Overview of the DCTAT Data for Formula Grants

This memo presents an overview of data from the Data Collection and Technical Assistance Tool (DCTAT) collected from Formula Grants program grantees through September 30, 2013.[1]

The Formula Grants Program supports State and local delinquency prevention and intervention efforts and juvenile justice system improvements. Through this program, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides funds directly to States, U.S. Territories, and the District of Columbia to help them implement comprehensive State juvenile justice plans based on detailed studies of needs in their jurisdictions. The Formula Grants Program is authorized under the JJDP Act of 2002 (42 U.S.C. 5601 et seq.).

1. Examination of Program Information

1.1 Trend Analysis of Title V Data for All Reporting Periods

For the most recent period, October 2012–September 2013, 56 grants were active, and data entry was completed by 55 grantees, for a compliance rate of 98% (Table 1). While some grantees spent their funds directly, others subawarded their funds to other agencies. As a result, data were reported for 926 subgrant awards. The numbers reported in Table 1 do not include subrecipients, whose data are included in Tables 2–8 and Figures 1–3.

Table 1. Status of Grantee Reporting by Period

Data Reporting Periods	Status			
	Not Started	In Progress	Complete	Total
Oct. 2008–Sept. 2009	0	2	54	56
Oct. 2009–Sept. 2010	0	1	55	56
Oct. 2010–Sept. 2011	0	2	54	56
Oct. 2011–Sept. 2012	1	0	55	56
Oct. 2012–Sept. 2013	1	0	55	56
Total	2	5	273	280

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[1] The data reported to OJJDP have undergone system-level validation and verification checks. In addition, OJJDP reviews the aggregate data findings and grantee-level data reports for obvious errors or inconsistencies. A formalized data validation and verification plan was piloted for Title II Formula Grant–funded programs in 2013.

Overview of the DCTAT Data for Formula Grants

The Formula Grants Program consists of 35 program areas. For the purposes of this data memo, although program areas may overlap in category, they have been condensed into three larger categories: (1) Prevention Programs; (2) Intervention Programs; and (3) System Improvement. Table 2 presents a breakdown of the program areas by their respective categories.

Table 2. Purpose Areas Organized by Categories of Services

Prevention Programs	Intervention Programs	System Improvement
Child Abuse and Neglect	Aftercare/Reentry	Community Assessment
Children of Incarcerated Parents	Alternatives to Detention	Compliance Monitoring (State Level)
Delinquency Prevention	Court Services	Juvenile Justice System Improvement
Disproportionate Minority Contact (State and Subgrantee Level)	Deinstitutionalization of Status Offenders (State and Subgrantee Level)	State Advisory Group (SAG) Allocation
Gangs	Diversion	Youth Courts
Job Training	Gender-Specific Services	Strategic Community Action Planning (SCAP)
Mentoring	Graduated Sanctions	
Native American Programs	Gun Programs	
Rural Area Juvenile Programs	Hate Crimes	
School Programs	Jail Removal (State and Subgrantee Level)	
Youth Advocacy	Mental Health Services	
	Probation	
	Restitution/Community Service	
	Separation of Juveniles from Adult Inmates (State and Subgrantee Level)	
	Serious Crime	
	Sex Offender Programs	
	Substance Abuse	

Overview of the DCTAT Data for Formula Grants

Over the five reporting periods, the numbers of grantees reporting data on program areas has varied. From October 2012 to September 2013, the largest number of grantees provided data under the Prevention Programs subcategory, followed by Intervention Programs and System Improvement. However, the number of grantees reporting data has steadily decreased since the earliest reporting period (October 2008 to September 2009) for all program areas falling under these categories (Figure 1).

