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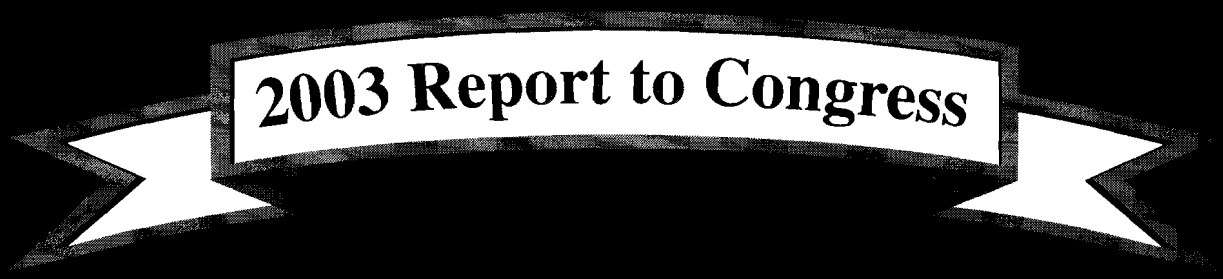

Title V Community Prevention Grants Program

U.S. Department of Justice
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2003 Report to Congress

Title V Community Prevention Grants Program

OJJDP Report

NCJ 207694

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

Foreword

For the past decade, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has supported communities nationwide in their efforts to improve the lives of youth and their families and to prevent delinquency. To date, more than 1,500 communities have received grants through the Title V Community Prevention Grants Program to launch efforts to reduce the risk factors in a young person's life associated with juvenile delinquency and enhance the protective factors that support healthy personal and social development.

Congress established the Title V Program in its 1992 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974 to encourage local leaders to assess the risk factors in their neighborhoods, draw on available resources, and develop and implement data-driven delinquency prevention strategies. Beyond its financial commitment, OJJDP supports these local efforts with constantly evolving training and technical assistance to help communities plan, implement, and evaluate effective prevention programs.

As this *2003 Report to Congress* details, the Community Prevention Grants Program is at a crossroads. In FY 2003, after subtracting funds for Title V earmarked programs, OJJDP determined that the remaining $2 million was too small of a sum to be distributed on a formula basis and suspended Community Prevention Grants Program prevention allocations to the states. While many communities have benefited from federal support for Title V prevention programming, many thousands more communities have requested, but not yet received, funding and technical assistance to develop their own prevention programs. Many states have told OJJDP that they have exhausted every option available to them to expand their support for prevention programming. The states have embraced the Title V prevention model, but OJJDP considers the program to be a work in progress. As research shows, great strides have been made in our efforts to control and, ultimately, eliminate juvenile crime and delinquency, but continued support and patience at the federal level are critical at this time.

As the program enters its second decade, OJJDP is preparing to release a set of recommended Title V performance measures, by which the states will report every year on the effectiveness of their subgrantees' prevention efforts. These performance measurement tools will support local, state, and OJJDP outcome management, resource allocation, strategic planning, and decisionmaking. OJJDP strongly encourages communities to implement prevention programs that have been proven effective based on systematic and objective research and evaluation.

Over the past 10 years, committed and determined citizens across America have worked through the Title V Community Prevention Grants Program to prevent and reduce delinquency within their communities. At this critical time in the program's history, OJJDP will build on the existing momentum in juvenile delinquency reduction and continue preparing the nation's youth for healthy and productive futures.

J. Robert Flores
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The Community Prevention Grants Program: 10 Years of Prevention

For the past decade, the Title V Community Prevention Grants Program[1] has helped communities nationwide foster positive changes in the lives of children and families through a comprehensive, research-based model for delinquency prevention. The program focuses on reducing the risk factors in a youth's life associated with juvenile delinquency and enhancing the protective factors that support healthy personal and social development. Title V encourages local leaders to initiate multidisciplinary assessments of the risks and resources within their communities and to develop prevention plans that use evidence-based strategies to address their unique needs.

Program Background and Structure

During the late 1980s and early 1990s, juvenile crime and delinquency increased sharply in the United States. Juvenile arrests for violent crimes increased 51 percent between 1988 and 1994 (Snyder, Sickmund, and Poe-Yamagata, 1996). At that time, experts predicted that, if left unchecked, juvenile crime would continue to peak, resulting in grim consequences for many communities and youth. States and counties called for new federal resources they could invest in local delinquency prevention to help stem the rising tide of juvenile crime and delinquency. Until the mid 1990s, only limited Juvenile Justice and Delinquency Prevention (JJDP) Act funds (Formula Grant) had been available for *front-end* prevention activities. For many states, the more expensive *back-end* costs of enforcement and treatment and other juvenile justice priorities dominated budgetary considerations and expenditures, leaving few and, most often, no funds to develop and implement prevention activities.

Also during the 1980s and 1990s, researchers' understanding of adolescent problem behaviors and their relationship to important social, psychological, and familial conditions grew exponentially. As a result, researchers, policymakers, and other professionals began to develop comprehensive, community-based initiatives as a key strategy for addressing persistent and complex social problems such as delinquency, substance abuse, and teen pregnancy (Connell et al., 1995). Many of these initiatives underscored the importance of reducing the factors that put a juvenile at risk of delinquent behavior (i.e., risk factors) and enhancing the factors that support positive development (i.e., protective factors). At the same time, findings from years of research pointed to a more balanced and integrated approach to combating youth violence and crime. Juvenile justice policymakers embraced this approach by incorporating prevention with sanctions, offender accountability, and treatment.

Against this backdrop, Congress, in its 1992 amendments to the JJDP Act of 1974, established the Title V Community Prevention Grants Program. This groundbreaking program provided states and communities with the funding, framework, and tools to establish community-based juvenile crime prevention initiatives, and, over time, many states adopted the Title V model as an integral part of their approach to addressing juvenile delinquency. This program offers a funding incentive that encourages community leaders to initiate

[1] In this Report, the Title V Community Prevention Grants Program is referred to as Title V, the Title V program, the Community Prevention Grants Program, and the program.

multidisciplinary assessments of local risks and resources and to develop comprehensive, collaborative plans to prevent delinquency. To help communities formulate, implement, and evaluate their delinquency prevention plans, OJJDP sponsors orientation training for local leaders, offers training on collecting and analyzing community risk and resource data, helps communities choose promising strategies for their prevention plans, and provides other technical assistance. Since a comprehensive approach increases the efficacy of prevention efforts while reducing duplication of services, the Community Prevention Grants Program requires communities to form multidisciplinary Prevention Policy Boards (PPBs). The program stipulates that the state or local government must provide a 50-percent cash or in-kind match to encourage collaboration in developing resources, sharing information, and obtaining additional funding to sustain the long-term efforts.

Since the program's inception, the prevention landscape has evolved. States have made initiatives that focus on risk and protective factors integral parts of their program planning and have increased their emphasis on prevention activities. More than 1,525 communities nationwide have participated in the Community Prevention Grants Program over the past 10 years. During that same period, researchers have expanded our knowledge of "what works" in delinquency prevention, and matching local needs with evidence-based programs has become easier.

Also over the past decade, juvenile arrest statistics have significantly improved. The juvenile arrest rate for violent crimes (murder, forcible rape, robbery, and aggravated assault) in 2002 was at its lowest level since 1980 and nearly half the rate in 1994 (Snyder, 2004). Between 1994 and 2002, the juvenile arrest rate for property crimes dropped 43 percent, to its lowest level since at least the 1960s (Snyder, 2004). These trends and the early successes of the Community Prevention Grants Program are encouraging, and OJJDP remains committed to enhancing the program and its support of community efforts to eradicate juvenile crime and delinquency.

Strengthening the Community Prevention Grants Program

When the Community Prevention Grants Program was introduced in 1994, it broke new ground because it integrated a research-based approach into local delinquency prevention efforts. Since then, the program has accomplished many things, including nationwide participation, state use of the program model in prevention planning, increased multidisciplinary collaboration at the local level, increased use of data-driven assessment, and positive systemic changes in how services are provided for children and families. At the same time, the program has presented states and communities with new challenges—including translating the theory-based model into practice, shifting mindsets from "program first" thinking to comprehensive prevention planning, developing evaluation capacity at the local level, and embracing the implementation of research-based strategies to meet prevention needs.

