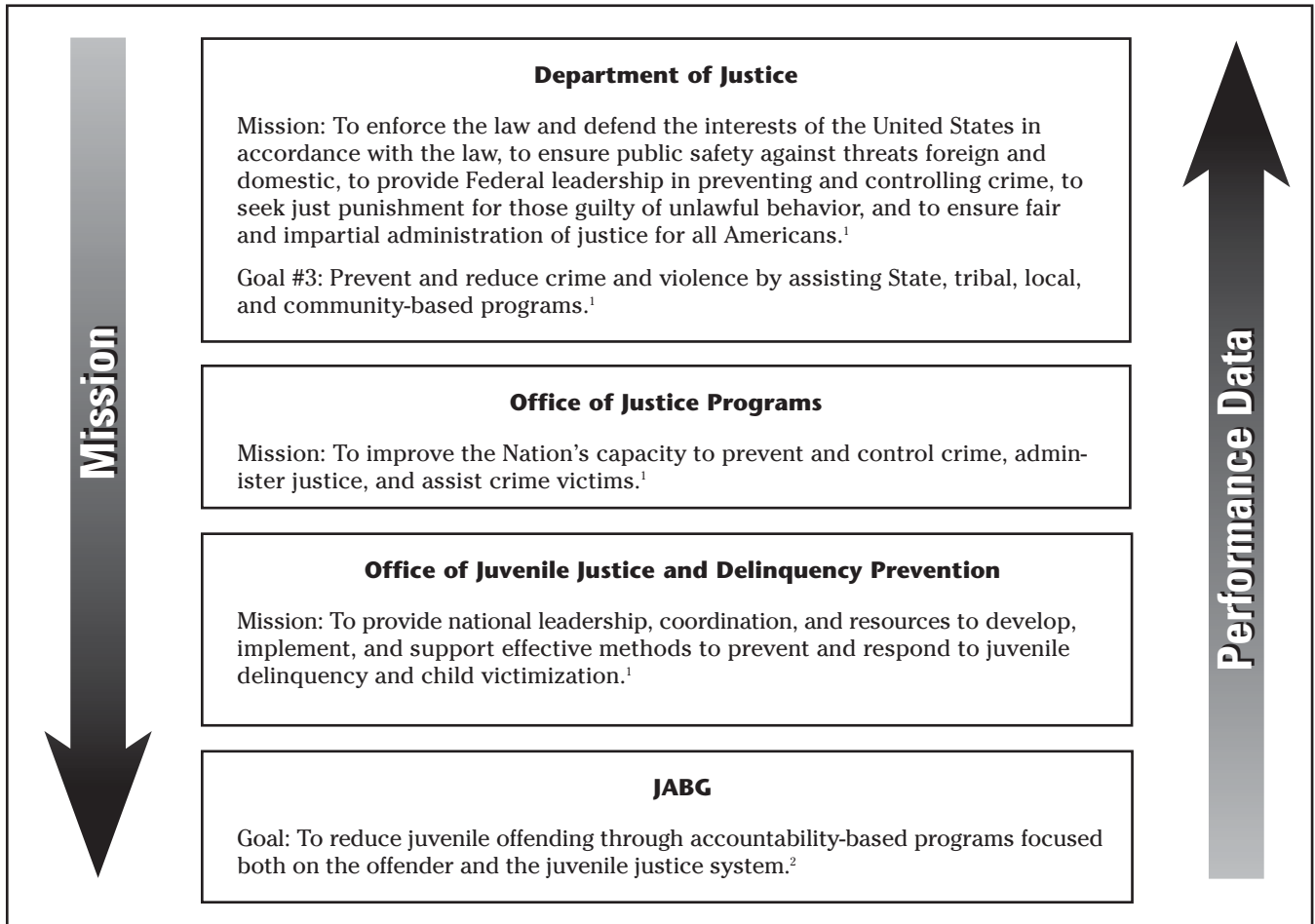


## Exhibit 2. Findings From the 2002 OMB PART Review of the JABG Program

Program Area	Findings From Review	Total Points (Out of 100 Percent)
Program Purpose and Design	<p>Program purpose was clear and met a specific need.</p> <p>Program design contributed to meeting an identified need.</p> <p>The budget was aligned with the program's goals.</p>	100 percent
Strategic Planning	<p>The program has specific, easily understood outcome goals.</p> <p>The program shows evidence of collaboration leading to meaningful actions in management and resource allocations.</p> <p>The program was not able to show that partners support its overall goals and measures and report on their performance as it relates to accomplishing those goals.</p>	90 percent
Program Management	<p>OJJDP regularly collects timely and credible performance information about its activities.</p> <p>The agency makes reasonable estimates and budgets well.</p> <p>Program performance changes are identified with funding level changes.</p> <p>Funds are expended in a timely manner and for their intended purposes.</p>	80 percent
Program Results	<p>The program did not demonstrate that States support program efforts by committing to its annual and/or long-term goals.</p> <p>The program did not show that Federal managers and States are held accountable for cost, schedule, and performance results.</p> <p>The program did not show that it collected State performance data on an annual basis and made them available to the public in a meaningful way.</p> <p>The program did not demonstrate adequate progress in achieving its long-term outcome goals.</p>	30 percent



### Exhibit 3. Contextualizing JABG



<sup>1</sup> U.S. Department of Justice, Office of the Attorney General, FY 2001 Performance Report

<sup>2</sup> JABG goal as stated by OJJDP in its PART review

In addition, OJJDP wanted the performance measures to reflect how the JABG program contributes to OJP's goals of controlling crime and fairly administering justice and to DOJ's goals of controlling crime, providing just punishment, implementing effective responses to crime, and ensuring the fair administration of justice (exhibit 3).

### Developing JABG Performance Measures

OJJDP found that developing a performance measurement system for a national program as complex as the JABG program required the Office to carry out four interrelated tasks:

- ◆ Conceptualize and design performance measures and indicators that would make up the final list of performance measures and data collection procedures.

- ◆ Develop training and technical assistance to help grantees and subgrantees select, collect, report, and use the required data.
- ◆ Design a process and mechanism to collect data from grantees and subgrantees.
- ◆ Develop a method of reporting the collected data that would allow OJJDP staff, grantees, and subgrantees to use the data to critically assess and improve their performances.

From the outset, OJJDP worked closely with the States in developing the JABG performance measurements. One of the first lessons OJJDP learned from this collaborative process was that it would take time, training, and technical assistance to help States effectively partner with the Office. After a series of discussions with the States, OJJDP determined that it could best manage the complex implementation of this process by breaking it down into stages. This approach gave States and their subgrantees time to become familiar with reporting requirements and to institute data collection processes that would yield the kind and quality of data that OJJDP needed. At the request of States, OJJDP also developed and refined the electronic Data Collection and Technical Assistance Tool (DCTAT), which helps States and subgrantees organize and support their data submissions. OJJDP also provided indepth training on the measures and the new data collection tool.