Figure 1. Awards by Program Area Across Reporting Periods
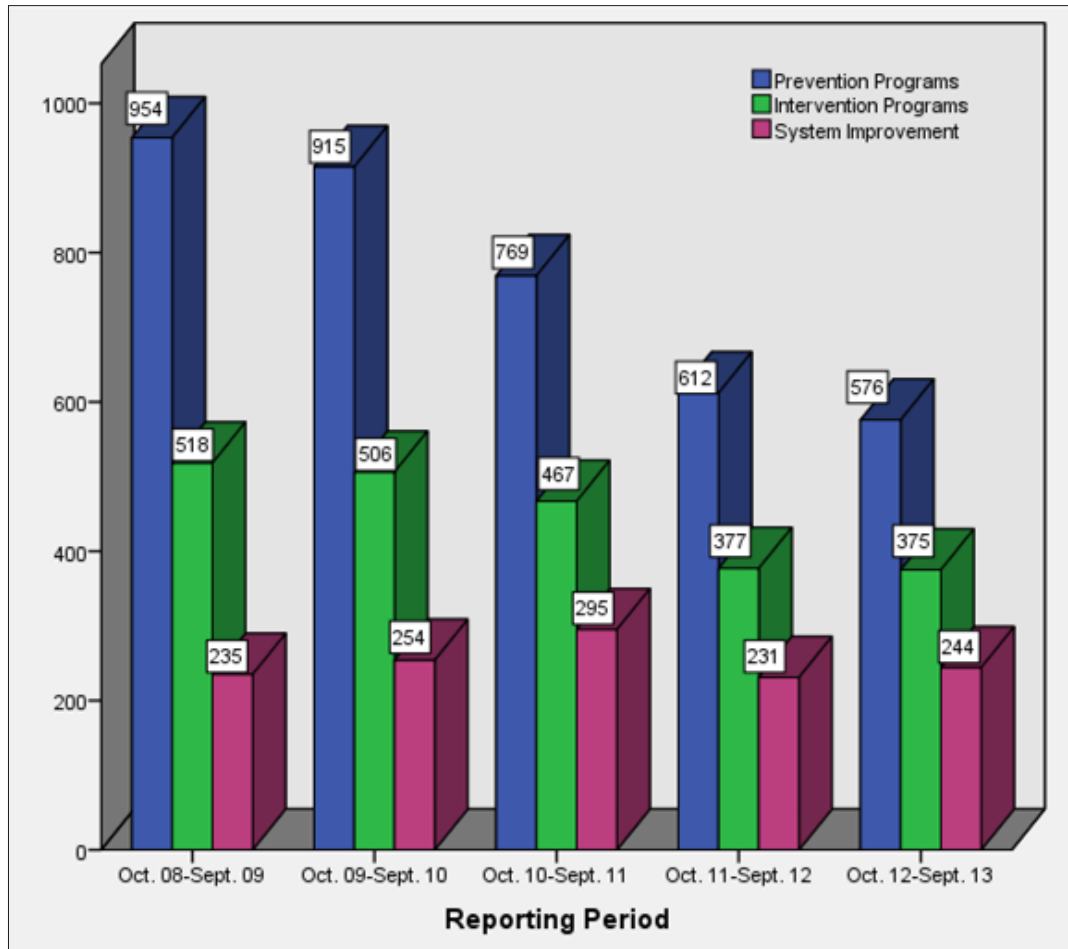
Overview of the DCTAT Data for Formula Grants

Figure 2 depicts the number of subgrants by Federal Fiscal Year (FFY). From October 2012 to September 2013, the most subgrants (n = 326) were made from FFY 2010 funding. In the current reporting period, 19 subgrants were awarded from FFY 2013 funding. Overall, the past five reporting periods reflect a steady decline in the amount of Formula subgrants. Table 3 shows the total award amount by FFY. From October 2012 to September 2013, the largest amount of grant funding for Formula grants, $52,798,862, came from FFY 2010. Grantees use grant funds to implement a number of prevention and intervention juvenile justice programs.