Over the past decade, OJJDP has adapted and fine-tuned the program to reflect state and local feedback, legislative priorities, emerging prevention research, and findings from state monitoring efforts. In addition, the national evaluation of Title V has enabled OJJDP to better understand and improve the program. This long-term evaluation assessed program implementation and outcomes in 11 communities from 6 participating states (Hawaii, Michigan, Nebraska, Pennsylvania, Vermont, and Virginia). Specifically, the evaluation was intended to examine the Title V model's viability and effectiveness in preventing juvenile delinquency. Very broadly, the evaluation was designed to address the following research questions:

- What has been the impact of the Community Prevention Grants Program on risk factors, protective factors, and juvenile problem behavior?
- What factors and activities lead to the effective implementation of the Community Prevention Grants Program model and to positive program outcomes?

Using a mixed-method, multilevel design, the evaluation moved from a broad description of the Title V program in every community to increasingly detailed investigations of program implementation and outcomes. The approach also included a technical assistance component designed to build the evaluation capacity of the participating communities.

Based on the findings of the evaluation, OJJDP enhanced the Community Prevention Grants Program in the following three areas:

- Emphasis on a more balanced approach to prevention planning.
- Support for selecting evidence-based programs.
- Improvements in the training and technical assistance curriculum.

These enhancements build on the early momentum of Title V and put communities in a better position to make the most of the program and produce long-lasting results for youth and families.

Emphasis on a More Balanced Approach to Prevention Planning

The theoretical framework of the Title V program mirrors the public health approach for addressing a contagious disease. It first identifies the risks known to increase the likelihood that the disease will spread and then reduce those risks and take steps to build resistance to them. When Title V was first introduced, the supporting research focused heavily on the role that risk factors play in predisposing children to becoming involved in delinquency and other adolescent problem behaviors. It also addressed—though less predominantly—the protective factors that buffer the negative influences and help build resilience in youth. Centered on the seminal work of Dr. J. David Hawkins and Dr. Richard F. Catalano in the 1980s and early 1990s (Hawkins and Weis 1985; Hawkins et al., 1986; Hawkins, Catalano, and Miller, 1992), Title V promoted the identification of community risk factors in five domains: community, school, family, peer groups, and individuals. Local grant applicants were required to thoroughly analyze community risk factors based on indicator data they had collected and then determine which risk factors warranted attention and resources. The early Title V training, which drew heavily from the *Communities That Care* (CTC) curriculum (Hawkins and Catalano, 1992), devoted much time to discussing risk factors and building skills to conduct risk assessments.

During the 1990s, some prevention researchers and advocates emphasized the importance of building resiliency over reducing risks (see, e.g., Bernard, 1991, and Benson, 1997). These advocates emphasized prevention strategies that concentrate on assets and strengths rather than risks and deficits. Likewise, many communities and local service providers were drawn to the positive nature of asset-based approaches. For example, the Search Institute promoted an approach that focuses on 40 developmental assets, which are defined as positive experiences and personal qualities that young people need to grow up to be healthy, caring, and responsible individuals (www.search-institute.org/aboutsearch, May 2004). Some of the asset-based approaches, however, concentrate solely on resiliency and do not address the underlying conditions that put youth at risk. This may not be as effective as simultaneously enhancing protective factors and reducing risk factors (Pollard, Hawkins, and Arthur, 1999).

As the Community Prevention Grants Program progressed, OJJDP recognized the importance of a balanced approach to delinquency prevention. Building on emerging research and grantee experiences, OJJDP integrated an emphasis on both protective factors and risk factors into the new Title V grant announcements and guidelines. OJJDP also instructed training and technical assistance providers to introduce current and prospective grantees to a variety of models that included risk- and protection-focused prevention as well as community asset building. The current Title V framework and curriculum underscore the importance of both lessening the negative conditions that may contribute to problem behavior and building buffers that mitigate the negative influences and increase resiliency.

Support for Selecting Evidence-Based Programs

A key link in the Title V theoretical framework is the premise that communities will select and implement evidence-based programs that have already been proven effective in reducing identified risk factors and enhancing protective factors. Although specific programs are not prescribed, communities are expected to develop strategies based on the available research on "what works" in delinquency prevention. Throughout the program's first decade, some local grantees implemented research-based programs while a sizable number did not. In the earlier years, this dichotomy could be attributed in part to a lack of available information on effective programs. In more recent years, however, more prevention research and evaluations have been conducted and, as a result, the number of effective evidence-based programs has grown.

OJJDP is committed to the use of a research-based approach. The Office sponsors the Blueprints for Violence Prevention Initiative, which has evaluated more than 600 programs using a strict research-based standard to determine how effectively the programs reduce adolescent problem behaviors. Further, OJJDP requires all of its grant programs—including the Community Prevention Grants Program—to integrate evidence-based strategies. In accordance with Section 504, part (c), of the JJDP Act of 2002, OJJDP will "give priority to [Title V] applicants that demonstrate ability in . . . developing data-driven prevention plans, employing evidence-based prevention strategies, and conducting program evaluations to determine impact and effectiveness." OJJDP encourages states to review local subgrant applications for the inclusion of both a comprehensive delinquency prevention plan that is data driven and proposed prevention strategies that research has shown to be exemplary, effective, or promising.

To help communities identify evidence-based delinquency prevention programs that fit their specific needs, OJJDP sponsored the development of the *Title V Model Programs Guide and Database (Title V MPGD)*. The *Title V MPGD* is the new generation of the *Promising and Effective Programs (PEP) Guide*, which was originally developed for use during the pre-Title V grant award training. The *Title V MPGD*, which is available both via OJJDP's Web site (www.ojp.usdoj.gov/ojjdp, under Programs in the main menu) and in CD format, provides communities with easily accessible and current information that can help them locate scientifically tested and proven delinquency prevention programs and strategies.

Improvements in the Training and Technical Assistance Curriculum

To help communities successfully implement the Title V program, OJJDP has offered training and technical assistance (TTA) to new and potential grantees across the country since 1994. Although the early training provided grantees with a foundation for initiating their community prevention grants, it was limited in how much it helped them build the requisite knowledge and skills to establish an effective prevention initiative. In recent years, OJJDP has taken steps to ensure that TTA more effectively meets state and community needs. Those steps include the following:

- In April 2000, OJJDP awarded a contract to a new Title V TTA provider. With OJJDP oversight, this provider developed a new Title V training curriculum that enhances continuity across training sessions, is more tailored to individual community conditions, and emphasizes a balanced and research-based approach to community prevention planning. Also, OJJDP now offers followup TTA that can be modified to meet the unique circumstances of specific states and communities. For easy access, technical assistance is offered both onsite and via the telephone.

- Input from more than 30 juvenile justice specialists and state Title V coordinators during four regional focus groups helped shape the development of the new curriculum (see exhibit 1). In the early years of Title V, TTA was offered through multiple sessions, including a 1-day orientation session for key community leaders and high-level executives and a 3-day risk and resource assessment workshop for selected PPB members. Feedback from state juvenile justice specialists and community members revealed several limitations of this approach. Among them was a disconnect between the key leaders (the

Exhibit 1. OJJDP Response to State Title V Training Needs

State Suggestions for Training Improvements	OJJDP Response
Improve continuity across training sessions.	Modified curriculum and invited the same participants to three training sessions.
Make training more responsive to local needs.	Offered modified training at the community level rather than at the regional level.
Address a variety of risk- and protection-focused models in training.	Modified training materials to address asset and resiliency models.
Help community members with data collection for risk and resource assessment.	Developed the *Community Data Collection Manual.*
Provide examples of successful, research-based strategies.	Developed the *Title V Model Programs Guide and Database.*

