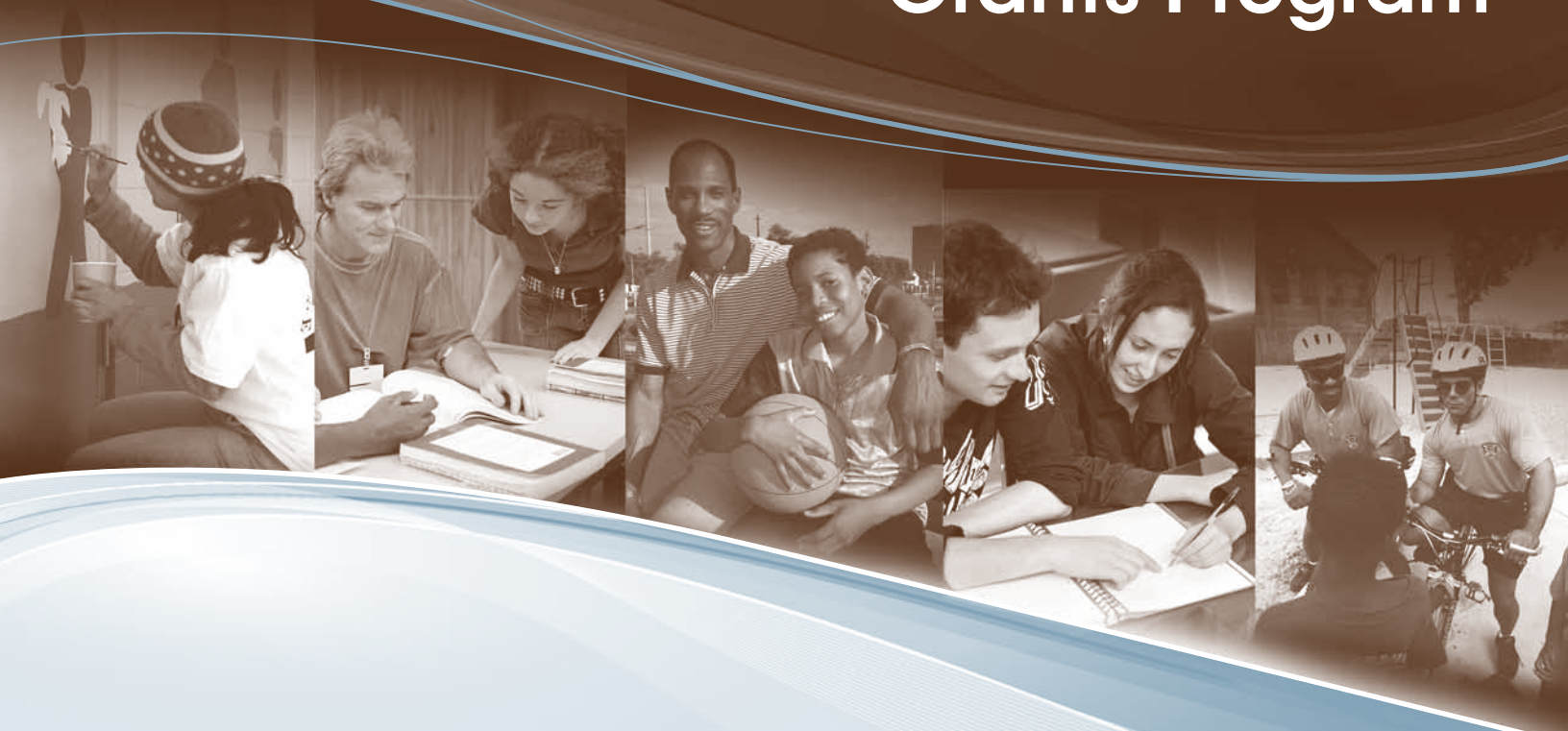




2009
REPORT TO CONGRESS

Title V Community Prevention Grants Program



U.S. Department of Justice
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Title V Community Prevention Grants Program

2009 Report to Congress

OJJDP Report



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

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Foreword

As part of its mandate to support and protect children and families, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides funding to the states for locally operated delinquency prevention programming. Congress established the Title V Community Prevention Grants program in its 1992 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 to encourage local leaders to assess the risk factors in their communities, draw on available resources, and develop and implement data-driven delinquency prevention strategies. Beyond its financial commitment, OJJDP supports these local efforts with constantly evolving training and technical assistance to help communities plan, implement, and evaluate effective prevention programs.

The JJDP Act mandates that OJJDP report annually on funded grant activity under Title V. OJJDP's *2009 Report to Congress: Title V Community Prevention Grants Program* fulfills this requirement for the 2009 reporting cycle. Many accomplishments that OJJDP and its state and local partners achieved through our prevention program efforts during the reporting year are encapsulated in this report.