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*The system is new, and subgrantees are still getting used to the requirements. But, as subgrantees become more familiar with the performance indicators, data quality should improve and at that point, the data will be useful for our annual reports.*

—Maine JABG Coordinator

The JABG performance measurement system is an annual reporting system that includes a menu of 289 output and outcome performance indicators, organized by the 16 purpose areas (exhibit 1). Each purpose area includes a list of 10 to 25 indicators that address various

program outputs and short- and intermediate-term outcomes. Grantees and subgrantees begin the assessment by first selecting the specific purpose area(s) on which they spent JABG funds. Within a purpose area, grantees and subgrantees choose only those specific indicators that apply to their local activities and goals, keeping in mind that they must report on at least one indicator of output performance, one indicator of short-term outcome performance, and one indicator of intermediate outcome performance. OJJDP deliberately excluded indicators reflecting long-term outcomes, such as reducing youth reoffending, during the first rounds of data collection because State feedback suggested that collecting these data would be more challenging and States and their subgrantees needed additional time in which to build capacity to do this. Indicators addressing long-term outcomes were introduced in April 2006 and will be discussed in the 2007 report to Congress.

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*The use of outcome-based reporting is welcomed. In our State, we have used logic models and outcome-based reporting so we are familiar with it and think it is the responsible thing to do. It is the best way to allocate limited resources in the most effective manner.*

—Vermont JABG Coordinator

In addition, the JABG performance measurement system initially permitted users complete freedom about which indicators they would report on (subject to the selection of a purpose area and the requirement to select at least one output, one short-term outcome, and one intermediate outcome). Consequently, some indicators were selected by only a few users, while others were chosen by many. Although this method could help OJJDP in determining which indicators to prune later, the system lacked any internal metric against which all grantees and subgrantees could be compared within a given purpose area. The

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performance measurement system also was highly sensitive to the activities and goals of local subgrantees, which met the needs of the JABG program, but provided less information on how well the JABG program was meeting OJJDP goals. Therefore, OJJDP introduced mandatory indicators specific to each purpose area.

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*It is helpful to have such a wide range of indicators. Most subgrantees, regardless of the specific activities they fund, can find relevant indicators.*

—Minnesota JABG Coordinator

Within any purpose area, all subgrantees are now required to report data on a small number of mandatory output and outcome indicators and additional data on indicators they select. This change was implemented with the April 1, 2006–March 31, 2007 reporting period (which will be covered in the 2007 report to Congress).

## **Implementing the JABG Performance Measurement System**

Effectively implementing the JABG performance measurement initiative required five cyclical steps.

### **Step 1: Develop performance measures and indicators.**

This step began with a review of the grant program's goals and objectives, discussions with OJJDP program staff, and significant consultation with grantees. Based on the resulting information, OJJDP constructed a logic model of the JABG program (exhibit 4), which clarified the types of performance measures and indicators that would capture the program's outputs and short-term and intermediate outcomes. After OJJDP approved these measures and indicators, the implementation process moved to the second step.

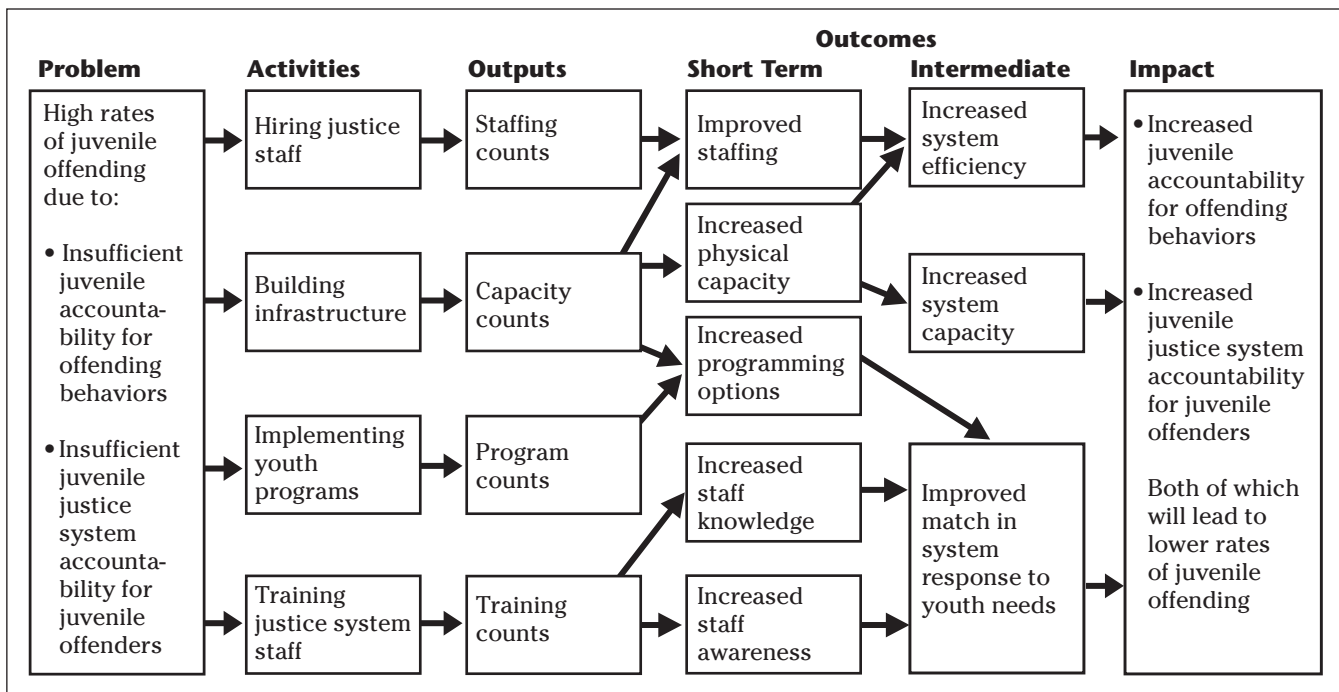
### **Step 2: Introduce performance measures and indicators.**

OJJDP introduced the performance measurement philosophy and the JABG performance measurement system to grantees and subgrantees through various training mechanisms. The training occurred before the reporting period in which the grantees and subgrantees were required to collect data. OJJDP continues to provide additional training as needed to review changes to the measures, such as introduction of long-term outcomes and mandatory indicators. Training includes conference calls, PowerPoint® presentations, and documents that describe the indicators, the kinds of data needed to report on them, and tips on how to collect these data.

### **Step 3: Modify DCTAT for submission of indicator data.**

As noted earlier, the DCTAT is a Web-based electronic tool that helps grantees and subgrantees organize and facilitate the data submission process. The original performance measurement system permitted the use of paper forms for data submission. The complexity of the paper forms, however, led State grantees to request that OJJDP develop an electronic tool. The resulting DCTAT helps grantees and subgrantees identify their subgrantees, select appropriate purpose areas, choose the desired output and outcome indicators within the purpose area(s), and enter data. The DCTAT contains detailed instructions and can identify and flag certain types of errors that might occur when entering data. The DCTAT also contains links to instructional materials on the JABG program. As new indicators are added to the performance measurement system (or changes are made to existing indicators), OJJDP updates the DCTAT and trains grantees and subgrantees about the changes.

## Exhibit 4. Simplified JABG Program Logic Model



This logic model highlights JABG program elements and guides the interpretation of the performance measures associated with the 16 purpose areas. The purpose areas can be consolidated into four major types of activities: hiring staff, building infrastructure, implementing programs, and training staff. Each activity produces corresponding outputs (staffing, capacity, program, and training counts). These outputs in turn are expected to lead to short-term and intermediate outcomes and long-term impacts: more youth accountability, more system accountability, and ultimately, less juvenile offending.

