



Analysis of the U.S. Office of Juvenile Justice and Delinquency Prevention Title II Grant Program Administered by the Indiana Criminal Justice Institute, 2005 and 2006 Grant Awards

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On January 26, 2006, the Indiana Criminal Justice Institute (ICJI) contracted with the IUPUI Center for Urban Policy and the Environment (Center) to perform descriptive assessments and evaluations of 12 federal grant programs administered by ICJI. ICJI asked the Center to examine subgrantee files maintained at its offices and assess the process of subgrantee grant applications and the extent to which reported performance of services is consistent with subgrantee proposals. The primary sources of data for these assessments are the subgrantee applications and their fiscal and performance reports, all of which are maintained as internal administrative records by ICJI. The major purpose of each assessment is to determine whether subgrantees are producing the services proposed in grant applications, as well as to compile any performance information contained within ICJI's internal subgrantee files.

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Table of Contents

Executive Summary	1
Title II Program Description and ICJI Grant History	5
Title II Case Studies: Twelve Profiles	15
Conclusion and Recommendations	61
Appendix 1: Title II Program Areas	65
Appendix 2: Juvenile Arrest Rates by County, in descending order	67

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EXECUTIVE SUMMARY

This report presents an analysis of the Title II Formula grants awarded by the Indiana Criminal Justice Institute (ICJI) in 2005 and 2006. For this report, all of the Title II grants awarded in those two grant periods were a part of our larger examination of this grant program. In addition, 12 projects were selected for in-depth case-study analysis. These 12 case studies represent the universe of Title II grantees receiving funding in both 2005 and 2006. The primary focus of the case studies is the 2005-2006 program year. This is supplemented by a brief look at the new 2006 grants and an update of the grantee performance through the end of the second quarter of the 2006-2007 program year.

Title II Program History

Title II formula funds are made available to the states to facilitate the requirements of the Juvenile Justice and Delinquency Prevention Act (JJDP) of 2002. JJDP has four core requirements that states must address: the deinstitutionalization of status offenders, the reduction of disproportionate minority contact with the juvenile justice system, the removal of juveniles from adult jails and lockups, and the separation of juveniles from adults in secure facilities. In addition to meeting these core requirements, states must prepare a three-year comprehensive plan to set funding priorities to guide the distribution of Title II funds. States are required to distribute at least 66 percent of the federal funds to local programs. In 2005, ICJI awarded grants that totaled 91 percent of the Title II funds they received from OJJDP. In 2006, ICJI only distributed 66 percent of the Title II funds in grants to organizations and agencies throughout the state.

Over the period from Federal Fiscal Year (FFY) 1998 to FFY 2006, Indiana

received an average of about \$1.4 million per year. Of the more than \$10.1 million that came to Indiana in Title II Formula Grants in the seven-year period, FFY 1998 to FFY 2004, nearly 95 percent of the funds have been expended. In only one year (FFY 2003) was there 100 percent of the funds expended—in each of the other seven years, funds were returned to OJJDP. Since Title II funds are awarded for a three-year period, ICJI has until September 30, 2007 to spend FFY 2005 dollars. Thirty-two grants were awarded in the 2005 grant cycle, with 17 funded in the 2006 grant cycle. Local programs were able to apply for Title II funds if their program could be categorized into one of the program areas: compliance monitoring, court services, deinstitutionalization of status offenders, delinquency prevention, gender relevant programming, graduated sanctions, juvenile justice system improvement, mental health services, minority overrepresentation, probation, school programs, and substance abuse programming.

The Title II grants were awarded to a relatively small number of geographic locales. When considering the location of the implementing agency, we found that the 32 grants awarded in 2005 were concentrated in only 17 counties (13 of which reported above-average juvenile arrest rates). In 2006, there were 17 grants awarded to agencies from only 11 counties across the state (10 of which reported above-average juvenile arrest rates). Agencies in Marion County received 41 percent of all grants in the two-year period under examination in this report.

Current State Priorities for Title II Funding

In the current *Three-Year Delinquency Prevention & Systems Improvement Plan* [authored by ICJI Youth Services staff and



the Juvenile Justice State Advisory Group (JJSAG)], there is a priority list of problem statements to guide the decisions about Title II Formula funding awards. The prioritized problem statements were in place to guide the allocation of Title II grants awarded by the Youth Division in 2006. We note some differences in what the *Three-Year Plan* proposed and how the Title II funds were allocated. In particular, while Mental Health Services and the Deinstitutionalization of Status Offenders were ranked high on the priority list, there were no grants awarded in either category in 2006. However, there were some purpose areas—probation, school programs, delinquency prevention, and gender specific programming—that appear to be popular among the grantees, despite the fact that relatively small amounts were budgeted for these categories. In each of these categories, more money was actually awarded than was originally budgeted. Finally, there were a few programs funded under the delinquency prevention category. Even though the focus in the *Three-Year Plan* is on primary prevention, there are programs funded in this category that intervene with youths who have already committed a status or delinquent offense.

Key Observations from 12 Case Studies

There are 13 problem areas for which Title II Funds may be awarded. This allows for a wide range of projects that may be funded in any one program year. Among other things, funds can be awarded for programs that target delinquency prevention; establish or enhance mental health services; provide for a community assessment center; expand options for or make use of existing graduated sanctions; provide gender-relevant programming;

supplement court services or probation services; establish or enhance substance abuse treatment services; or represent strategies for the deinstitutionalization of status offenders or for the improvement of juvenile justice systems. In 2005, grants were awarded representing programming in 11 problem areas—none of the grants identified Community Assessment Centers or Substance Abuse as a problem area. In 2006, only 10 problem areas were identified by the grantees—none selected Community Assessment Centers, Mental Health Services, or Substance Abuse Programs as problem areas.

For this report, we selected those grants from the 2005 funding cycle that were awarded to projects that also received funding in the 2006 funding cycle. The 12 projects selected for this analysis represent 37.5 percent of the projects funded in 2005, but 70.6 percent of the funded projects in 2006. We examined at least one case in almost all of the different purpose areas for which the grants were funded. There were four purpose areas that are not represented in this analysis, however. They include Minority Overrepresentation, Community Assessment Centers, Mental Health Services, and Substance Abuse Programs. The projects analyzed in this report represent 44.5 percent of the funding allocated for Title II grants in 2005, but 74.5 percent of the funding allocated for Title II grants in 2006.

The cases were assessed on several dimensions. First, the 2005 proposal was reviewed, with careful attention to the problem statement, the goals and objectives, the program description, and the performance measures. Second, the fiscal dimensions of the project were examined. Third, we examined the quarterly progress reports with careful



attention to any reports of program outcomes. Fourth, we reviewed the 2006 proposal, particularly in the context of program performance during the 2005-2006 program year. Finally, we considered any evidence of performance for the new program year—quarterly progress reports and quarterly financial reports.

Based on the different aspects of the review, we gave each program an overall rating of either above average, average, or below average. From the overall reviews of the 12 case studies, we found many of the programs to be average in their rating. There were, however, a higher number that rated below average. One program, the Youth Law T.E.A.M. of Indiana was rated above average for their JJDP Compliance Monitoring project (Case Study 1).

Some general overall comments on the 12 case studies are in order. First, we note that many of the applications were poorly prepared. The Title II application is a relatively short application, yet the questions that applicants are expected to address are difficult. Many of the people writing the proposals did not provide compelling problem statements with relevant local data to document the nature of the problems. Proposed goals tended not to focus on the ultimate outcomes of the projects. Objectives were often not up to the standards for objectives, as laid out in the instructions to the application. That is, they tended to be unmeasurable, they did not set specific quantitative targets, and they rarely set a time frame for achieving specific objectives. In continuation projects there was often no accounting of the performance on the previous grants that would build a case for continuing to fund the programs.

Another key concern among the majority of these case studies is the way in

which grantees report on their progress during the grant period. Quarterly progress reports are expected to be submitted in a timely manner. They are not always submitted. When they are submitted, they tend to follow no systematic format, and only in a minority of the cases is there any attention to outcomes. Challenges that may interfere with the achievement of projected outcomes are not identified in the quarterly reports.

Finally, when programs apply for funds in a subsequent year, little effort is put forth towards updating or revising the application. In many cases, the bulk of the narrative of the proposal is verbatim from the previous application. Many times, the budget is also a replica of the previous year's budget, even when there were challenges during the program year in meeting the proposed budget. For all of the cases considered here, the continuation applications were approved and in only one case was there a reduction in the subsequent year's budget.

Recommendations

1. There is a *Three-Year Delinquency Prevention & Systems Improvement Plan* for fiscal years 2006-2008. This document is required by OJJDP and forms the basis for the work of the JJSAG as they make recommendations on funding under the Title II Formula grants. The JJSAG and ICJI are encouraged to examine the process for awarding grants so that the funding decisions are consistent with the priorities identified in their plan.
2. The *Three-Year Plan* can serve as the basis for more targeted funding decisions. The review process for proposals should be shaped by a



- comprehensive look at the priorities and the available funds in each category. ICJI and the JJSAG are encouraged to demonstrate positive leadership in this regard.
3. The timing of the grants appears to create difficulties for the programs in terms of their ability to deliver a full-year program in the twelve months allotted. ICJI should consider modifications to the grant application and review process so that the programs have sufficient notice to be able to begin their projects on the first day the funding is available.
 4. When projects are awarded continuation funding, this should be based on a track record. There should be evidence that the programs did what they planned to do, achieved the outcomes they proposed, and spent the money they were awarded. ICJI should explore ways to inform the grant selection process so that these issues are considered.
 5. Programs are asked to identify goals, objectives, and performance measures (outputs and outcomes) as part of their application for funding. It is important that the funding be contingent on some level of proficiency in this area. ICJI should work with grantees to revise and improve the goals, objectives, and performance measures as a condition of funding. Technical assistance should be provided to the grantees to develop the capacity for performance measurement and evaluation. ICJI might consider the implementation of regular workshops with Youth Services subgrantees.
 6. ICJI is encouraged to consider ways to capture information from the individual programs on their performance measures. These data should be maintained at ICJI so that there is data on the performance of the grants that documents the impact of the Title II funding for the state and informs future discussions leading to the next *Three-Year Plan*.
 7. Title II applications should be revised to gather more information on the fiscal side of the project, including detail on the overall budget for their programs, other sources of funding, and how the proposed Title II funds fit into the larger picture; a plan to sustain the programming once Title II funds are discontinued; and continuation projects should also be asked to provide details about their fiscal performance on earlier Title II grants, so that this information can be more deliberately considered in subsequent funding decisions by ICJI.
 8. There is some discussion in the *Three-Year Plan* that funding under Title II is for three years with a required step-down process so that the amount received is reduced in each subsequent year. Yet, as of the 2006 grant awards, this does not appear to be a policy that has been put into place. It is recommended that careful consideration be paid to developing a process to encourage grantees to increase their funding from other sources over time as the Title II funding is reduced.



TITLE II PROGRAM DESCRIPTION AND ICJI GRANT HISTORY

The Title II Formula Grants program is administered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP awards Title II grants annually on the basis of states' relative population under the age of 18. Funds assist state and local delinquency prevention and intervention efforts, support juvenile justice system improvements, and protect juveniles in the system from harm that may occur as a result of inappropriate placement and exposure to adult offenders.¹

The Juvenile Justice and Delinquency Prevention (JJDP) Act of 2002, which reauthorized Title II and other grant programs, prescribes four core requirements that states must address. The Act requires that states deinstitutionalize status offenders, reduce disproportionate minority contact with the juvenile justice system, remove juveniles from adult jails and lockups, and separate juveniles from adults in secure facilities. States also are required to prepare three-year comprehensive plans establishing funding levels and priorities, including eligible types of programs and initiatives. States must demonstrate compliance with the four core requirements outlined by the JJDP Act to receive a full allocation. In addition, states are required to distribute at least 66 percent of the funds (excluding support for state advisory groups) to local government units and other agencies. Failure to comply with federal guidelines will result in reduced allotments of 20 percent for each core requirement not met.²

The Indiana Criminal Justice Institute (ICJI) is the designated state agency tasked with administering the Title II grants program. Awards to local agencies are granted on a one year basis

(April 1 - March 31 funding cycle). The legal applicant for a grant must be a public entity, (i.e., state agency; unit of local government such as a city, county, township, town, or other general purpose political subdivision of a state; or public university).³ According to ICJI's Title II Grant Application,⁴ proposals are evaluated by ICJI's Youth Division administration and Indiana's Juvenile Justice State Advisory Group (JJSAG) on the following criteria: problem statement, goals, objectives, evaluation/ performance indicators, population served, culturally appropriate and gender specific programming, organizational structure, experience, achievements and evaluation results, sustainability, and budget detail. The JJSAG makes recommendations for approval or denial of funding to the Youth Division, and subsequently to the ICJI Board of Trustees.

Title II Funding History

Table 1 provides an overview of yearly Title II federal appropriations to Indiana, and includes annual awards, fund expenditures, and rates of spending for each grant. From FFY1998 through FFY 2006, Indiana received approximately \$12.6 million in Title II funds. The average annual award to Indiana over the FFY 1998 –2006 period is about \$1.4 million. Since FFY 1998, annual Title II funds have declined from \$1.9 million to \$1.2 million in FFY 2006. The most significant drop occurred from FFY 2002 to 2003. The FFY 2006 award represents 64 percent of the FFY 1998 level.

Title II funds are awarded to ICJI for a period of three years. Based on funds expended, ICJI appears to invest the majority of Title II funds received. Burn rates (the rate of overall expenditures) are

¹Office of Juvenile Justice and Delinquency Prevention. *OJJDP Formula Grants Program Overview*. Retrieved January 29, 2007, from <http://www.ncjrs.gov/pdffiles1/ojjdp/fs200402.pdf>

²Office of Juvenile Justice and Delinquency Prevention. *OJJDP Annual Report 2003-2004*. Retrieved December 11, 2006, from <http://www.ncjrs.gov/pdffiles1/ojjdp/206630.pdf>

³A description of the Title II grants program as administered in Indiana can be found at <http://www.in.gov/cji/youth/titleii.html>

⁴The grant application package can be accessed at http://www.in.gov/cji/youth/applications/2006/JF%20Application%20_Instructions%20Appendix_%202007.pdf



over 90 percent for the first seven awards listed in Table 1. (The FFY 2005 award has not reached the end of the three-year grant cycle—September 30, 2007. The amount spent from this grant is not included because the final expended amount is not yet known.) ICJI spent \$9,554,453 or 94.4 percent of the total \$10,116,168 awarded to the state between FFY 1998 and FFY 2004.

gender relevant programming, graduated sanctions, juvenile justice system improvement, mental health services, minority overrepresentation, probation, school programs, and substance abuse programming. ICJI's local Title II grant application lists 13 purpose areas to which funds may be applied. (See Appendix 1 for a full list and description.)

Table 1: Federal Title II Awards to Indiana FFY 1998-2005 and Spending Rates, FFY1998-2004⁵

Year (FFY)	Amount Awarded	Amount Spent	Burn Rate
1998	\$1,890,000	\$1,715,032	90.7%
1999	\$1,448,000	\$1,386,233	95.7%
2000	\$1,433,000	\$1,332,435	93.0%
2001	\$1,434,000	\$1,337,575	93.3%
2002	\$1,435,000	\$1,392,798	97.1%
2003	\$1,126,168	\$1,126,168	100.0%
2004	\$1,350,000	\$1,264,214	93.6%
2005	\$1,317,000		
2006	\$1,202,000		
TOTAL	\$11,433,168	\$9,554,453	94.4% ⁶

Source: ICJI Title II Award Control Reports provided to the Center for Urban Policy and the Environment (FFY 1998 through FFY 2003 figures provided December 20, 2006; FFY 2004 and FFY 2005 provided January 26, 2007). FFY 2006 award amount given via email communication (March 21, 2007).

The overall number of Title II grants examined consists of 32 grants during the 2005 operating period (April 1, 2005, through March 31, 2006) and 17 grants during the 2006 operating period (April 1, 2006, to March 31, 2007). Tables 2 through 5 and Maps 1 and 2 provide analysis of the fiscal characteristics and geographical locations of subgrantees. During the two operating periods assessed, 49 awards totaling \$2.1 million were made to a variety of programs. These grants funded the following program categories: alternative education, compliance monitoring, court services, deinstitutionalization of status offenders, delinquency prevention,

As shown in Table 2, the total funds awarded declined from just over \$1.2 million in 2005 to roughly \$875,000 in 2006. Several grants were made to subgrantees that listed multiple purpose areas, representing 27 percent of funds in 2005 and 29 percent in 2006. These were followed, in 2005, by three grants for mental health services (20 percent of total funds), six grants for delinquency prevention (11 percent), and 4 awards for juvenile justice system improvement (11 percent). In 2006, three grants for juvenile justice system improvement programs represented 19 percent of total funds, followed by one large award for compliance monitoring (16 percent) and

⁵ICJI Youth Services Division staff did not provide information regarding FFY2006 OJJDP Title II award amounts.

⁶This represents the percentage of federal funds spent by ICJI from FFY 1998 through FFY 2004 and does not take into account the FFY 2005 and FFY 2006 awards which ICJI has until September 30, 2007 and September 30, 2008 to expend.