OJJDP requires all grant recipients to submit data on how their programs are performing to help us better determine how well they are meeting their goals. This report provides results and analyses of the performance measurement data for the Community Prevention Grants program. It also provides examples of the creative types of programs that local jurisdictions have supported through their Title V funding, summarizes OJJDP's Title V training and technical assistance efforts during the reporting period, and details enhancements that OJJDP introduced to its online Model Programs Guide.

This report provides a snapshot of OJJDP's efforts to reduce the factors associated with juvenile delinquency and to enhance the protective factors that support healthy personal and social development. As research increases our understanding of the causes and correlates of juvenile delinquency, including how risk and protective factors affect a youth's likelihood to offend, OJJDP will continue to enhance the Community Prevention Grants program, build on the existing momentum in juvenile delinquency reduction, and continue preparing the nation's youth for healthy and productive futures.

Jeff Slowikowski

Acting Administrator

Office of Juvenile Justice and Delinquency Prevention

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2009 Report to Congress: Title V Community Prevention Grants Program

Introduction

Preventing young people from engaging in delinquent behavior, thus diverting many of them from a lifetime of criminal activity, is a central goal of the juvenile justice system in this country. Since 1994, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has administered the Community Prevention Grants program (funded through Title V Incentive Grants for Local Delinquency Prevention), which provides funds to help communities develop and implement delinquency prevention programs. The program focuses on helping youth avoid involvement in delinquency through reducing the risk factors and enhancing the protective factors in their schools, communities, and families.

Extensive research has shown that risk factors are associated with the likelihood that a youth will engage in delinquent behavior, and protective factors help prevent or reduce that likelihood. The Community Prevention Grants program provides funds that enable communities to address these factors in a locally suitable and sustainable manner. The program encourages local leaders to initiate multidisciplinary needs assessments of the risks and resources in their communities and develop locally relevant prevention plans that simultaneously draw on community resources, address local gaps in services or risks, and employ evidence-based or theory-driven strategies. Communities may allocate their Title V funds under 1 or more of 19 prevention program areas (see exhibit 1).

Title V, Section 504, of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended [42 U.S.C. 5783(4)], mandates that OJJDP report on grant activity under the Incentive Grants for Local Delinquency Prevention Programs. This report, which presents the results and analyses of

performance measurement data and program activities for the Community Prevention Grants program, fulfills that requirement.

Funding to the States

In fiscal year (FY) 2009 (October 1, 2008, to September 30, 2009), OJJDP awarded approximately \$1.8 million in grants through the Community Prevention Grants program, with \$33,486 going to most states.¹ Although this was a considerably smaller grant award than in previous years, OJJDP reasoned that these allocations, combined with the program requirement of a 50-percent match, would enable states to fund at least one evidence-based program, thereby retaining the intent of the program to support research-based delinquency prevention efforts.

Performance Measurement

During FY 2009, OJJDP worked with the states to collect quantitative performance measurement data. An analysis of these data shows that in FY 2009, Community Prevention Grants programs served 24,610 youth; 85 percent of participating youth completed program requirements. Of the 371 local programs that provided performance data during this reporting cycle, 15 percent were evidence based.

These local programs addressed a wide range of youth behaviors. Overall, 65 percent of participants in funded programs exhibited positive changes in

¹ For the Community Prevention Grants program, the term "state" includes the 50 states, the District of Columbia, and the 5 territories (American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands).

Exhibit 1: Community Prevention Grants Program Areas

Child Abuse and Neglect Programs. Programs that provide treatment to juvenile victims of child abuse or neglect and to their families to reduce the likelihood that such at-risk youth will commit violations of law.

Children of Incarcerated Parents. Services to prevent delinquency or treat first-time and nonserious delinquent juveniles who are the children of incarcerated parents.

Delinquency Prevention. Programs to prevent youth at risk of becoming delinquent from entering the juvenile justice system or to intervene with first-time and nonserious offenders to keep them out of the juvenile justice system. This program area excludes programs targeted at youth already adjudicated delinquent, on probation, or in corrections, and programs undertaken as part of program areas 12 and 32 of the Formula Grants program that are designed specifically to prevent gang-related or substance abuse activities.

Disproportionate Minority Contact. Delinquency prevention programs primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a)(22) of the JJDP Act of 1974, as amended.

Diversion. Programs to divert juveniles from entering the juvenile justice system.

Gangs. Programs to address issues related to preventing juvenile gang activity.

Gender-Specific Services. Services to address the needs of female and male offenders in the juvenile justice system.