Figure 2. Subgrants by Federal Fiscal Year (N = 6,590)
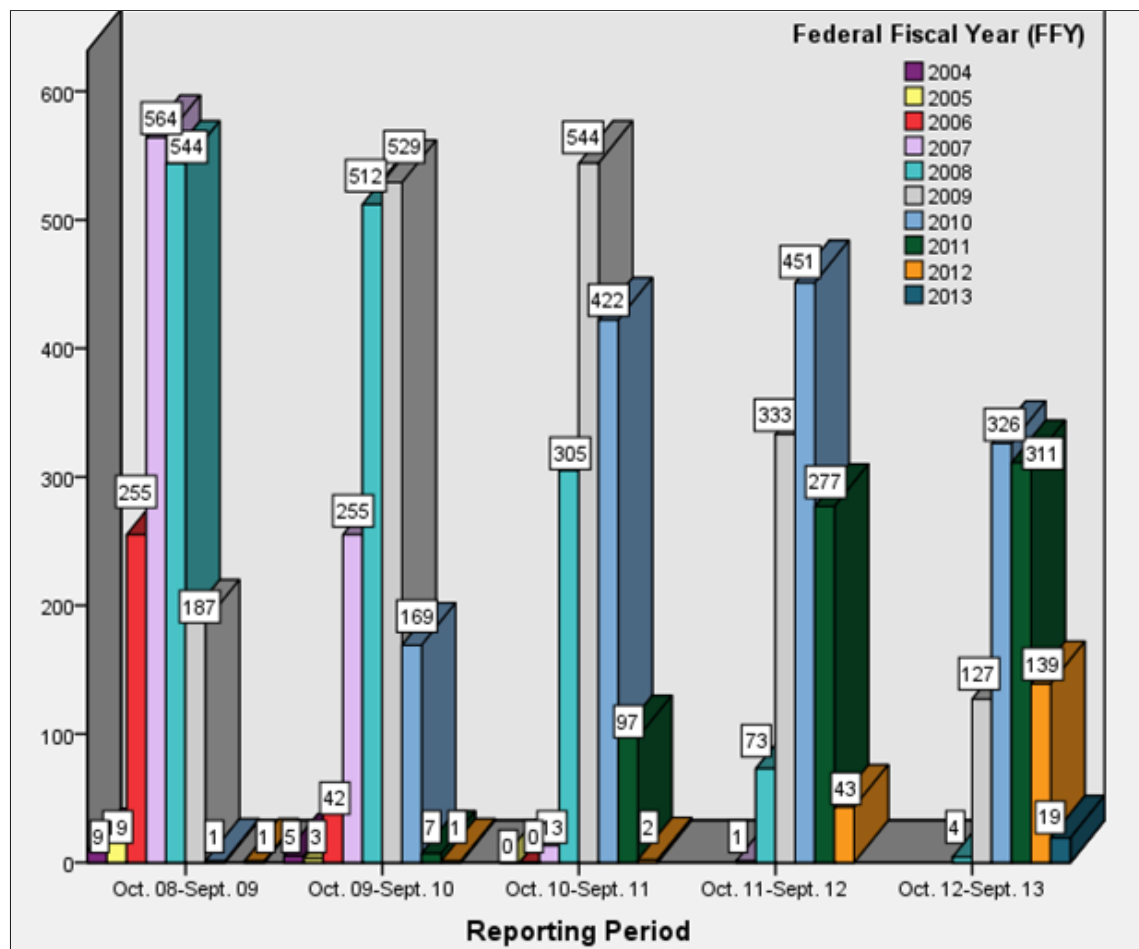
Overview of the DCTAT Data for Formula Grants

Table 3. Total Award Amount by Federal Fiscal Year (Dollars)

FFY	Data Collection Period				
	Oct. 08–Sept. 09	Oct. 09–Sept. 10	Oct. 10–Sept. 11	Oct. 11–Sept. 12	Oct. 12–Sept. 13
2004	$ 990,000	$ 990,000	$ 0	$ 0	$ 0
2005	12,408,631	1,297,631	0	0	0
2006	38,824,310	18,803,000	0	0	0
2007	51,510,225	40,124,301	8,503,844	1,692,000	0
2008	39,236,339	42,207,629	38,278,669	17,781,869	10,400,830
2009	14,741,000	42,089,408	47,740,208	40,466,288	36,333,848
2010	2,056,000	15,948,000	38,230,862	44,157,862	52,798,862
2011	0	4,460,374	10,231,741	23,843,807	49,540,174
2012	582,255	582,255	1,373,204	2,093,204	28,166,825
2013	0	0	0	0	28,831,498