### Step 4: Submit performance data.

Subgrantees submit their JABG performance data to their States, which, in turn, aggregate the data and generate a data submission for the State using the DCTAT. OJJDP does not require States to use the DCTAT but strongly recommends it because the tool is a convenient and systematic means of accomplishing a complex task. Grantees and subgrantees who require technical assistance during this step can contact a DCTAT technical assistance hotline or submit questions via e-mail. When a grantee has completed submitting data, the DCTAT generates an electronic report on the data entered. This report is submitted to OJJDP.

### Step 5: Prepare reports.

The final step in the cycle is using the submitted data to prepare reports for Congress and other interested parties. Because OJJDP awards JABG grants directly to States, which pass on subgrants to units of local government and tribal governments, States are primarily responsible for collecting and submitting JABG performance measurement data from their subgrantees. OJJDP uses the data collected to prepare the JABG annual reports to Congress and to improve JABG activities at the Federal, State, and local levels.

The data are also used to identify any changes that need to be made to the indicators, the

DCTAT, or training and technical assistance materials to facilitate the next round of data collection. In the future, OJJDP will add reporting features to the DCTAT that will enable grantees to create reports focusing on their performance in specific purpose areas or across all purpose areas. These new features will allow grantees to compare their performances against the average performance of all grantees. This will provide an important planning and monitoring tool that States can use to target specific aspects of juvenile justice systems operations for improvement. This in turn may lead to further additions or refinements to the overall performance measurement system.

### Lessons Learned

OJJDP learned several important lessons from implementing the JABG performance measurement system. The most important is the value of engaging the States as partners in all phases of an implementation process. OJJDP's close collaboration with the States helped promote acceptance of the Federal performance measurement initiative in juvenile justice, as evidenced by the high rate of participation in the data submission process during the first and second reporting cycles. This shared commitment to the performance measurement process has also facilitated the States' own efforts to establish and maintain performance measurements at the State level.

A second important lesson is the value of introducing the performance measurement process in stages, rather than all at once. The adoption of performance measurement represents a fundamental change in how many States, and especially smaller localities and organizations, approach the delivery of services. Through initial consultations with the States, OJJDP learned that this more gradual approach helped States develop the internal capacity to work with OJJDP in providing training for subgrantees on topics such as identifying relevant performance measures, determining data needs and creating data collection strategies, and building partnerships and agreements

### JABG Performance Measures Influence Other Programs

The ongoing implementation of the JABG performance measurement system has had important and positive effects within OJJDP. Using lessons learned from the JABG experience, OJJDP has expanded the performance measurement initiative to include its Title II Formula Grant and Title V Community Prevention Grants (Title V) programs. The Office is also developing performance measures for the Tribal Youth Program (TYP), the Enforcing the Underage Drinking Laws (EUDL) program, and for programs receiving congressional earmarks. OJJDP's goal is to develop an integrated agency-wide performance measurement system that will gather performance data for each of its grant programs and permit comparisons based on common indicators. Because these programs include purpose areas that differ from those in the JABG program, OJJDP had to develop new indicators to track these other activities. The lessons learned from these efforts have led to further improvements in the JABG program. When there are commonalities or overlaps between JABG purpose areas and Formula Grant, Title V, TYP, and EUDL programs, OJJDP uses similarly defined indicators. In addition, OJJDP is using the DCTAT as its standard data collection tool for Web-based submission of performance data across programs. As additional grant programs are brought "online" for the performance measurement initiative, OJJDP adds new data entry portals to the DCTAT, enabling OJJDP grantees and subgrantees to use a single data collection tool to submit or revise their performance data.

between agencies to facilitate access to and sharing of data.

The third lesson OJJDP learned was the importance of striking a balance between local and Federal interests and objectives. The original JABG performance measurement system provided local subgrantees considerable freedom to select specific performance indicators

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within a given purpose area. This orientation generated data that was especially relevant for the subgrantees, an important step in the early stages of the implementation process. To provide a stronger picture of how the JABG program supports OJJDP's overall goals, the Office incorporated a small number of mandatory

output and outcome indicators (aligned with OJJDP goals) within each purpose area. This change was implemented with the April 1, 2006–March 31, 2007, reporting period (which will be covered in the 2007 report to Congress).



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## Chapter 3: Results of the Second Collection of JABG Data

This chapter presents data from the JABG program's second reporting period, the first reporting period to encompass a full year of data. These data represent the most comprehensive information available about the accomplishments of the JABG program. The JABG activities and outcomes highlighted here took place during the second reporting period, which ran from April 1, 2004, through March 31, 2005. Where possible, this report compares these data with those reported for the first JABG reporting period, which encompassed a 6-month period dating from October 1, 2003, through March 31, 2004.

### Strengths and Limitations of the JABG Data

Although comparisons between the two reporting periods offer a longer range view of the impact of the JABG program than examining the data for a single reporting period does, the comparisons are limited in three important ways:

1. **Different reporting period lengths.** As noted above, the first round of JABG data captured performance data for a 6-month period<sup>5</sup> while the second round covered a 12-month period. This difference in length of

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<sup>5</sup> The first data reporting period covered a 6-month period due to the timing of the release of the measures in December 2003. Because grantees and subgrantees were asked to reconstruct their data for some of this initial period, OJJDP decided it was better to focus on a shorter 6-month interval, which would provide better quality data, rather than asking for a longer period of reconstruction.

time measured means that only the percentages reported, not the raw data, are directly comparable.

2. **Changes in funded subgrantees or activities.** Based on a variety of factors, including past performance and local juvenile justice priorities, States did not necessarily fund the same subgrantees or same activities in both reporting periods. Therefore, the data for each period provide an aggregate picture of the accomplishments of the JABG program rather than a running account of what a specific subgrantee accomplished.
3. **Variability in the indicators selected.** According to JABG grantees, one of the biggest strengths of the JABG program is that it allows broad latitude with regard to selecting whom and what activities to fund. As a result, subgrantees funded under the same purpose area may, in reality, be doing completely different things. Recognizing this variability, subgrantees were free to select the specific performance indicators they deemed most relevant to their goals. This means, however, that all subgrantees conducting the same activities were not reporting on a single standard measure or set of measures. As a result, there is considerable variability in the numbers of subgrantees who reported on any one indicator. This variability issue will be addressed in next year's report since subgrantees started collecting data in April 2006 for the mandatory performance indicators discussed previously.

Given these considerations, the findings reported here for the 2005 JABG data are primarily descriptive in nature. This chapter provides an overview of the response rates and then focuses on the indicators that flow into the programmatic goals for the JABG program and the broader agency goals for OJJDP, OJP, and DOJ.

## 2005 JABG Results

To briefly recap the JABG performance measurement process, OJJDP requires States and subgrantees to submit data only on the indicators for the specific purpose area or areas on which they spend JABG funds. Within each purpose area, States and subgrantees are to select only those performance indicators that apply to their activities and general goals. In addition, OJJDP asked subgrantees to report a minimum of one indicator of output performance, one indicator of short-term outcome performance, and one indicator of intermediate outcome performance. It is also important to note that the final responsibility for the accuracy and validity of these data rests with the State JABG grantees who submitted them to OJJDP.

### Response Rates

A total of 47 JABG State grantees submitted performance data during 2005, an increase of 5 grantees over the 42 reporting in 2004. American Samoa, Delaware, Georgia, Guam, Missouri, New Hampshire, Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands did not submit data. The 2005 response rate was 84 percent, up from 75 percent in 2004. Both years' respondents included large and small grantees and grantees from States in all regions of the country. These data represent information gathered on approximately 2,819 subgrants,<sup>6</sup> an increase from 1,605 in 2004. 2005

<sup>6</sup> This number is an estimate because, to expedite reporting, some grantees reported data aggregated across multiple subgrants. In addition, selected subgrantees received grant modifications late in the reporting cycle and reported the additional funds as separate subgrants.

performance data were reported for 2,400, or 85 percent, of the total number of subgrants.<sup>7</sup> As shown in exhibit 5, the amount of data reported on all levels (e.g., the number of States and subgrantees reporting and the amount of actual performance data submitted) increased between the first and second JABG reporting periods.