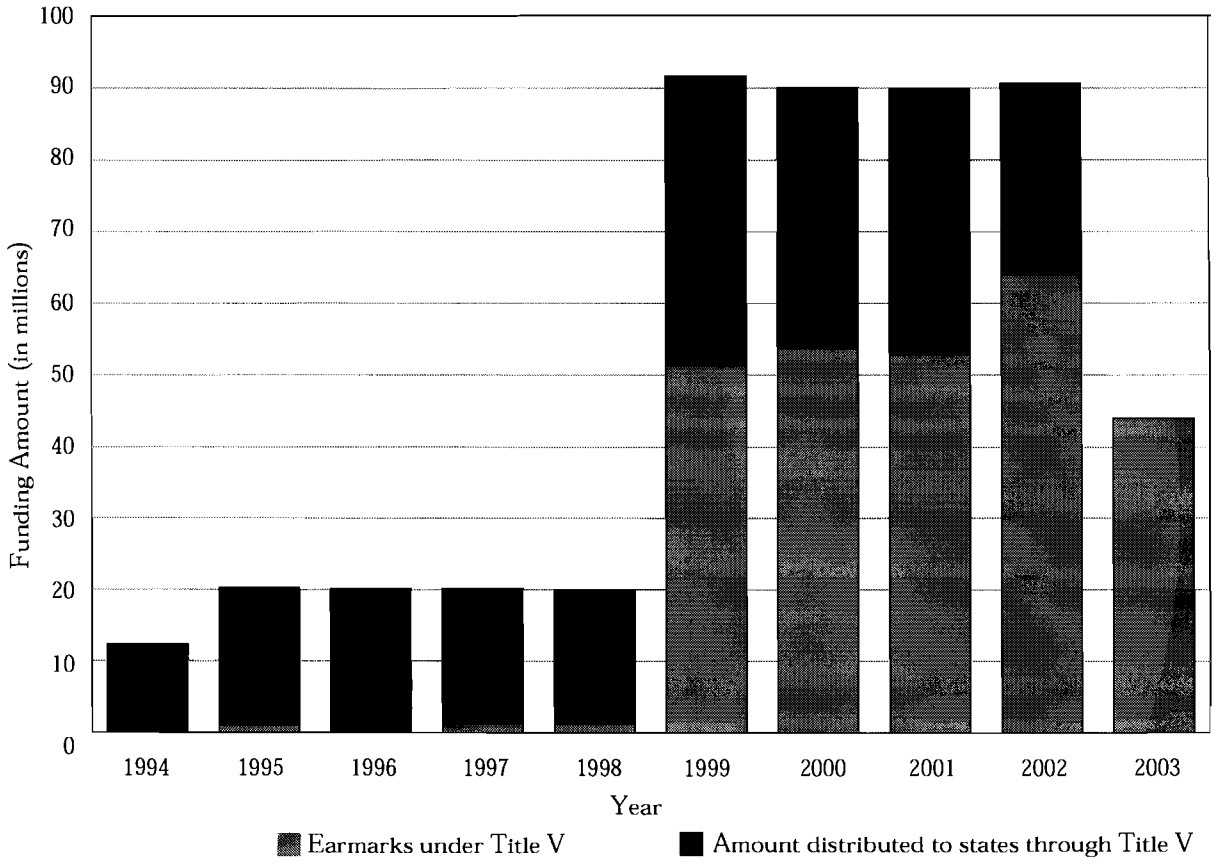
Exhibit 2: Overview of Current Title V Training Curriculum

- **Community team orientation.** This half-day training brings together policymakers, high-level agency and organization executives, planners, and business leaders from a single community to familiarize them with the research basis for risk- and protection-focused prevention. The training provides an overview of Title V and addresses team building, community mobilization strategies, and data collection needs.
- **Community data collection and analysis.** This 2-day training helps community members review, interpret, and prioritize risk- and protective-factor data. Participants also learn how to assess their resource availability and gaps, craft a community profile, and write a community assessment report.
- **Community plan and program development.** This 1-day training focuses on developing the community's 3-year delinquency prevention plan and identifying effective and promising prevention strategies that meet community needs and conditions.

first training group) and PPB members (the second training group) that occurred when the key leaders failed to adequately communicate with PPB members regarding their vision for the initiative and frequently retreated from involvement following the training. To overcome this limitation, the new training curriculum (exhibit 2) asked communities to identify appropriate participants to attend three training sessions, thereby improving continuity.

- Focus group participants offered additional recommendations that were incorporated into the new training. For example, participants noted that community members needed greater assistance with collecting data for the risk and resource assessments. As a result, OJJDP developed an easy-to-use *Community Data Collection (CDC) Manual* for training participants. The *CDC Manual* provides detailed information on risk and protective factors, national trend information, and templates for plotting risk factor indicator data. Participants also called for more examples of successful, evidence-based prevention strategies. In response, OJJDP developed the science-based *Title V MPGD.* Finally, OJJDP made identifying and integrating evidence-based prevention strategies that meet community needs a central topic of the final training session.

Exhibit 3: Title V Earmarks Compared to Amounts Distributed to States, FY 1994–FY 2003



	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Amount distributed to states	$13,000,000	$19,257,000	$19,933,000	$18,933,000	$18,833,000	$40,544,000	$36,416,000	$37,322,720	$26,709,760	$0
Earmarks under Title V	$0	$1,000,000	$200,000	$1,200,000	$1,200,000	$51,200,000	$53,700,000	$52,700,000	$64,000,000	$44,000,000

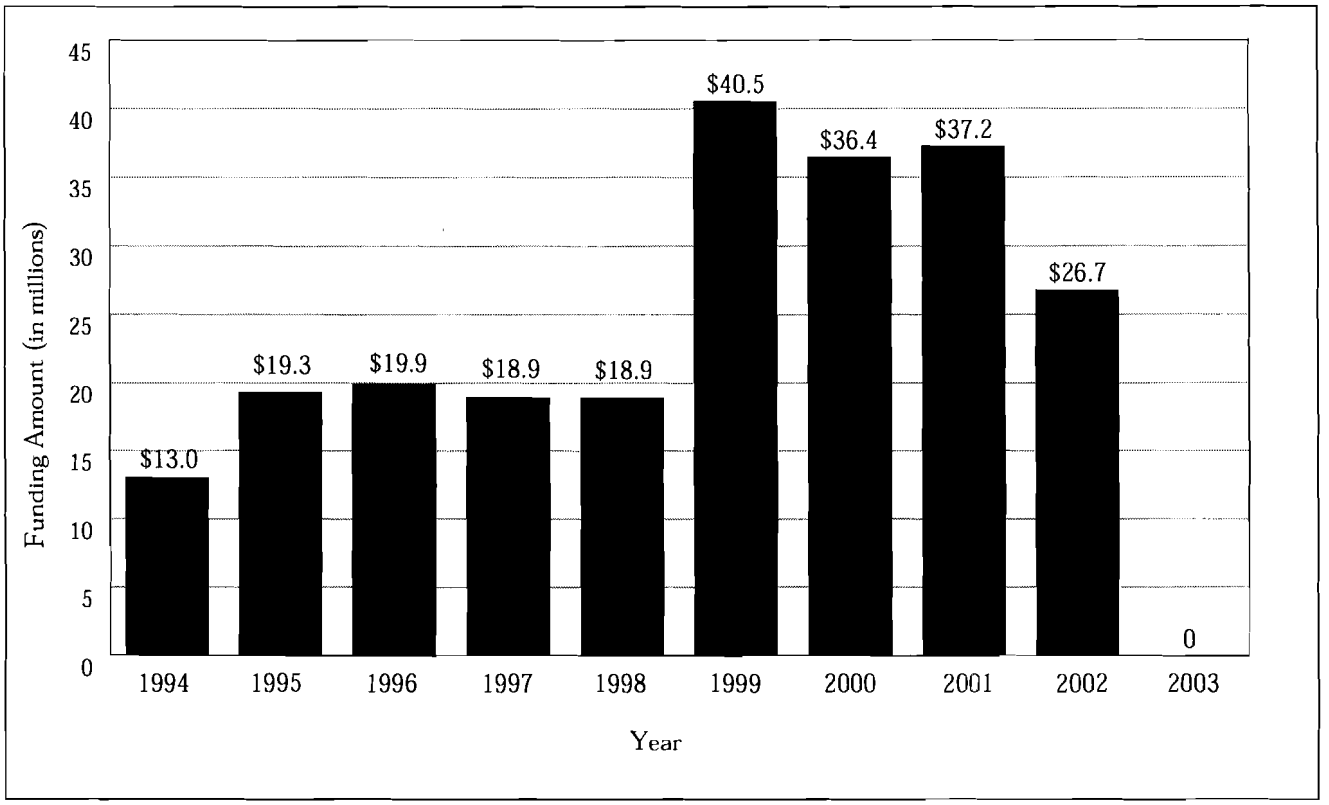
The *Title V MPGD* for selecting evidence-based programs, combined with a more balanced approach and an enhanced training and technical assistance curriculum, helps communities effectively mobilize themselves, collect and analyze data, and select research-based delinquency prevention strategies. As a result, communities receive a solid foundation for understanding the Title V model and help in building the requisite skills to translate the model into practice. Collectively, these changes mean local communities have greater opportunities to reduce juvenile crime and delinquency.