Overview of the DCTAT Data for Formula Grants

1.2 Demographic Data for Program Participants: October 2012–September 2013

Table 4 presents an aggregate of demographic data for the October 2012–September 2013 reporting period. More specifically, these numbers represent the population actually served by grantees through the Formula Grants Program. Targeted services include any approaches specifically designed to meet the needs of the population (e.g., gender-specific, culturally based, developmentally appropriate services).

Table 4. Target Population: October 2012–September 2013

	Population	Grantees Serving Group During Project Period
RACE/ETHNICITY	American Indian/Alaskan Native	261
	Asian	267
	Black/African American	559
	Hispanic or Latino (of Any Race)	512
	Native Hawaiian and Other Pacific Islander	142
	Other Race	289
	White/Caucasian	437
	Youth Population Not Served Directly	231
JUSTICE	At-Risk Population (No Prior Offense)	522
	First-Time Offenders	26
	Repeat Offenders	294
	Sex Offenders	86
	Status Offenders	226
	Violent Offenders	126
	Youth Population Not Served Directly	245
GENDER	Male	649
	Female	664
	Youth Population Not Served Directly	234
AGE	0–10	238
	11–18	681
	Over 18	139
	Youth Population Not Served Directly	234
GEOGRAPHIC AREA	Rural	372
	Suburban	306
	Tribal	111
	Urban	387
	Youth Population Not Served Directly	223
OTHER	Mental Health	207
	Substance Abuse	245
	Truant/Dropout	294

Overview of the DCTAT Data for Formula Grants

2. Analysis of Core Measure Data: October 2012–September 2013

2.1 Analysis of Target Behaviors

Targeted behaviors measure a positive change in behavior among program participants. Ideally, data are collected on the number of youth who demonstrate a positive change for a targeted behavior in each reporting period. Tables 5 and 6 show a list of measures for which grantees were required to evaluate performance and track data for certain target behaviors in each program category. The tables list both short-term (Table 5) and long-term (Table 6) percentages for the specified target behavior for all program categories for October 2012 to September 2013. In all, 208,781 youth participants were served in various programs funded by Formula Grants. Of that number, approximately 83% completed the defined program requirements.

Table 5 shows that 70% of program youth exhibited a desired change in the targeted behavior in the short term.

Table 5. Short-Term Performance Measures Data: October 2012–September 2013

Target Behavior	Youth Receiving Services for Target Behavior	Youth with Noted Behavioral Change	Percent of Youth with Noted Behavioral Change
Antisocial Behavior	26,107	19,946	76%
School Attendance	20,251	12,377	61
Family Relationships	14,071	11,028	78
Substance Use	17,208	11,824	69
Social Competence	3,911	1,941	50
Self-Esteem	613	550	90
Perception of Social Support	302	302	100
Body Image	357	303	85
GPA	445	263	59
Employment Status	54	35	65
Total	83,319	58,569	70%

Overview of the DCTAT Data for Formula Grants

Table 6 lists long-term percentages for the specified target behavior for all program categories for October 2012 to September 2013. Long-term outcomes are the ultimate outcomes sought for participants, recipients, the juvenile justice system, or the community. They are measured within 6–12 months after a youth leaves or completes the program. Overall, 89% of program youth had a desired change in the targeted behavior.