Table 2: Title II Awards to Subgrantees by Purpose Area, 2005 and 2006

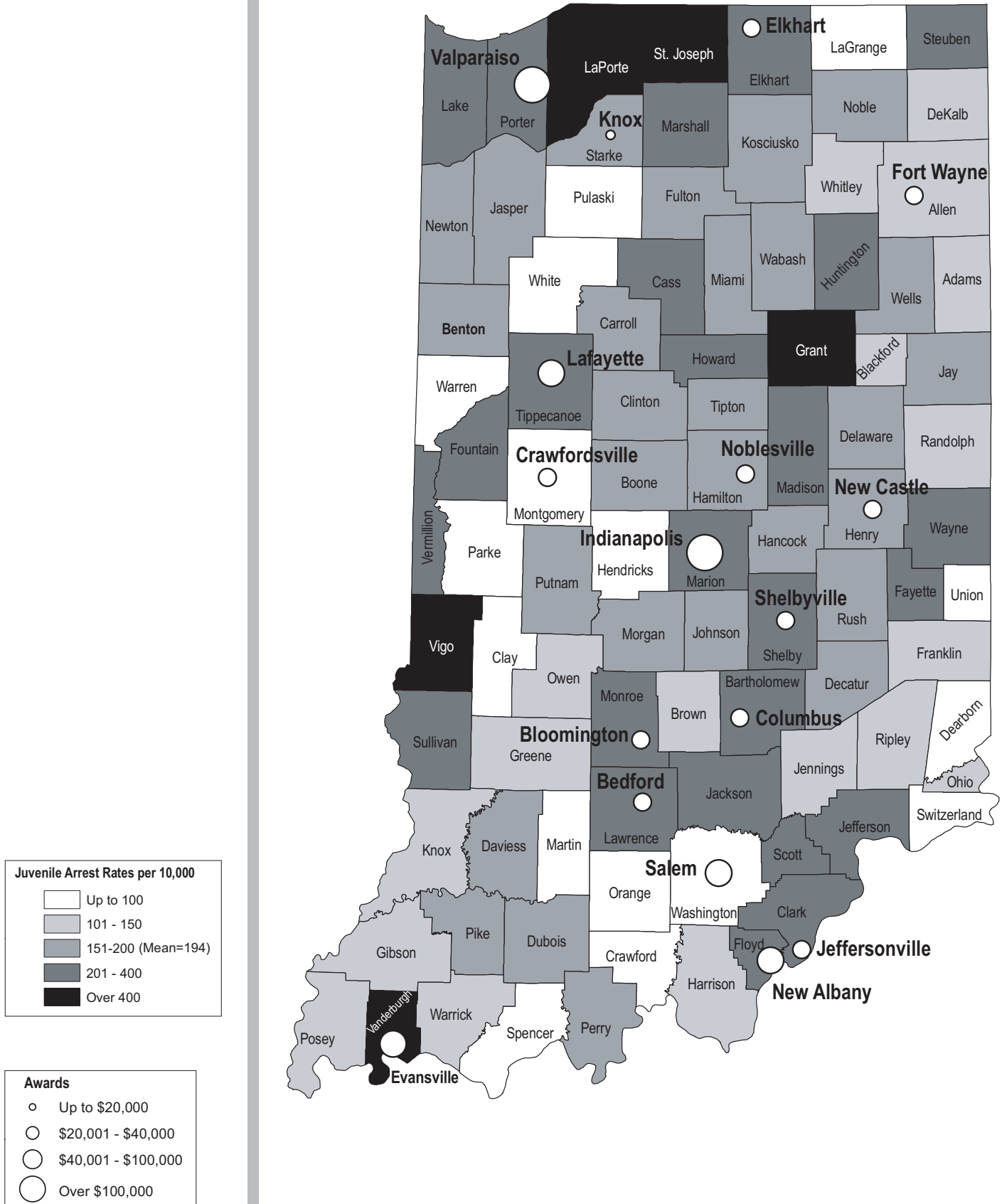
Purpose Area	2005 Operating Period			2006 Operating Period		
	N	Total	Percentage	N	Total	Percentage
Compliance Monitoring	1	\$100,255	8.1%	1	\$142,722	16.3%
Deinstitutionalization of Status Offenders	1	\$20,010	1.6%			
Delinquency Prevention	6	\$140,721	11.4%	3	\$69,710	8.0%
Gender Relevant Programming	4	\$111,644	9.0%			
Graduated Sanctions	1	\$37,700	3.1%			
Juvenile Justice System Improvement	4	\$130,705	10.6%	3	\$165,178	18.9%
Mental Health Services	3	\$246,733	20.0%			
Minority Overrepresentation				1	\$122,583	14.0%
Probation	4	\$73,000	5.9%	1	\$49,607	5.0%
School programs	1	\$40,000	3.2%	1	\$75,504	8.6%
Multiple purpose areas	7	\$333,330	27.0%	7	\$249,310	28.5%
TOTAL	32	\$1,234,099	100.0%	17	\$874,614	100.0%

Table 3: Title II Awards to Counties (by Implementing Agency), 2005 and 2006

County	2005 Operating Period			2006 Operating Period		
	N	Amount	Percentage	N	Amount	Percentage
Allen	2	\$29,804	2.4%			
Bartholomew	1	\$23,575	1.9%	1	\$46,841	5.4%
Clark	1	\$34,690	2.8%			
Elkhart	1	\$27,210	2.2%	1	\$27,210	3.1%
Floyd	2	\$71,866	5.8%			
Hamilton	1	\$26,970	2.2%			
Henry	1	\$22,703	1.8%			
Lawrence	1	\$23,575	1.9%	1	\$49,607	5.7%
Madison				1	\$75,504	8.6%
Marion	8	\$509,984	41.3%	6	\$364,589	41.7%
Monroe	1	\$23,928	1.9%	1	\$122,583	14.0%
Montgomery	1	\$21,351	1.7%	1	\$28,285	3.2%
Porter	2	\$117,746	9.5%			
Shelby	1	\$20,010	1.6%	1	\$20,010	2.3%
St. Joseph				1	\$35,000	4.0%
Starke	1	\$4,500	0.4%	1	\$18,500	2.1%
Tippecanoe	2	\$68,700	5.6%			
Vanderburgh	3	\$43,412	3.5%	1	\$39,400	4.5%
Washington	1	\$47,085	3.8%	1	\$47,085	5.4%
Out of state (Kentucky)	2	\$116,990	9.5%			
TOTAL	32	\$1,234,099	100.0%	17	\$874,614	100.0%

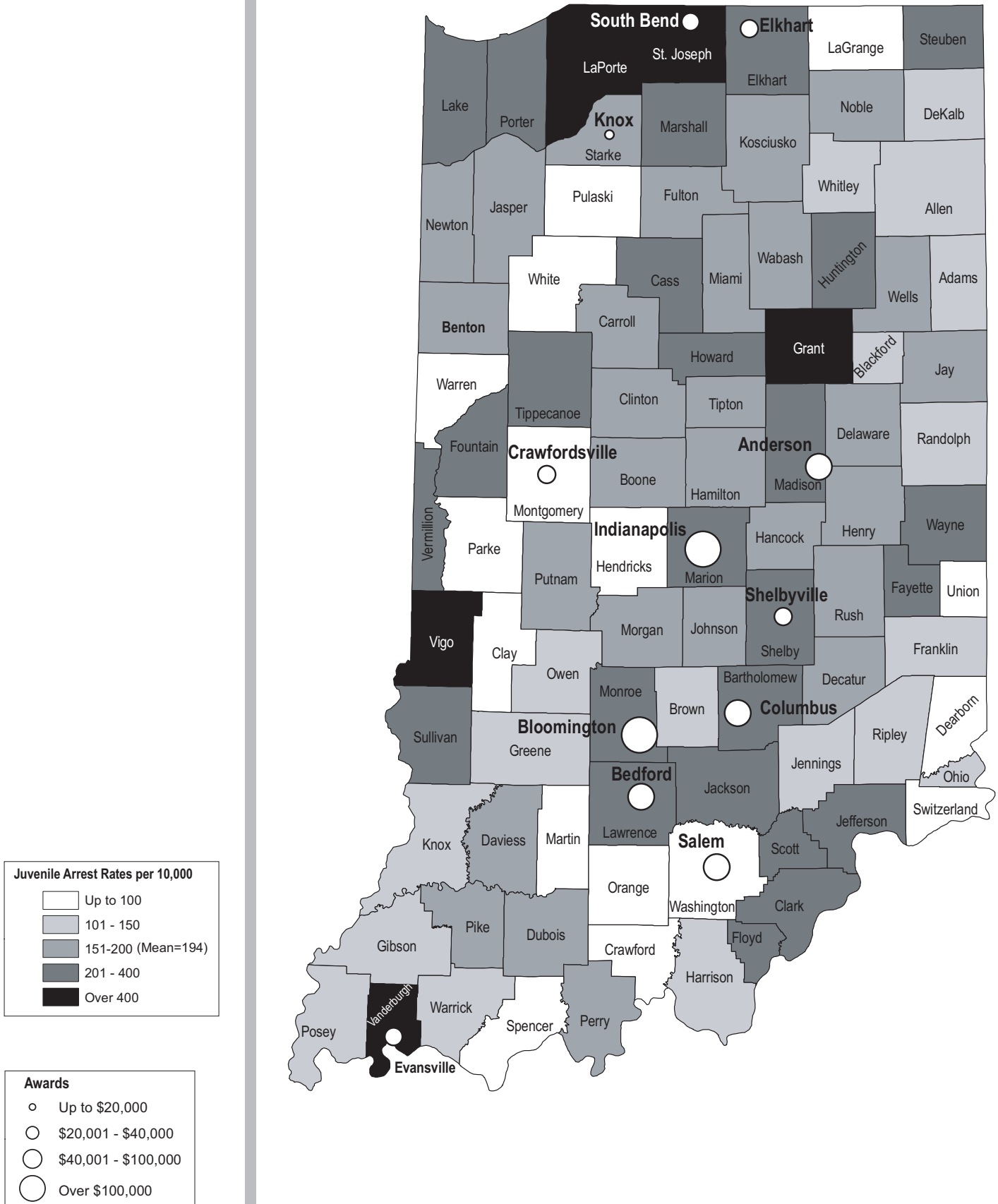


Map 1: 2005 Title II Grants by City of Implementation and 2004 UCR Juvenile Arrest Rates by County





Map 2: 2006 Title II Grants by City of Implementation and 2004 UCR Juvenile Arrest Rates by County





another large award for minority overrepresentation analysis (14 percent of funds).

Table 3 summarizes grants awarded by county in 2005 and 2006. In both operating periods under consideration, awards were geographically concentrated. In 2005, 17 Indiana counties received awards and in 2006, 12 counties were grant recipients. Crime data are valuable indicators of need among Indiana's juvenile population targeted by Title II subgrantee programs. Based on 2004 Uniform Crime Reporting (UCR) juvenile arrest data, Maps 1 and 2 depict juvenile arrests rates per 10,000 among youth under 18. Appendix 2 also provides a table containing county-level arrest data. Of Indiana's 92 counties, 37 reported above average (greater than 194 per 10,000) juvenile arrest rates. In 2005, Title II awards were made to 13 of these counties and in 2006, to ten of these counties.

During 2005 and 2006, Marion County was awarded the bulk of grants and total funds—14 grants representing 41 percent of roughly \$2.1 million awarded. This would appear somewhat disproportionate when considering that in 2004, Marion County reported only 22 percent of all juvenile arrests. Overall, the geographic distribution of grants also became more concentrated between 2005 and 2006. In 2005, Marion County received eight grants, Vanderburgh County was awarded three, Allen, Floyd, Porter, and Tippecanoe counties each received two, with the remaining 11 counties accounting for one grant each.⁷ In 2006, Marion County was awarded six grants and the other 11 funded counties each received one. The substantial drop in programs funded and total awards might have played a part in this increased concentration.

Tables 4 and 5 provide 2005 and 2006 individual subgrantee information including awards, funds expended and burn rates. In 2005, the overall rate of spending was 94.1 percent.⁸ Only three subgrantees did not fully expend awards received. While final expenditures are unknown on the FFY 2005 award (2006 operating period), funds drawn to date and spending rates are included in Table 5. The overall burn rate as of January 2007 was 56.1 percent.⁹

Current State Priorities for Title II Funding

A recent planning group, made up of members of the JJSAG, the ICJI Youth Division, and the ICJI Board of Trustees, developed a *Three-Year Delinquency Prevention & Systems Improvement Plan*. Within this *Plan*, there is a priority list of problem statements that is intended to guide the "distribution of Formula funding." Table 6 identifies the problem statements as presented in Table 3 of the *Three-Year Plan*, along with the priority rank as determined by the planning group. These problem statements represent the consensus of the planning group in terms of the critical issues related to youth development, delinquency, and the juvenile justice system in the state of Indiana. These guidelines were in place to guide the allocation of Title II grants awarded by the Youth Division in 2006. Table 7 presents the proposed number of grant awards and total amount of allocated funding for each problem area. We also identify the number of grants awarded and the total amount of funding awarded under each of the problem areas. Each grant was classified under the problem area that was identified by the applicant organization. In the case where multiple

⁷In 2005, two grants were awarded for programs located in Richmond, Kentucky. One for a scholarship program through the National Juvenile Services Training Institute and the other for a Juvenile Detention Technical Assistance program.

⁸This figure differs slightly from the overall rate for FFY 2004 of 93.6 percent as listed in Table 1. The total amount awarded and spent in Table 1 includes two "grants" to ICJI for 1) planning and administration and 2) the Juvenile Justice State Advisory Group. The latter award (04-JF-000) of \$75,000 in Title II funds was matched by \$75,000 from the state. The advisory group grant (04-JF-001) was for \$30,000.

⁹As with the previous Title II award and funds expended, this does not include two grants to ICJI for the same purposes (planning and administration and advisory group) in the amounts of \$131,700 with a state match grant (05-JF-000) and \$30,000 (05-JF-001).



Table 4: FFY 2004 Title II Awards, 2005 Operating Period

Subgrantee		Implementing Agency	Project Title	Award Amount	Amount Expended	Burn Rate
Compliance Monitoring						
04-JF-013	Boone County Circuit Court*	Indiana Juvenile Justice Task Force, Inc.	JJDP Act Compliance Monitoring	\$100,255	\$94,838	94.6%
Subtotal				\$100,255	\$94,838	94.6%
Deinstitutionalization of Status Offenders						
04-JF-022	Shelby County Commissioners*	Shelby County Community Corrections	Juvenile Intensive Supervision Program	\$20,010	\$20,010	100.0%
Subtotal				\$20,010	\$20,010	100.0%
Delinquency Prevention						
04-JF-025	East Allen County Schools Corporation (EACS)	YMCA-Youth Service Bureau	Status Offender Court Alternative Program	\$20,010	\$0	0.0%
04-JF-003	Elkhart County Board of Commissioners*	Center for Community Justice	Guided Family Intervention Project	\$27,210	\$27,210	100.0%
04-JF-006	New Albany-Floyd County Consolidated School Corporation	Family & Children First	Families and Schools Together/ Transitional Family Therapy	\$22,593	\$22,593	100.0%
04-JF-008	Hamilton County Prosecutor's Office	Hamilton Centers Youth Service Bureau, Inc.	Out of School Suspension Program of Hamilton County	\$26,970	\$26,970	100.0%
04-JF-021	City of Bloomington Parks and Recreation Department	Rhino's Youth Center	Youth Voices as Juvenile Prevention Program	\$23,928	\$23,928	100.0%
04-JF-028	Evansville-Vanderburgh School	YMCA of Southwestern Indiana	Y-Cap Prevention Program	\$20,010	\$20,010	100.0%
Subtotal				\$140,721	\$120,711	85.8%
Gender-Relevant Programming						
04-JF-026	Clark County	YMCA of Southern Indiana	YMCA of Southern Indiana Diamonds	\$34,690	\$34,690	100.0%
04-JF-009	Henry County Youth Center	Henry County Youth Center	JustUS for Girls-A Community Response	\$22,703	\$22,703	100.0%
04-JF-024	Marion Superior Court*	Transitional Assistance Services	Transitional Youth Services	\$44,189	\$44,187	100.0%
04-JF-027	Evansville Housing Authority	YMCA of Southwestern Indiana	Diamondettes Program	\$10,062	\$10,062	100.0%
Subtotal				\$111,644	\$111,642	100.0%
Graduated Sanctions						
04-JF-002	Tippecanoe County Government	Cary Home for Children	Juvenile Alternative Management Sessions	\$37,700	\$37,700	100.0%
Subtotal				\$37,700	\$37,700	100.0%
Juvenile Justice System Improvement						
04-JF-004	Marion County Juvenile Court*	Child Advocates, Inc.	GAL/CASA Representation for Children in At-Risk Families	\$25,000	\$25,000	100.0%
04-JF-014	Boone County Circuit Court*	Indiana Juvenile Justice Task Force, Inc.	Indiana Juvenile Detention Association Training Project	\$38,476	\$38,476	100.0%
04-JF-015	Indiana Criminal Justice Institute	Indiana Youth Institute	Effective Youth Development Strategies for Juvenile Youth Offenders	\$25,000	\$25,000	100.0%
04-JF-005	Eastern Kentucky University	Eastern Kentucky University	Juvenile Detention Technical Assistance	\$42,229	\$8,061	19.1%
Subtotal				\$130,705	\$96,537	73.9%
Mental Health Services						
04-JF-007	Floyd County Commissioners	Floyd County Community Corrections	Floyd County Juvenile Evaluation Program	\$49,273	\$49,273	100.0%
04-JF-011	FSSA/Division of Mental Health and Addiction	IN FSSA, Division of Mental Health and Addiction	Early Mental Health Identification /Intervention for Child Welfare	\$98,254	\$98,254	100.0%
04-JF-020	Porter County Circuit, Juvenile and Family Courts	Porter County Juvenile Probation Department	Project CARE (Children and Adolescent Recovery and Empowerment)	\$99,206	\$99,206	100.0%
Subtotal				\$246,733	\$246,733	100.0%
Probation						
04-JF-030	Bartholomew County Youth Services*	Bartholomew County Youth Services Center	Aftercare/Community Liaison	\$23,575	\$23,575	100.0%
04-JF-031	Lawrence County Probation Department*	Lawrence County Probation Department	Juvenile Detention Center Alternative Program	\$23,575	\$10,480	44.5%
04-JF-032	Montgomery County Commissioners*	Montgomery County Probation Department	Probation Officer Funding	\$21,351	\$21,351	100.0%
04-JF-033	Starke County Government	Starke Circuit Court Probation	Starke County Juvenile Tracking Program	\$4,500	\$4,500	100.0%
Subtotal				\$73,001	\$59,906	82.1%
School programs						
04-JF-012	Anderson Community School Corporation*	Indiana Juvenile Justice Task Force, Inc.	School Support Services Program	\$40,000	\$40,000	100.0%
Subtotal				\$40,000	\$40,000	100.0%
Multiple Purpose Areas						
04-JF-010	Boone County Circuit Court*	IJJTF/Youth Law T.E.A.M. of Indiana	Youth Division/OJJDP Training & Technical Assistance	\$138,810	\$138,810	100.0%
04-JF-019	Porter County Circuit Court	Porter County Circuit Court	Early Intervention Case Management in Divorce Court	\$18,540	\$18,540	100.0%
04-JF-023	Tippecanoe County Government	Tippecanoe Superior Court 3	Tippecanoe County Juvenile Drug Treatment Court	\$31,000	\$31,000	100.0%
04-JF-016	Allen County Youth Services Center	Kryder House Independent Living Program	Girls Standing Strong	\$9,794	\$9,794	100.0%
04-JF-018	Crawford County Commissioners*	Hoosier Hills PACT	Day Reporting Program	\$47,085	\$47,085	100.0%
04-JF-029	Evansville Police Department	Youth Resources of SW Indiana	TEENPOWER Middle School Drug, Alcohol, and Tobacco Prevention Summer Camp	\$13,340	\$13,340	100.0%
04-JF-017	Indiana Criminal Justice Institute	National Juvenile Detention Association	National Juvenile Services Training Institute - Scholarship Program	\$74,761	\$74,761	100.0%
Subtotal				\$333,330	\$333,330	100.0%
TOTAL				\$1,234,099	\$1,161,406	94.1%

* Subgrantee selected for in-depth case study analysis

Source: ICJ Title II FFY 2004 Award Control Report provided to the Center on January 25, 2007