History of Title V Appropriations and Earmarks Under Title V

Since 1994, Congress has appropriated funds under Title V to support states[2] in implementing delinquency prevention strategies. In the program's first year, Congress appropriated $13 million for Title V, with all of it going to the Community Prevention Grants Program. As shown in exhibit 3, from the

[2] The term "states" also includes U.S. territories and the District of Columbia.

Exhibit 4: Title V Community Prevention Grants Program Total State Allocations, FY 1994–FY 2003



second year on, Congress allocated an increasingly larger portion of total Title V funds to earmarked programs,[3] which has resulted in fewer dollars being allocated to the Community Prevention Grants Program. From 1995 to 1998, approximately $20 million was appropriated under Title V for the Community Prevention Grants Program. In 1999, Title V appropriations were more than doubled to $40.5 million; then, over the next 3 years, appropriations declined by one-third to about $27 million in 2002 (see exhibit 4). Consequently, the number of communities funded has decreased from 511 in FY 1999 to 380 in FY 2002. In 1999, the total amount for earmarks began to exceed the total Title V allocations to the states. In 2002, the total amount for earmarks was 2.4 times greater than the total Title V allocation to the states.

In 2003, after subtracting funds for earmarked grants, about $2 million remained for the Community Prevention Grants Program—an amount that OJJDP determined was insufficient to be distributed nationwide on a formula basis. As a result, OJJDP did not distribute Title V funds to the states in FY 2003.

Because OJJDP made no Title V awards in 2003, a number of states turned to alternatives, including combining funds from other sources, to support at least some of their ongoing prevention activities. The next section of this Report examines the states' efforts to sustain their delinquency prevention activities, local-level Title V accomplishments in 2003,

[3] A federal earmark is a grant provided directly from a member of Congress to a local program or grant agency. Funds for earmark grants come from the congressional member's personal annual appropriation pool, which is then allocated through the federal appropriations process. OJJDP congressional earmark grants are awarded annually to programs and agencies to address juvenile delinquency or child abuse and neglect. In recent years, earmark grants have become more common, thereby decreasing the amount of money available to programs authorized in the JJDP Act—in this case, the Community Prevention Grants Program.

and how OJJDP supported these efforts. The Report then discusses the impact of the suspension of Title V funding in 2003, including effects on state and local-level prevention efforts. The Report concludes with a discussion of OJJDP's commitment to delinquency prevention, stressing the importance of continuing and expanding federal financial support so more communities can implement the Title V delinquency prevention model.

Title V Activities in 2003

Each year, juvenile justice specialists submit two pieces of information for this Report. First, they respond in writing to a series of questions about the implementation of Title V in their state. Second, they update their state's fiscal table, which documents how funds were spent in previous fiscal years (1994–2002) and in the current fiscal year (in this case, FY 2003). Of the 55 states and territories that participated in the Community Prevention Grants Program in FY 2002, 54 provided information on how they spent their FY 2002 funds. Puerto Rico did not provide this information. This year, 47 states, 4 territories, and the District of Columbia submitted the narrative section, which is the basis for the next section of this Report. Delaware, Georgia, and Puerto Rico did not submit narrative information.

This chapter presents what the states told OJJDP about the Title V activities they conducted in 2003 and how these efforts compare with previous years. The chapter also examines the steps many states took to support local prevention efforts when Title V funds were suspended, highlights several local Title V programs that have yielded positive outcomes, and describes how OJJDP supported state and local prevention efforts.

State Activities

Since 1994, more than 1,525 communities across the nation have received Title V funds to implement local delinquency prevention efforts.[4] Exhibit 5 shows the total allocation of Title V funds from FY 1994 through FY 2002 (no funds were awarded in 2003). As of May 15, 2004, 48 of the 54 states that submitted the requisite information had awarded some or all of their Title V FY 2002 funds. Alaska, Florida, Maine, Mississippi, Oregon, and Puerto Rico had not yet awarded these funds. In FY 2003, the 48 states used unobligated FY 2002 funds to award a total of 380 subgrants: 157 new subgrants (to grantees who had not received a subgrant in previous years) and 223 continuation subgrants (to grantees who had received a subgrant in previous years). Forty-eight communities received continuation subgrants for the final 12 months of implementation.

One hundred eighty-three of these awards were made before April 10, 2003, and the remaining 197 awards were made between April 11, 2003, and May 30, 2004. Overall, the subgrantees reflect a diverse group nationwide, including urban and rural, small and large communities such as Chicago, IL; Lansing, MI; Meeker, CO; Tippecanoe, IN; and Windham, CT. Characteristics of the awards include the following:

- The awards ranged from $1,000 to $340,725, with the average subgrant being approximately $14,000.
- Fifty percent of the subgrants were less than $45,000; 25 percent were between $46,000 and $75,000.
- Ten percent of grantees received more than $118,000.

Although states received no FY 2003 Title V allocation, 60 percent (27 states, 1 territory, and the District of Columbia) supported continuation grants. Of these 29 states, 40 percent supported

[4] This number reflects records that juvenile justice specialists, Title V coordinators, or project staff have updated. Records were not updated for Puerto Rico. South Dakota did not participate in the Title V Community Prevention Grants Program from FY 1998 through FY 2002.

Exhibit 5: Allocation of Title V Community Prevention Grants Program Funds, by State

State/Territory	FY1994–2001	FY 2002	Total
Alabama	$31,490,000	$413,000	$31,903,000
Alaska	791,000	100,000	891,000
Arizona	3,567,000	503,000	4,070,000
Arkansas	1,909,000	250,000	2,159,000
California	25,842,000	3,403,000	29,245,000
Colorado	2,946,000	405,000	3,351,000
Connecticut*	21,060,000	277,000	21,337,000
Delaware	779,000	100,000	879,000
Florida	10,004,000	1,341,000	11,345,000
Georgia	5,445,000	755,000	6,200,000
Hawaii	972,000	109,000	1,081,000
Idaho	1,052,000	136,000	1,188,000
Illinois	8,735,000	1,128,000	9,863,000
Indiana	4,388,000	579,000	4,967,000
Iowa	2,122,000	270,000	2,392,000
Kansas	2,024,000	262,000	2,286,000
Kentucky	2,842,000	366,000	3,208,000
Louisiana	3,341,000	422,000	3,763,000
Maine	957,000	111,000	1,068,000
Maryland	3,735,000	499,000	4,234,000
Massachusetts	4,009,000	522,760	4,531,760
Michigan	7,007,000	902,000	7,909,000
Minnesota	3,659,000	473,000	4,132,000
Mississippi	2,212,000	285,000	2,497,000
Missouri	3,853,000	495,000	4,348,000
Montana	846,720	100,000	946,720
Nebraska	1,298,000	166,000	1,464,000
Nevada	1,267,000	188,000	1,455,000
New Hampshire	$941,000	$108,000	$1,049,000
New Jersey	5,761,000	768,000	6,529,000
New Mexico	1,353,000	187,000	1,540,000
New York	11,881,000	1,537,000	13,418,000
North Carolina	4,844,000	647,000	5,491,000
North Dakota	775,000	100,000	875,000
Ohio	8,334,000	1,063,000	9,397,000
Oklahoma	2,569,000	328,000	2,897,000
Oregon	2,362,000	311,000	2,673,000
Pennsylvania	8,408,000	1,075,000	9,483,000
Rhode Island	865,000	100,000	965,000
South Carolina	2,633,000	351,000	2,984,000
South Dakota†	801,000	100,000	901,000
Tennessee	3,849,000	514,000	4,363,000
Texas	15,230,000	2,044,000	17,274,000
Utah	2,009,000	264,000	2,273,000
Vermont	775,000	100,000	875,000
Virginia	4,771,000	639,000	5,410,000
Washington	4,222,000	557,000	4,779,000
West Virginia	1,218,000	148,000	1,366,000
Wisconsin	3,745,000	474,000	4,219,000
Wyoming‡	775,000	100,000	875,000
District of Columbia§	775,000	100,000	875,000
American Samoa	256,000	33,000	289,000
Guam*	256,000	33,000	289,000
N. Mariana Islands	256,000	33,000	289,000
Puerto Rico	3,365,000	402,000	3,767,000
Virgin Islands**	256,000	33,000	289,000

* Did not apply for FY 1994 funds.