Gun Programs. Programs to reduce the unlawful acquisition and illegal use of guns by juveniles (excluding programs to purchase guns from juveniles).

Hate Crimes. Programs to prevent hate crimes committed by juveniles.

Job Training. Projects to enhance the employability of at-risk juveniles and/or first-time and nonserious juvenile offenders or prepare them for future employment (e.g., job readiness training, apprenticeships, and job referrals).

the behavior that the program targeted. More specifically, program participants showed the following improvements:

- ◆ Sixty-seven percent improved their school attendance.
- ◆ Fifty-six percent reduced their antisocial behavior.

- ◆ Eighty-one percent improved relationships with their families.
- ◆ Sixty-two percent reduced their substance use.
- ◆ Ninety-one percent had increased self-esteem.

The ultimate outcome measure for delinquency prevention programs is a low offending rate among program participants. In FY 2009, the offending/

Exhibit 1: Community Prevention Grants Program Areas (continued)

Juvenile System Improvement. Programs, research, and other initiatives to examine issues related to the juvenile justice system or to improve existing juvenile justice information-sharing systems.

Mental Health Services. Psychological and psychiatric evaluations and treatment, counseling services, and/or family support services for at-risk juveniles and/or first-time and nonserious juvenile offenders.

Mentoring. Programs to develop and sustain an ongoing one-to-one supportive relationship between a responsible adult age 18 or older (mentor) and an at-risk juvenile and/or first-time and nonserious juvenile offender (mentee).

American Indian Programs. Programs to address delinquency prevention issues for American Indians and Alaska Natives.

Restitution/Community Service. Programs to hold first-time and nonserious juvenile offenders accountable for their offenses by requiring community service or repayment to the victim.

Rural Area Juvenile Programs. Prevention services in an area located outside a metropolitan statistical area as designated by the U.S. Census Bureau.

School Programs. Educational programs and/or related services to prevent truancy, suspension, and expulsion. School safety programs may include support for school resource officers and law-related education.

Substance Abuse. Programs to prevent and treat the use and abuse of illegal and other prescription and nonprescription drugs and the use and abuse of alcohol among at-risk juveniles and/or nonserious juvenile offenders.

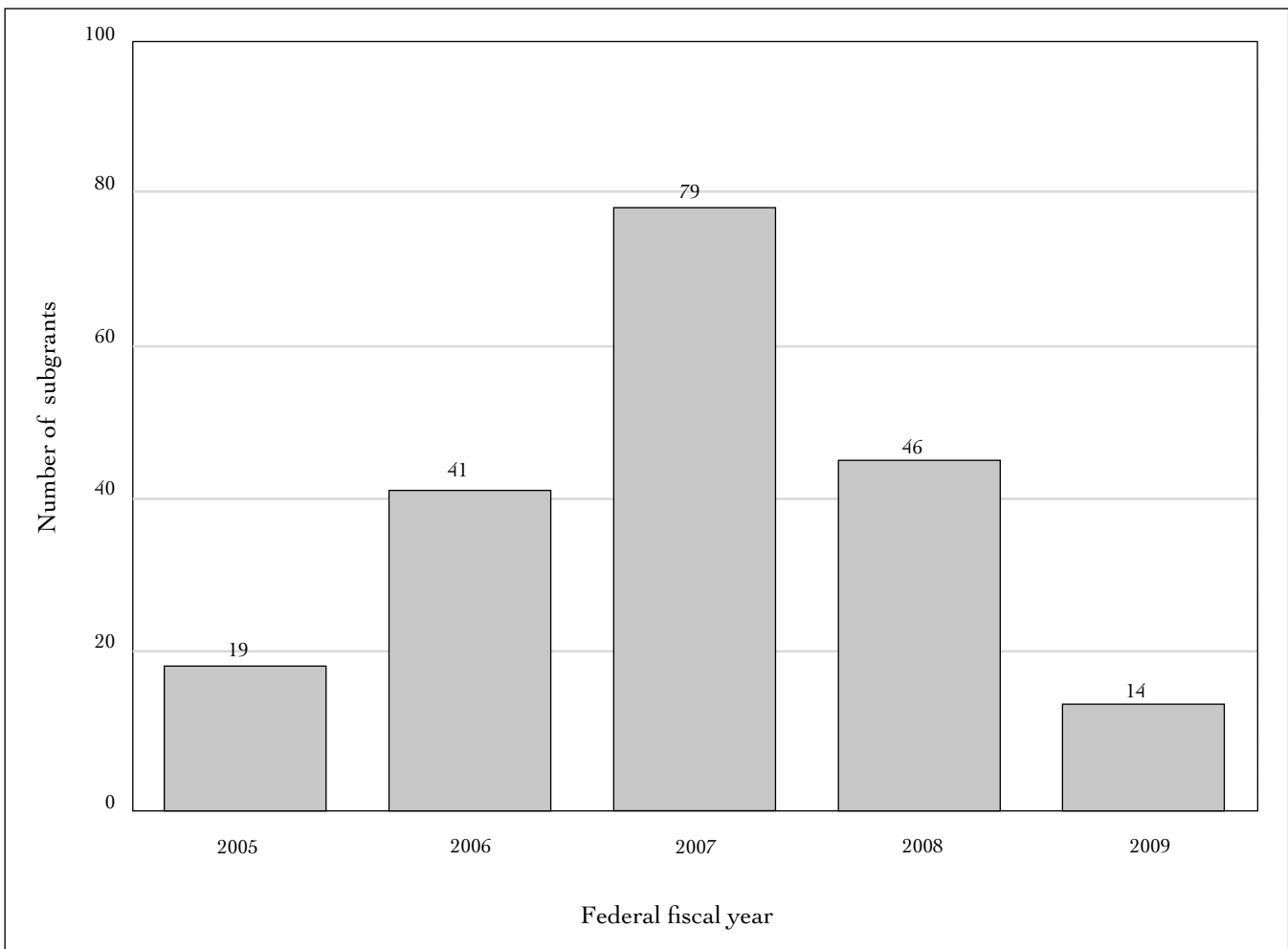
Youth (or Teen) Courts. Juvenile justice programs in which peers play an active role in the disposition of first-time and nonserious juvenile offenders. Most communities use youth courts as a sentencing option for first-time offenders charged with misdemeanor or nonserious, nonviolent offenses who acknowledge their guilt. The youth court serves as an alternative to the traditional juvenile court.