Table 5: FFY 2005 Title II Awards, 2006 Operating Period

	Subgrantee	Implementing Agency	Project Title	Award Amount Expended	Amount	Burn Rate
Compliance Monitoring						
05-JF-004	Boone County Circuit Court*	Youth Law T.E.A.M. of Indiana	JJDP Act Compliance Monitoring	\$142,722	\$107,042	75.0%
Subtotal				\$142,722	\$107,042	75.0%
Court Services						
05-JF-003	Bartholomew County Youth Services Center*	Bartholomew County Youth Services Center	Aftercare/Community Liaison ^a	\$46,841	\$23,400	50.0%
Subtotal				\$46,841	\$23,400	50.0%
Deinstitutionalization of Status Offenders						
05-JF-012	Shelby County Community Commissioners*	Shelby County Community Corrections	Juvenile Intensive Supervision Program ^b	\$20,010	\$5,003	25.0%
Subtotal				\$20,010	\$5,003	25.0%
Delinquency Prevention						
05-JF-006	City of Indianapolis	Marion County Commission on Youth	MCCOY Youth Activity Directory	\$7,500	\$7,500	100.0%
05-JF-008	Elkhart County Board of Commissioners*	Center for Community Justice	Guided Family Intervention Project	\$27,210	\$13,605	50.0%
05-JF-013	St. Joseph County Probate Court	Robinson Community Learning Center of the University of Notre Dame	Youth Justice Project	\$35,000	\$0	0.0%
Subtotal				\$69,710	\$21,105	30.3%
Gender-Relevant Programming						
05-JF-011	Marion Superior Court*	Transitional Assistance Services	Transitional Youth Services ^c	\$49,189	\$38,386	78.0%
Subtotal				\$49,189	\$38,386	78.0%
Graduated Sanctions						
05-JF-016	Vanderburgh Superior Court: Juvenile Division	Youth as Resources of Southwestern Indiana	Youth Resources/Vanderburgh County Teen Court ^d	\$39,400	\$27,436	69.6%
Subtotal				\$39,400	\$27,436	69.6%
Juvenile Justice System Improvement						
05-JF-005	Boone County Circuit Court*	Youth Law T.E.A.M. of Indiana	YLT Training, Technical Assistance & Resource Development	\$101,702	\$76,277	75.0%
05-JF-018	Marion County Juvenile Court*	Child Advocates, Inc	GAL/CASA Representation for Children in at-risk families	\$25,000	\$16,048	64.2%
05-JF-009	Johnson County Circuit Court*	Indiana Juvenile Justice Task Force, Inc	Indiana Juvenile Detention Association Training Project	\$38,476	\$29,613	77.0%
Subtotal				\$165,178	\$121,937	73.8%
Minority Overrepresentation						
05-JF-015	Trustees of Indiana University	Disproportionate Minority Contact: Quantitative Analyses	Indiana University on behalf of Center for Evaluation and Education Policy	\$122,583	\$42,434	34.6%
Subtotal				\$122,583	\$42,434	34.6%
Probation						
05-JF-010	Lawrence County Probation Department*	Lawrence County Probation Department	Juvenile Detention Alternative Program (JDAP)	\$49,607	\$10,000	20.2%
05-JF-017	Montgomery County Commissioners*	Montgomery County Probation	Probation Officer Funding ^e	\$28,285	\$21,214	75.0%
Subtotal				\$77,892	\$31,214	40.1%
School Programs						
05-JF-002	Anderson County Youth Services Center*	Madison County Juvenile Probation	Fresh Start (Restorative Reintegration of Suspended Youth)	\$75,504	\$37,137	49.2%
05-JF-007	Crawford County Commissioners*	Hoosier Hills PACT	Day Reporting Program ^f	\$47,085	\$26,455	56.2%
05-JF-014	Starke Circuit Court	Community Supervision Probation Officer	Starke County Probation Department ^f	\$18,500	\$9,250	50.0%
Subtotal				\$141,089	\$72,842	51.6%
TOTAL				\$874,614	\$490,797	56.1%

* Subgrantee selected for in-depth case study analysis

Source: ICJI Title II FFY 2005 Award Control Report provided to the Center on January 25, 2007

^a Grant application listed Delinquency Prevention and Court Services as purpose areas for this project. It is most appropriate under the Court Services category, but is identified as a case study under Probation, the purpose area identified for the 2005 grant.

^b Grant application listed Delinquency Prevention and School Programs as the only purpose areas for this project. Neither purpose area feels appropriate, so the project is classified here in the same category identified as the purpose area for the previous year.

^c Grant application also listed Deinstitutionalization of Status Offenders, Minority Overrepresentation, and School Programs as purpose areas for this project. For the purpose of this assessment, we are considering this project only in the category for Gender-Relevant Programming.

^d Grant application also listed School Programs as a purpose area for this project. For the purpose of this assessment, we are considering this project only in the category of Graduated Sanctions.

^e Grant application also listed Court Services as a purpose area for this project. For the purpose of this assessment, we are considering this project under Probation only.

^f Grant application also listed Delinquency Prevention as a purpose area for this project. For the purpose of this assessment, we are considering this project only in the category for School Programs.



Table 6: Prioritized Problem Statements as Presented in ICJI's *Three-Year Delinquency Prevention & System Improvement Plan*

Letter	Problem Statement Narrative	Priority Rank
A	Lack of comprehensive mental health services for both at-risk juveniles and juveniles already within the juvenile justice system.	1
B	Lack of resources for sound research-based intervention programs in the areas of aftercare, juvenile probation and both non-secure and secure juvenile programs/facilities.	5
C	There continues to be a need for training and technical assistance statewide for juvenile justice professionals and key community stakeholders in order to provide expertise and cutting edge information to improve the level and quality of services being provided to youth.	6
D	Continued need to support the development of comprehensive juvenile justice information systems to coordinate service delivery at the local level and to promote comprehensive data collection for planning and policymaking purposes.	8
E	Decreasing levels of funding for primary prevention efforts to fund sound, research-based prevention programming.	2
F	Further research is needed to determine the extent of overrepresentation of minority youth at each point of the juvenile justice system, as well as the factors that contribute to overrepresentation.	4
G	Statewide jail removal and alternatives to secure detention efforts successfully brought the state into compliance with the JJDP Act. These efforts must continue to be supported through funds, training, technical assistance, and compliance monitoring activities.	3
H	National and State data reveal that female offenders are increasingly involved with the juvenile justice system for more serious offenses. Further research reveals that gender-specific programming is necessary for young, at-risk females and delinquent females.	7

purpose areas were identified, the grant was counted under the primary category as determined in Table 5.

There are some differences in what the *Three-Year Plan* proposed and how the Title II funds were allocated. Only one of the grants identified Deinstitutionalization of Status Offenders as a key purpose area, even though it appears that others could clearly fit into this category. It does not appear that ICJI staff recategorize the grants into purpose areas

not selected by the grant applicants. On the other hand, there are some purpose areas—probation, school programs, delinquency prevention, and gender specific programming—that appear to be popular among the grantees, despite the fact that smaller amounts were budgeted than were awarded in each of these categories. In the case of delinquency prevention, the focus in the *Three-Year Plan* is on primary prevention. Yet, at least one of the grants awarded in the



prevention category is focused on intervening with youths who have already committed a status offense. Finally, there are four categories for which there are no grants that have

claimed to fit within those purpose areas, two of which fall under mental health services, the number one priority in the *Three-Year Plan*.

Table 7: Detailed Funding Projections by Program Area as Presented in ICJI's *Three-Year Delinquency Prevention & Systems Improvement Plan*

Program Funding Area	Budgeted JJDPA Funds	Projected Number of Grants	Actual Number of Grants	Actual JJDPA Funds
Planning & Administration	\$120,200	Funding to increase the capacity of ICJI's Youth Division	1	\$131,700
JJSAG Allocation	30,000	Funding to support operation of JJSAG	1	30,000
Development of Community Assessment Centers	150,000	1-2	0	0
JJDPA Compliance Monitoring	150,000	1	1	142,722
Court Services	65,000	1-2	1	46,841
Deinstitutionalization of Status Offenders	60,000	1-3	1	20,010
Delinquency Prevention	50,000	1-5	3	69,710
Gender-Relevant Programming	20,000	2	1	49,189
Graduated Sanctions	55,000	2	1	39,400
Juvenile Justice System Improvement	200,000	2-10	3	165,178
Mental Health Services	100,000	2-5	0	0
Minority Overrepresentation	190,000	1 (plus DMC Coordinator position at \$70,000)	1	122,583
Probation	61,500	1-3	2	77,892
School Programs	80,000	2-4	3	141,089
Substance Abuse Programs	36,150	1-2	0	0



TITLE II CASE STUDIES: TWELVE PROFILES

In 2005, there were 32 grants awarded with Title II funds. The total amount for all 32 grants was \$1,234,099. The breakdown of the grants is shown in Table 4. For this report, we selected those grants from the 2005 funding cycle that were awarded to projects that also received funding in the 2006 funding cycle. In 2006, there were 17 grants funded, totaling \$874,614. Of the 17 grants awarded in 2006, 12 of them were continuation projects from the previous year (2005 may not have been the first year of funding for the project, however). These 12 projects comprised the case study sample.

The 12 projects represented 37.5 percent of the projects funded in 2005. We were able to examine at least one case in most of the different purpose areas for which the grants were awarded. There were three purpose areas that are not represented in this analysis. First, while there were two grants funded in 2005 that indicated the category of Minority Overrepresentation as one of the

purpose areas for their project, neither project received a grant in 2006 under the Title II program. There was one program funded in 2005 in the category of Graduated Sanctions, but this program was not funded in 2006. There were four programs funded in 2005 in the category of Mental Health Services, but none of them were funded again in 2006. The projects analyzed in this report represent 44.5 percent of the funding allocated for Title II grants in 2005.

The 12 projects identified for examination in this report represent 70.6 percent of the funded projects and 74.5 percent of the funding allocated for Title II grants in 2006. Of the purpose areas for which projects were funded in 2006, only the Minority Overrepresentation category is not represented in this report. There was one project funded in this category in 2006, but this was a brand new project, and so did not meet the criteria for selection for this analysis.

Compliance Monitoring

Case Study 1: Youth Law T.E.A.M. of Indiana JJDP A Compliance Monitoring 04-JF-013, \$100,255 Title II Award 05-JF-004, \$142,722 Title II Award

Program Description

The Youth Law T.E.A.M. of Indiana (YLT) grew out of a partnership between Child Advocates, Kids' Voice and the Indiana Juvenile Justice Task Force (IJJTF). When the partnership dissolved in 2004, YLT became a division of IJJTF. Their legal applicant for this grant was the Boone County Circuit Court. The primary objective of this project is to "maintain efforts to achieve compliance with the mandatory provisions of the federal Juvenile Justice and Delinquency Prevention Act (JJDP A) by the state of

Indiana." The core requirements of JJDP A include:

- Prohibitions against incarcerating juveniles with adults except in limited circumstances,
- Prohibitions against the secure detention of status offenders,
- Monitoring of the nature and extent of disproportionate confinement and system contact of and by minority youth, and
- Limitations on the time during which a juvenile can be held prior to a probable cause or detention hearing.

If Indiana is found to be out of compliance with these requirements, this could impact the availability of federal funding from the OJJDP.



During the 2005-2006 grant period, YLT broke off from IJJTF and set up an independent operation under the direction of Laurie Elliott & Associates, Inc. Documentation in the file explained that there was an audit in August 2005 of the compliance of ICJI with the OJJDP Juvenile Justice and Delinquency Prevention Act. A finding of that audit indicated that there was a conflict of interest for the organization that was responsible to provide the compliance monitoring for ICJI to also receive other funding from ICJI. As such, a memo was issued on September 15 to IJJTF indicating that as of September 30, 2005, ICJI was going to cease funding for this grant to IJJTF. The legal applicant remained the Boone County Circuit Court and Laurie Elliott & Associates, Inc (formerly with IJJTF and the YLT) assumed implementation of the grant.

*Problem Statement, Goals, Objectives,
Program Activities*

The federal government has moved to ensure compliance with the federal Juvenile Justice and Delinquency Prevention Act by threatening to withhold federal funds from the states. Indiana was one of the states in danger of losing federal funding due to the way in which juvenile offenders were being detained. Two of four core mandates of the federal law that Indiana was not complying with involved the detaining of juvenile offenders in adult jails and the deinstitutionalization of status offenders. Where there are violations of JJDP, there is an expectation that the state will monitor and correct violations. Over the several years leading up to the establishment of this role for YLT, there were "several dozen violations or potential violations" of JJDP in several counties across the state.

The proposed project goal was "to reduce the number of violations of the Juvenile Justice and Delinquency Prevention Act of 2002 as revised, particularly the deinstitutionalization of status offenders and the jail removal mandates, and provide technical assistance to city/county jails and lock-ups, juvenile detention centers, and residential treatment centers throughout the state." Given the problem statement, this goal makes sense. There does appear to be overlap, however, with the stated goals of a second Title II grant to YLT (see case study 7). This overlap appears to be reduced with the 2006 grants (see below), but there is not a careful delineation of the two grants in 2005. There are three objectives specified for this project:

- Reduce number of JJDP violations in all of the core mandates through the provision of training and technical assistance to juvenile detention, the court system, probation officers, residential treatment centers, and city/county jails and lock-ups as needed.
- Reduce deinstitutionalization, separation and jail removal mandate violations through monitoring visits to selected facilities, and to all juvenile detention facilities found to be in violation of the JJDP Act.
- Provide technical assistance, education, and support services to the ICJI Youth Division as requested.

These objectives are consistent with the stated goal, yet do not meet the guidelines for objectives laid out in the Title II application instructions. There should be specific targets in terms of how much of a reduction is expected and by when those reductions are expected to occur. The third objective is less of an objective than it is



simply an activity of the project. The third objective is an open-ended statement that raises questions about project budgeting (how many requests can be accommodated for this level of funding?).

Staff assigned to this project were located at the offices of ICJI and were to receive reports on compliance matters, which they would then compile and maintain in a database. Site visits were to be conducted throughout the state. These site visits were to be a combination of scheduled and random visits. Detected violations initiate contact with the site within 48 hours and leads to a site visit. A corrective action plan is to be developed “in concert with the facility director.” Elements of the corrective action plans may include on-site technical assistance or training (presumably to be provided by YLT). YLT will also provide follow-up monitoring and visits to ensure continued compliance.

Measurements and Performance Metrics

The program administrators have proposed three outputs and six outcomes. These performance measures are adapted from the approved list developed by OJJDP. The output and outcome measures are consistent with the goals and objectives of the project.

The final outcome measure is more appropriately classified as an output, particularly given the design of the project as described in the proposal. The program administrators detailed a plan for collecting data on the performance measures. For instance, for the third outcome, they state in the proposal, “the number of violations of the separation requirement during the reporting period. 0=state has demonstrated full compliance. 1 and greater = state is eligible for a finding of compliance if instances of noncompliance do not indicate a pattern or practice and certain criteria are met.” The program administrators deserve credit for understanding what kind of evidence it will take to report on their performance measures. For other outcomes, there is insufficient information provided to understand how the data will be captured and analyzed. For instance, under the fourth outcome, 0.1-5.7 violations of the deinstitutionalization of status offenders requirement is considered to be “full compliance with de minimis exceptions,” while 5.8-17.6 violations is classified as “state is eligible for finding of compliance with de minimis if it adequately meets two criteria set by OJJDP.” It is unclear how one can have a fraction of a violation and why there is a critical distinction at the point between 5.7 and 5.8.

Outputs	Outcomes
Number of facilities monitored	Number and percentage of facilities demonstrating full compliance with the JJDP Act
Number of FTEs devoted to monitoring activities	Number and percentage of violations of the jail removal requirement
Number of hours of staff training provided	Number and percentage of violations of the separation requirement
	Number and percentage of violations of the deinstitutionalization of status offenders requirement
	Number and percentage of facilities found in violation and required to submit corrective action plans
	Number of technical assistance requests filled and the outcomes measured by way of evaluation



YLT conducted activities that were consistent with the goals and objectives of the project. Four progress reports were submitted during the year, although the report for the third quarter was blank due to an unspecified error. During the grant period, it was reported that YLT completed the following activities:

- Conducted audits with counties reported to be non-compliant. This included providing JJDPAs trainings to non-compliant counties.
- Requests were sent to sheriff's departments and police departments requesting information on their facilities. Follow up was provided when there was no response (progress reports indicated that 560 facilities were in the non-reporting group).
- A "comprehensive reporting tracking system" was developed.
- Participated in planning meetings for a web-based system.
- A variety of trainings and conferences were attended. It was not clear for each of these what role YLT played.
- Provided monitoring for a number of jails, detention centers, and lock-ups.
- Responded to technical assistance requests.
- Prepared for OJJDP Audit.
- Developed User's Manual for web-based reporting system.
- Completed Draft Compliance Monitoring Policy and Procedures Manual.
- Surveyed residential treatment facilities.
- "YLT Administrative Assistance on-site with ICJI Youth Division for over 3 weeks to provide technical assistance and support as requested."

Fiscal Performance

The YLT first received Title II funds from ICJI for compliance monitoring in 2004. In 2004 (grant 03-JF-005), they received \$62,750. They requested and were awarded \$100,255 in 2005 (grant 04-JF-013) and \$142,722 (grant 05-JF-004) in 2006.

In September 2005, the project was removed from the Indiana Juvenile Justice Task Force and was placed with Laurie Elliott and Associates, Inc. In a document entitled "Cost-Benefit Analysis of Youth Law T.E.A.M. Association with IJJTF" that was found in the grant file for this project (there is no indication who prepared the document), it was noted that "Given that the majority of funding for the YLT is provided by the ICJI, we must, first and foremost, be attentive to their needs. Given the potential conflict of interest between the YLT Compliance Monitoring Program and the IJJTF, and the current issues surrounding the executive leadership of the IJJTF, which creates additional issues and burdens for the YLT, instead of providing opportunities for development and growth, the feasibility of separating the YLT from the IJJTF should be explored." Based on memos that were subsequently sent to the executive director and president of the board of IJJTF, it appears that the leadership of IJJTF were not privy to these explorations until the decision was made. At the time of the separation of YLT from IJJTF, there was still \$60,166 left unspent from the original award for this project.

A Grant Amendment Request filed in May 2006 indicated that "due to the transfer of the grant to YLT and initial set of YLT as an independent program, determination of budget line items was not able to be finalized until the end of the grant period."



Table 8: Budget overview, Youth Law T.E.A.M. or Indiana JJDP A Compliance Monitoring, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				
	Proposed	Approved	Amended	Actual	Percent
Personnel	82,795	82,795	80,914	80,914	100
Contractual	0	0	1,453	1,453	-
Travel	16,800	16,800	8,460	8,460	100
Equipment	0	0	3,607	3,607	-
Operating Exp.	660	660	5,819	5,819	100
TOTAL	100,255	100,255	100,255	100,255¹⁰	100

*Assessment of 2006 Grant
(4/1/2006 – 3/31/2007)*

With the 2006 grant, there appears to be a clearer distinction in the goals between the JJDP A Compliance Monitoring Project and the Technical Assistance and Resource Development Project that are both awarded to YLT. For this project, the objectives are further clarified to focus on:

- Identifying juvenile facilities;
- Classifying the facilities as secure or non-secure via surveys and site visits;
- Collecting, analyzing, and verifying the data that secure facilities report;
- Providing training and technical assistance regarding the JJDP A; and
- Developing, publishing, and updating a comprehensive policies and procedures manual for JJDP A compliance.

Category	2006-2007 (\$)	
	Proposed	Awarded
Personnel	99,114	99,114
Contractual	0	0
Travel	19,015	19,015
Equipment	0	0
Operating Exp.	24,593	24,593
TOTAL	142,722	142,722

The progress report for the first quarter indicated that the Compliance Monitoring Policy and Procedure Manual had been completed. Also, during the first quarter, there were three JJDP A trainings, with a total of 105 people trained. The web-based reporting system was launched with a one-month pilot effort in Hamilton County. Regional trainings were conducted with 118 people being trained across 5 trainings. Nearly 16 percent of the project funds were expended in the first quarter of the new period.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project		✓	
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports	✓		
Reports of Outcomes		✓	
2006 Grant Assessment	✓		

¹⁰Figures reported in financial progress reports (ICJI paper files) differ from the total amount spent according to award control documents provided to the Center (see Table 4 and total amount expended of \$94,838).