**Table 6. Long-Term Performance Measures Data: October 2012–September 2013**

Target Behavior	Youth Receiving Services for Target Behavior 6–12 Months Earlier	Youth with Noted Behavioral Change	Percent of Youth with Noted Behavioral Change
Antisocial Behavior	6,619	5,077	78%
School Attendance	4,906	4,893	100
Family Relationships	5,504	4,734	86
Substance Use	4,849	4,670	96
Social Competence	752	681	91
Self-Esteem	146	142	97
Perception of Social Support	284	284	100
Body Image	110	110	100
Total	**23,170**	**20,591**	**89%**

2.2 Analysis of Evidence-Based Programs and/or Practices

Evidence-based programs and practices include program models that have been shown, through rigorous evaluation and replication, to be effective at preventing or reducing juvenile delinquency or related risk factors. A significant number of programs funded through Formula Grants are implementing evidence-based programs and/or practices (Figure 3). From October 2012 to September 2013, 47% of grantees and subgrantees (*n* = 466) implemented evidence-based programs and/or practices.

Figure 3. Programs Implementing Evidence-Based Programs and/or Practices (*N* = 2,675)
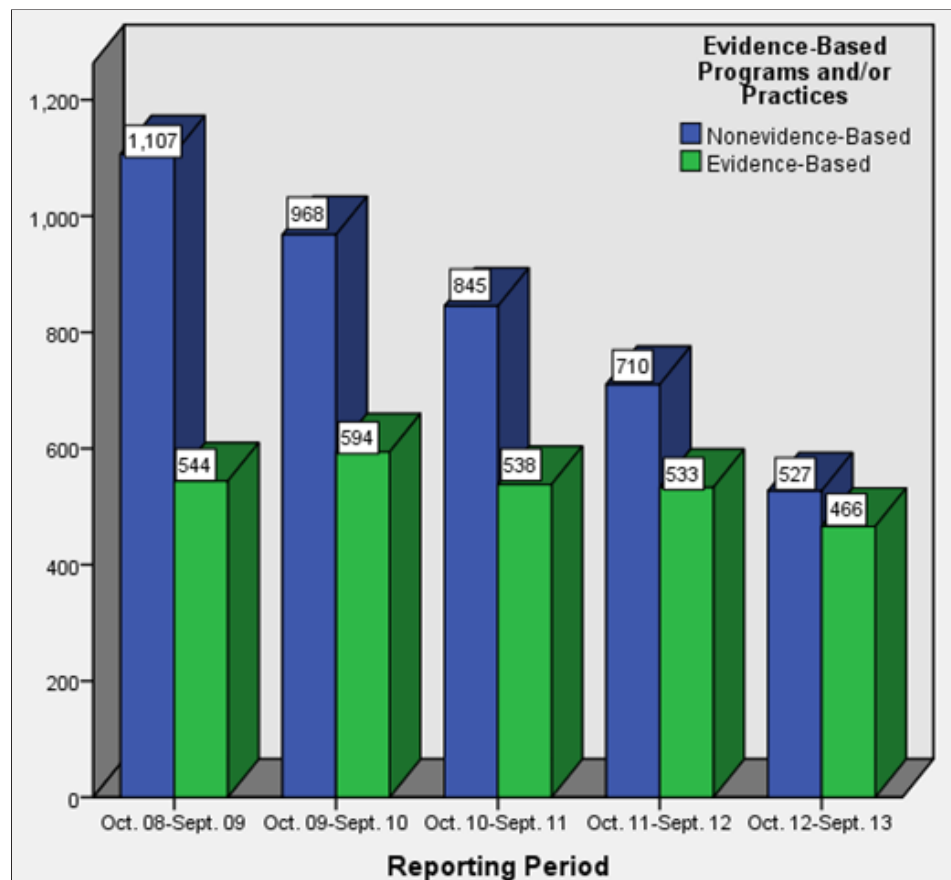
2.3 Analysis of the Recidivism Measure

Included in the core measures are those that gauge reoffending outcomes for youth served by the program. The term *reoffending* (or recidivism) refers to a subsequent new offense. Youth who reoffend are already in the system and are adjudicated for a new delinquent offense. These youth are typically served in intervention programs whose goal is to prevent subsequent offenses.