† Did not apply for FY 1998–2002 funds.

‡ Did not apply for FY 1994–FY 2000 funds.

§ FY 1998 funds withheld.

** Did not apply for FY 1994–FY 1998 funds.

continuation grants at a significantly reduced level. However, many states reported having to compromise other programs or use resources from other funding streams to compensate for the loss of Title V funds. The funding sources used included the following:

- **Unobligated Title V funds from earlier years.** The most frequently reported source of funding was unobligated Title V funds from previous fiscal years. Some states had these funds available for two reasons: (1) As a result of the congressional budget cycle and OJJDP's administrative process, the states often do not receive their Title V awards until late in the fiscal year; and (2) many states have an extended subcontracting process (i.e., offering training, issuing a request for proposals, scheduling grant reviews, and issuing subgrants). Seventeen states, the District of Columbia, and one territory (39 percent of states) reported using Title V dollars from previous fiscal years to support 2003 activities.

- **Title II funds.** Six states (12 percent) used Title II funds to compensate for the loss of Title V funds. Title II Formula Grants, which are allocated to states based on the proportion of their population younger than 18 years old, allow for a broader scope of activities than Title V Grants. Title II allows states to use funds to support programs related to preventing and controlling delinquency and improving the juvenile justice system. For example, Minnesota used Title II funds to support 10 continuation grants. West Virginia also used Title II funds to support its four existing Title V grantees at a reduced level of funding.

- **Other federal funding sources within the state.** Ten states (19 percent) reported using other federal or state dollars to fund Title V communities in FY 2003. These other sources included:

  - The Bureau of Justice Assistance's Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, which helps states and units of local government control and prevent drug abuse, crime, and violence.

  - OJJDP's Enforcing Underage Drinking Laws and Challenge Grant Programs, which support state and local efforts to improve the juvenile justice system and prevent delinquency (although these efforts are of limited scope).

  - In Iowa, Title V funds were pooled with other federal, state, and local funds, and community subgrantees received small grant awards ($1,600) in a lump sum. The practice of pooling funds is becoming increasingly common as individual funding sources decrease and states must find alternative means to fund prevention activities.

Local Activities

Accomplishments at the Local Level

Each year, juvenile justice specialists identify, through local evaluation efforts, communities that have achieved positive outcomes or sustained their Title V prevention activities after the end of their grant period. This section features these accomplishments and shows that communities continue to work toward their prevention goals despite reduced funding.

- **The Town Action for Prevention (TAP) Program** in Batesburg-Leesville, SC, is a community-wide, comprehensive program to reduce four key risk factors among area youth: negative attitudes toward school, academic failure, family history of problem behavior, and child victimization and maltreatment. Five program components address these risk factors: life skills training, an after-school program, a parenting program, a mentoring program, and an educational program. Evaluation of the educational component indicates that students who participated in TAP showed significant improvements in grade point averages and Palmetto Achievement Challenge Test[5] scores. TAP participants also had fewer incidents of in- or out-of-school suspension than students in a comparison group.

[5] The Palmetto Achievement Challenge Test is a standardized proficiency test given to children across the nation as part of the President's No Child Left Behind Act.

- **The Boomerang Program,** supported by the Maine Office of Substance Abuse, is a four-session alcohol and substance abuse awareness program for teens who are first-time alcohol offenders. The program, offered in partnership with the Kittery Police Department, deters youth from future alcohol use and further offenses, educates youth and their parents about the risks associated with alcohol use, and helps youth make better decisions regarding alcohol use. The program's evaluation, which included telephone interviews with a representative parent sample and face-to-face interviews with a representative youth sample, indicates that the program is producing behavioral and attitudinal changes. Interview data specifically suggest that, after participating in the program, both parents and teens have a better understanding of the risks of alcohol use and a stronger awareness of the consequences associated with teen drinking. Teen data also indicate improved decisionmaking skills related to alcohol use and, most importantly, a decrease in teens' alcohol use.

- **The On-Track Truancy Prevention Program** is a unique collaboration between the San Francisco (CA) Police Department and the San Francisco Unified School District. This program focuses on participants' attachment to school and provides academic and social support to chronically truant seventh and eighth graders. The program also helps parents improve their parenting skills and connections to community resources. A full-time school resource officer who works closely with school staff to return truant students to school is at the heart of the program. Now in its third year of implementation, the program has become a critical factor in how schools improve overall attendance, reduce violence, and maintain a positive climate. School attendance has increased 70 percent, and the overall school attendance rate for the first semester has reached 98 percent. The students who have improved their attendance have done so by an average of 16 days per year. Anecdotal information suggests that teachers see fewer conflicts between students and adults, improved problem-solving skills in students, and more students seeking help *before* they get into fights or verbal conflicts, rather than as a consequence of conflict.

- **The Minneapolis Police Athletic League (PAL)** provides free afterschool activities in which local police officers volunteer as coaches, mentors, and role models. The program is based on the premise that engaging youth in prosocial activities between 3 p.m. and 6 p.m., when most juvenile crime occurs, and encouraging participants to build bonds with law enforcement officers help prevent involvement in criminal activity. The program is demonstrating success. From 2002 to 2003, the program served more than 1,500 youth and included more than 3,000 law enforcement volunteer hours. For the same period, comparisons between youth who were active in PAL and those who were not indicated that fewer active PAL participants were involved in status and criminal offenses than youth who were not active in the program (5 percent versus 8 percent, respectively). In addition, PAL participants tended to commit fewer serious offenses than nonparticipants.

- **The Skagit County Truancy Intervention Project** in Skagit County, WA, is specifically targeted at truancy reduction in this impoverished area. The county's high school dropout rate (14 percent) is the seventh highest among Washington's 38 counties. This court-based program responds to youth for whom schools have filed truancy petitions. The program uses a multi-tiered approach that includes an assessment of the problem, referrals to appropriate support and treatment services, ongoing case management, and monitoring to ensure that youth return to school or an appropriate alternative to resolve truancy problems. The program increases the intensity of services based on a child's truancy history. Children who are truant for the first time must participate in a 1-hour truancy information class; children who are truant for a second time must attend a more intensive, 3-hour session. For children who are truant more than twice, the intensity of the intervention increases considerably. In addition to receiving a comprehensive assessment to identify problems that may underlie the truancy (e.g., mental health, substance abuse,

or family violence), these children and their parents are offered an array of services to address the issues identified in the assessment.

The increasing intensity of the intervention, combined with the ancillary services offered to children identified as at-risk for chronic truancy, have effectively reduced truancy in this community. Results for the second year of the project were positive. Of the 447 truancy petitions received, only 25 youth (5 percent) served time in a detention facility, a 49-percent decrease from the previous year. The court dismissed 54 percent of the cases based on completed agreements that the student would return to school. Only 5 percent of the participants returned to court on a second truancy petition. Finally, 266 youth were referred to intervention programs and other professional services that they most likely would not have received if not for their involvement in the project.

Skagit County also used its evaluation data to guide program modifications, which, in turn, helped the county achieve desired outcomes. For example, during the first 2 years of program implementation, the evaluation showed that many schools relied on the courts to force youth back to school, an approach that was not working. In fact, this tactic actually deterred youth from returning to school. Program staff also identified a cohort of youth with chronic truancy issues that accounted for a significant percentage of the petitions filed. Using these data as a guide, the intervention was changed to include early assessments of youth for identification of issues underlying their truancy problems, such as family and learning problems. Services were then directed at those issues. The program was modified to allow early parental involvement in program activities.