The Youth Law T.E.A.M. of Indiana JJDP A Compliance Monitoring project appears to be above average among these case studies.



Deinstitutionalization of Status Offenders

*Case Study 2: Shelby County
Community Corrections Juvenile
Intensive Supervision Program
04-JF-022, \$20,010 Title II Award
05-JF-012, \$20,010 Title II Award*

Program Description

The Juvenile Intensive Supervision Program (JISP) is a “highly structured”, community-based program for high-risk juvenile offenders. It represents an alternative to out-of-home placement, so it signifies a potential savings to Shelby County. The program attempts to provide enhancements to traditional probation in that it involves “increased frequency of contact between youth and program staff; mandatory family counseling, as well as mandatory youth participation in *Thinking For A Change* (a community-based cognitive behavioral intervention program); liberty restrictions on unsupervised time out of the home; more frequent drug testing on demand; and a smaller caseload ratio—approximately 12 for each case manager.”

Problem Statement, Goals, Objectives, Program Activities

The problem statement provides local data to argue there is a need for an intensive supervision program in Shelby County. It was noted that in 2004 there were 630 youth on probation in Shelby County. Ten youths were committed to IDOC, a reduction from the total of 23 in 2003—that is, only 43 percent of the total committed in the previous year. In 2004, 41 youths participated in JISP. Data presented in the proposal indicated that 23 youths successfully completed the program, 8 were unsuccessful

terminations of the program, and 3 were sent to IDOC. The problem statement also indicates that JISP is the only community-based program in the county that provides risk- and need-based services on a long-term basis. Finally, it was noted that there is a need in Shelby County for comprehensive assessments of the youths that would form the basis for case management plans.

The stated goal of the project is to “provide more intensive supervision for juvenile offenders while balancing community protection, competency development, and accountability.” Based on the problem statement, the strategy to use intensive supervision makes sense. The key outcomes of this project are community protection, competency development, and accountability, yet the problem statement does not identify these outcomes in any obvious ways. There are three objectives identified:

- 75 percent or more of the program participants will complete the JISP within one year after referral to the program
- 35 percent or fewer of program participants will be subject to new arrests during the project period
- 75 percent or fewer of program participants will be expelled from school during the project period

These objectives are somewhat consistent with the project goal. The first objective speaks to the successful completion of the JISP program, which would seem to keep the youths from more secure out-of-home placements. The second objective addresses the issue of community protection, although from the perspective of the individual offender, rather than from the perspective of



reducing the crime rate in the community. The third objective can fit within the frame of developing competency, but otherwise it is unclear as to why there is a focus on expulsion as an outcome over other possible aspects of competency development. None of the objectives speak directly to the issue of offender accountability.

These objectives are poorly constructed in ways that are worth noting, particularly given that this continuation project is applying for funding for a fourth year. It is unclear in the proposal why completing JISP within one year of referral is a critical benchmark. The program appears to be designed to last five months. In addition, in the previous year only 56 percent of the youths successfully completed JISP and there is no discussion in the proposal of efforts to improve the program in such a way as to raise the successful completion rate so significantly. The second objective sets a benchmark of 35 percent or fewer for new arrests during the project period. Yet, 35 percent is not an impressive recidivism rate for a juvenile intensive supervision project and the time frame limits much of the follow-up period to the time while the youths are still being supervised under JISP, when we should expect few to be actually arrested for a new offense. Finally, the third objective is probably not accurately conveying the intent of the program administrators, yet there is no attempt on progress reports throughout the year to correct the statement. Setting a benchmark of 75 percent expulsion rate as a positive outcome is a curious target—since only three youths were expelled in the previous year, it is not clear why this criterion would be set so low.

There are three phases to JISP, lasting from 90 to 120 days total. Phase I is the Pre-Assessment Phase. During this phase, there is a comprehensive assessment of the youth by a licensed mental health professional, leading to the development of an individualized case management/treatment plan. Phase I lasts approximately 30 days. Phase II is the Program Phase, when home-based counseling is provided to all participants (it is unclear whether the focus is strictly on the youth or whether the family is also included). In addition, all participants will take part in *Thinking For A Change*. This phase of the program is expected to last 30-90 days (although *Thinking For A Change* is a 11-week program). During this phase, the level of supervision is expected to result in at least four contacts per week with the youth, three contacts per week with the school, and one contact per week with the parents. In Phase III (the Aftercare Phase), the level of supervision is reduced and the youths are released from house arrest and/or their curfew. The youth is still expected to participate in two extra-curricular activities and must have completed all treatment requirements to be released from the program. This phase is expected to last about 30 days.

Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output measures selected by this project are consistent with the goals and objectives of the project. Similarly, the outcome measures selected are consistent with the goals and objectives of the project.



Outputs	Outcomes
Number of programs implemented	Number and percentage of youth rearrested
Number of monitoring materials developed	Average length of time from program completion to new offense
Number assessment completed	Number and percentage of youth completing program requirements

There is not a detailed plan proposed for collecting this information. The program administrators indicate that they intend to “evaluate effectiveness of the project through a variety of means including collection and analysis of statistical systems data. Specifically, JISP staff will compare pre- and post-program delivery LSI-R scores, number of new arrests, as well as number of expulsions for program participants.”

In the progress reports for this grant, we find the following outputs and results reported:

- The first quarter report noted that 19 youths were participating in the program. Of those youths, 3 had successfully completed the program, 1 had been terminated unsuccessfully, 3 had been rearrested, and none had been expelled. It was noted that some of the youths participate in *Thinking For A Change*, even though the proposal indicates this is a required component of the program.
- The second quarter report noted that 24 youths were participating in the program. Of those youths, 4 had successfully completed the program, 1 had been terminated unsuccessfully, 1 had been rearrested, and none (0) had been expelled.
- The third quarter report noted that 81 youths were participating in the program. Of those youths, 3 had successfully completed the program, 1

had been terminated unsuccessfully, none (0) had been arrested, and 1 had been expelled.

- The fourth quarter report noted that 36 youths were participating in the program. Of those youths, 3 had successfully completed the program, 4 had been terminated unsuccessfully, 1 had been arrested, and 1 had been expelled.

Fiscal Performance

JISP first received Title II funds from ICJI in 2002. In 2002 (grant 01-JF-019), they received \$29,653.18; in 2003 (grant 02-JF-016), \$22,074.37; and in 2004 (grant 03-JF-012), \$27,357.62. They requested and were awarded \$20,010 in 2005. In 2006 (grant 05-JF-012), they requested and again received \$20,010. The project is supported concurrently with JABG funds—in the 2005-2006 project period, they also received a JABG grant for \$22,000. IDOC funding at the level of \$97,776 rounded out the funding for this program. In their 2006 proposal, it was noted that they were using Community Corrections funds to cover the majority of the costs of this program—nearly \$85,000 were coming from a community corrections grant and from adult program user fees.

Funding was originally budgeted to cover portions of the executive director and a home-based counselor, and to



Table 9: Budget overview, Shelby County Community Corrections Juvenile Intensive, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	4,307	4,307	3,608	84	20,010	20,010
Contractual	15,703	15,703	7,065	45	0	0
Travel	0	0	0	-	0	0
Equipment	0	0	0	-	0	0
Operating Exp.	0	0	0	-	0	0
TOTAL	20,010	20,010	10,673	53¹¹	20,010	20,010

contract with a licensed mental health counselor. In January 2006, the program applied for a budget modification in which they sought to move \$8,500 originally budgeted for contractual services into equipment and operating expenses. This request was denied. There is no further financial statement from the program in the file, but reports from ICJI indicate the grant funds were fully expended.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The proposal for the 2006 grant was largely the same as the previous proposal. While data were updated to reflect

program performance during the previous period, program design and the budget were unchanged from the previous year’s proposal, despite seemingly contradictory information included therein. For instance, only nine youths took part in *Thinking For A Change* in the 2005-2006 program year, even though the proposal indicates this is a required element of the program for all participants. Also, given that in January of the 2005-2006 grant period the program was trying to find a way to expend funds and was denied a proposed budget modification, it is curious that the program again applied for the same amount (in the same budget breakdown) as the previous year.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project			✓
Submission of Quarterly Reports		✓	
Reports of Outcomes		✓	
2006 Grant Assessment			✓

The Shelby County Community Corrections Juvenile Intensive Supervision Program appears to be below average among these case studies.

¹¹Information obtained from paper files/financial progress reports differs from dollars expended according to ICJI award control documents.



Delinquency Prevention

Case Study 3: Center for Community Justice Guided Family Intervention Project

04-JF-003, \$27,210 Title II Award

05-JF-008, \$27,210 Title II Award

Program Description

The Guided Family Intervention Project (GFIP) is a program that targets status offenders and is a diversionary program for the Elkhart County Juvenile Court. The goal of the program is to “reduce the number and seriousness of future referrals to the system” from the families that receive the intervention services. The program focuses on family-based interventions, with an emphasis on educating the parents on healthy boundaries, how to address behavior problems, and accessing resources.

Problem Statement, Goals, Objectives, Program Activities

The problem statement provides local data for Elkhart County, indicating there are over 700 status offenses each year. This number is not put into any context and so it is not obvious whether Elkhart County is unusual in this regard or whether this number of status offenses is particularly high. There is further discussion in the problem statement that some of the status offenses are symptoms of family crises and that participation in status offenses can be influenced with family interventions. There is a recognition that status offenses can be a burden to an already overworked juvenile court, while at the same time receiving less attention than more serious delinquent offenses. Finally, the point is made that many of the status offenders are from distressed families without the

means to access some of the clinical resources that may be helpful.

The stated goal of the project is to “reduce status offenses in at-risk families in Elkhart County.” Based on the problem statement, this goal makes sense. The youths are being identified for the project because they have committed status offenses, so the program is not preventing status offenders in the at-risk families that have not yet received the GFIP programming. To the extent the youths are likely to repeat their status offenses, then this goal is appropriate. To the extent the youths are likely to escalate their offending behaviors to delinquent behaviors, then the goal is too narrow and does not allow for the reduction in offending behaviors in general. There are three objectives identified:

- To identify issues and conflicts in families that lead to status offenses such as incorrigibility and runaway,
- To identify strengths within the family for dealing with these issues, and
- To equip families with skills and strategies for better communication and resolving conflicts

These objectives are consistent with the project goal and the problem statement. None of the objectives, however, are stated in quantitative terms (the application requires that “Project Objectives specify *measurable* outcomes related to the goal, including the expected level or amount of change and the date by which the change is expected to occur.” These objectives are not all pointing to outcomes. The first two are more appropriately outputs since the tasks of the program are to identify the issues and conflicts and to identify strengths within the family. The third objective is more appropriately an outcome of the project.



There are three segments to the program. The first, comprising the first two sessions with the youths and their families, will focus on identifying the presenting problem, the underlying contributors to those problems, and the strengths and resources within the family. The second segment, comprising the third and fourth sessions with the youth and family, focuses on “expanding the tools the adolescent and parent have to resolve their conflicts.” This includes goal setting, behavior contracting, and learning conflict resolution skills. If needed, there are two additional sessions that assist families in further understanding the internal dynamics of their relationships and in connecting with resources for additional support.

Measurements and Performance Metrics

The program administrators have proposed three outputs and four outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output and outcome measures selected by this project are consistent with its goals and objectives. The program administrators modified the performance measures to set specific targets.

No detailed plan is provided for collecting this information. Program administrators indicate that “participants

will be asked to complete a survey prior to and within six months following successful completion of the program to indicate changes in family relationships.” There is no indication how they will assess whether the youths have been rearrested after 1 year following completion of the program, and this amount of follow-up time will not allow these data to be collected in the current grant year. In the proposal it was noted that in the previous year, 90 percent of the youth interviewed after completing the program reported not having reoffended and 100 percent reported improvements in family communication. Given this level of success in the previous year, the targets for the outcomes are low. We might expect to find that administrators will try and improve on their outcomes in subsequent years. There is mention that a plan is underway to contract with evaluators from the University of Cincinnati for an independent evaluation of the program.

Quarterly progress reports were submitted at the end of the second, third, and fourth quarters. Results provided by the program showed:

- There were 56 new referrals in the second quarter. Of those, 42 families were served by GFIP; 18 youths completed the program during the quarter, with 15 classified as successful

Outputs	Outcomes
75 youth will participate in the program	80% will show positive change in family communications
75 parents will participate in the program	75% of youth and their families will successfully complete program requirements
750 contacts between youth and program staff (10 per participant)	75% of families will report that they are satisfied with the program
	65% of youth will not be rearrested 1 year after successful completion



(83 percent). Of the youths who had successfully completed the program in the current year, 73 percent were found (using court records) to have no further offenses. Finally, 100 percent of those surveyed reported better communication within the family.

- There were 6 new referrals in the third quarter—a very small number compared to the other quarters. Perhaps it is a reflection of a slow-down at the holidays or an error in the report. During this period, 34 families were served by GFIP; 8 youths completed the program during the quarter, with 7 classified as successful (88 percent). Of all the youths who had successfully completed the program in the current

percent were found (using court records) to have no further offenses (this number is a bit suspect since in quarter 2 there were already more recidivists than are being captured here. Finally, 100 percent of those surveyed reported better communication within the family.

Fiscal Performance

The Guided Family Intervention Project first received Title II funds from ICJI in 2003. In 2003, (grant 02-JF-038), they received \$27,210; and in 2004 (grant 03-JF-028), \$27,210. They requested and were awarded \$27,210 in 2005. For the fourth year in a row, the Center for Community Justice requested \$27,210 in funding for this project in 2006 (grant 05-JF-008).

Table 10: Budget overview, Center for Community Justice Guided Family Intervention Project, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	27,210	27,210	27,210	100	27,210	27,210
Contractual	0	0	0	-	0	0
Travel	0	0	0	-	0	0
Equipment	0	0	0	-	0	0
Operating Exp.	0	0	0	-	0	0
TOTAL	27,210	27,210	27,210	100	27,210	27,210

year, 76 percent were found (using court records) to have no further offenses. Finally, 100 percent of those surveyed reported better communication within the family.

- There were 46 new referrals in the fourth quarter. Of those, 45 families were served by GFIP; 11 youths completed the program during the quarter, with 9 classified as successful (82 percent). Of all the youths who had successfully completed the program in the current year, 87

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The proposal submitted in early 2006 was nearly identical to the proposal submitted in the previous year. There is no demonstrated growth from the previous year in terms of performance measurement and evaluation. Program progress reports showed that of 42 youths completing the program in the first three quarters of the grant period, 33 (78.6 percent) were successfully released. Of



the 76 youths participating in the program during the first three quarters, only 10 percent had a new arrest. Nearly 75

percent of the grant funds were expended during the first three quarters of the year.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports		✓	
Reports of Outcomes	✓		
2006 Grant Assessment		✓	

The Center for Community Justice Guided Family Intervention Project appears to be average among these case studies.

Gender-Relevant Programming

*Case Study 4: Marion Superior Court
Transitional Youth Services
04-JF-024, \$44,189 Title II Award
05-JF-011, \$49,189 Title II Award*

Program Description

Transitional Youth Services (TYS) is a school reentry program for middle-school girls. These girls are returning to school from “long-term truancy, structured care, and/or expulsion.” These students are said to be having a difficult time reintegrating back into the school setting. The program offers cognitive behavioral programming in 8-week sessions throughout the year. In addition, the program administrators offer “comprehensive and coordinated mental health services; academic credit recovery services for primary/secondary grade level students; case management; drug and alcohol prevention/intervention services; and brokerage services.”

*Problem Statement, Goals, Objectives,
Program Activities*

The problem statement indicates that TYS is a juvenile offender reentry program that targets middle school girls (grades 6-9). Using empirical data on the arrests of juvenile offenders in Marion County, the program administrators argued that the disproportionate share of arrests for those youths in Marion County were for youths in Indianapolis Public Schools (IPS), particularly in the middle schools. The problem statement is problematic in that the evidence presented points primarily to the prevalence of delinquent arrests among the youths in IPS schools—this is not necessarily a reflection of the reentry population returning to IPS schools. There is also no indication about the source of the evidence and there are some statements that seem counter-intuitive given the evidence we have about delinquency in general. For instance, the proposal notes that “84% more middle-



school students were expelled due to violence, compared to high school students.” A source for this statement should be identified. The problem statement then expresses concern that if there is no reentry support for young African-American girls returning from incarceration, this may contribute to the “homicide rate of young African-Americans,” which tends to be an issue for boys rather than girls. They then go on to point to a target age of 23 for keeping the youths away from violent fatalities—23 is not an age that is suggested in any of the prominent research on violent offending.

The project goal identified in the proposal is multi-faceted, although presented as one goal. It is “to assist middle-school-aged girls residing in the Indianapolis, Marion County area that are first-time offenders; reintegrating from school expulsion; and structured care to traditional school settings that offer seamless culturally-sensitive services that promotes equal opportunity for youth to learn, work, and live drug-free productive lives.” The problem statement would only lead us to expect a focus on one of the three populations identified here—those reintegrating from structured care (although this sounds like it is broader than simply those returning from corrections). From the problem statement, we would not have predicted the focus on first-time offenders and those returning from expulsion. Three detailed objectives are identified in the proposal. The first objective is to provide comprehensive assessment of each of the girls within the first week of the program (the criterion is for 75 percent to complete the assessment within the first week). The second objective is that by the end of the second week in the program, there will be an

individualized transitional plan in place for 75 percent of the girls. The transitional plan is expected to change in a number of areas. In this objective, the proposal launches into best-practice jargon that has little to do with the proposal itself and the ability of the program staff to address the factors. For instance, the transitional plan is said to address: “individual case planning incorporating a family and community perspective, a balance of incentives and graduated sanctions coupled with the imposition of realistic, enforceable conditions, and identified mix of surveillance and services.” The third objective speaks to outcomes of the program. Yet, the objective itself seems arbitrary and unclear. The proposed outcome is that “56% of all middle-school girls (ages 12-17) will demonstrate an improved school attendance by 75% and emotional/social/behavioral/academic improvement by 66% as well as successfully transition back to their school of referral.” The applicant then went on to select a number of targeted outputs and outcomes from the list provided by OJJDP—these seemed more realistic and applicable to their project.

The services are gender-specific, individualized, and “intensive,” including home-based services. The proposal does not provide specific information about the exact nature of the intervention. There are six different sessions during the year, lasting eight week each, with up to 14 girls in each session. That make-up suggests that there are group interventions being offered, but this is not made clear in the proposal. There are careful assessments being conducted and there are coordinated mental health counseling services provided, computerized skill mastery services (using A+ Anywhere Learning System), ATOD prevention and



intervention services, and case management and brokerage services. Parents are also expected to participate in three different workshops during the 8-week program. The description of services allows for quite intensive, individualized services, but also could allow for very few services to some girls. Nowhere in the proposal is there an explanation as to why the session lasts eight weeks or why 14 is the maximum number of girls in each session. If the services are truly intensive, then eight weeks seems a short timeframe to expect to reintegrate these girls back to a stable performance level. Since it is not clear what the services are going to entail, it is not easy to determine if the proposed

clear from the proposal how the services being offered are particularly gender-relevant. There is even a specific section of the proposal that is supposed to address this issue, but it describes issues that are not gender-specific.