reoffending rate of Community Prevention Grants program participants was 8 percent.

In FY 2009, 56 states submitted at least some performance information to OJJDP. Of those states, 55 submitted complete performance data for subgrant awards that were active in FY 2009, using the Title V performance measures.

In FY 2009, states reported data for a total of 199 active subgrants from 131 subgrantees, representing more than \$6 million in funded activities (see exhibit 2). Funds were allocated to activities across many program areas. Delinquency prevention programs had the most subgrants (101) during this period, school programs had 47 subgrants, and most other areas had fewer than 10 subgrants. Areas designated as child abuse and neglect, gun programs, hate

Exhibit 2: Number of Subgrants by Federal Fiscal Year



crimes, juvenile system improvement, and restitution/community service did not report any subgrants during this period (see exhibit 3). There was a total of 78 evidence-based programs (39 percent of the total number of subgrants).

States made subgrant awards to various types of organizations, including public and private agencies and community coalitions. Exhibit 4 shows the numbers and types of organizations that received subgrant awards in FY 2009 under the Community Prevention Grants program. No subgrants were awarded to faith-based organizations or coalitions during this period.

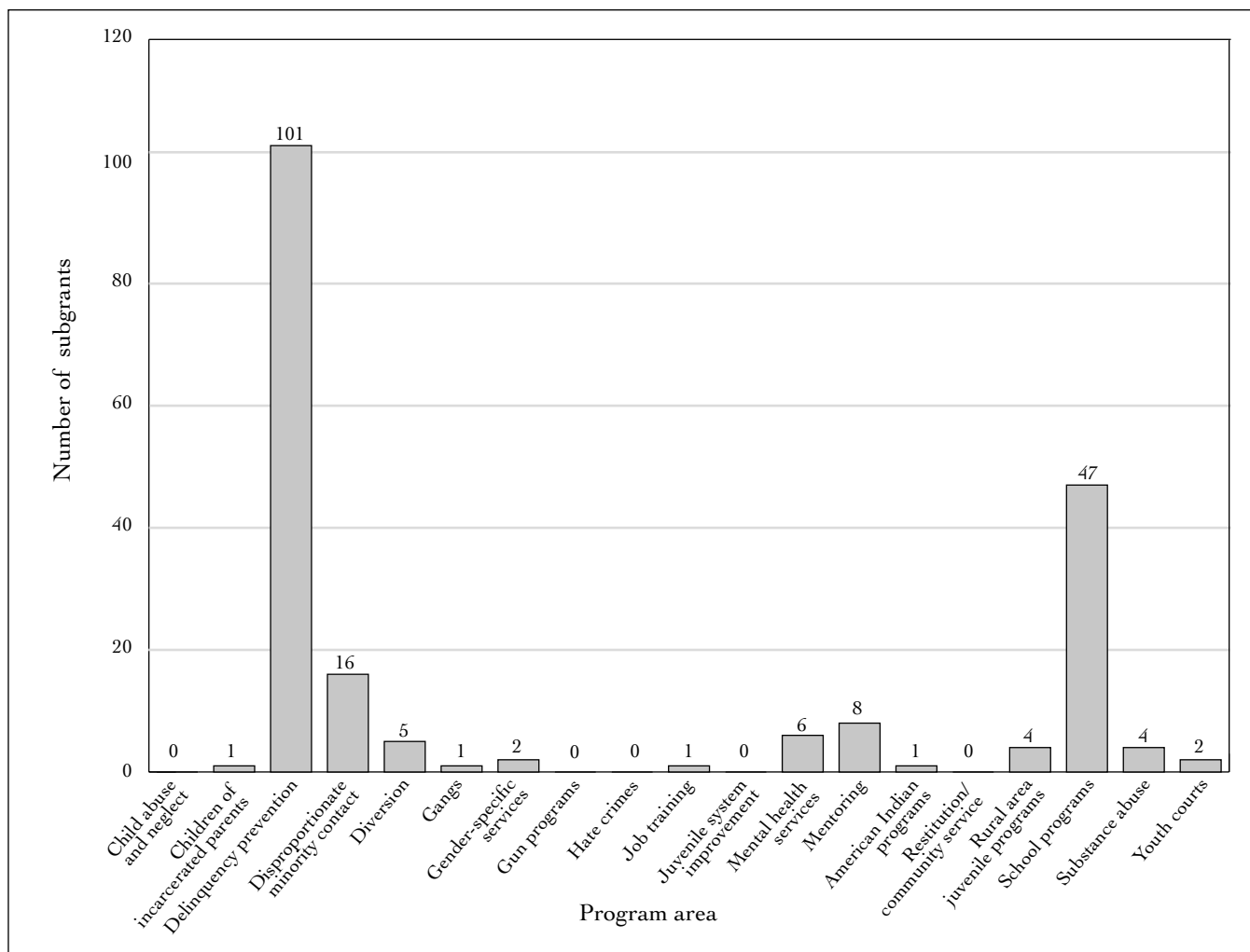
Accomplishments at the Local Level

Many successes have been reported since the beginning of the Community Prevention Grants program. Examples from FY 2009 include the following.

Structured Alternative for Education (Georgia)

An afterschool prevention program in Warren County is making a significant difference in the lives of young people in that community. The program, Structured Alternative for Education (SAFE), serves 125 youth through a comprehensive array

Exhibit 3: Number of Subgrants per Program Area



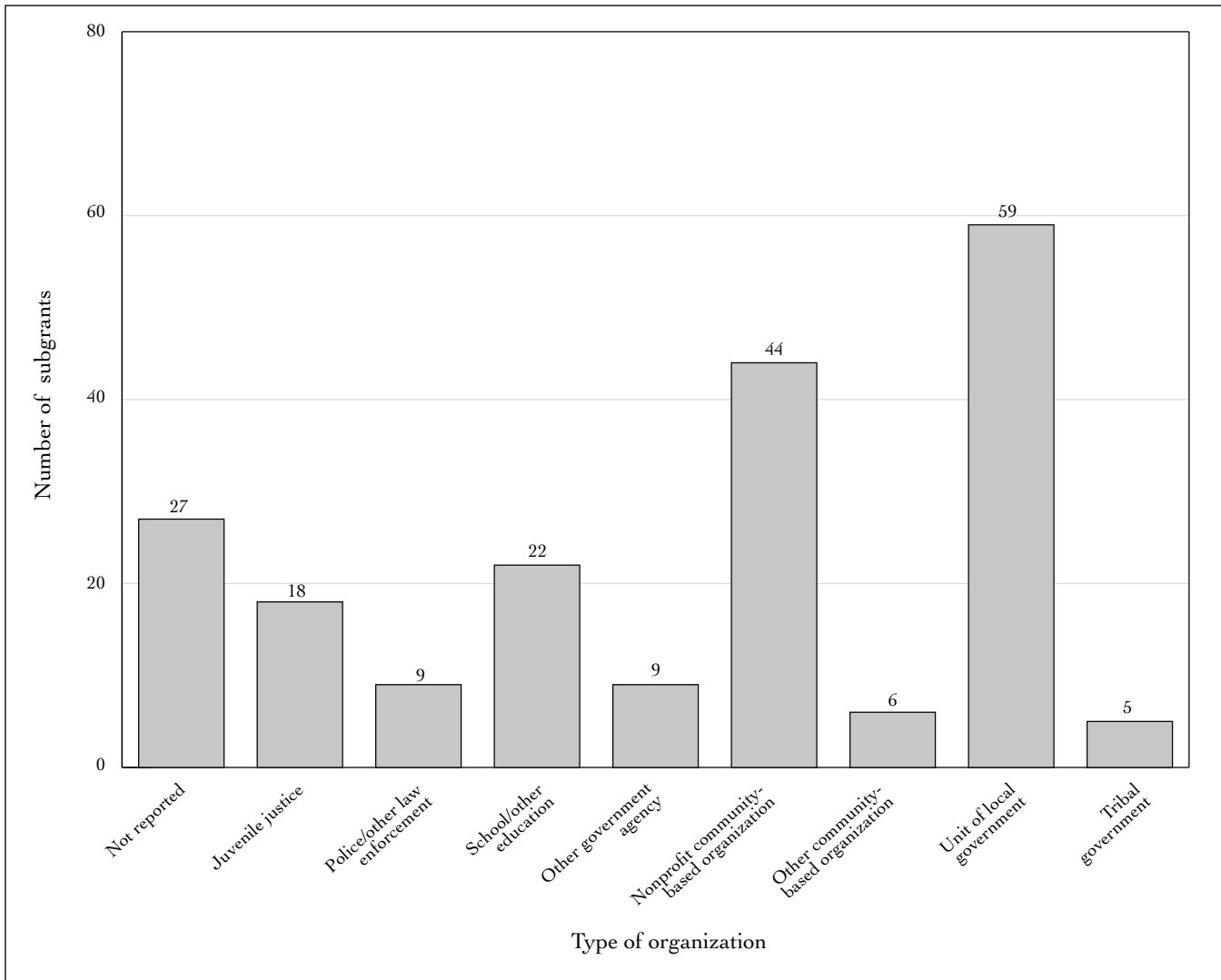
of afterschool and weekend programs focusing on academics, cultural development, recreation, and the development of life skills necessary for healthy lifestyles. The programming specifically targets at-risk youth in an effort to improve school attendance and reduce violence, drug use, teen pregnancy, juvenile delinquency, and bullying.