### Funding by Federal Fiscal Year

Because JABG grantees have a multiple-year funding period, they do not necessarily spend funds in the same calendar or Federal fiscal year in which their funds are awarded. Thus, the specific funds a State may award to its subgrantees during a given fiscal year can actually derive from several prior Federal fiscal years. In the second reporting period, the 2,819 subgrants awarded totaled approximately \$248 million. The bulk of these funds were drawn primarily from Federal FY 2002 (45 percent or \$108 million) and FY 2003 (35 percent or \$84 million) allocations.

In comparing this distribution of funds by fiscal year for the two reporting periods, exhibit 6 shows that despite a difference in the total amount expended in each period, the overall distribution by fiscal year was similar for both periods.

The amounts of subgrantee awards during the second reporting period varied widely. Most subgrant awards tended to be smaller amounts (25 percent were less than \$13,000 and 75 percent were less than \$69,000 per award).

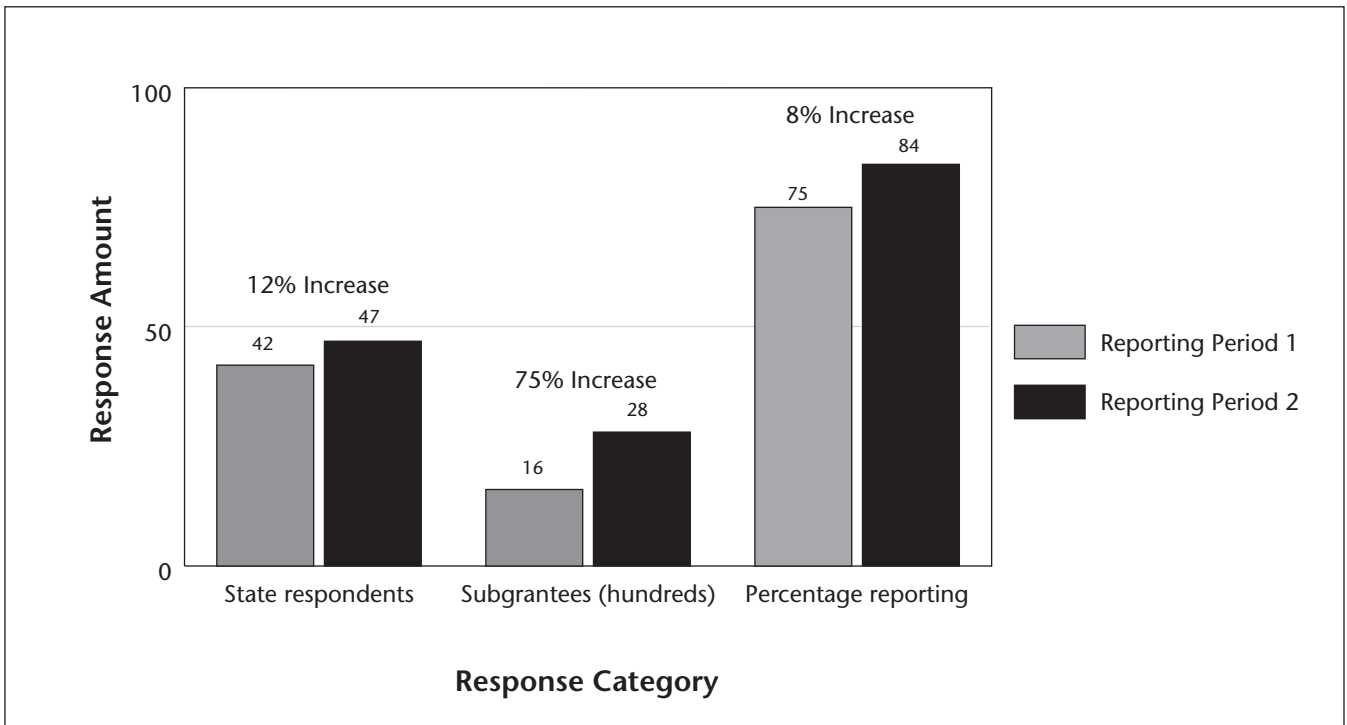
### Funding by JABG Purpose Areas

Block grants were spent in all of the 16 JABG purpose areas during the second reporting period. But, as exhibit 7 illustrates, spending was greater for some purpose areas than for others. The second period distribution of

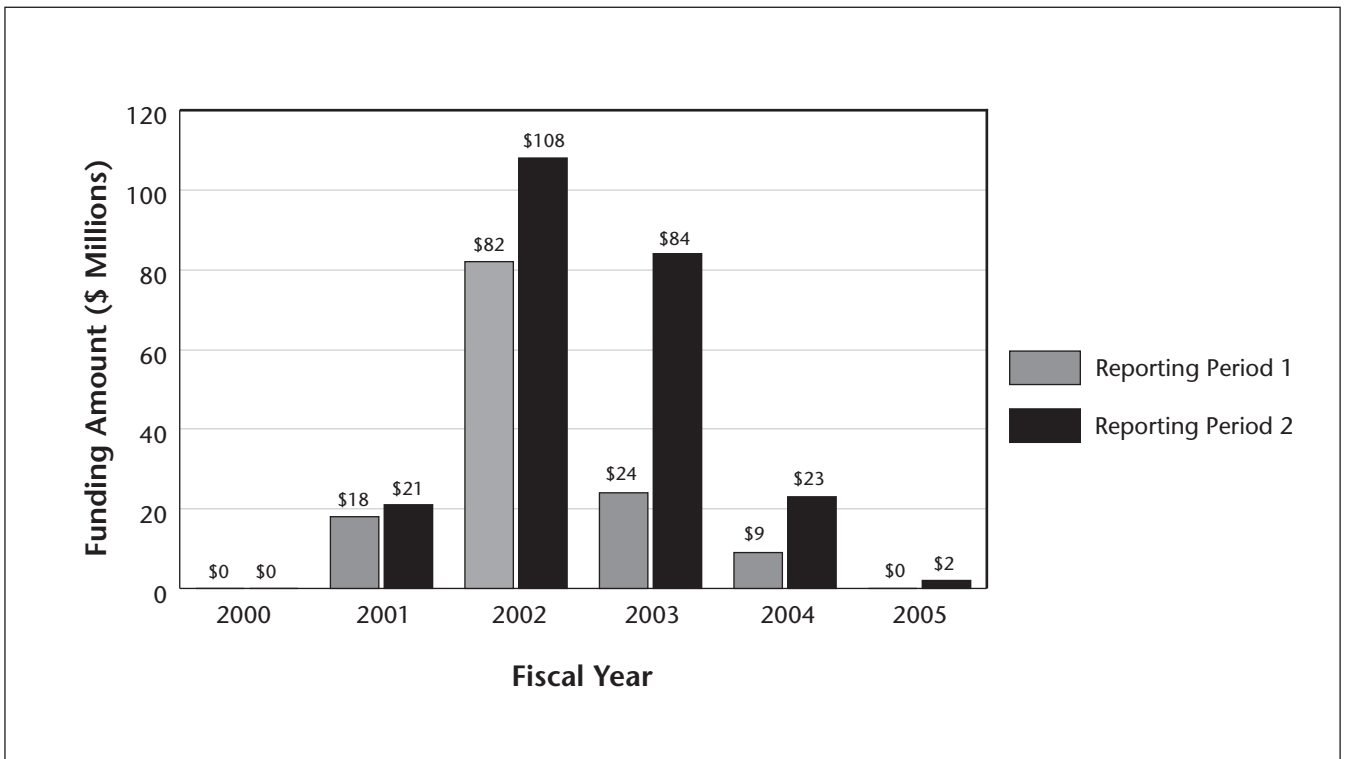
<sup>7</sup> No performance data are available for the other 419 subgrants (15 percent) because the States issuing them determined that performance reporting would have imposed an undue burden on these recipients.