Measurements and Performance Metrics

The program administrators have proposed three outputs and six outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output and outcome measures selected by this project are consistent with the goals and objectives of the project.

Outputs	Outcomes
Number of service hours received by program participants and the number of clients served.	Number of program youth arrested while enrolled in the program
Number of middle-school aged girls enrolled in the TYS program, and the total number of youth enrolled.	Number and percent of youth exhibiting a change in substance abuse
Total number of days between intake and program exit across all clients served, and the number of cases closed	Number and percent of youth exhibiting a change in self esteem
	Number and percent of youth charged with formal probation violation
	Number and percent of youth completing program requirements
	Number and percent of youth/families satisfied with program

activities are likely to affect the problems identified in the problem statement. Truly intensive, individualized and home-based services are likely to address some of the presenting problems of the girls and their families, but then a timeframe of only eight weeks is potentially too brief to make a lasting impact. The proposal identified gender-relevant programming as the key purpose area for this project, but it is not

Two of the outputs are combinations of two different outputs and should be split. For instance, the first one includes the number of service hours and the number of clients. Similarly, the third one includes the number of days between intake and exit and the number of cases closed. So, in fact, there are five outputs proposed. The outcomes are more appropriately limited to one measure at a time, with the exception



of the final outcome measure. The guidelines from OJJDP would separate the satisfaction of the youths from the satisfaction of the families.

In the proposal, there are a number of proposed measures: “DAP (Development Asset Profile), SBS (Student Behavioral Screening Assessment), academic records from school, academic assessment from the Indiana Standards-based computerized learning system, parent responses, probation officer reports, written behavioral evaluations by teacher of record, disciplinary records from school, and case management reports.” Of four quarterly progress reports that were due during the funding period, three appear in the file. From the quarterly reports, there are only limited data reported pertaining to any of the measures proposed in the initial proposal.

In the first quarterly report submitted, it was noted that of the six girls referred to the program, “four completed academic assessments, behavioral/functional assessments and demonstrated a positive perception toward change. Two dropped out of the program during the third week. There were no reports of arrest or violation of court orders. Within the first week all academic assessments were complete and goals were set for academic improvement, behavioral change and a community service project was selected.” In the second quarterly report, there were no data reported pertaining to the proposed measures. It was noted that 16 girls had been served, although not all of them participated in the full program. There is no report for the third quarter available. The fourth quarter report states that services were provided to another 16 girls, with only 10 participating in the full program. No data on measurements were reported. It should be noted that

(assuming no duplication of numbers across the quarters) only 26 girls participated in the eight-week sessions during the entire grant period, out of the proposed 80 to be served. Several of these girls were high school students from Decatur High School, while the program was designed to service middle-school girls.

Fiscal Performance

Transitional Youth Services (TYS) first received Title II funds from ICJI in 2005. It appears they first began serving clients in 2004, and so were a new organization when they applied for funding from ICJI. They requested \$49,189 in 2005 and were awarded \$44,189. In 2006, the program requested \$44,189 and was awarded \$49,189, an increase of \$5,000 over what they requested. There was no indication in the file as to why such a decision was made by ICJI.

In the 2005 proposal, the program administrators indicated that 65 percent of the funding for their program was coming from other sources. They went on to explain that the additional funding was to come in the form of “implementing agency scholarships, fundraisers, sponsorships, and foundations.” The proposed sustainability plan pointed to the potential of using “No Child Left Behind” funds, private insurance of the families and Medicaid. It is unclear how much of this funding was in place and whether the 65 percent was already determined or speculation. In the 2006 proposal, this information was repeated verbatim.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The proposal submitted for the 2006 grant was virtually identical to the pre-



Table 11: Budget overview, Marion Superior Court Transitional Youth Services, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	21,550	16,257	16,257	100	21,760	21,760
Contractual	8,675	16,359	16,357	100	12,100	14,100
Travel	3,300	1,900	1,900	100	5,900	8,900
Equipment	7,964	0	0	-	0	0
Operating Exp.	7,700	9,673	9,673	100	4,429	4,429
TOTAL	49,189	44,189	44,187	100	44,189	49,189

vious year’s proposal. Despite the fact that the program served about one-third of the number of youth proposed, yet expended all the funds budgeted, the decision was made to refund the program at a higher level than was proposed by the program administrators without any written clarification as to what might be different in the new program year. The quarterly reports at the end of the first

quarter did not provide any data on outputs or outcomes, but simply recounted what the program would consist of when the programming kicks off. The financial report at the end of the first quarter showed that none of the grant funds had yet been expended. It would appear that the program was a bit slow in getting started in the new program year.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports		✓	
Reports of Outcomes			✓
2006 Grant Assessment			✓

The Marion Superior Court Transitional Youth Services project appears to be below average among these case studies.

Juvenile Justice System Improvement

Case Study 5: Marion County Juvenile Court GAL/CASA Representation for Children in At-Risk Families
04-JF-004, \$25,000 Title II Award
05-JF-018, \$25,000 Title II Award

Program Description

Child Advocates is the provider for CASA (Court-Appointed Special Advocate) and GAL (Guardian ad Litem) for Marion County. Trained volunteers provide assessment and support services for children involved in litigation. This includes Children in Need of Services



(CHINS) actions, juvenile delinquency proceedings, and proceedings for the termination of parental rights, among other types of proceedings. Child Advocates trains volunteers to provide assistance to staff social workers in gathering information from a number of different sources so the judge can make informed decisions in the best interests of the child. The legal applicant for Child Advocates for the purpose of the Title II grant is the Marion County Juvenile Court.

Problem Statement, Goals, Objectives, Program Activities

The problem statement indicates that in 2004, there were 4,963 cases referred to Child Advocates by the juvenile court. At the same time, there were only 252 volunteers serving as GAL/CASA representatives. As a result, staff advocates, who are supposed to manage trained volunteers, had to provide many of the services that would otherwise be provided by trained volunteers: interviewing the children, attending court hearings, and managing the cases of the children referred for services. Specific empirical data are provided to quantify the workload of the agency and the staff and volunteers. The data are specific to the local organization and make a compelling case for the need for additional funding.

The single project goal identified in the proposal is “to serve at-risk families, in a more efficient and therapeutic manner—therapeutic jurisprudence from a child-based perspective.” In the instructions for the Title II applications, it is noted that the goal should identify an expected outcome of the project, yet this statement is not a reflection of the results of this project. That said, the problem statement would support this goal. The

goal makes sense in the context of the problem statement. Three objectives are identified in the proposal. The first objective is for the “appointment of CASA/GAL for approximately 70-90 children.” This objective follows from the problem statement and the project goal. The grant is to fund a staff advocate that would supervise 25 volunteers. The second objective is for the “representation by volunteers from community matched by child’s needs.” There is no attention in the proposal about the need to match the volunteers based on the specific needs of the children, nor is there any description of the process to match volunteers with children. The third objective is for the “facilitation of child-based resolution of legal proceeding.” This appears to be the key outcome desired by Child Advocates and follows from the project goal. Yet, as a group, the objectives do not express measurable outcomes, as instructed in the request for proposals.

Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for this project. These performance measures are drawn from the approved list developed by OJJDP. The output measures that have been selected by this project are consistent with the goals and objectives of the project, although at least one of the objectives appears to be inappropriate for a single program. The outcome measures are also consistent with the goals and objectives of the project, again with one of the objectives being inappropriate for a single program.

Of these objectives, we would typically see outputs such as “money allocated for system improvement” and “number of current initiatives” at an aggregate level—the state might report these types of



Outputs	Outcomes
Money allocated for system improvement	Number and percentage of youth receiving needed services
Number of hours of training provided to staff	Number and percentage of programs evaluated as effective
Number of current initiatives	Number of agencies sharing automated data

outputs, but not typically a single program. Similarly, a single program would not usually select as one of their own outcomes the number of programs that have been evaluated as effective.

There is discussion of a system of performance measurement that is in place to capture data from volunteers and case managers. The software program that is used sounds to be an effective tool, although the person who prepared the proposal does not appear to understand how the data in that system would translate into performance measures for this grant. The discussion on how the effectiveness of the project will be evaluated is rather generic and not related to the goals and objectives identified in the current proposal.

Quarterly progress reports were submitted to ICJI on this project. The reports are quite brief and point to only minimal evidence of the outputs and outcomes of this project. For instance, one of the roles of the advocate that is funded by this grant is to train volunteers. It was noted that in the first quarter, four trainings were held for volunteers. We do not know how many volunteers were trained. In the second quarter, there were two trainings held. Similarly, there were two trainings in the third quarter and four trainings in the fourth quarter. Each quarter, there is a report of the number of volunteers utilized by the project. In the first quarter, that number was 185. There were 195 volunteers in the second quarter, 225 reported in the third quarter,

and 20 (probably a typographic error) reported in the fourth quarter. The 2005 proposal noted that the “2003 CJI grant funded 28 new volunteers who served approximately 168 children.” We should probably expect a similar level of impact from the current year, but there is no effort to separate out the number of volunteers and children served due to the grant funds. Each month, there is a breakdown of youths served by the project. They report thousands of youths, though, and so are probably reporting numbers served by the agency as a whole, and not just the youths served as a result of the Title II funding.

Fiscal Performance

They first received Title II funding from ICJI in 2003 (02-JF-010), with a grant for \$25,000; then in 2004, \$25,000 (03-JF-030). In 2005, they were again awarded \$25,000. In 2006, they were also awarded \$25,000. During the 2005-2006 program year, the program administrators reported that the grant funds were fully expended by the end of the third quarter.

As reported in the proposal, 83 percent of the funding for this program is provided by other sources, including VOCA, Marion County Courts, the United Way, and donations from foundations, corporations, and individuals. In the two years considered in this case study, the Title II grant is relatively small. The Title II funding is devoted completely to personnel costs for one of their advocates. This person trains and manages volunteers.



Table 12: Budget overview, Marion County Juvenile Court GAL/CASA Representative for Children in At-Risk Families, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	25,000	25,000	25,000	100	25,000	25,000
Contractual	0	0	0	-	0	0
Travel	0	0	0	-	0	0
Equipment	0	0	0	-	0	0
Operating Exp.	0	0	0	-	0	0
TOTAL	25,000	25,000	25,000	100	25,000	25,000

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The scope of the project did not change from the 2005 grant. The proposal for the 2006 grant was virtually identical to the previous year’s proposal, with some unfortunate gaps. For the new proposal, there was no problem statement. There also was no information on the results from the previous year that would justify providing additional funding to the same program. Except for progress reports in the previous year that suggest the entire agency is serving thousands of youths, there is no information about the impact

of the work that is being done. In considering the two proposals (for 2005 and 2006) side-by-side, it appears that the program administrators did not feel they needed to compete for the funding.

During the first quarter of the program year, it was noted that Child Advocates recruited and trained two groups of volunteers (there was no indication how many volunteers are typically in each training group). The new volunteers were also assigned to specific cases. By the end of the second quarter, it was noted that 76.5 percent of the grant funds were expended.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project	✓		
Submission of Quarterly Reports		✓	
Reports of Outcomes			✓
2006 Grant Assessment			✓

The Marion County Juvenile Court GAL/CASA Representative for Children in At-Risk Families project appears to be below average among these case studies.

*Case Study 6: Indiana Juvenile Justice Task Force Indiana Juvenile Detention Association Training Project
04-JF-014, \$38,476 Title II Award
05-JF-009, \$38,476 Title II Award*

Program Description

The Indiana Juvenile Detention Association (IJDA) Training Project is a project of the Indiana Juvenile Justice Task Force (IJJTF). IJJTF serves in a contractual



relationship to provide training for the Indiana Juvenile Detention Association (IJDA), a membership organization for juvenile detention centers across Indiana. IJJTF provides two week-long trainings using the curriculum of the National Juvenile Detention Association (NJDA). They also provide an annual statewide conference for detention center workers and other interested parties.

Problem Statement, Goals, Objectives, Program Activities

Indiana standards for detention workers set a minimum of 40 hours of annual training as a required standard to meet. Yet, most of the 24 locally-operated detention centers in the state do not have the capacity to provide the training within their own organization. By centralizing the training with a contractor, there is the ability to ensure the training is of high quality. Over the recent years leading up to 2004, there had been an increase of 60 percent in the numbers of youths detained. It is, therefore, important to continue to provide education and technical assistance on strategies for decisions to detain and strategies to develop alternatives to detention.

The proposed project goal was “to provide consistent, high quality training to staff serving detention center residents throughout Indiana.” This goal is not an expected outcome, but instead describes an activity. That said, the goal makes sense in the context of the problem statement. Similarly, the objectives that are identified for this project are logical based on the problem statement, but are not laid out in terms of measurable outcomes. Instead, they are simply identifying tasks and outputs. There are six objectives specified for this project:

- Offer two 40-hour in-service training sessions using the NJDA Detention Careworker curriculum
- Present one statewide conference promoting best practices in detention management and operations
- Recruit trained and qualified staff from centers throughout the state to serve as faculty for the week-long training program
- Recruit highly qualified professionals to serve as faculty for the statewide conference
- Review curriculum of week-long training program for consistency with Indiana-specific statutes and core requirements
- Survey directors and staff to plan informative workshops for statewide conference

The objectives provide a good sense of the nature of the work of IJJTF staff for this project. They will recruit trainers from detention centers across the state. They are specifically looking for detention center personnel that have already completed the NJDA Training-of-trainers program. A combined group from IJDA and IJJTF will review the NJDA curriculum to ensure it is consistent with state statutes and code requirements. There will be one training in the fall and one training in the winter, with no more than 25 participants in each training. The trainings themselves are designed to enhance the knowledge of the detention workers and to enhance the skills relating to the job requirements. A focus is also on safety and security issues, and on adolescent development.



Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for this project. These performance measures are adapted from the approved list developed by OJJDP. The output measures that have been selected by this project are consistent with the goals and objectives of the project. The outcome measures, though, are not consistent with the goals and objectives of the project. There is nothing in the proposal that would suggest that the work of the project would have direct impacts on the outcomes identified here:

second, third, and fourth quarters. As reported in the quarterly progress reports, IJJTF conducted activities that were consistent with the goals and objectives of the project. In summary, the accomplishments of the project include:

- Two regional week-long trainings held—one in northern Indiana and one in central Indiana; a total of 56 persons were trained in this way;
- Conference was planned for April 2006 (after the original end date of the project) and completely organized; and
- A list of trainers was developed.

Outputs	Outcomes
Number of staff hours dedicated to system improvement	Percent change in average daily census of youth, both preadjudicated and postadjudicated, placed in secure detention
Number and percentage of staff trained	Number and percentage of programs found to be successful through an outcome evaluation
Number of hours of staff training provided	Average length of time between intake and initial court appearance

The strategy for gathering data to assess this project includes:

- Pre- and post-tests of participants in week-long trainings,
- Surveys of detention center directors related to retention of staff and unmet training needs,
- Evaluation (by experts) of trainers, and
- Evaluations from conference participants (for annual conference).

This strategy does not appear to be consistent with effective measuring of outcomes identified (in the table above) for this project. In fact, in the reports submitted by the program, there is no reported evidence of the outcomes of the project.

There were three quarterly reports found in the file for this project—for the

Fiscal Performance

The Indiana Juvenile Detention Association (IJDA) Training Project first received Title II funds from ICJI in 2001. In 2001 (grant 00-JF-022), they received \$29,358.61 and in 2003 (grant 02-JF-018), \$29,878.29. In 2005, they requested \$46,373 and were awarded \$38,476. In 2006, they requested and were awarded \$38,476 (grant 05-JF-009).

The funds requested for this project are primarily being used to cover a portion of staff time at IJJTF, and to cover the lodging and transportation costs of the training participants. Funding is also being used to pay for the costs of the trainings and the conferences.

It is estimated that one-third of the funding for this project will be generated by charging “modest” participation fees for the



Table 13: Budget overview, Indiana Juvenile Justice Task Force Indiana Juvenile Detention Association Training Project, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	17,910	11,813	13,432	114	11,213	11,213
Contractual	0	0	0	-	0	0
Travel	17,400	17,400	12,957	74	18,863	18,863
Equipment	0	0	0	-	0	0
Operating Exp.	11,063	9,263	12,087	130	8,400	8,400
TOTAL	46,373	38,476	38,476	100	38,476	38,476

statewide conference. In addition, speakers will be invited to donate their time as an in-kind contribution. Finally, IJJTF also offered to raise local matching funds.

The project was extended to April 30, 2006, to cover the costs of the conference, which was to take place in April. Once the final financial report was submitted, it was found that there were differences in actual expenditures and what was expected based on the budget. There was more money allocated to staff time, and more money allocated to expenses for the conference. Retroactively, IJJTF was able to apply for a budget modification, and in August 2006, those changes were approved by ICJI. The total amount of the original project funding was expended, a burn rate of 100 percent.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The application for the 2006 grant is virtually identical to the 2005 proposal. The goals, objectives, and performance measures are identical. There was a higher amount budgeted for travel and lodging, which is curious since this line item was over-budgeted in the previous year. There were lower amounts budgeted for staff and for training/conference expenses, perhaps to show progress toward sustainability. The quarterly progress report submitted at the end of the first quarter (July 2006) indicated that trainings had already been held in September and October. It is likely that the trainings were scheduled to happen and that the report was not carefully proofread before submitting. By the end of the second quarter, the program reported having expended 42 percent of the grant funds.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports		✓	
Reports of Outcomes			✓
2006 Grant Assessment			✓

The Indiana Juvenile Justice Task Force Indiana Juvenile Detention Association Training Project appears to be below average among these case studies.



*Case Study 7: Youth Law T.E.A.M. of
Indiana Technical Assistance and
Resource Development
04-JF-010, \$138,810 Title II Award
05-JF-005, \$101,702 Title II Award*

Program Description

YLT grew out of a partnership between Child Advocates, Kids' Voice, and the Indiana Juvenile Justice Task Force (IJJTF). When the partnership dissolved in 2004, YLT became a division of IJJTF. Their legal applicant for this grant was the Boone County Circuit Court. The primary objective of YLT is "develop a centralized resource on youth's legal issues in juvenile justice, child welfare, and education systems." YLT provides training and technical assistance, monitoring, advocacy, and develops publications in the areas identified here.

During the 2005-2006 grant period, YLT broke off from IJJTF and set up an independent operation under the direction of Laurie Elliott & Associates, Inc. Documentation in the file explained that there was an audit in August 2005 of the compliance of ICJI with the OJJDP Juvenile Justice and Delinquency Prevention Act. A finding of that audit indicated that there was a conflict of interest for the organization that was responsible to provide the compliance monitoring for ICJI (a federally-mandated responsibility of ICJI) to also receive other funding from ICJI. As such, a memo was issued on September 15 to IJJTF indicating that as of September 30, 2005, ICJI was going to cease the funding for this grant to IJJTF. The legal applicant remained the Boone County Circuit Court and Laurie Elliott & Associates, Inc (formerly with IJJTF and the YLT) took over the implementation of the grant.