Sustainability Success Stories

Sustaining prevention efforts once they have been implemented and the initial grant award has ended is of critical concern to every program. The following examples illustrate programs that made sustainability a key component of their program plan; as a result, these programs thrive.

The Hannahville Indian Community. The Hannahville Indian Community in Hannahville, MI, started its delinquency prevention program after tribal authorities became concerned about the rates of substance use, delinquent behavior, dropping out of school, early sexual behavior, and suicide among tribal youth. After making a connection between these behaviors and the relative lack of organized recreational and other prosocial activities offered for youth on the reservation, tribal authorities and community members decided to increase the number of recreational options for youth. A team of community members brainstormed ideas, attended Title V training in response to a 1995 Title V grant solicitation, and later received both a planning grant and a Title V grant.

The tribe's show of support was one of the most important aspects of its grant application. Acting on its sense of responsibility to the community and support of the Title V program model, the tribe had a sustainability plan from the outset. For each of the implementation years planned, the tribe agreed to assume a larger portion of the fiscal responsibility for the grant activities until the end of the grant period, when the tribe accepted full financial responsibility. With this support, the afterschool and weekend activities that began under Title V blossomed into a full-blown community center that offers recreational, educational, cultural, and health-based activities to youth and their families. According to Carol Bergquist, the program director, "We went from almost nothing to this, and it's still growing. Each year we add more. The tribal support keeps the program stable but, without Title V, this would have never happened."

Skagit County, WA. The county believes its evaluation findings are the reason that Title V programs have been sustained. The evaluation of the Skagit County Truancy Intervention Program has produced empirical evidence of its success. Using evaluation findings, the program staff, with support from the Title V PPB, has gained support from the local school system and the police department. The schools provide fiscal support and truancy referrals to the program. The police department recently set up portable police stations in targeted neighborhoods to help with truancy cases. These efforts have helped sustain program activities over time and

achieve a 40-percent school reentry rate among program participants.

Federal Support Through Title V Training and Technical Assistance

In conjunction with the Title V funding and grant award process, OJJDP continued throughout FY 2003 to provide TTA to states and communities. Title V TTA is available prior to a grant award to help potential grantees develop the knowledge and skills necessary to negotiate each key stage of the comprehensive risk- and protection-focused planning process. Ongoing TTA is also available to ensure that current Title V grantees have the skills necessary to successfully implement and monitor their delinquency prevention strategies.

OJJDP's three-part Title V training curriculum focuses on the requirements for Title V subgrant applications (as outlined in the *Federal Register*) and the tools community prevention planning teams need to meet these requirements. Specifically, the user-friendly and location-specific curriculum is designed to help communities interested in applying for Title V funds collect data on local risk and protective factors and select research-based strategies that meet their needs. It includes three sessions: Community Team Orientation Training, Community Data Collection and Analysis Training, and Community Plan and Program Development Training (see exhibit 2, page 5). By the end of the third session, participating communities will have drafted all of the major risk and resource components of a comprehensive plan and are engaged in developing the Title V application. In 2003, more than 741 participants from more than 100 communities in 9 states and territories participated in the training.

Model Programs Guide and Database

To help communities choose evidence-based prevention strategies—one of OJJDP's priority areas—OJJDP developed the *Title V MPGD*. In July 2003, OJJDP listed the *Title V MPGD* on its Web site (www.ojp.usdoj.gov/ojjdp). As an interactive Web page available to both current and potential Title V subgrantees, juvenile justice practitioners, and researchers, the *Title V MPGD* is organized into three sections:

- **Overview.** This section includes the theoretical context for risk-focused prevention, a review of risk and protective factors, an overview of program types, and an explanation of the program rating categories (i.e., exemplary, effective, and promising).
- **Program research summaries.** This section describes state-of the-art research on 16 programs organized within the 5 main spheres of influence. The spheres include the—
  - **Community sphere,** which describes community- and problem-oriented policing programs, afterschool and recreation programs, and other community strategies.
  - **School sphere,** which includes strategies that can be easily implemented in schools, including prevention curriculums and strategies related to behavior management, school and classroom environment, academic skills enhancement, and truancy prevention.
  - **Family sphere,** which presents information about parent training and family therapy.
  - **Peer sphere,** which includes programs such as peer mediation and gang prevention.
  - **Individual sphere,** which presents information about mentoring programs, vocational and job training, leadership and youth development, and other prevention services.
- **Searchable database and program descriptions.** This section is a comprehensive, easy to use list of more than 100 programs that meet stringent criteria for demonstrating statistically significant changes in delinquency or risk and protective factors related to delinquency.

The *Title V MPGD* contains summary information on programs that meet specific methodological criteria and adhere to a strong theoretical foundation. Based on the methodological strength of its research design, each program is labeled an exemplary program, an effective program, or a promising program.

The *Title V MPGD* is searchable by age group, racial/ethnic group, gender, target population, and program type. Each item in the results of a search is linked to a detailed program description that includes the risk and protective factors the program addresses, the target population, an effectiveness rating and endorsements, descriptions of the intervention, a recommended evaluation design and performance measures, findings, references, and contact information. New programs that meet the strict evaluation criteria are continually added to the database.

To help communities use this tool effectively, OJJDP offers on request both regional training and training for individual states. In FY 2003, 10 such training events were conducted, including 1 session at each of OJJDP's regional training locations (Atlanta, GA; Chicago, IL; Jersey City, NJ; and Portland, OR), 2 state sessions (Michigan and Washington), 2 sessions for OJJDP staff, 1 session for OJJDP contractor staff, and 1 presentation at the American Society of Criminology's annual conference. Approximately 475 individuals attended these sessions.

Meeting the TTA Needs of States and Communities

OJJDP has also been proactive in meeting the unique needs of states and communities. For example, when a state or community has specific technical assistance needs, or when the series of training sessions does not fit a state's funding cycle, OJJDP offers customized training and technical assistance. Customized training is often a condensed version of the three training sessions conducted with State Advisory Group members, PPB members, and representatives of county agencies. Also, OJJDP makes presentations on Title V to state juvenile justice specialists, state Title V coordinators, the Coalition for Juvenile Justice, practitioners, and researchers at various training events or other OJJDP-sponsored conferences. Other activities included evaluation training, the *Title V MPGD* user information sessions mentioned above, and the delivery of training in communities that want to develop comprehensive delinquency prevention plans and apply for funding streams other than Title V.

In FY 2003, a new component was added to the Community Plan and Program Development Training. This new module features the principles associated with effective implementation, including tips for hiring caring and knowledgeable staff, reviewing program and implementation plans with staff, setting and maintaining high standards for staff performance, monitoring program progress, and planning for staff turnover. The session also covers topics related to involving parents, guardians, and community members in program implementation.

Postaward training is also offered to Title V subgrantees. In FY 2003, OJJDP developed, tested, and conducted a day-long curriculum on performance measurement and program evaluation with 48 participants from 2 states, in response to the renewed emphasis on program evaluation set out in the JJDP Act of 2002. A 4-hour training called "Recruiting, Developing and Keeping PPBs Alive" is also available on request for subgrantees.

Monitoring and Improving the Curriculum

To ensure the appropriateness of training content and the effectiveness of trainers, each training session is evaluated using participant satisfaction scores. These scores are a composite measure derived from two 5-point scales. The first scale asks each participant to assess his or her degree of satisfaction with each training module on a range from 1 (extremely dissatisfied) to 5 (extremely satisfied). The second scale asks each participant to assess the trainer's skill in several areas, including the extent to which the trainer was knowledgeable in relevant content areas, answered questions clearly and completely, gave clear instructions for each exercise, and was well prepared and organized. The data are entered into a database that produces an overall score for both the training curriculum and each trainer. On this 5-point scale (in which 5 indicates the best possible score), the average evaluation score for the Community Team Orientation Training in FY 2003 was 4.3. For the Community Data Collection and Analysis Training, the average was 4.4; and for Community Plan and Program Development Training, the average was 4.2. The overall trainer evaluation score was 4.6. OJJDP

applies the evaluation findings to curriculum enhancement and trainer performance review.

In a separate effort to improve the effectiveness of Title V training and customize it to the needs of particular areas, OJJDP has added video teleconferencing as a training method. Video teleconferencing enabled 30 communities to participate in training that was simultaneously aired to 7 satellite locations in 1 state in FY 2003. The format made it possible for the main and satellite sites to interact so questions from all participants could be answered.