The parents of youth participating in the program can take part in family days and parent workshops that offer detailed and current information about the risks youth face. The goal of the workshops is to help parents talk with their children about risky behaviors such as alcohol, drug, and tobacco use.

In addition, SAFE helps youth understand the inappropriateness of violence and offers specific skills for engaging in disagreements without the use of violence. The program also promotes strategies for adopting a more assertive attitude in the face of peer pressure, demonstrating that youth do not need to be tolerant of their friends' behavior when those behaviors include unhealthy choices.

Nine out of ten youth participated in SAFE activities at least 10 hours a week for 50 weeks. Over the course of 1 year, the percentage of parents who discussed issues of drug, alcohol, and tobacco use with their children increased from 53 to 71 percent. The

Exhibit 4: Number of Subgrants by Type of Implementing Organization



percentage of youth who were exposed to announcements, ad campaigns, or other information about this topic increased from 67 to 90 percent after 1 year in the program.

Eighty-two percent of SAFE participants were absent from school fewer days than in the previous school year. The average number of missed school days decreased by more than 30 percent.

Shawnee START (Oklahoma)

Following the completion of a community needs assessment, the Shawnee Prevention Policy Board

determined that the community would benefit from a truancy reduction program within the Shawnee Independent School District. The district is composed of one high school, one alternative school, one middle school, and five elementary schools. The program serves a population of about 350 students from kindergarten through high school.

The program, Shawnee START (Stop Truancy and Reduce Tardiness), used its Title V funds to hire a truancy officer to provide truancy education to all students in the school district through assemblies and classroom sessions. The truancy officer also receives referrals from each of the schools when

students begin to miss classes. The officer meets with truant students, parents, and school staff to help the students make necessary changes in their lives and to connect the students and families with needed services and resources. The officer also works with the American Indian school counselor to provide access to additional resources for tribal youth.

Shawnee START also uses its Title V funds to provide alternative education to at-risk youth through online classes. The program provides scholarships for a credit recovery program for students who need extra credits to allow them to graduate with their class. Shawnee Title V funds also support the coordinator of the local Big Brothers Big Sisters (BBBS) program, which lost its funding. BBBS has worked closely with the Prevention Policy Board to provide mentoring services for at-risk youth.

When the Shawnee START program began in 2007, students were missing an average of 13.7 days of school a year. One year later, students were missing an average of 10 days a year, and preliminary data for the 2009–10 school year indicate that the number continues to decline. Since the program's implementation, test scores for English, math, biology, and history have continued to improve. During the 2006–07 school year, 66 students dropped out of school in the district. During the 2009–10 school year, 28 students dropped out.