*Problem Statement, Goals, Objectives,
Program Activities*

By the early part of the 21st Century, the federal government had moved to ensure compliance with the federal Juvenile Justice and Delinquency Prevention Act by threatening to withhold federal funds from the states. Indiana was one of the states in danger of losing federal funding due to the way in which juvenile offenders were being detained in this state. Two of four core mandates of the federal law that Indiana was not complying with involved the detaining of juvenile offenders in adult jails and the deinstitutionalization of status offenders. Through careful analysis, it was determined that across the state there was a lack of clear understanding about what the federal requirements were, what constituted "secure" custody, and how to correctly report detention data to ICJI. And of course, juvenile offenders were still being detained in adult facilities and status offenders were still being detained in juvenile detention facilities. As such, YLT proposed to develop and implement a "comprehensive, centralized compliance monitoring effort, coupled with the provision of training and technical assistance." In a survey conducted in 2003, YLT found that there were gaps among parents, youths, and juvenile justice and community-based professionals in their understanding of the legal issues facing youths. YLT proposed to provide continuing education and technical assistance to these groups.

There are two goals identified for this project. The program administrators proposed goals, objectives, and performance measures in two distinct areas. The first focus was on compliance monitoring. In the proposal, the goal for this area was to "increase the level of



statewide compliance with the core mandates of the JJDPa.” Given the problem statement, this goal makes sense. It is also a measurable goal. There are three objectives specified for this section of the proposal:

- By the end of the grant period, increase the number of facilities reporting JJDPa data to ICJI by at least 50 percent
- By the end of the grant period, make JJDPa training and TA available to all Indiana counties
- By the end of the grant period, increase the number of facilities visited for JJDPa data verification and compliance by at least 50 percent

These objectives are very consistent with the stated goal. The first and third objectives are specific in terms of the criteria that the efforts of the staff will be judged against. The second objective is less specific, in contrast. Making training available is perhaps hard to quantify, particularly if the counties opt to pass on the opportunity for training and technical assistance.

The second focus area was juvenile justice system improvement. The project goal for this area is to “improve the operation of the juvenile justice system on a statewide basis by enhancing the knowledge and understanding of state and federal laws, rules, regulations and best practice standards that pertain to juvenile justice issues through the creation of a centralized statewide resource on children’s legal issues.” Given the problem statement, this goal also makes sense. There is one objective identified to support this goal. That objective is vague in terms of the kinds of specific outcomes that one can expect to see as a result of the work of the program. The objective is:

- By the end of the grant period, see an increase in the knowledge and understanding of juvenile law and best practice standards through written resources/publications, training, TA and legal support.

This objective is consistent with the stated goal. It suggests the kinds of activities that might be expected from the project, but not necessarily the kinds of evidence of impact that will be gathered.

In the proposal for the 2005-2006 grant year, YLT proposed a number of activities that were consistent with the problem statement and the goals and objectives of the project. They intended to collaborate with the ICJI Compliance Monitor project on the requirements of the 2002 JJDPa. There are a number of activities that fall within this strategy, including the delivery of an “intensive training and technical assistance initiative” on the core requirements of the JJDPa; the development and publication of “A Guide to Juvenile Detention” to be distributed widely throughout the state; facility visits to monitor compliance and to verify violations of the JJDPa; and the careful assessment of which facilities (out of a potential 400 within the state) fit within the federal guidelines of “secure” facilities. These activities are expected to increase the application of best practices in secure detention facilities and to ensure that the state continues to receive federal funds. It is very likely that these activities will influence the compliance rate of the secure detention facilities throughout the state.

YLT also planned to enhance their role as a “centralized, comprehensive resource on youth’s legal issues in the juvenile justice, child welfare and education systems.” This was to involve a number of activities: the creation of an Education



Advocacy Project that would involve the development and delivery of a training program for parents, foster parents, caseworkers, and volunteers to prepare them to be “effective advocates within the education system”; the further dissemination of their publication “A Guide for Parents to the Juvenile Justice System”; an updated version of their publication “P.L.A.Y. in Bounds” (a curriculum for youths about relevant legal issues) that will incorporate more information on school safety; the

that focuses on compliance monitoring. These performance measures are adapted from the approved list developed by OJJDP. The output measures that have been selected by this project are consistent with the goals and objectives of the project. The outcome measures are also consistent with the goals and objectives of the project, but the standard may be ambitious with the performance measures only looking at whether the facilities are in “full” compliance or whether they are in violation.

Outputs	Outcomes
Number of facilities monitored	Number and percent of facilities in full compliance with the JJDPA
Number of site visits conducted	Number and percent of facilities in full compliance with the numerical or substantive de minimis standards
Number of facilities receiving technical assistance	Number and percent of facilities in violation with submitting corrective action plans

development of new resources as the need arises; and the availability of these resources on the IJJTF website. The program administrators did not specify the likely impact of these activities. The goal for this part of the project was to improve the operation of the juvenile justice system, yet it is not obvious that this will be a likely outcome of these efforts. It is more likely that these activities will raise public awareness and will create more effective systems of support for youths throughout the state. These activities are, however, only somewhat likely to have an impact on the operation of the juvenile justice system and that impact is likely to come gradually.

Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for the portion of their project

The effectiveness of the Compliance Monitoring Component is to be evaluated by capturing information on the number of facilities reporting information to ICJI, the number of site visits conducted and the verification of data and violations, and the number of violations of the JJDPA. The program administrators have proposed three outputs and one outcome for the portion of their project that focuses on training and technical assistance. These performance measures are drawn from the approved list developed by OJJDP. The output measures that have been selected for this project are consistent with the goals and objectives of the project, although not obviously related to the way in which YLT will carry out the project. The outcome measure is also consistent with the goals and objectives of the project, but the benchmark to which this result is to be compared is unknown. For this section of the project, the selected performance measures are:



Outputs	Outcomes
Money allocated for system improvement Number of staff hours dedicated to system improvement Number of current system-improvement initiatives	Number and percent of programs evaluated as effective

The amount of money allocated and the number of staff hours dedicated are a function of the resources that have been awarded to YLT, and not necessarily a function of the work of YLT. If these measures are meant to capture aspects of the work of other agencies throughout the state, then this is not at all clear in the proposal. In terms of outcomes, there is discussion in the proposal of surveys and participant evaluations to gather feedback on trainings provided by YLT. These make sense based on the goals and objectives of the project, but are not tied to any specific performance measures identified by the program administrators in their proposal.

As reported in the quarterly progress reports, YLT conducted activities that were consistent with the goals and objectives of the project. During the first quarter, it was reported that YLT completed the following activities:

- A database was created to capture contact information on the “monitoring universe” across the state—police departments, sheriff’s departments, juvenile detention facilities, residential treatment facilities, and so on.
- Presentations were made on reporting requirements and compliance issues at the annual conferences of juvenile court judges and probation officers in the state.
- JJDPa training materials were revised to emphasize the reporting

requirements and the consequences of non-compliance.

- Five JJDPa Compliance Trainings were held across the state—125 people were trained. Technical assistance was provided to three counties.
- Two Education Advocacy Trainings were held—30 people were trained.
- Three trainings were held for youths relating to youth legal issues—60 youth were trained.
- YLT contracted with an educator to produce a teacher’s manual for the “P.L.A.Y. in Bounds” curriculum.

There was no quarterly report found for the second quarter. It was during the second quarter that the change occurred regarding the implementing agency for YLT. The third quarter report included the following activities:

- Six JJDPa Compliance trainings were held, with 190 persons trained. Technical assistance was provided in response to 12 requests.
- Two trainings were held for youths, with 100 youths trained.
- YLT staff worked with IARCCA to work toward a resolution as to which residential treatment facilities in the state would come under monitoring based on JJDPa.
- YLT expanded the scope of its work to include two new projects: the



development of a Juvenile Delinquency Manual for defense attorneys, and screening for mental health issues in juvenile offenders.

In the fourth quarter, the following activities were noted:

- A survey was developed and sent to all residential treatment facilities in the state.
- Two JJDP A Compliance trainings were held, with 30 persons trained.

JF-010). In 2006, they requested and were awarded \$142,722 (grant 05-JF-004).

In September 2005, as noted above, the project was removed from the Indiana Juvenile Justice Task Force and was placed with Laurie Elliott and Associates, Inc. At the time of the separation of YLT from IJJTF, there was still \$64,631 left unspent from the original award for this project. The budget was subsequently amended as shown in the following table.

Table 14: Budget overview, Youth Law T.E.A.M. or Indiana Technical Assistance and Resource Development, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				
	Proposed	Approved	Amended	Actual	Percent (%)
Personnel	107,380	107,380	92,032	91,884	100
Contractual	0	0	1,000	1,0004	100
Travel	5,250	5,250	2,317	2,467	106
Equipment	0	0	500	499	100
Operating Exp.	26,180	26,180	42,961	42,9619	100
TOTAL	138,810	138,810	138,810	138,8109	100

Technical assistance was provided in response to 11 requests.

- Two education advocacy trainings were held, with 33 professionals trained.

While it is clear that this project accomplished many of the activities that were planned, no evidence has been provided by the program on the outcomes of their work.

Fiscal Performance

The Youth Law T.E.A.M. of Indiana (YLT) first received Title II funds from ICJI in 2002 (grant 01-JF-007), in the amount of \$125,000. In 2003 (grant 02-JF-006), they received \$150,000; and in 2004 (grant 03-JF-006), \$150,000. They requested and were awarded \$138,810 in 2005 (grant 04-

Category	2006-2007 (\$) 05-JF-005	
	Proposed	Awarded
Personnel	68,584	68,584
Contractual	0	0
Travel	8,525	8,525
Equipment	0	0
Operating Exp.	24,593	24,593
TOTAL	101,702	101,702

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

With the 2006 grant, there appears to be a clearer distinction in the goals between the JJDP A Compliance Monitoring Project and the Technical Assistance and Resource Development Project that are both awarded to YLT. For this project, the objectives are further clarified to focus on:



- Working in conjunction with the ICJI to further develop a more encompassing JJDPa reporting universe;
- Working with the Indiana Department of Education, ICJI, Indiana State Office of GAL/CASA, and Child Advocates, Inc., to offer the Education Rights: the Law and Skills YOU Need to Know to be an Education Advocate trainings;
- Working with the Indiana Juvenile Detention Center Educators, by providing staff support and legal guidance, to determine best practice standards for educational programs in Indiana juvenile detention centers; and,
- Continuing efforts as a centralized resource on youth legal issues in the juvenile justice, child welfare, and

education systems by updating and expanding the distribution of its current publication “P.L.A.Y. in Bounds” and “A Parent’s Guide to the Juvenile Justice System” and by fielding calls and responding to inquiries from professionals and lay persons involved in these systems.

Program reports for the first quarter indicated that several trainings were presented across the state: two education advocacy trainings, one training on legal issues for detention supervisors, one presentation on alcohol issues for high school seniors, and the training on Juvenile Law 101 for child serving agency staff. The first quarter financial report showed that not quite 10 percent of the grant funds had been expended at the end of that period.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project		✓	
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports		✓	
Reports of Outcomes			✓
2006 Grant Assessment			✓

The Youth Law T.E.A.M. of Indiana Technical Assistance and Resource Development project appears to be average among these case studies.

Probation

*Case Study 8: Bartholomew County Youth Services Center
Aftercare/Community Liaison
04-JF-030, \$23,574 Title II Award
05-JF-003, \$46,841 Title II Award*

Program Description

The Bartholomew County Youth Services Center Aftercare/Community

Liaison provides services to juvenile offenders on home detention and electronic monitoring in the county. Contact with each youth is expected to occur at least four different times each week. In addition the liaison is responsible for regular weekly contact with the parents or guardians. This program is an alternative to secure detention or out-of-home placement.



*Problem Statement, Goals, Objectives,
Program Activities*

The problem statement provides local data to make the argument that there is a need for an intensive supervision program in Bartholomew County. Yet, there is no context provided for the data that are presented. For instance, it was noted that in 2004 there were 961 referrals to the probation department, one-third of which resulted in formal probation. Out-of-home placement was ordered for 20 youths sent to residential facilities and 7 sent to IDOC. There is no basis for judgment, however, since no information is provided about numbers in comparable counties or even previous periods in the same county for looking at trends. During the year, 210 youths spent time in secure detention in the county and another 141 were placed in emergency shelter care. In the problem statement, the argument is advanced that some of the youths placed in secure or residential facilities could be effectively managed in the community if there was proper support and structure. The Aftercare/Community Liaison provides the level of structure and support for these youths. While it could be argued that this strategy is worthy of funding due to potential cost savings associated with secure detention or out-of-home placement, the proposal does not clearly present this or any other hypothesis to support the case for funding.

The stated goal of the project is to “provide more intensive supervision to youth referred by Bartholomew Circuit Court, who would otherwise risk being placed in secure detention or out-of-home placement.” Based on the problem statement, this goal makes sense. It does not, however, point to the ultimate outcome of the project. There are three objectives identified:

- Reduce number of days a delinquent is detained in secure detention by 25 percent,
- Reduce number of out-of-home placements in residential facilities by 15 percent, and
- Reduce length of time juvenile is on probation beyond the original term.

These objectives are consistent with the project goal. The first two objectives are very consistent with the project goal and set a clear criterion—the problem statement details the most recent year’s use of out-of-home placements and secure detentions and so it would be straightforward to assess whether the number of placements is reduced by 15-25 percent. The program administrators do not, in the narrative of the proposal, provide a clear connection between the third objective and the project goal. While the program administrators may believe that additional supervision on the part of the Aftercare/Community Liaison will reduce the number of probation violations, thereby reducing the need to extend the length of time that the youths are on probation, the proposal does not clearly state this assertion.

Measurements and Performance Metrics

The program administrators have proposed one output and five outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output and outcome measures selected for this program are consistent with the goals and objectives of the project.

There is not a detailed plan proposed for collecting this information. The program administrators indicate that they intend to “assess the number of



Outputs	Outcomes
Number of youth served by the Aftercare/Community Liaison	Number of youth who successfully complete Aftercare/Community Liaison program Recidivism rate of youth after completion of the Aftercare/Community Liaison program Number of youth detained for more than 30 days compared to previous years Number of youth placed in out-of-home residential facilities Number of probation violations filed compared to previous years

supervisions received, juveniles detained, out-of-home placements, length of probation terms, and recidivism rate of youth served and compare to previous years to determine the effectiveness of the Aftercare/Community Liaison.” This suggests a reasonable awareness of the kinds of data that must be captured to assess the effectiveness of the approach. It is interesting to note that while there is mention that these kinds of data were available in previous years, very little of this information was provided in the problem statement of the current proposal. There is a copy of an annual report for the Bartholomew County Youth Services Center that is 24 pages in length. It provides some of the indicators from 2004 that can be used to compare with current data for the assessment of the program:

- Of the 88 youths served by the Aftercare/Community Liaison in 2004, 74 (84 percent) completed the program successfully.
- Of those who successfully completed the program, 22 percent recidivated (although we cannot tell what this means—whether this is a new arrest and how long the follow-up period was).

- Of the 88 youths served by the Aftercare/Community Liaison in 2004, 14 were terminated from the program either because they were charged with a new offense or were found to have violated a major rule.

There were no progress reports found in the file for this grant.

Fiscal Performance

The Bartholomew County Youth Services Center (BCYSC) first received Title II funds from ICJI in 2005. They had previously received JABG funding from 1999-2004. Using the JABG funds, the BCYSC took over the home detention and electronic monitoring program for the county. Funding under Title II is used to support the continuation of this program. They requested \$26,513 in 2005 and were awarded \$23,574. In 2006 they requested, and were subsequently awarded \$46,841. There are no outside funds being used for this program at this time. The program administrators note that “when grant funding is no longer available to support this program, funds will be sought through the Bartholomew County Council through the county general tax fund.” Given that the proposal is expected to speak to the sustainability of the project, this is an unfortunate statement.



Table 15: Budget overview, Bartholomew County Youth Services Center Aftercare/Community Liaison, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	19,403	19,403	19,403	100	40,627	40,627
Contractual	0	0	0	-	0	0
Travel	0	0	0	-	0	0
Equipment	6,750	4,171	4,171	100	5,600	5,600
Operating Exp.	0	0	0	-	614	614
TOTAL	26,513	23,574	23,574	100	46,841	46,841

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The 2006 proposal for this project is quite impressive. It builds on the proposal from the previous year and provides data on the performance of the program in the 2005-2006 program year. The project goal and objectives have been revised to fit the guidelines for the proposal. This is one of the proposals that

makes sense based on their track record and the content of the proposal that they would be refunded and that an increase of funding would be approved. Again, in the 2006-2007 program year, we could not find quarterly progress reports in the file for this grant. At the end of the second quarter, financial reports indicated that only about one-third of the grant funds had yet been expended.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project		✓	
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports			✓
Reports of Outcomes			✓
2006 Grant Assessment	✓		

The Bartholomew County Youth Services Center Aftercare/Community Liaison project appears to be average among these case studies.

Case Study 9: Lawrence County Probation Juvenile Detention Alternative Program

***04-JF-031, \$23,574.50 Title II Award
05-JF-010, \$49,607 Title II Award***

Program Description

The Juvenile Detention Alternative Program (JDAP) seeks to reduce the numbers of youths that are committed to

correctional facilities and other out-of-home placements through the use of a community-based cognitive behavioral intervention program (*Thinking for a Change*) as a part of probation. This program lasts 12 weeks. Over the course of one year, the program expects to provide services to 40 youths. Youths are identified for the program through a comprehensive risk and needs assessment.



Case plans are developed and services are identified for the youths. Successful completion of the program involves meeting the requirements of the case plan without violating probation.

*Problem Statement, Goals, Objectives,
Program Activities*

The problem statement indicates that JDAP is a response to a perceived dearth of services allowing the court to keep the youths in the community and with their families. The proposal notes that Lawrence County is a rural county with a relatively small population. The size of the juvenile offender population on probation and in detention or out-of-home placement is noted, without a clear sense of context or interpretation. Of 932 juveniles on probation, 108 are placed out of the home for some period of time. It is not clear this is an unacceptable level of use of residential placements, and it would have made a stronger case to have framed the discussion with some judgment about the severity of the problem.

The explicit goal of the project is “to reduce commitments to the Department of Correction, juvenile detention facilities and out-of-home placements.” This goal makes sense based on the problem statement. There are three objectives defined in the project proposal:

1. Reduce the number of juveniles being committed to the Department of Correction, juvenile detention facilities, and out-of-home placements by 50 percent during the fiscal year of operation.
2. Assist in the reintegration of 10 juvenile offenders released from the Department of Correction and out-of-home placements during the fiscal year of operation.

3. Reduce recidivism by providing rehabilitative services to 40 juveniles and their families during the fiscal year of operation.

These objectives are consistent with the project goal. The first object is very consistent with the project goal and sets a clear criterion—the problem statement details the most recent year’s use of out-of-home placements and so it would be straightforward to assess whether the number of placements is reduced by 50 percent. The program administrators do not, in the narrative of the proposal, provide clear connections between the second and third objectives and the project goal. One could imagine that by working with those youths returning home from a residential/correctional placement, the youths might be less likely to reoffend. It is curious that 25 percent of the program slots for the year are to be dedicated to those youths who have already been placed in a residential setting, rather than directing the resources to those youths who are potential candidates for out-of-home placement. Finally, the third objective is vague in its use of the term “rehabilitative services”—a claim not made in the narrative portion of the proposal—and there is a reference to providing services to the families, although this is also not clear from any other part of the proposal.