OJJDP also supports a Title V newsletter, *Community Prevention: Title V Update.* Each issue of the newsletter, which is sent to all state juvenile justice specialists, state Title V coordinators, existing Title V subgrantees, and potential subgrantees (via Title V training sessions), focuses on a different theme. The Spring 2003 issue provided information on performance measurement and evaluating Title V projects. It discussed building results-driven programs and identifying key issues in performance measurement. It also highlighted resources for Title V subgrantees who want to learn more about implementing performance measurement. To disseminate the newsletter in a timely and efficient manner, OJJDP maintains its database of current Title V subgrantees, which is updated annually. OJJDP uses the database to produce the mailing list for the Title V newsletter and to send relevant funding information out to the field. In addition, OJJDP continued to use its Title V listserv to facilitate communication throughout FY 2003 among OJJDP, juvenile justice specialists, and state Title V coordinators.

Across the country, thousands of community members have learned the value of comprehensive risk- and protection-focused delinquency prevention planning. Technical assistance and funding opportunities have made communities more proficient in implementing this approach and helped them embrace the Community Prevention Grants Program as a strategic approach for reducing juvenile delinquency.

Impact of the Suspension of Title V Funds

The Title V Community Prevention Grants Program has had far-reaching effects on the delinquency prevention field. Since 1994, the program has been a primary source of delinquency prevention dollars for states and communities nationwide. State juvenile justice staff across the country are well-versed in its comprehensive, community-based prevention model and its emphasis on long-term, data-driven planning. Many states have applied the Title V model to all state prevention efforts. At the local level, subgrantees in more than 1,525 communities have received training and used Title V funds to implement local prevention efforts. As a result, many communities have seen positive changes in the risk factors associated with juvenile crime and delinquency.

The growth of the Title V program came to a halt in FY 2003. After Congress allocated the majority of the OJJDP Title V appropriations to earmarked programs, the Community Prevention Grants Program was effectively suspended. This chapter describes how states and communities adjusted to the loss of Title V funds in FY 2003.

States' Response to Suspension of Title V Funds

To determine the extent to which the 2003 Community Prevention Grants Program budget cuts affected states and communities, OJJDP asked juvenile justice specialists to share the strategies they employed to compensate for the suspension of Title V funds and what strategies their states might use to fund delinquency prevention activities if Title V funds are further reduced or eliminated. Several juvenile justice specialists reported efforts and plans to equip communities to access other funding sources.

Training and Coordination To Access Other Funding Sources

Juvenile justice specialists in several states, including Alabama, Colorado, and Michigan, plan to offer training to help build communities' capacity to secure funds from sources other than Title V. The training will be in areas such as grant writing, fund development, and outreach.

For example, in Colorado, the state juvenile justice agency has collaborated with other state agencies that fund prevention to form the Prevention Leadership Council, which has been designated to coordinate prevention funding and activities across the state. One of the council's main goals is to train all Colorado communities in the Title V risk- and protective-factor prevention model and then to ask each community to develop a 3-year plan outlining gaps in services. Communities then could apply to the council for funds to implement prevention efforts. The council pools resources across state agencies and manages grant activities statewide, thus ensuring that funds, however meager, are available each year, reducing duplication of efforts among agencies, and increasing coordination and efficiency of service delivery at the local level.

The Michigan Committee on Juvenile Justice (MCJJ) hopes to build local prevention capacity through training, thereby decreasing local dependence on any single funding source. To this end, MCJJ has approved a plan to offer several types of community-based training that focus on building and sustaining prevention efforts. The plan first seeks to support OJJDP-sponsored Title V training, regardless of whether Title V funds are available. Michigan communities also can participate in state-sponsored training in grant writing and fund

development. These types of trainings are expected to empower communities to continue collaborative efforts started under Title V and to seek additional resources for sustaining prevention efforts. Finally, outreach and media relations training can help communities develop public awareness campaigns and communicate evaluation findings. Michigan emphasizes evaluation to its Title V and other grantees as a means to attract funding from foundations and other sources.

State Funding Sources

Three states currently have programs from which they can support Title V grantees should it become necessary. Kansas has developed a $5.4 million state block grant program using tobacco settlement moneys. The state currently funds more than 180 prevention programs in 31 judicial districts. Oregon's High-Risk Juvenile Crime Prevention Program is funded through the state's general fund. Oregon's 36 counties and 9 federally recognized tribes are all eligible to receive funds through the program, which began in 1999. Because both of these state programs hold grantees to the same standards required by Title V (i.e., collaboration, risk- and protection-factor focus, implementation of research-based programs, evaluation), they again demonstrate these states' commitment to long-term prevention planning.

Maryland has developed a Consolidated Youth Strategies Program—a cutting-edge, multiyear grant program that consolidates OJJDP funds and other state and federal dollars into one large pool of money. The initiative is designed to support delinquency prevention activities in 24 jurisdictions. Like the programs in Kansas and Oregon, this program follows the basic tenets of the Title V model.

Impact at the State Level

When juvenile justice specialists were asked, "What was the impact of the lack of 2003 Title V funds on your state's delinquency prevention activities?" they identified the following problems:

- An inability to fund new grants and continue existing grants.
- Reduced services for youth and families.
- Challenges in implementing research-based programs.

Inability To Fund New Grants and Continue Existing Grants

Despite community interest, a large number of states could not fund new prevention grants in 2003. Respondents from 21 states and 1 territory said they did not fund new prevention efforts this year because of the funding shortage. This resulted in a significant disruption of delinquency prevention efforts.

For example, several Nebraska communities that had completed Title V training and were in position to receive grants did not receive federal moneys because of the funding reduction. When the state was unable to find alternate funding for these new projects, the communities did not implement prevention activities at any level. The Minnesota juvenile justice specialist reported that, if funding had not been cut, the state would have funded at least 15 new subgrantees who planned to focus on underserved rural and Native American communities.

Three of the states that could not support new grantees also could not fund any continuation grantees. In Hawaii, Massachusetts, and Washington, no delinquency prevention grants were awarded in 2003. A combination of severe state budget cuts and federal funding cuts made it impossible for these states to compensate for the lack of Title V funds. In Washington, funding was discontinued for 4 projects that had served more than 700 youth in rural and underserved areas of the state in 2002. The juvenile justice specialist encouraged the affected communities to seek local funds, but only one community was successful at this, and at a significantly lower funding level.

Only one state and one territory funded both new and continuation grants in 2003. In both cases, unobligated Title V funds from previous fiscal years were used to support prevention activities; however, this support was at a reduced level. Virginia used

the remainder of its 2002 grant funds to make continuation awards and to fund some, but not all, of the requests for new funding.

Reduced Services for Youth and Families

Because of the 2003 funding reduction, 20 states and 1 territory funded continuation grants, but at a significantly reduced level. The North Carolina juvenile justice specialist reported that the funds received in 2002 supported approximately 10 prevention programs that served more than 2,200 youth. Had funds been available in 2003, they would have supported tutoring, parent training, counseling, and interpersonal skills training in an additional 8–10 communities, serving approximately 2,000 more youth and families.

South Carolina and the Virgin Islands faced similar circumstances. South Carolina eliminated five Title V programs because of budget cuts. The juvenile justice specialist there estimates that more than 1,000 youth previously served went without services. In the Virgin Islands, approximately 100 high-risk youth did not receive prevention services in 2003.

Colorado supported eight existing grantees at minimal funding levels. The state could not recruit potential Title V communities to participate in training. As a result, local communities relied on limited county funds to subsidize prevention activities. Many communities reduced the number of priority areas they addressed and eliminated programs accordingly. In many cases, this proved difficult. Having spent many months developing long-term prevention plans—including conducting needs assessment activities to identify priority areas and finding the right programs to address them—community members struggled to adjust their plans. Fewer programs also meant fewer opportunities to meet the prevention goals laid out in these plans.

The New York juvenile justice specialist noted that as the New York Division of Criminal Justice (DCJ) strengthened its commitment to prevention over time, so did local grantees. In 1994, DCJ funded 7 Title V communities; by 2002, an additional 65 grantees had received Title V funds. DCJ had made good on its commitment to fund all local communities that met the requirements for prevention grants. The loss of Title V funds, however, meant that DCJ could no longer meet its commitment. Continuation grantees in 2003 received half the amount of funds they received in 2002.