Recidivism levels among the youth served while in the program (reflected in the short-term data) were relatively low: 5 percent of youth tracked reoffended while in the program. A significant number of youth who exited the program (*n* = 11,563) were tracked for reoffenses 6 months after their exit. Of those tracked, 914 committed a new offense. Short-term juvenile reoffending rates are shown in Table 7 and long-term reoffending rates in Table 8.

Table 7. Short-Term Reoffending Data: October 2012–September 2013

Performance Measure	Data
Number of program youth tracked during the reporting period	45,620
Program youth with new arrest or delinquent offense during the reporting period	2,281
Number of program youth who were recommitted to juvenile facility during the reporting period	684
Number of program youth sentenced to adult prison during the reporting period	20
Number of youth who received another sentence during the reporting period	465
Percent of program youth who reoffend during the reporting period (recidivism)	2,281/45,620 (5%)

Table 8. Long-Term Reoffending Data for Youth Exiting Programs 6–12 Months Earlier: October 2012–September 2013

Performance Measure	Data
Number of program youth who exited the program 6–12 months ago that were tracked during the reporting period	11,563
Of those tracked, the number of program youth who had a new arrest or delinquent offense during the reporting period	914
Number of program youth who were recommitted to a juvenile facility during the reporting period	291
Number of program youth who were sentenced to adult prison during the reporting period	5
Number of youth who received another sentence during the reporting period	102
Percent of program youth who reoffend during the reporting period (recidivism)	914/11,563 (8%)

Overview of the DCTAT Data for Formula Grants

3. Narrative Response Data

3.1 Grant-Related Accomplishments: October 2012–September 2013

During the October 2012–September 2013 reporting period, grantees were asked to answer 7 questions about their overall accomplishments and any barriers they had encountered during the reporting period. The narrative responses present a story to go with the numeric data that each grantee reported. The States implementing activities through Formula Grants reported a series of accomplishments in meeting the goals that the grant aims to achieve. An analysis of the narratives revealed a series of goals attained by the States in meeting compliance with the 4 components of the Juvenile Justice Delinquency Prevention Act (JJDP). In particular, States reported accomplishments in areas such as the deinstitutionalization of status offenders (DSO), separation of juveniles from adults in secure facilities, removal of juveniles from adult jails and lockups, and reduction of disproportionate minority contact (DMC) within the juvenile justice system. Other accomplishments included significant reductions in juvenile delinquency through the implementation of various prevention programs.

For example, Arkansas regained compliance and worked to develop an improved reporting system for subgrantees as part of the DMC data initiative. Furthermore, the State has developed a plan to partner with agencies that can provide additional data to improve the efficacy of data entered into the system. Similarly, Hawaii met the goal of ensuring that all youths are given fair and equal treatment in the juvenile justice system, regardless of race and ethnicity. These goals were achieved through DMC, systems improvement, DSO, and alternatives to detention/incarceration. Georgia was also successful in reducing referrals to the juvenile justice system and lowering recidivism.

Montana maintained compliance with the Youth Court and JJDP Acts. Bills introduced to the state legislature were monitored for impact on state compliance with the core requirements. The JJ Planner drafted updates to the Compliance Monitoring Manuals and developed a monitoring schedule for the State Fiscal Year, which runs from July 1, 2012, to June 30, 2013. The new compliance monitor received 8 hours of training.

Some States and U.S. Territories were successful at using all Formula funding sources to fund subgrantee activities. American Samoa fully used 2009 Formula Grant funds, providing subrecipients with the means to carry out project goals and objectives. The Governor's Office in Arizona and the Arizona Juvenile Justice Commission provided funding to increase the availability and types of prevention and intervention programs while ensuring compliance with the Core Requirements of the JJDPA.

Colorado expanded their available DMC-related data by providing 17 hours of training to community members and state agency personnel. Two urban communities were selected for DMC case studies. Furthermore, as part of supporting juvenile justice and delinquency prevention programming to American Indians, the Southern Ute Indian Tribe continues to receive a grant for $25,000.