Delinquency Prevention Project (Michigan)

Alpena County's Delinquency Prevention Project was created after the release of data showing a 200-percent spike in first-time alcohol use in county youth ages 11 to 12 and a 35-percent higher rate of substance abuse treatment among young people than in the surrounding 20 counties in southern Michigan. Based on these data, county officials determined that the best course of action was to form a Prevention Policy Board (composed of 18 community stakeholders, including the courts, law enforcement, schools, clergy, community agencies, health departments, and individuals) to develop a comprehensive plan to address substance abuse issues.

The overall goals of the project are to prevent and reduce substance abuse among county youth and to sustain the Prevention Policy Board as the primary entity advancing substance abuse prevention efforts in the county. The project coordinated the implementation of the Botvin Lifeskills curriculum in each of the county's schools. Through coordination and cooperation among the stakeholders, the project diverted substance abuse prevention funding from a licensed provider, who had offered the services for more than 20 years, to a school-based agency. The project also used Title V funding to conduct the Michigan Profile for Healthy Youth online risk assessment in each school in the county and to provide training in the Botvin Lifeskills curriculum for 18 community-based agency personnel.

About 1,200 students (all fifth through eighth graders in the county) were taught the curriculum. Annual evaluations of the first 3 years in which the curriculum was taught indicated improvements in knowledge about drugs, knowledge about life skills, attitudes toward drugs, drug refusal skills, assertiveness/anxiety reduction, and drug use behavior.

The Prevention Policy Board has exceeded everyone's expectations. Stakeholders are happy with the changes that the process of creating and sustaining the Prevention Policy Board have brought to the community, and they are also happy with the collaborative process and cooperation that local government processes and institutions have seen. Stakeholder participation remains high; key community members regularly attend meetings to monitor data, analyze resources and gaps in services, and respond to funding and technical assistance opportunities.

Big Brothers Big Sisters of Windham County (Vermont)

Title V funding has allowed Big Brothers Big Sisters of Windham County to hire a staff person to recruit, train, match, and support mentors throughout the county. In the town of Rockingham, this staffer more than doubled the number of children served (from 11 to 28) over the course of a year. Of those 28 children, 19 were matched with mentors immediately and the remaining 9 were matched with a

trained mentor within 3 months. Surveys show that the children, when matched with a mentor for 1 year, improved significantly in several areas: 57 percent did better in school, 77 percent improved their self-confidence, and 70 percent developed better relationships with peers.

Big Brothers Big Sisters also operates a Young Parents Mentoring program in Bellows Falls, in which seven young mothers participate in regular group and peer mentoring meetings. Two of the mothers have also been matched with a one-on-one mentor. One mother said that prior to her involvement with the program, she felt isolated and was not interacting with other young mothers, nor did she have any caring women to encourage her. She said she struggled with depression, but the group meetings as well as the time spent with her mentor helped her feel less alone and more hopeful for both her future and her son's future.

Bensalem Township (Pennsylvania)

Bensalem Township, PA, used FY 2009 Title V funds to implement the Olweus Bullying Prevention Program (OBPP) and the Incredible Years Dina Dinosaur School and Parenting Programs.

Olweus Bullying Prevention Program. The township instituted OBPP in Shafer and Snyder middle schools to foster an antibullying culture. The school district appointed a part-time Olweus program coordinator to oversee implementation of the curriculum in each school and to act as a bridge with the town's six elementary schools. Each school convened an Olweus committee to decide policy and procedure issues.

Students at each school filled out a questionnaire on the types and levels of bullying that they experienced, witnessed, or knew about. Although the students' responses indicated that the schools were doing well in addressing some types of bullying, school administrators felt that they could do a better job targeting cyberbullying. Often, children figure out ways to use new technology platforms and services before staff become aware that these platforms and services exist. The school district trained 110 teachers in the OBPP curriculum and instituted the Olweus Building Bridges program in Bensalem

High School. During the school year, high school seniors volunteered to serve as instructors and mentors to the middle school youth. At the end of the school year, the middle schools held a ceremony to honor the high school seniors who volunteered for the program.

In general, both schools have noticed a reduction in bullying behavior and repeat offenders. Thanks to efforts to gain school administration and staff buy-in prior to implementing the program, teachers are proactive in addressing bullying when they become aware of it, and each school is well on the way to institutionalizing an antibullying culture. Students report bullying behavior to the Olweus committee members and the building administrators or through a "bully box," where they can note episodes of bullying and deposit it in the box. Staff members from both schools and the high school students continue to meet to address new methods of technological bullying and to analyze the results from the questionnaire.

At the beginning of the school year, the schools introduce the program to parents during back-to-school nights and to students through "kickoff" assemblies that feature entertainment focusing on middle school-related bullying issues. At the end of the school year, the students take the Olweus survey a second time to gauge change and assist in the development of additional strategies for the coming years.