Although the programming is supposed to be based on a careful assessment of the risk factors and needs for each youth, the key element of the program (*Thinking for a Change* plus drug testing) is apparently required for all of the youths in the program. From the proposal, it also sounds like Home Detention is a required component for each youth in the program. The Case Manager is then expected to add on



additional services based on the identified needs of the youths, allowing for some individualization. The program administrators do not provide any evidence that this combination of services will effectively address the problem—trying to reduce the reliance of the court on out-of-home placements—and there is not any clear evidence from the literature that would point to this intervention as the obvious choice to address the problem. If the program administrators are looking to put together a reasonable intervention program for those youths that need more than simple probation, a cognitive behavioral approach is recommended. *Thinking for a Change* is a popular curriculum that is based on other evidence-based curricula. While the combined package of services is likely to have a positive impact on the identified problem, the program administrators do not clearly outline why they believe drug testing is a necessary component.

Measurements and Performance Metrics

The program administrators have proposed three outputs and four outcomes for their project. These performance measures are drawn from the approved list developed by OJJDP. The measures that have been selected by this project are very consistent with the goals and objectives of the project:

There is not a detailed plan proposed for collecting this information. The progress reports that were submitted did not address these measures, with one exception. In the second quarterly report, it was indicated that three youths had been identified for participation in the project. In the third quarterly report, it was indicated that nine youths were identified to participate in the program. There was no additional information on whether the youths successfully completed the program and no evidence related to the outcomes.

Fiscal Performance

The Lawrence County Probation Department first received Title II funds from ICJI in 2005. They requested \$66,000 in 2005 and were awarded \$23,574.50. This grantee applied for the initial funding at a point during the year after the primary funding cycle began. The proposal was submitted in May 2005, and awarded in July 2005. The funding was set on the typical cycle for Title II grants and was due to end on March 31, 2006. The program applied for an extension in March 2006, and was granted the extension through June 20, 2006. In February 2006, they applied for a continuation grant, which was subsequently granted. They applied again for \$66,000 and were awarded only \$49,607—it is not possible to tell from the file why the award was less than the amount requested.

Outputs	Outcomes
Average length of stay	Number and percent of youth arrested/rearrested
Number of youth served	Number and percent of youth completing program requirements
Use of best practice model	Number and percent of youth committed to a correctional facility
	Number and percent of youth charged with formal probation violation



Table 16: Budget overview, Lawrence County Probation Juvenile Detention Alternative Program, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	47,000	0	0.00	-	47,000	47,387
Contractual	16,780	21,354	1,390	7	16,393	0
Travel	660	660	426	65	660	660
Equipment	1000	1,000	279	28	1000	1000
Operating Exp.	560	560	384	69	560	560
TOTAL	66,000	23,574	2,478	11¹²	66,000	49,607

From the file, we were able to find a financial statement for the 2005-2006 grant that showed just over 10 percent being expended from the grant funds through the original end date for the grant. As noted above, an extension on the grant was approved, giving the program until June 20 to expend the remaining funds. We did not find a final statement in the file showing how the program did in this regard, although ICJI reports that \$10,480 were ultimately expended for this project.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The 2006 proposal offers only minor changes from the 2005 proposal. The proposed program is identical to that proposed in 2005. There is little information on whether the program met its goals in the 2005-2006 operating period. There was a delay in beginning the program and by the end of March

2006, when the continuation grant was awarded, the program had reported only spending \$2,478.01 of the total \$23,574 that was awarded. Yet, the program requested \$66,000 for the second year. It is not clear how they would justify needing the additional funds and there is no attention in the proposal to the issue of how they plan to make sure they were going to be able to expend the funds if they were awarded. In their quarterly financial report submitted on June 30, 2006 (when they were still closing out the previous grant), they submitted a statement indicating they had not yet begun to spend any of the funds from the 2006 grant. During that quarter, they reported to have completed an entire course of *Thinking For A Change*, with seven participants. They also hired a case manager for the project and contracted with a family therapist to provide classes for the parents.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project		✓	
Fiscal Analysis of Project			✓
Submission of Quarterly Reports		✓	
Reports of Outcomes			✓
2006 Grant Assessment			✓

¹²According to award control documentation from ICJI, 44.5 percent (\$10,480) of funds have been spent by the subgrantee. ICJI's Youth Division Grants Compliance Manager indicates that this subgrantee has drawn down more funds than have been reportedly expended to date.

The Lawrence County Probation Juvenile Detention Alternative Program appears to be below average among these case studies.



***Case Study 10: Montgomery County
Probation Department Probation Officer
Funding***

04-JF-032, \$21,351 Title II Award

05-JF-017, \$28,284.81 Title II Award

Program Description

The Montgomery County Probation Department was experiencing a reduction in staff as a result of forced budget cuts by the county. They applied for Title II funds to bring the number of juvenile probation officers in Montgomery County back to its previous level. They applied for two years of funding as part of a three-year plan to weather out the period of time until the budget is restored, and they are able to get back to full strength with local dollars.

*Problem Statement, Goals, Objectives,
Program Activities*

As a result of a financial crisis in Montgomery County, the Probation Department experienced an \$86,000 cut in their budget. This translated into a loss of two full-time probation officers, which meant that 1.5 officers were going to have to do the work of two officers. It was expected that unless the county was able to find a way to fund the other 0.5 position, there will be a resulting decrease in the number of client contact hours, a decrease in the quality of supervision making it less likely such supervision will be up to best practice standards, and a decrease in field contacts. The impact of these changes would likely be felt in terms of an increase in recidivism, an increase in the use of secure out-of-home placements, and an increase in overall costs to “rehabilitate the juvenile.” It was also noted that there was an expected “earlier age of onset for delinquency.” Not much evidence was provided to support this

argument since the probation services were only available for youths who had already engaged in delinquency. With the exception of this one suspicious claim, the problem statement makes an articulate argument using local data on the scope of the potential impact of the reduction in probation office staff.

The stated goal of the project is to “maintain level of services for juveniles to reduce recidivism.” Based on the problem statement, the goal of maintaining services makes sense. There is, however, no reason to expect that if the services are maintained that there would be a reduction in recidivism. This might avoid an increase in the rate of recidivism, but the probation department is not proposing to provide more services than they were before. There are three objectives identified:

- Improve program activities by maintaining number of contacts between youth and probation staff at 1.5 hours per week
- Improve program activities by maintaining number of youths adjudicated at an average of 40 youth per officer
- Increase organizational capacity by maintaining number of Full-Time Equivalent Juvenile Probation Officers at 2.

These objectives are problematic in the same way the goal of the project is. The purpose of the project funding is to maintain the level of services for juvenile offenders in the probation department. Yet, maintaining the level of services is unlikely to improve program activities or increase organizational capacity.

The project funds are expected to cover the cost of hiring a half-time



probation officer. This will allow the probation department to bring their level of services for juvenile offenders back to the level it was when there were two full-time officers serving juveniles. The program administrators have requested financial assistance for two years, after which time they expect to use probation user fees to fund the position for one year and then expect the general fund in the county to be back at a level where the probation department budget will increase back to the pre-budget cut level.

Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output measures selected by this project are somewhat generic, yet still somewhat consistent with the goals and objectives of the project. On the other hand, the outcome measures selected are not all obviously consistent with the goals and objectives of the project.

Only two quarterly reports were found in the file for this grant. They were for the third and fourth quarters. The reports noted that the workload, in terms of contact hours and number of clients was manageable with the number of dedicated juvenile probation officers. In quarter 3, there were 58 youths on probation in the county. In quarter 4, there were 61 youths on probation. There were also a number of new referrals that did not end up on formal probation. In the fourth quarter, there were 115 new referrals to process. In each quarter, about 15 formal adjudications took place. No evidence related to outcomes has been reported by the project.

Fiscal Performance

The Montgomery County Probation Department first received Title II funds from ICJI in 2005. They requested and were awarded \$21,351 in 2005. In 2006, they requested \$28,285 and received the full amount. These funds are explicitly being used to counter budget cuts in the county budget, and are not being used to

Outputs	Outcomes
Number of contacts between youth and program staff	Number and percent of families satisfied
Number of youth served	Number and percent of staff satisfied
Number of full-time equivalent	Number and percent of youth arrested and rearrested

It is not immediately clear as to why the satisfaction level of the families and the satisfaction level of the staff are important outcomes for this project. There is no justification provided for these measures. A brief evaluation plan is presented with the proposal. In this description, there are provisions to collect information on each of the performance measures.

bring in new programming. The funds are used in whole to pay personnel costs.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

In the 2006 proposal, it was noted that the projections from the previous year were going to be pushed back for one additional year. There is now an



Table 16: Budget overview, Montgomery County Probation Department Probation Officer Funding, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	21,351	21,351	21,351	100	28,285	28,285
Contractual	0	0	0	-	0	0
Travel	0	0	0	-	0	0
Equipment	0	0	0	-	0	00
Operating Exp.	0	0	0	-	0	0
TOTAL	21,351	21,351	21,351	100	28,285	28,285

indication that there would be an additional request for funding in 2007. The proposal is otherwise largely similar to the previous year's proposal, with some updating based on the 2005-2006 year performance. This is a modest request for funding, based on other Title II requests. At the same time, the proposal notes that one probation officer is needed for every 40 youths on probation. With only 60 youths on probation in the county, there

does not seem to be a compelling need to increase the number of juvenile probation officers over the 1.5 that are funded by the county. While the 2006 proposal lacked justification for the need to fund an increase in juvenile probation officers, a continuation of Title II funding was awarded. Quarterly financial reports showed that by the end of the second quarter, 48 percent of the grant funds had been expended.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project	✓		
Submission of Quarterly Reports			✓
Reports of Outcomes			✓
2006 Grant Assessment		✓	

The Montgomery County Probation Department Probation Officer Funding project appears to be average among these case studies.

School Programs

*Case Study 11: Indiana Juvenile Justice Task Force School Support Services Program Fresh Start
04-JF-012, \$40,000 Title II Award
05-JF-002, \$75,504 Title II Award*

Program Description

The Indiana Juvenile Justice Task Force School Support Services Program (SSSP) first received Title II funding in 2003. The program was piloted from October 2002 to January 2003 and was a collaborative effort between the Anderson



Community School Corporation, the Madison County Juvenile Probation Department, and the Indiana Juvenile Justice Task Force. The program is based at the Southside Middle School in Anderson. The program is an alternative to suspension program, seeking to reduce involvement in delinquency, increase school attendance, decrease suspensions, and increase parent involvement. The content of the program is multi-faceted and includes cognitive behavioral strategies, service learning, restorative justice, parent empowerment, and character education.

*Problem Statement, Goals, Objectives,
Program Activities*

Using local data, the problem statement makes the argument that it is important to provide support for at-risk students in the middle school setting. It was noted that the Southside Middle School reports suspensions at a rate that places them among the highest in the state. Higher rates of suspension are related to lower levels of attendance and, subsequently poorer preparation for high school. The program administrators also note that since 1996, there have been further increases in the at-risk population in Anderson, along with further declines in academic performance in the high school years. The proposal notes that prior to the development of SSSP, the typical response of the school to problem behavior was to suspend the youths from school for a period of one to ten days. Further data provided in the problem statement document the changes in demographic characteristics of the youths being referred to SSSP over the past few years: over two-thirds of the youths qualify for free lunches, 26 percent were taking psychotropic medications for

mental health reasons, and 37 percent were classified as special education students. Finally, it was noted that minorities are disproportionately represented among those in SSSP. These changes all represent increases in “risk.”

The stated goal of the project is to “reduce the number of students suspended out-of-school or expelled from school, increase academic performance, reduce subsequent referrals, and improve attendance.” The instructions for the Title II application indicate that the project goal should be a concise statement indicating what the program is expected to achieve. This goal is really identifying the intermediate outcomes that would lead to the key outcome, which is likely to be “increase the number of youths making the transition from middle school to high school” or even “increase the number of youths graduating from high school.” Based on the problem statement, though, the direction of their goal makes sense. There are three objectives identified:

- Reduce the rate of out-of-school suspensions and expulsions among Southside Middle School students in grades 7-8
- Increase academic performance among Southside Middle School students as evidenced by measures such as ISTEP scores and rates of passing the Graduation Qualifying Examination
- Reduce incidents of violence, disrespect for school authority, and demonstrate a decrease in truancy

These objectives are very consistent with the project goal. In fact, they are simply a restatement of the goal into separate pieces. Objectives should specify a target change and a proposed date for



that change—as such, these objective statements are incomplete. Given that this is a continuation project, the program administrators should have a sense of the kind of change they can expect to bring about in the rate of suspensions and expulsions.

When faced with suspension, students and their parents are presented with the option of participation in SSSP. If they elect to participate, then the youths do not stay away from school, but are transported from their home school to another school facility for the programming. The program itself involves a few different strategies. The youths are involved in service learning—they provide assistance to younger students in a classroom setting. Program administrators note that “students

There is a parent engagement strategy in which parents are shown how best to work with the school and support their students with their schoolwork. Finally, once the youths have completed the SSSP program, they are assigned a mentor from the affiliated JUMP program. The mentor follows the youth back into the school setting to provide ongoing assistance.

Measurements and Performance Metrics

The program administrators have proposed three outputs and five outcomes for their project. These performance measures are adapted from the approved list developed by OJJDP. The output and outcome measures selected by this project are consistent with the goals and objectives of the project.

Outputs	Outcomes
Use of best practice model	Number and percent of youth suspended/expelled from school
Number of youth served	Number and percent of youth exhibiting a change in attendance
Average number of service hours completed	Number of youth exhibiting a change in academic performance
	Number and percent of youth exhibiting a change in social competencies
	Number and percent of students completing program requirements

participating in SSSP demonstrated increases in empathy, compassion, and self-worth related to having contributed to the educational needs of the younger students.” Participants in SSSP also take part in “Kids College,” an online academic assessment program that uses a virtual classroom to allow for exploration of anger management strategies, role playing, and problem solving. Another aspect of the SSSP programming is the use of the “Character Counts” curriculum.

The program administrators detailed a plan for collecting data on the performance measures. For instance, for the second outcome, they propose “comparing the number of days absent prior to participation in the program with the number of days absent subsequent to participation in the program.” This is a good strategy, although there is no indication as to how they will get access to the data. The program administrators deserve credit for understanding what kind of evidence it will take to report on their performance measures.



There were no progress reports found in the file for this grant.

Fiscal Performance

The Indiana Juvenile Justice Task Force School Support Services Program first received Title II funding in 2003. In 2003, they were awarded \$40,000 (grant 02-JF-036); and in 2004, \$40,000 (grant 03-JF-026). In 2005, they requested and were awarded \$40,000 (grant 04-JF-012). In 2006, they requested \$85,504, and were awarded \$75,504 (grant 05-JF-002). During the 2005-2006 program year, the program reported having expended all of the grant funds by the end of the third quarter.

the previous application, it was noted that the local school had been calling the program “Fresh Start.” Under the expansion, the program is now set to serve students in all three middle schools in Anderson. The content of the program is basically the same as it was, with a new addition of a restorative justice component. This new element is focused on having the youths make amends for the harm they did that put them at risk for suspension. The project goal and objectives are similar to those from the previous proposal. The legal applicant for this program has been the Anderson Community School Corporation, but the

Table 18: Budget overview, Indiana Juvenile Justice Task Force School Support Services Program, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	40,000	40,000	40,000	100	73,074	73,074
Contractual	0	0	0	-	250	250
Travel	0	0	0	-	830	830
Equipment	0	0	0	-	10,000	0
Operating Exp.	0	0	0	-	1,350	1,350
TOTAL	40,000	40,000	40,000	100	85,504	75,504

Funding for the SSSP program was also to come from the Anderson Community Schools Corporation (20 percent of the total program budget) and local matching funds from the Indiana Juvenile Justice Task Force (24 percent of the total program budget).

implementing agency changed with the 2006 application. The Indiana Juvenile Justice Task Force is no longer involved with the project—the third partner, the Madison County Juvenile Probation Department has now taken over the role of implementing agency. The project director has not changed.

Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The 2006 proposal indicates that it is a new project and not a continuation. Yet, the program that is being proposed is an expansion of SSSP. They have named the program “Fresh Start: Restorative Re-integration of Suspended Youth,” yet in

A progress report submitted at the end of the first quarter indicated that the program was serving youths in all three Anderson middle schools. Program administrators reported that the average rate of suspensions for the three schools was reduced by 19.3 percent (the target for the project was to reduce the rate of out-



of-school suspensions by 25 percent). Financial reports for the first two quarters showed that roughly 25 percent of the

grant funds were being expended each quarter.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports			✓
Reports of Outcomes			✓
2006 Grant Assessment		✓	

The Indiana Juvenile Justice Task Force School Support Services Program appears to be below average among these case studies.

Case Study 12: Hoosier Hills PACT Day Reporting Program
04-JF-018, \$47,085 Title II Award
05-JF-007, \$47,085 Title II Award

is being offered as an example of a School Program, it also is classified in the Delinquency Prevention category for the purposes of funding under Title II.

Program Description

Hoosier Hills PACT is the provider for the Day Reporting Program in Crawford County. The legal applicant for Hoosier Hills PACT is the Crawford County Commissioners. The Day Reporting Program is an alternative to suspension program for seventh and eighth grade students in Crawford County. Students are referred by the Junior High School where the program operates and by Crawford County Probation. All referrals are assessed using the YLSI-R, and an individualized service plan is developed on each youth. Group interventions are provided on a weekly basis, with contact between the youths and the program staff occurring on a daily basis. Another aspect to this grant program is a prevention program that is provided to all seventh and eighth graders in the school. This involves weekly classes during the school day by PACT staff. While this case study

Problem Statement, Goals, Objectives, Program Activities

The problem statement builds the argument that the middle school years are an important transition period for adolescents, with most behavioral problems developing during those years. The proposal goes on to argue that “the issues faced by any adolescent experiencing this transition period are compounded by poverty, social isolation and lack of supportive resources.” In addition to summarizing the literature on these issues, the authors also provide data on poverty, available resources, and school suspensions in Crawford County. For the most part, the data provided support the case being made in the proposal. Of approximately 300 kids in the middle school, 51 were referred to the suspension program during the 2003-2004 school year, with a total of 122 referrals for the year.



One statement in this section of the proposal is problematic: “Fourteen individual students in the junior high were referred three or more times with these 14 students making for 65, or 97% of the 122 to the suspension program.” This statement raises concerns about the accuracy of the data presented in the proposal. Despite this concern, the problem statement builds a convincing case for the value of this program.

There are two goals identified for this project. The first goal is “to operate a day treatment, school-based program designed to address the needs of young people grades six through eight and their families, identified as at-risk due to serious behavioral and academic issues.” This goal makes sense in the context of the problem statement. It does not, however, indicate what the project expects to achieve. This goal would ideally point to what the outcome would be once the youths participate in the day treatment program. A sense of the outcomes that might be expected is conveyed in the objective statements. Two objectives are identified to support this goal:

- Sixty percent of juveniles who are enrolled and participate for not less than 120 days will, at program completion, show improvement on a formal evaluation tool
- Sixty percent of juveniles who are enrolled and participate for not less than four weeks will not exhibit behaviors resulting in an out-of-school suspension for the remainder of the academic year.

These objectives are consistent with the first goal, although there is no indication as to what is meant by “show improvement on a formal evaluation tool.”