Juvenile justice specialists in four states and one territory reported that they could not compensate for the lack of Title V funds. In Wisconsin, where Title V was the only funding stream specifically focused on delinquency prevention, a severe cut in the state's juvenile justice funds left the state with no way to make up for the lack of Title V funds. As a result, 13 subgrantees (including 3 in their final year of continuation funds) did not receive any funding in FY 2003. For some smaller states, such as New Hampshire and Vermont, resources were already so limited that no available options existed for compensating for lost Title V funds. Neither New Hampshire nor Vermont provided financial support to Title V communities in FY 2003.

Challenges in Implementing Research-Based Programs

The juvenile justice specialists in Michigan and Maryland expressed concern about the future of research-based programming in their states, especially given its high implementation costs. In both states, many communities are implementing either multisystemic therapy (MST) or functional family therapy (FFT)—two strategies that effectively reduce delinquency among high-risk youth. MST is a treatment methodology that has been shown to have positive effects on serious, violent, and chronic juvenile offenders. FFT is a family-based prevention and intervention program that has been successfully applied to high-risk youth and their families. Both programs are costly to implement. Based on an average annual service capacity of 50 youth and families per team per year, the total cost of MST program support and training is $22,500–$32,500 annually, or $400–$650 per youth. The cost for FFT is $1,350–$3,750 per family. FFT also requires a three-phase training model at an estimated cost of $26,000. Insufficient funding may make these programs cost prohibitive in the future.

Longer Term Implications

Because Title V has a longer and steadier history than any other federal delinquency prevention program, it represents more to states and communities than a simple funding source. Its effectiveness in producing positive outcomes has made Title V the primary model for prevention planning nationwide. As reported in the *2000 Title V Report to Congress* (Office of Juvenile Justice and Delinquency Prevention, 2002), 26 percent of state juvenile justice specialists said Title V had enhanced their state's investment in prevention. Several states, including New York, Oregon, Pennsylvania, and Virginia, apply Title V principles to all state prevention efforts. These factors have helped solidify the credibility of the Title V Program model among state and local stakeholders.

Some juvenile justice specialists said the suspension of Title V had a negative impact on prevention efforts in general. As prevention funds have been reduced or eliminated, communities have shifted their programming emphases. After years of building support for prevention efforts, state program administrators are concerned that gains made under Title V will be reversed, and juvenile crime and arrests will begin to increase.

Several juvenile justice specialists said they are seeing increased delinquency rates. The Nevada specialist wrote, "For the past 5 years, there has been a decrease in delinquency rates. In fact, the rate [of delinquency] was growing slower than the population. In 2003, delinquency rates were double the rate of the population growth."[6] This shift coincided with cuts in state and federal prevention dollars and the concurrent loss of prevention programming, especially in rural areas, he said.

Program Sustainability

Program sustainability has become a critical issue for local communities. Providing evidence of success is critical to securing ongoing funding. One barometer of the overall success of the Community Prevention Grants Program is grantees' ability to institutionalize or sustain prevention programs after the grant award period ends. Sustainability has sometimes been difficult for Title V communities. In fact, grantees reported concerns as early as 1998, when a number of communities reported being unable to continue grant activities past their Title V funding period. Many of the communities that state juvenile justice specialists nominated for inclusion in the *2000 Title V Report to Congress* said they were unsure how they would acquire the resources to continue their efforts. Given the current limitations on resources and the expectations that federal and state budgets will be further reduced (the FY 2004 Title V budget has been appropriated at a level significantly lower than in recent years), understanding how to help communities obtain funds for sustaining programs is critical. However, several issues make assessing the extent to which Title V communities have sustained their efforts in past years and how they will do so in the future difficult.

Specifically, although OJJDP each year asks juvenile justice specialists to identify communities in their state that have been particularly successful in sustaining their prevention initiatives, most lack both the time and resources to follow Title V grantees once their grant period has ended. In some states, the same communities are nominated each year; in others, there are no nominations.

This situation does not lend itself to understanding the factors that either facilitate or hinder sustainability efforts—factors that could assist OJJDP in helping communities sustain their Title V programs long term. In addition, other options for tracking and gathering sustainability data, such as mail or telephone surveys, are likely to be cost prohibitive given current funding conditions and the more than 500 past Title V grantees that exist in any given year. These issues are problematic, but now, more than ever, OJJDP needs to strengthen its understanding of sustainability so it can continue to support prevention efforts.

[6] From 2002 to 2003, the population rate in Nevada increased 3.4 percent. In that same time period, referrals to the juvenile justice system increased 6.2 percent (Nevada State Demographics 2002 release, ASRHD estimates and projections).

Next Steps in Delinquency Prevention

Supporting children and families is a key component of OJJDP's mandate. The Office recognizes that prevention of and early intervention in problem behaviors are essential for achieving its goals of deterring youth crime and violence and reducing the number of juveniles arrested and detained. Over time, effective front-end delinquency prevention services reduce the burden that the back end of the juvenile justice system—adjudication and confinement—bears and the human and economic costs. OJJDP introduced the Title V Community Prevention Grants Program 10 years ago to serve as a catalyst for promoting research-based prevention activities. As presented in this Report, states and communities have widely accepted and implemented the model with encouraging results.

Ongoing long-term support for prevention ensures the well-being of the nation's youth and protects public safety. But simply funding Title V is not enough. We must also continue to assess how to use prevention funds more effectively and draw from lessons learned to strengthen the program's efficacy.

As the program enters its second decade, OJJDP is concentrating on three key areas to enhance the positive impact of the limited Title V funds:

- **Provide enhanced support for grantees to implement evidence-based practices.** OJJDP requires local grantees to propose prevention strategies that research has shown to be promising, effective, or exemplary in reducing risk factors and enhancing protective factors associated with juvenile delinquency. OJJDP supports the identification of such strategies through its online *Title V Model Programs Guide and Database.* This year, OJJDP added service programs to *MPGD* in the areas of intervention, treatment, and aftercare. The tool is a cost-effective way to help states and communities access current research and match evidence-based programs to their needs and circumstances. OJJDP plans to complete the expansion of *Title V MPGD* in 2004, making it a user-friendly source of evidence-based programs for all juvenile justice initiatives, regardless of funding source.

- **Promote performance measurement.** Performance measurement and program evaluation are vitally important to ensure accountability, assess outcomes, and keep programs on track. OJJDP is committed to helping all grantees, including those funded by Title V, track their performance. Toward that end, OJJDP has contracted for the development of recommended performance measures and performance reporting systems. These tools are expected to support local, state, and OJJDP outcome management, resource allocation, strategic planning, and decisionmaking.

- **Enhance training and technical assistance.** As funds permit, OJJDP will continue to enhance and offer training and technical assistance that builds state and local capacity in data-driven planning, program implementation, sustainability, performance measurement selection and reporting, and other key areas linked to effective prevention initiatives.

Community mobilization takes time. Achieving long-term community commitment to a delinquency prevention model focused on increasing protective factors and reducing risk factors and delinquency rates takes even longer. In its first 9 years, the Title V Community Prevention Grants Program steadfastly progressed at both the state and local levels in advancing its prevention model and reaping positive outcomes, which OJJDP has supported through

training and technical assistance. Even in its 10th year (FY 2003), when OJJDP did not allocate Title V funds, a number of states found ways to fund local delinquency prevention efforts, albeit with fewer subgrants and lower funding levels. On the other hand, it is clear that most options that these states employed to maintain some level of prevention activities came at the expense of other juvenile justice priorities and/or were one-time, stop-gap measures.

Over the past decade, OJJDP has built upon the Title V Community Prevention Grants Program's achievements and valuable momentum to prevent delinquency at the local level. A measure of this success is that thousands of communities have submitted requests to their state agencies for funding and technical assistance to implement this community-based and data-driven prevention approach. The demand for prevention programming exists. Federal support is critical to sustain the momentum that has been created. OJJDP stands ready to provide cutting-edge support to delinquency efforts across the nation and to increase the accountability of state and local recipients to make maximum use of future Title V appropriations.

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