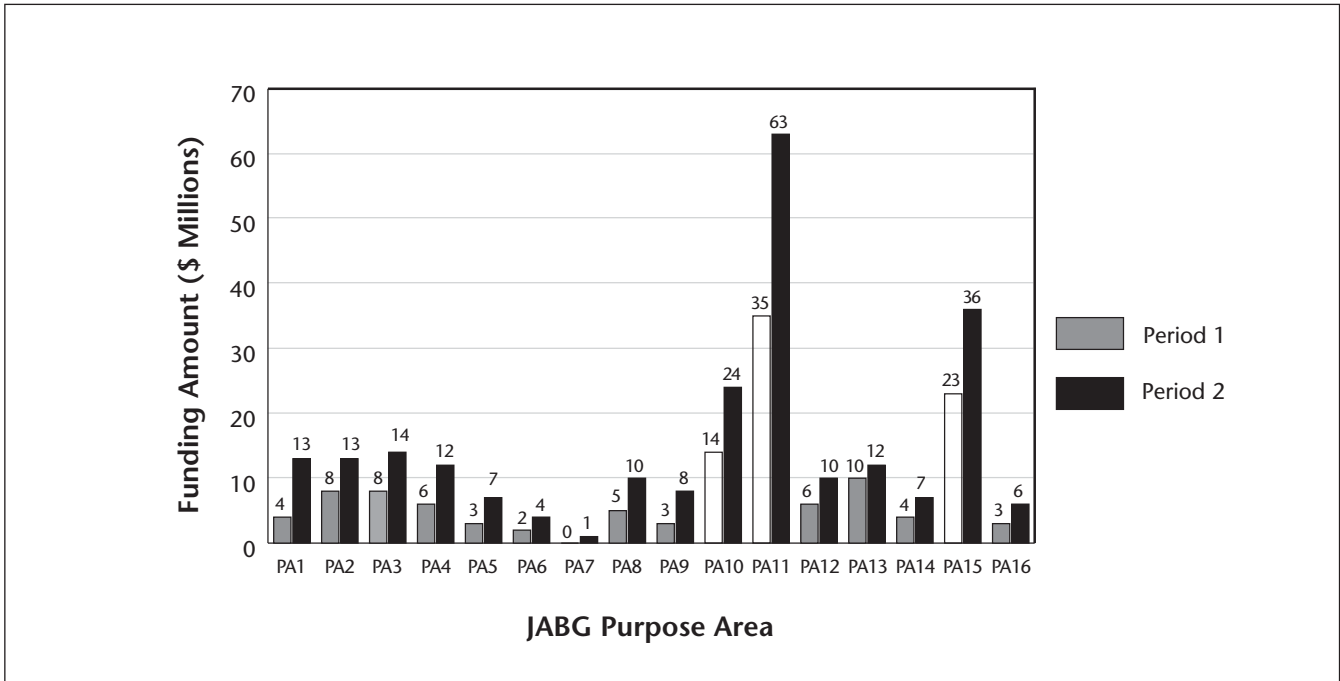
**Exhibit 5. Response Rates for Reporting Periods 1 and 2**



**Exhibit 6. Amount of JABG Funds Allocated to Subgrantees, by Fiscal Year**



**Exhibit 7. Allocation of JABG Funds, by Purpose Area, Reporting Periods 1 and 2**



spending followed a pattern established during the first reporting period, in which the bulk of JABG funds were expended within three purpose areas: accountability programming by law enforcement (purpose area 11), accountability programming for courts and probation staff (purpose area 15), and information sharing (purpose area 10).

Many grantees use funds to support the same programs or aspects of programs from year to year. As a result, the performance data tend to reflect incremental changes or the maintenance of positive performance over a reporting period. During 2005, 76 percent of the subgrantees used their funds to maintain existing activities, while 24 percent funded new activities. Exhibit 8 shows the proportion of spending for new versus existing activities for each of the 16 purpose areas. While purpose areas 11, 15, and 10 had the greatest amount of total funding during the 2005 reporting period, exhibit 8 illustrates that purpose areas 9

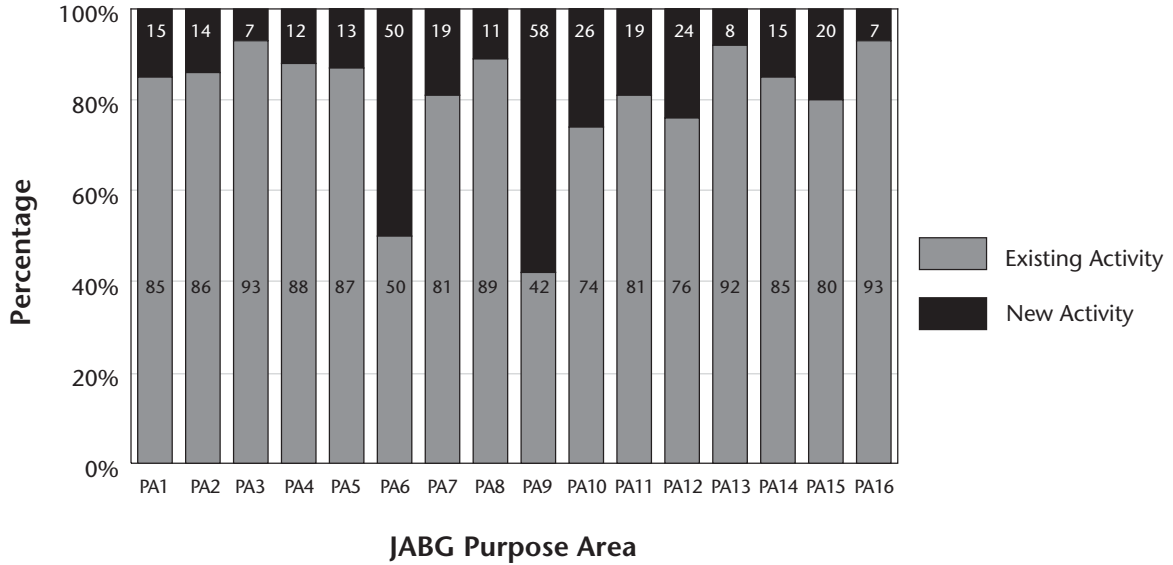
(juvenile records systems) and 6 (training for law enforcement and court personnel) had the highest proportions of funding for new activities.