A second project goal also was proposed. This goal is “to develop and implement a delinquency prevention program to be provided to students in grades seven and eight at Crawford County Junior High School.” This goal also makes sense based on the problem statement, and it also neglects to point to expected outcomes of the project. The two objectives for this goal also sidestep the issue of what outcomes would be expected. Instead, the objectives are:

- Delinquency prevention programs will be provided in classroom settings, not less than 20 times, over the course of an academic year to 90 percent of students in grades seven and eight; and
- Eighty percent of juveniles who have participated in the prevention program will complete an end-of-year satisfaction survey with 70 percent reporting positive feedback.

When youths commit a nonviolent offense within the school, they are referred to the Day Reporting Program as an alternative to out-of-school suspension. For more serious offenses (violence, drug-related), the youths are suspended from school and upon their return to school are referred to the Day Reporting Program. Within one day of the referral, an assessment is done using the YLSI-R. Based on this assessment, an individual case plan is developed that may include an intensive case management plan to address behavior problems, behavioral contracting, or parent programming for the families. Students may be required to participate in after-school or in-school cognitive behavioral groups provided by PACT. The program lasts at least four weeks for each student and may be extended throughout the school year. The



YLSI-R is readministered for those youths participating for four months or longer. If youths fail to complete the terms of the program, they may be referred to the Crawford County Probation Department.

The proposal notes that “prevention and education services will be provided to all seventh and eighth grade students not less than once per week for not less than one semester.” This programming is described as cognitive behavioral and evidence-based (nothing more specific than this is provided in the proposal) and will touch on such subjects as character development, conflict resolution, substance use and abuse, and anger management among other topics. About once per quarter, there will also be community activities for these youths as well.

Measurements and Performance Metrics

The program administrators have proposed three outputs and three outcomes for the portion of their project that focuses on the day treatment program. These performance measures are drawn from the approved list developed by OJJDP. The output measures that have been selected by this

project are consistent with the goals and objectives of the project. The outcome measures are also consistent with the goals and objectives of the project.

There is no detailed plan on how this information will be collected and analyzed. Turning to the second goal, delinquency prevention, the program administrators have proposed three outputs and four outcomes. These outputs and outcomes are consistent with the goal and objectives for this section of the project. The selected performance measures are:

Again, there is no clear plan for gathering and analyzing these data. There is no clarification in the program file as what is meant by “exhibiting a change in pregnancies.”

Only once during the year did the program report outputs and outcomes for the part of the program focused on delinquency prevention. They noted that at the end of the second quarter, they had provided services to 138 seventh graders. They used LifeSkills Training, which they noted is a best practice model. At this point, they noted that none of the youths had been arrested or had “exhibited a change in pregnancies.”

Outputs	Outcomes
Number of youth served	Number and percent of youth arrested
Average number of service hours completed	Number and percent of youth suspended from school
Number of contacts between youth and program staff	Number and percent of youth involved in fights at school

Outputs	Outcomes
Number of youth served	Number and percent of youth arrested
Average number of service hours completed	Number of youth completing program requirements
Use of best practice model	Number and percent of youth satisfied with program
	Number and percent of youth exhibiting a change in pregnancies



There were, however, regular quarterly reports for the day reporting program. At the end of the first quarter, it was reported that 12 students had been enrolled in the in the program for at least 120 days and had been reassessed using the YLSI-R, with seven showing improvements in scores. Four of the students (of 22 participating in the program, or 18 percent) had been suspended. None of the youths had been arrested and one was caught fighting in school. At the end of the second quarter, they reported that two youths had been in the program for at least 120 days and had been reassessed using the YLSI-R, with neither one showing improvements in scores. Two students (of the 13 participating in the program, or 15 percent) had been suspended. None of the youths had been arrested or caught fighting in school.

In the third quarter, the program reported that no youths had been in the program for at least 120 days. Three students (of the 12 participating in the program, or 25 percent) had been suspended. None of the youths had been arrested and two were caught fighting in school. In the fourth quarter, the program reported that six youths had been in the program for at least 120 days and had been reassessed using the YLSI-R, with five showing improvements in scores. Three students (of the 14 participating in

the program, or 21 percent) had been suspended. Three of the youths had been arrested and one was caught fighting in school. In the final quarter of the program (due to a grant amendment and program extension), the program reported that twelve youths had been in the program for at least 120 days and had been reassessed using the YLSI-R, with seven showing improvements in scores. Four students (of the 22 participating in the program, or 18 percent) had been suspended. None of the youths had been arrested and one was caught fighting in school.

Fiscal Performance

This is a continuation grant for a project that was initially funded by ICJI in 2004 (03-JF-002), with a grant for \$42,749. In 2005, they requested \$47,385 and were awarded \$47,085. In 2006, they requested and were again awarded \$47,085. As reported by the program administrators, 90 percent of the funding for this project is from the Title II funds. The Crawford County Division of Family and Children has provided \$5,000 for the program as well. The bulk of the budget is allocated to personnel, with the key person being the Family Consultant who is apparently funded at 100 percent in this project. Funds are also budgeted for mileage reimbursement and for materials and supplies.

Table 19: Budget overview, Hoosier Hills PACT Day Reporting Program, 2005-2006 and 2006-2007 operating periods

Category	2005-2006 (\$)				2006-2007 (\$)	
	Proposed	Approved	Actual	Percent (%)	Proposed	Awarded
Personnel	27,209	37,209	37,129	100	39,085	39,085
Contractual	1,000	1,000	1,000	100	1,000	1,000
Travel	1,400	1,400	1,104	79	1,100	1,100
Equipment	0	0	0	-	0	0
Operating Exp.	7,776	7,476	7,852	105	5,900	5,900
TOTAL	47,385	47,085	47,085	100	47,085	47,085



Assessment of 2006 Grant (4/1/2006 – 3/31/2007)

The proposal for the 2006 grant represents one of the best examples among the case studies presented here of the creation of a thoughtful proposal that is based on the experiences of the program in the previous year. It is also one of the best proposals reviewed as part of the evaluation of the Title II grants. After implementation and evaluation of their strategy from the 2005-2006 year, the program is now proposing to continue to use the “LifeSkills Training” program, an OJJDP Model Program, with the seventh and eighth graders. It was noted that the

students that took part in the program in the previous year demonstrated positive outcomes—67 percent experienced no suspensions, 84 percent were not involved in any fights, and 100 percent were not arrested for any reason. The Day Reporting Program has been modified and is now called the “Behavioral Monitoring and Reinforcement Program.” The description of this program suggests that it has evolved in a thoughtful, evidence-based way from the earlier program. Quarterly financial reports showed that by the end of the second quarter, 42 percent of the grant funds had been expended.

Overall Program Assessment

Dimension	Above Average	Average	Below Average
Goal and Objectives of the Project			✓
Fiscal Analysis of Project		✓	
Submission of Quarterly Reports		✓	
Reports of Outcomes	✓		
2006 Grant Assessment	✓		

The Hoosier Hills PACT Day Reporting Program appears to be average among these case studies.



CONCLUSIONS AND RECOMMENDATIONS

Twelve case studies were rated on five different dimensions for this review. First, they were assessed in terms of the goals and objectives of the project that was funded in 2005. Application instructions clearly request that one project goal be identified and that the goal be a key outcome of the proposed project. Most of the applications did not present goals that were a reflection of expected outcomes. The objectives of the projects were supposed to lay out the outcomes in measurable terms such as how much and by when. Again, the majority of the projects did not meet this standard.

A second dimension on which the proposals were rated had to do with a fiscal analysis of the project. We looked at whether the grant funds were fully expended, whether the budget was followed, and whether the program showed intention of sustainability beyond the Title II funding. The third dimension of the review considered whether the program administrators submitted reports as required by ICJI. We found several cases in which quarterly progress reports were lacking in the files we accessed.

The fourth dimension that was examined as part of this review focused on whether the programs reported on outcomes. In most of the cases examined here, the programs reported primarily on their activities, but not the results of their work. This is clearly an area that deserves more systematic attention from ICJI in the future. Finally, all of the cases were assessed based on the application and initial program reports for the 2006 grants. We specifically considered whether the proposal demonstrated growth based on the experiences in the previous year and whether the early performance of the project in the first two quarters of the year was consistent with the new proposal.

From the analysis of the case studies, we have identified eight recommendations:

1. There is a *Three-Year Delinquency Prevention & Systems Improvement Plan* for fiscal years 2006-2008. This document is required by OJJDP and forms the basis for the work of the JJSAG as they make recommendations on funding under the Title II Formula grants. The plan should have guided the decisions in the 2006 grant cycle, and identified eight priorities for the state. While we do not know about the unsuccessful applications for Title II funding in the 2006 cycle, there are some patterns that do not make sense given the priorities identified. For instance, the Priority 1 is for Mental Health Services, yet no project in this category in the 2005 grant cycle was funded again in 2006. Priority 2 is for Delinquency Prevention. Of the six projects funded under this category in 2005, only one received funding in 2006. The JJSAG and ICJI are encouraged to examine the process for awarding grants so that the funding decisions are consistent with the priorities identified in their plan.
2. ICJI's Youth Division, in conjunction with the JJSAG, is in a position to more deliberately and more strategically influence juvenile justice programming throughout the state. The amount of Title II funds available on an annual basis is limited, yet is the largest single fund from which grants within the Youth Division are made. The *Three-Year Plan* can serve as the basis for more targeted funding decisions. For instance, there might be a detailed call for proposals with explicit statements about the kinds of programs that will receive priority



consideration (i.e., mental health services, primary prevention efforts, and so on). Once proposals have been received, the review process might be shaped by a comprehensive look at the priorities and the “available” funds in each category. ICJI and the JJSAG are encouraged to demonstrate more leadership in this regard.

3. The timing of the grants appears to create difficulties for the programs in terms of their ability to deliver a full-year program in the twelve months allotted. Programs are notified right around April 1, with some funding out after April 1. The program is expected to begin on April 1 and a progress report is due by July 20. In many cases, the project was just getting under way at the end of the first quarter and in several cases the programs were applying for extensions to complete their projects, or expend their funds, while also facing the beginning of a new grant on April 1 of the following year. ICJI should consider modifications to the grant application and review process so that the programs have sufficient notice to be able to begin their projects on the first day the funding is available.
4. When projects are awarded continuation funding, this should be based on a track record. There should be evidence that the programs did what they planned to do, achieved the outcomes they proposed, and spent the money they were awarded. Yet there does not appear to be a connection between the performance of the grantee in one year and their success in securing additional funding in subsequent years. ICJI should explore ways to inform the grant selection process so that these issues are considered.
5. Programs are asked to identify goals, objectives, and performance measures (outputs and outcomes) as part of their application for funding. In many cases the goals and objectives do not meet the standards set out in the instructions for the Title II applications. After the grant is awarded, there is no attention to the quality of the goals and objectives. Progress reports are submitted by the programs, and there appears to be little oversight over the quality of data that is reported. It is important that the funding be contingent on some level of proficiency in this area. ICJI can work with grantees to revise and improve the goals, objectives, and performance measures as a condition of funding. Technical assistance should be provided to the grantees to develop the capacity for performance measurement and evaluation.
6. Over the past few years, there has been an expectation that grantees were going to report performance measures to an on-line system maintained by OJJDP. Unfortunately, there have been challenges with this system such that the data that may have been reported by the Indiana Title II programs are not available to ICJI and may be permanently lost. ICJI is encouraged to consider ways to capture this information at the time it is submitted by the grantees so that there is data on the performance of the grants that documents the impact of the Title II funding for the state and informs future discussions leading to the next *Three-Year Plan*.



7. It is unclear how much weight is assigned to the proposed budget in making funding decisions, yet it would be in the best interest of both the grantees and ICJI to gather more information to allow for more thoughtful consideration during the grant review process. Within the application, applicants should be asked to provide detail on the overall budget for their programs, other sources of funding, and how the proposed Title II funds fit into the larger picture. Applicants should be invited to explain how Title II funds are going to contribute to the development and facilitation of more effective programming, and it should be clear that when Title II funds are no longer available, that there is a plan to sustain the programming. Continuation projects should also be asked to provide details about their fiscal performance on earlier Title II grants, so that this information can be more deliberately considered in subsequent funding decisions by ICJI.
8. There is some discussion in the *Three-Year Plan* that funding under Title II is for three years with a required step-down process so that the amount received is reduced in each subsequent year. This type of graduated plan for funding is consistent with encouraging the programs to move toward sustainability. ICJI is to be commended for establishing such a process. Yet, as of the 2006 grant awards, this does not appear to be a policy that has been put into place. Many of the programs received the same amount or a greater amount than was received in the previous grant cycle. Some of the programs have been receiving the same amount for several years. It is recommended that careful consideration be paid to developing a process to encourage grantees to increase their funding from other sources over time as the Title II funding is reduced. This should be done in the context of the priorities as laid out in the *Three-Year Plan*.





APPENDIX 1: TITLE II PROGRAM AREAS¹³

Community Assessment Centers

Funding for centers that lead to more integrated and effective cross-system services for juveniles and their families. CACs are designed to positively impact the lives of youth and divert them from a path of serious, violent, and chronic delinquency. Using a collaborative approach, CACs serve the community in a timely, cost-efficient, and comprehensive manner.

Compliance Monitoring

Programs, research, staff support, or other activities designed primarily to enhance or maintain the state's ability to adequately monitor jails, detention facilities, and other facilities, to assure compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP) of 2002.

Court Services

Funding for programs designed to encourage courts to develop and implement a continuum of pre- and post-adjudication restraints that bridge the gap between traditional probation and confinement in a correctional setting. Services include expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, electronic monitoring, translation services, and secure community-based treatment facilities linked to other support services.

Deinstitutionalization of Status Offenders

Programs, research, or other initiatives designed to eliminate or prevent the placement of accused or adjudicated status offenders and non-offenders in secure facilities, pursuant to Section 223(a)(11) of the JJDP Act of 2002.

Delinquency Prevention

Programs, research, or other initiatives designed to reduce the incidence of delinquent acts and directed to the general youth population thought to be "at-risk" of becoming delinquent. This category includes what is commonly referred to as "primary prevention," but excludes programs targeted at youth already adjudicated delinquent, and those programs designed specifically to prevent substance abuse activities that are to be funded under program area 15.

Minority Overrepresentation

Programs, research or other initiatives designed 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 2002.

Gender-Relevant Programming

Programs, services or other initiatives designed to address the unique needs of the gender of the individual to who such services are being provided.

Graduated Sanctions

Funding to support the development and implementation of system of sanctions (at the local or state level) that escalates in intensity with each subsequent, more serious delinquent offense.

Juvenile Justice Systems Improvement

Programs, research, and other initiatives designed to examine issues or improve practices, policies, or procedures on a system-wide basis (e.g., examining problems affecting decisions from arrest to disposition, detention to corrections, etc.).

¹³The list of purpose areas was excerpted from the *ICJI Juvenile Justice Division Title II Grants Program Application* at http://www.ai.org/cji/youth/applications/2006/JF%20Application%20Instructions%20Appendix_%202007.pdf (accessed January 29, 2007).



Mental Health Services. Programs, research and other initiatives designed to promote and support the development of comprehensive and coordinated mental health services for at-risk and delinquent youth. Services include, but are not limited to, the development and/or enhancement of diagnostic, treatment, and prevention instruments; psychological and psychiatric evaluations; counseling services; and/or family support services.

Probation

Programs designed to permit juvenile offenders to remain in their communities under conditions prescribed by the juvenile court and to reduce the caseloads of probation officers in order to increase the effectiveness of traditional probation services.

School Programs

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

Substance Abuse Programs

Programs, research, or other initiatives designed to address the use and abuse of illegal and other prescription and nonprescription drugs and the use and abuse of alcohol. Programs may include prevention, control, and/or treatment.



APPENDIX 2: JUVENILE ARREST RATES BY COUNTY, IN DESCENDING ORDER

County	2004 Juvenile Population (under 18)	Grand Total Juvenile Arrests, 2004	Juvenile Arrests per 10,000 Populations
La Porte	26,547	1,608	605.7
Vigo	23,696	1,121	473.1
Grant	16,618	746	448.9
Vanderburgh	40,641	1,662	408.9
St. Joseph	69,170	2,771	400.6
Tippecanoe	31,631	1,251	395.5
Marion	232,814	9,093	390.6
Howard	21,807	825	378.3
Bartholomew	19,168	722	376.7
Elkhart	55,615	1,966	353.5
Wayne	16,746	565	337.4
Steuben	8,363	273	326.4
Floyd	18,011	558	309.8
Clark	24,531	749	305.3
Scott	6,024	180	298.8
Madison	30,987	850	274.3
Fayette	5,985	161	269.0
Shelby	11,285	298	264.1
Porter	37,818	983	259.9
Lake	130,550	3,282	251.4
Vermillion	3,904	93	238.2
Cass	10,493	248	236.3
Jefferson	7,619	180	236.3
Monroe	20,854	482	231.1
Jackson	10,692	245	229.1
Lawrence	11,071	252	227.6
Huntington	9,543	209	219.0
Fountain	4,480	95	212.1
Marshall	12,733	258	202.6
Sullivan	4,837	97	200.5
Delaware	25,084	501	199.7
Jay	5,894	117	198.5
Noble	13,318	262	196.7
Miami	9,057	178	196.5
Newton	3,511	69	196.5
Henry	11,346	221	194.8
Starke	6,015	117	194.5
Perry	4,096	77	188.0
Fulton	5,189	94	181.2
Boone	13,804	250	181.1
Wells	7,246	128	176.6
Benton	2,464	43	174.5
Dubois	10,640	183	172.0
Daviess	8,708	149	171.1
Tipton	4,009	67	167.1
Hamilton	68,152	1,138	167.0
Rush	4,755	79	166.1
Hancock	15,535	257	165.4
Clinton	9,170	147	160.3
Pike	2,995	48	160.3



County	2004 Juvenile Population (under 18)	Grand Total Juvenile Arrests, 2004	Juvenile Arrests per 10,000 Populations
Wabash	7,983	128	160.3
Decatur	6,607	105	158.9
Kosciusko	20,477	323	157.7
Morgan	18,111	283	156.3
Putnam	8,297	127	153.1
Johnson	33,070	504	152.4
Jasper	8,215	125	152.2
Carroll	5,075	77	151.7
De Kalb	11,358	169	148.8
Posey	6,742	100	148.3
Adams	10,494	152	144.8
Allen	95,718	1,368	142.9
Blackford	3,297	47	142.6
Whitley	8,221	114	138.7
Harrison	8,880	123	138.5
Gibson	8,073	111	137.5
Randolph	6,599	88	133.4
Brown	3,356	43	128.1
Ohio	1,336	17	127.2
Jennings	7,678	97	126.3
Greene	8,173	100	122.4
Owen	5,637	68	120.6
Ripley	7,534	81	107.5
Franklin	6,020	64	106.3
Warrick	14,031	148	105.5
Knox	8,627	90	104.3
Parke	3,937	38	96.5
Clay	6,859	66	96.2
Washington	7,109	67	94.2
Montgomery	9,565	87	91.0
Switzerland	2,359	21	89.0
Warren	2,165	19	87.8
Union	1,826	16	87.6
Pulaski	3,437	30	87.3
Crawford	2,766	24	86.8
Orange	4,955	43	86.8
Spencer	5,088	44	86.5
Dearborn	12,705	106	83.4
Lagrange	12,068	86	71.3
White	6,215	44	70.8
Hendricks	32,681	210	64.3
Martin	2,503	14	55.9