California was also successful at attaining programmatic goals. This was achieved through development of the Strategic Plan by the State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP) and the Title II Formula Grant Comprehensive Three-Year State Plan/Application. Title II Grant funds were earmarked to support 3 key program priority areas as the basis for competitive awards, each including a Disproportionate Minority Contact (DMC) element: effective alternatives to detention/incarceration, holistic approaches to offender counsel, and restorative justice principles. The SACJJDP selected these priorities to directly address juvenile delinquency prevention, intervention, and system improvement needs within California. All Title II projects, including DMC and Tribal Youth Grant, are in alignment with Federal priorities and initiatives. Thirteen DMC grant projects were in various phases of their data analysis and reduction plans, with the overall goal of system reform/change. In addition, training in DMC within Probation Departments and law enforcement agencies and with Bench/judicial partners and community stakeholders was ongoing.

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Overview of the DCTAT Data for Formula Grants

3.2 Problems and Barriers Encountered: October 2012–September 2013

Although the grantees noted many accomplishments in this reporting period, many of them also acknowledged several barriers that prevented them from achieving program goals.

Wyoming maintained that some barriers prevented achieving certain milestones. The SAG made recommendations to the Governor on a statewide juvenile justice data collection system. However, some entities across Wyoming raised concerns about this recommendation, because of the confidentiality and the safety of personal juvenile information that will be collected and stored. Cost was also a concern. The SAG will continue to push its recommendations and work toward creating a statewide juvenile justice data collection system. However, these reservations may delay implementation.

Another barrier among a large number of States was related to funding. Some States attributed their challenges to cuts in funding, while others believed issues with program implementation led to delays in funding of subgrantees. For example, the State of Washington maintained that due to lack of funding, the Superior Court was unable to complete a facility self-inspection. Similarly, Nevada reported that the decrease in funding through the Formula Grant Program made it difficult to meet all the Federal requirements for Compliance Monitoring, DMC, PREA, and program monitoring and data collection. Despite ongoing funding cuts, requirements for compliance with PREA and the JJDPA continue to increase.

The State of New York maintained that the subgranting process causes late contract approvals, which leads some subgrantees to accumulate large balances of unspent funds. NYS DCJS staff then have to decide how best to reallocate these funds before the lapse date. This presents a challenge to the staff, since they have to keep in mind the initial goals of the program, funding splits, and lapse dates, among other concerns—all while ensuring program fidelity. This raises the risk that goals and objectives may not be achieved during the reporting period.

Data management remains a problem for some States. For instance, California reported that the lack of one singular data collection tool for DMC projects creates discrepancies between juvenile justice definitions that vary from county to county. The DMC expert consultants continue to work with the grantees to disaggregate data by race/ethnicity and gender. Some projects found making changes to internal procedures created issues with the training of staff. Kentucky reported a similar challenge with data collection and data sharing among juvenile justice agencies. Similarly, Idaho indicated that the lack of definition and interpretation of secure adult facilities has become a barrier during program implementation. Another problem spurring from issues in data management resulted from the wide range of data collection sources within a State. For example, Tennessee reported, "There are problems in accessing and connecting data due to the various data systems used within the state." Arkansas also maintains that accessing data is an issue. Staff turnover has also been a common concern among a number of States, which has led to delays in program implementation.

3.3 Requested OJJDP Assistance: October 2012–September 2013

When asked whether OJJDP could help address some of the problems experienced, only 16% (*n* = 9) of the grantees said yes.

Since some States have new staff, they requested technical assistance support for compliance monitoring, new SAG member training, youth SAG training, DMC training, and capacity building. Some States expressed their appreciation for no-cost extensions when programs implemented their services late, which were deemed beneficial during the grant period. One State indicated that they have received ongoing training and technical assistance support from the DMC Coordinator on state-level data systems. Another State needed technical assistance in future presentations to LPSCC on DMC statistics and population data sources. Yet another recommended that reporting requirements be streamlined and requested technical assistance for PREA and DMC.