**JABG Outputs**

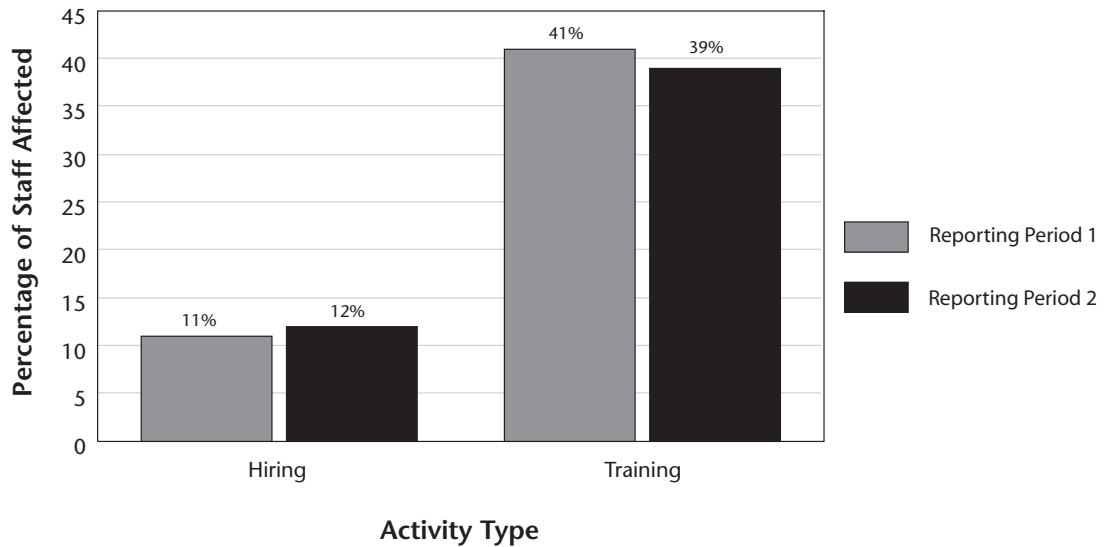
As noted earlier in this report, the 16 purpose areas fund four primary types of activities: hiring, building infrastructure, implementing programs, and training. Performance data related to each activity are presented below.

**Hiring.** JABG funds can be used to hire court staff, detention staff, and prosecutors. JABG grantees reported that 206 new staff were hired, resulting in a rate of 12 percent of staff being hired using JABG funds compared with a 15 percent rate at the start of the reporting period. Of staff hired, 76 were court staff, 53 were prosecutors, and 77 were detention staff. Exhibit 9 illustrates the percentages of staff hired and staff trained using JABG funds across reporting periods. (Further data about training can be found after “Building Infrastructure,” page 18.)

**Exhibit 8. Proportion of Spending for New Versus Existing Activities, by Purpose Area, April 1, 2004–March 31, 2005**



**Exhibit 9. Percentage of Staff Hired and Trained Using JABG Funds, by Reporting Period**



**Building infrastructure.** JABG funds can be used to build, expand, and/or renovate physical plants (e.g., juvenile corrections and detention facilities) and information sharing mechanisms, such as partnerships. JABG grantees reported that building-related activities created 4,405 additional client slots and developed 801 new partnerships. The additional client slots represented an 8-percent increase over the reporting period, while the partnerships represented a 13-percent increase from the start of the reporting period. Exhibit 10 shows the change in the number of several categories of client slots created from March 31, 2004, and the actual number of slots available on March 31, 2005.

**Training.** JABG funds can be used to train law enforcement, court personnel, prosecutors, detention staff, and staff involved in gun or drug courts. Funds were used for new training initiatives in both reporting periods. As a result, the percent of staff trained can be compared only within a reporting period (not across reporting periods). Thus, although the overall percentage of staff trained was lower for reporting period 2 than for reporting period 1 (39 percent compared to 41 percent), the 39 percent reported as of March 31, 2005, represents a 7-percent increase (from 32 percent) of staff trained at the start of that reporting period, April 1, 2004. In the 12-month reporting period, grantees provided approximately 25,122 hours of training. Exhibit 11 shows the change in the number of staff trained since March 31, 2004, and the actual number of staff trained as of March 31, 2005.

**Implementing direct service programs.** JABG funds can be used to implement and operate a variety of accountability programs, including specialty courts, restorative justice programs, programs using graduated sanctions approaches, and assessment services. Between April 1, 2004, and March 31, 2005, grantees implemented an additional 58 programs. This raised the number of operational programs funded at least partially with JABG money to 3,504, compared with 2,573 at the end of the first reporting period (exhibit 12).

## Progress Toward JABG Program Goals

OJJDP used two conceptual frameworks to measure JABG performance in 2005. The first tracks how well the JABG program is meeting its own internal goals as described in the logic model (exhibit 4). This framework measures three intermediate outcomes—improved client processing, improved system capacity, and improved matching of system response to youth need—and two long-term outcomes—youth accountability and system accountability. These five outcomes are described below.

**Client processing.** The time it takes to process a juvenile client is important because research suggests that sanctions for juveniles need to be swift to be effective rehabilitation tools (Griffin, 1999). OJJDP measures client processing by looking at the amount of time between infractions and sanctions and the amount of time that lapses between identifying a juvenile's need for service and providing that service. According to each measure, JABG grantees improved client processing (exhibit 13).

**System capacity.** The JABG program measures system capacity by examining the number of new treatment slots or openings created, the number of operational programs, and the percentage of eligible youth that these programs actually serve. Exhibit 14 shows small but distinct improvements across each of these three indicators for the reporting period.

**System response to youth need.** Matching system response to youth need is important for two reasons. First, it is based on the idea of just punishment, which is defined, in part, as a response calibrated to the severity of the delinquent act. Second, juvenile justice research shows that a punishment viewed as fair is more likely to have a long-term rehabilitative effect than one viewed as unfair or excessive (Taxman and Soule, 1999). The JABG program measures system response by looking at the range of service options available, the rate at which youth received the services they were determined to need, and the number of services

**Exhibit 10. Breakout of the Additional Client Service Slots Created, April 1, 2004–March 31, 2005**

<b>Slot Type</b>	<b>Change in Number of Slots Since March 31, 2004</b>	<b>Number of Slots (March 31, 2005)</b>
Detention	-13	808
Court (including specialty courts)	+3,212	21,925
Law enforcement referrals	+1,102	32,997
School safety	-180	56
Restorative justice	+284	1,676
<b>TOTAL</b>	<b>+4,405</b>	<b>57,462</b>

**Exhibit 11. Breakout of the Types of Staff Trained, April 1, 2004–March 31, 2005**

<b>Staff Type</b>	<b>Change in Number of Staff Trained From March 31, 2004</b>	<b>Actual Number of Staff Trained as of March 31, 2005</b>
Court (including specialty courts)	+42	192
Prosecutors	+24	257
Law enforcement referrals	+2,915	5,068
School safety	+4,401	8,036
Corrections/detention	+116	711
Nonspecific	+1,437	6,115
<b>TOTAL</b>	<b>+8,935</b>	<b>20,379</b>

**Exhibit 12. Breakout of the Types of Programs That Became Operational, April 1, 2004–March 31, 2005**

<b>Program Type</b>	<b>Change in Number of Operational Programs From March 31, 2004</b>	<b>Actual Number of Operational Programs as of March 31, 2005</b>
Graduated sanctions	+3	51
Accountability-based programs (general)	-172	1,865
Accountability-based programs (school safety)	+167	652
Restorative justice	+10	109
Probation programs	+50	827
<b>TOTAL</b>	<b>+58</b>	<b>3,504</b>

### Exhibit 13. Improvement in Client Processing Times, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Time to sanction	88	Subgrantees reduced the average time from commission of an infraction to sanction by an average of 8 days (from 39 to 31 days).
Time to service	58	Subgrantees reduced the average number of months from arrest to enrollment in specialty courts by 17 months to a new average of 22 months.