The Incredible Years Dina Dinosaur School Program. Bensalem Township implemented this social and emotional skills building program in each of its six elementary schools. Six teachers were trained to deliver 10 lessons from the curriculum, which included understanding feelings, making friends, problem solving, anger management, how to be friendly, how to talk with friends, and doing well in school. The township reports that 853 students participated in the program and that 60 percent of them successfully completed program objectives (although some students were still completing curriculum requirements at the time the township reported its results). The township continues to increase the number of students enrolled in the program and has developed a sustainability plan.

The Incredible Years Parenting Program. Concurrent with the school program, the township instituted the Incredible Years Parenting Program, which focuses on strengthening parenting competencies (e.g., monitoring, positive discipline, confidence) and fostering parents' involvement in their children's school experiences. The parenting program operated in all six elementary schools and involved parents from all economic levels within the township. In total, 387 parents participated in the basic component of the program and 56 parents took the advanced training. Of the parents who took the basic training, 98 percent completed course requirements. Of those who took the advanced training, 95 percent completed course requirements. The parenting program exceeded school administrators' expectations for attendance and participant commitment.

Training and Technical Assistance

OJJDP offers a three-part training series to help grantees write successful 3-year delinquency prevention plans. The training includes:

- ◆ Community team orientation, which brings together key local leaders and provides an overview of the Community Prevention Grants model.

- ◆ Community data collection and analysis training, which helps participants review, analyze, prioritize, and present the data they have collected.
- ◆ Community planning and program development training, which shows participants how to use data to develop delinquency prevention plans and how to select appropriate strategies using the Model Programs Guide (see sidebar, "Model Programs Guide").

During FY 2009, more than 125 juvenile justice staff and participants received 1 or more of 5 trainings in 1 of the following locations: Alaska, the District of Columbia, Michigan, New Jersey, or Vermont. Because membership in a community coalition is a prerequisite for funding, participants included community leaders, program developers, researchers, and others involved in mobilizing the community or in governing or serving children.

OJJDP also provides specialized training in performance measurement and evaluation, evidence-based practices, and sustainability. The training is available to Community Prevention Grants program subgrantees, juvenile justice specialists, and state Community Prevention Grants program coordinators.

Model Programs Guide

The Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) Model Programs Guide (MPG) is a user-friendly online portal of scientifically tested, evidence-based programs that address a wide range of issues across the juvenile justice spectrum. The MPG profiles more than 200 prevention and intervention programs and helps communities identify the programs that best suit their needs. Users can search the database by program category, target population, risk and protective factors, effectiveness rating, program type, and other parameters.

The MPG was originally developed as a tool to support OJJDP's Community Prevention Grants program; at first it concentrated on the problems of delinquency, violence, and alcohol and other drug abuse. In 2005, as part of its commitment to encourage collaboration, OJJDP expanded the MPG to incorporate evidence-based programs that target other concerns affecting at-risk and delinquent youth. To identify these programs, OJJDP partnered with the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration; the National Institute on Drug Abuse; the Centers for Disease Control and Prevention; the U.S. Departments of Education, Housing and Urban Development, and Labor; and other agencies.

As a result of this collaboration, the MPG now includes proven programs that address problems affecting youth, such as academic failure, poor interpersonal skills, tobacco use, sexual activity/exploitation, exposure to trauma, family dysfunction, and social and community disorganization.

In October 2007, OJJDP further expanded the MPG to add strategies and programs that show promise in helping jurisdictions reduce disproportionate minority contact (DMC). The searchable DMC reduction best practices database contains profiles of counties and states that have implemented a variety of promising strategies to reduce DMC, such as legislative reforms, policy and procedural changes, cultural competency training programs, and risk assessment instruments. In addition, the database contains more than 70 profiles of early intervention programs, diversion programs, alternatives to secure detention and corrections, and advocacy programs.

In 2009, OJJDP completed another expansion of the MPG to include strategies and programs that help jurisdictions identify and implement evidence-based initiatives leading to the removal of status offenders from secure detention or correctional facilities. The deinstitutionalization of status offenders (DSO) best practices Web site features a searchable database containing profiles of programs and strategies in five major status offense categories: truancy, running away, ungovernability/incorrigibility, violating curfew laws, and violating underage drinking laws. Within these categories, programs and practices are organized into two groups: (1) direct services that target status offenders and their families as well as system-involved youth, their families, and communities; and (2) system change strategies that seek to modify aspects of the juvenile justice system (e.g., laws and ordinances, policies, practices) that may contribute to DSO violations. In addition to profiles of programs and strategies, the database provides useful resources, statistics, answers to frequently asked questions, and topical literature reviews.

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