### Exhibit 14. Improvement in System Capacity, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Number of new treatment slots created	591	There were 4,405 more treatment slots by the end of the reporting period, for a new total of 57,462 slots. This is an 8-percent increase over the reporting period, as compared to a 38-percent increase in slots created during the first reporting period.
Number of new operational programs	709	There were 58 more programs operating by the end of the reporting period, for a total of 3,504 programs. This is a 2-percent increase over the reporting period—the same rate reported during the first reporting period.
Percentage of eligible youth served in programs	686	Subgrantees served a total of 188,622 youth—69 percent of the youth identified as eligible for their program services. This is an almost 2-percent increase from the rate at the start of the period.

received per youth (exhibit 15). This last measure is based on the assumption that youth involved with the justice system tend to have multiple service needs and that, up to a point, the more services they receive, the better the outcome. JABG grantees showed improvement in matching system response to youth need in two of these three areas.

**Youth accountability.** JABG measures youth accountability by determining the rate of successful youth program completion, the percentage of youth meeting their intermediate program progress goals (in-program goals), the rate of youth noncompliance with program

requirements, and the rates of family member compliance with and participation in juvenile justice system requirements. Performance on these indicators is shown in exhibit 16. In general, youth accountability improved during this reporting period.

**System accountability.** This concept, a cornerstone of the JABG program, is a measure of how well systems are implementing accountability programming. System accountability is measured by the percentage of youth who are served in a program using an identified best practice (i.e., a practice recognized as sufficient or necessary for accountability) and caseload

### Exhibit 15. Improvement in Matching System Response to Youth Needs, April 1, 2004–March 31, 2005

<b>Performance Indicator</b>	<b>Number of Subgrantees Reporting</b>	<b>Result Reported</b>
Range of service options available	397	There were 462 more service options available through programs over the reporting period. This is a 10-percent increase over the reporting period—the same rate reported during the first reporting period.
Percentage of youth who received services they were assessed as needing	374	There was a 14-percent increase in the percentage of youth receiving services they had been assessed as needing, for a total of 91 percent.
Services received per youth	26	The average number of services received per youth decreased from five to three. During the first reporting period youth served using JABG funds received an average of 10 services each.

### Exhibit 16. Improvement in Youth Accountability, April 1, 2004–March 31, 2005

<b>Performance Indicator</b>	<b>Number of Subgrantees Reporting</b>	<b>Result Reported</b>
Percentage of youth successfully completing their programs	238	Youth served in their programs maintained a 66-percent successful completion rate. The rate was 61 percent for the first reporting period.
Percentage of youth successfully meeting intermediate (in-program) requirements	85	In all, 80 percent of the youth served by their programs were successfully meeting their intermediate (in-program) requirements. The rate was 21 percent for the first reporting period.
Percentage of youth exhibiting noncompliance with program requirements	83	The percentage of youth exhibiting non-compliance with program requirements increased to 14 percent over the reporting period. The rate was 5 percent for the first reporting period.
Percentage of family members attending nonmandatory specialty court appointments	5	Family attendance at nonmandatory specialty court appointments decreased 1 percent, to 99 percent, by the end of the reporting period. The rate was 100 percent for the first reporting period, but that represented data from one subgrantee only.

## Exhibit 17. Improvement in System Accountability, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Percentage of youth served by a program using an identified best practice	583	Best practices increased by 5 percent among programs, resulting in 87 percent being served by a program using a best practice.
Percentage of youth served by a program using a necessary or sufficient practice	582	The percentage of youth served by a program using a necessary or sufficient practice increased by 5 percent, to 72 percent of youth served.
Percentage of youth served by a program using a recognized accountability practice	1,165	Combining both of these indicators, the percentage of youth served by a program employing a recognized accountability practice increased 4 percent, to 79 percent. The rate was 69 percent at the end of the first reporting period.
Ratio of youth served to program staff	202	The ratio of youth served to staff remained constant at 32 youth per staff member. This same ratio was reported at 29 youth per staff member for the first reporting period.

size (exhibit 17). The latter reflects a theory that smaller caseloads mean more intensive, individualized, and high quality services for youth. JABG grantees maintained system accountability during the second reporting period.

### JABG Progress Toward OJP and DOJ Goals

The second performance framework applied to the JABG performance data tracks how well the JABG program is meeting the goals of OJJDP's parent agencies—OJP and DOJ (see exhibit 3). OJJDP measured agency-level performance by the following four goals.

**Reduce or eliminate crime.** The first goal of OJP is to reduce or eliminate crime as a result of juvenile justice system intervention activities. Relevant activities include, but are not limited to, direct services for youth, new legislation or policies, and new or improved law enforcement (U.S. Department of Justice, 1994). This goal is measured in JABG by two indicators: rates of youth compliance with program requirements

and rates of successful program completion. (OJJDP added long-term rearrest measures to the set of JABG performance measures for the fourth reporting period, which began in April 2006.) JABG subgrantees reporting on this measure in 2005 showed improvement in one of the two indicators over the two reporting periods (exhibit 18).

**Fair administration of justice.** The fair administration of justice means imposing judicial responses in an unbiased way (e.g., providing equal access to specialty courts, diversion programs, and alternatives to detention). The JABG program measures this by examining the percentage of youth eligible for relevant programs (e.g., graduated sanctions, community prosecution, fast-track prosecution, gun court, and drug court) who were actually admitted to those programs. The JABG program considers system accountability a matter of basic justice and promotes this concept by funding staff training in accountability programming. JABG grantees reported increases in both of these measures during the second reporting period (exhibit 19).



### Exhibit 18. Reduction or Elimination of Crime, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Percentage of youth successfully completing their programs	238	Youth served in their programs maintained a 66-percent successful completion rate. The rate was 61 percent for the first reporting period.
Percentage of youth exhibiting noncompliance with program requirements	83	The percentage of youth exhibiting non-compliance with program requirements increased to 14 percent over the reporting period. The rate was 5 percent for the first reporting period.

### Exhibit 19. Fair Administration of Justice, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Percent of eligible youth served in programs	686	Subgrantees served a total of 188,622 youth—69 percent of the youth identified as eligible for their program services. This was a substantial increase over the 50 percent reported during the previous reporting period.
Percentage of staff trained in accountability-based programming	333	There was a 7-percent increase, to 39 percent, in the percentage of staff who received training in accountability-based programming during the reporting period. This compares with a rate of 32 percent for the first reporting period. Staff participated in approximately 25,122 hours of training during the reporting period.

**Just punishment.** Imposing just punishment helps to ensure that the justice response or program sanction is appropriate in level and severity to the crime or infraction committed. JABG considers just punishment to be the correct administration of graduated sanctions. OJJDP measures progress toward this goal by examining whether JABG grantees use best practices in graduated sanctions programming (e.g., development of behavioral contracts at youth intake). Exhibit 20 illustrates the two performance indicators used to assess this measure and the results.

**Effective responses to crime.** For the JABG program, OJJDP considers the implementation of best or proven practices and the lack of system redundancies as effective responses to crime. These two goals are measured by the proportion of youth who receive the type of treatment services intended (that is, youth who were not placed in a different program due to lack of service slots, space, etc.) and the proportion of youth who were eventually found to have a drug treatment need (as determined by placement in drug court) that was detected through an early screening process.

## Exhibit 20. Just Punishment, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Number of youth actually receiving recommended accountability-based programming	374	There was a 1-percent increase in the percentage of youth served using some form of graduated sanctions. By the close of the reporting period, 79 percent of youth were served using graduated sanctions.
Percentage of recommendations for sanctions that were not contested or overturned	37	There was a 6-percent increase in the number of recommendations for sanctions that were uncontested or sustained, for a total of 91 percent over the reporting period. Fifty-two percent of sanctions were not overturned during the first reporting period.

## Exhibit 21. Effective Responses to Crime, April 1, 2004–March 31, 2005

Performance Indicator	Number of Subgrantees Reporting	Result Reported
Percentage of youth who received treatment as intended	823	The percentage of youth who received treatment as intended (i.e., were not placed elsewhere based on lack of services, space, etc.) increased by 6 percent, to 70 percent of youth served.
Percentage of youth determined to have a need for drug treatment whose need was detected during early screening and assessment	2	There was a 29-percent increase in youth who were eventually determined to require drug treatment after early screening and assessment. The overall rate of early detection stood at 65 percent by the close of the reporting period.

Grantees made progress in meeting both of these goals during the second reporting cycle (exhibit 21).

### Conclusions

Several broad conclusions can be drawn from the performance data collected and submitted during the second cycle of the JABG program performance measurement system.

First, the system is gaining acceptance and adherence among grantees and subgrantees. Of the 56 States receiving JABG funding, 47 (85 percent) submitted performance data during the second cycle, an increase of 5 States over the first cycle. There also was a dramatic

increase in the number of subgrantees who submitted data during this time period. Approximately 2,819 subgrantees provided information during the second cycle, an increase of 1,214 subgrantees over the first cycle. Of these 2,819 subgrantees, a total of 2,400 (85 percent)<sup>8</sup> submitted performance data. This growth in the number of grantees and subgrantees who submitted data into the system reflects a growing commitment to, and acceptance of, this performance measurement initiative.

<sup>8</sup> A total of 419 subgrantees did not submit performance data because doing so would have posed an undue burden in the judgment of their States. Typically, such programs tend to be small and have limited resources.

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The second cycle performance data also show that JABG funds are making a difference in the specific outcomes that the JABG program, OJJDP, and OJP deem important. The data show an increased use of evidence-based practices, accountability programming, and interagency communication across the Nation's juvenile justice systems. In turn, these activities are demonstrating improved rates of program completion and short-term change among youth served while they are under treatment. OJJDP hopes that subsequent reductions in recidivism rates also will become evident now that data collection for this long-term outcome was phased into the performance measurement system in 2006.

Subgrantees continue to spend JABG funds on a wide range of activities covered under the 16 JABG purpose areas. The three areas with the highest funding totals during the second cycle were purpose area 11 (accountability programming for law enforcement), purpose area 15 (accountability programming for courts and probation staff), and purpose area 10 (information sharing), repeating a finding from the first cycle. About 76 percent of JABG funds were used to maintain existing activities and 24 percent for new activities. When subgrantees used funds for new activities, the most frequent purpose areas identified were purpose area 9 (juvenile records systems) and purpose area 6 (training for law enforcement and court personnel).

The prevalent use of JABG funds to maintain existing activities underscores an important point about the value of JABG funds for subgrantees. Although the amount of JABG funds received by any one recipient tends to be modest (69 percent of subgrantee awards amounted to less than \$75,000), these funds play a critical role in helping programs and agencies maintain needed services. A number of grantees reported that JABG funds may make the difference between a program's continuation or closure.

OJJDP has learned much about how to implement performance measurement in a national grant program from the JABG system, and this experience is informing its approach to implementing performance measurement for additional grant programs as well. The importance of obtaining State buy-in and feedback to the development of the indicators led to the decision to design and implement the system in stages. This staging of the performance measurement process has bought valuable time in which to train and support State efforts to understand the performance measurement process and promote its adoption among subgrantees. While it has meant that the pace of implementation has been slow, this additional time is clearly paying dividends: a steadily increasing number of States, territories, and subgrantees are building the capacity to collect and report the data needed for the system and, in fact, are doing so.



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## Chapter 4: Future Enhancements

In April 2006, grantees and subgrantees began submitting data from the third reporting cycle of April 1, 2005–March 31, 2006.<sup>9</sup> These data use the same set of performance indicators as did the second cycle, which will provide a second 1-year set of performance data that can be compared in some ways to the second cycle. Grantees and subgrantees are also collecting data for the fourth reporting cycle, which runs from April 1, 2006, to March 31, 2007. This fourth-cycle data will include new long-range outcome indicators and a set of mandatory indicators.

OJJDP will require all grantees within a particular program type (direct service or system change) to report data on the same specific mandatory output and outcome indicators. This will help OJJDP determine grantees' progress in meeting the goals of the JABG program, OJJDP, and OJP. In each case, subgrantees can still choose other outputs and outcomes that reflect their specific programmatic goals, but the addition of a small core of mandatory indicators will strengthen the capacity of the performance measurement system to demonstrate impact on mission-critical agency goals.

The JABG mandatory indicators are displayed in exhibit 22. Note that separate (but parallel) measures exist for direct service and system improvement programs.

(OJJDP has also developed a similar set of mandatory indicators for the Tribal Juvenile Accountability Discretionary Grant (JADG)

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<sup>9</sup> The data were due to OJJDP by June 30, 2006, and will be reflected in the 2006 JABG Report to Congress.

program, a separate program under the JABG program. The JADG program awards discretionary funds to tribes to address one or more of the 16 JABG purpose areas.)

Other enhancements, which OJJDP began implementing in April 2006 include:

- ◆ An improved Web-based DCTAT that allows grantees and subgrantees to go to a single Web site to submit data for the JABG, Formula Grant, and Title V programs.
- ◆ New reporting features on the Web site that enable grantees to create specific and customized reports describing their subgrantees' activities, funding, and performance data. OJJDP is providing training on the new features.
- ◆ A series of performance targets for the JABG performance indicators, based on research on "best practice" programs and on data from the performance measurement system showing past performance. The targets offer a benchmark against which to compare grantees' and subgrantees' performances. These comparisons will provide State and local programs an important new tool for examining their effectiveness within specific purpose areas.

The overall response to the JABG performance measurement initiative during the second cycle was strong and the results informative. OJJDP looks forward to continued growth, development, and expansion of the system across other grant programs within OJJDP.

## Exhibit 22. Mandatory Performance Indicators for the JABG Program

Indicator Type	Direct Service Programs	System Improvement Programs
Output	1. Number and percentage of eligible youth served using graduated sanctions approaches	1. JABG funds awarded for system improvement (i.e., hiring or training staff or increasing system capacity)
Short-term outcome (outcomes realized during program)	2. Number and percentage of program youth completing program requirements 3. Number and percentage of youth who (offend or) reoffend	2. Number and percentage of programs and initiatives employing best practices
Intermediate-term outcome (outcomes realized post initial implementation)	N/A	3. Number and percentage of eligible youth served using graduated sanctions approaches 4. Number and percentage of youth with whom a best practice was used
Long-term outcome (outcomes realized 6 to 12 months postprogram)	4. Number and percentage of [program] youth who (offend or) reoffend	5. Number and percentage of [program] youth who (offend or) reoffend

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