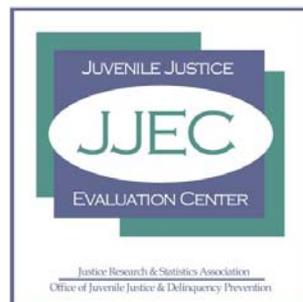


Status of the States Regarding Juvenile Justice Evaluation

December 2005



Juvenile Justice Evaluation Center

A project of



Justice Research and Statistics Association

Acknowledgments

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Executive Summary

Since 1999, the Justice Research and Statistics Association (JRSA) has been working on the Juvenile Justice Evaluation Center (JJEC) project to assist the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in its efforts to build juvenile justice evaluation capacity in the states. Project activities include training, state-specific technical assistance, conference presentations, the development and maintenance of a web site, practitioner-oriented publications, subawards to states to encourage researcher-practitioner partnerships, and a monthly newsletter.

This report on the status of juvenile justice evaluation efforts in the states and territories as of 2005 includes information on current evaluation-related policies and practices as well as changes that occurred since 1999. Evaluation was broadly defined in this study as that which is done to assess the effectiveness of programs. Information on evaluation policies and practices was collected in 2005 from the following contacts in the 56 states, territories and the District of Columbia: Juvenile Justice Specialists, State Advisory Group (SAG) Chairs, and Statistical Analysis Center (SAC) Directors.

Some policies and practices are common to almost all states while with others there is great variation across states. Primary findings in this area include:

- A majority of states/ territories focus on evidence-based programs (82% or 42 states), that is, programs and approaches shown by prior research and evaluation findings to be effective. However, in states with an evidence-based focus, the use of evidence-based programs is typically encouraged, but not required (76% or 32 states).
- Responsibility for evaluation rests most commonly with the programs (63% or 31 states) or an external evaluator (61% or 30 states) hired by the state or program.
- In 41% (21 states) of states evaluation requirements are not necessarily the same for all juvenile justice programs within the state.
- Most states (57% or 29 states) produce annual reports on the effectiveness or accomplishments of juvenile justice programs, and 63% (32 states) of states produced at least one evaluation report in the past two years.
- In 20% (10 states) of states standard outcome measures are used for all juvenile justice programs.
- Only one state does not use evaluation information to make funding decisions.

Programs are required to fulfill several evaluation-related policies and practices. All states require programs to collect descriptive monitoring data (e.g., number of youths served), and a majority of states require programs to collect outcome measures (77% or 39 states) and submit an evaluation plan with their grant application (71% or 36 states). Even though these common requirements existed, review of documentation and further questioning revealed substantial variation in terms of the amount and type of information required in monitoring reports and evaluation plans. There is also substantial variation in how programs submit data to the state.

Provision of evaluation-relating training or assistance is common. Only 35% (18 states) of states require programs to receive evaluation-related training, but 68% (35 states) of states reported that in the past two years programs had received evaluation-related training/technical assistance or attended a conference in which they learned about evaluation at least once. During the past two years in most states state-level juvenile justice staff received evaluation-related training/technical assistance or attended a conference in which they learned about evaluation (84% or 43 states).

For the most part, Juvenile Justice Specialists are “satisfied” or “somewhat satisfied” (82% or 42 states) with the evaluation practices of their state. All Juvenile Justice Specialists indicated that they would change something about the evaluation practices of their state if they could.

Juvenile Justice Specialists, SAG Chairs, and SAC Directors provided information about changes in various juvenile justice evaluation matters in their state between 1999 and 2005. Substantial evaluation-related changes during this period were reported by all three types of respondents. States appear to be increasingly satisfied with evaluation on the whole, and their emphasis on evaluation has increased over the last five years. The establishment of evaluation-related policies and practices at the state and program levels appears to be a factor contributing to the greater focus on evaluation. Review of the data strongly suggests that states are more dependent today on evaluation results for important decisions than they were in 1999.

In both 1999 and 2005 all three respondent types reported on factors that facilitate and hinder juvenile justice evaluation efforts in the states. There were substantial changes in the factors reported, including the importance of particular factors, the emergence of new factors, and the role of particular factors over time and across respondent type. Changes were not consistent across respondent type. The greatest shifts related to evaluation policies and requirements; across all respondent types these factors were reported in 2005 as facilitating evaluation more often than they were in 1999. In fact, in 2005 federal policies and requirements emerged as a factor that both facilitates and hinders states’ evaluation efforts. The presence of knowledgeable staff also appears to be a critical factor in both facilitating and hindering juvenile justice evaluation efforts. Lack of knowledgeable staff was reported as less of a hindrance in 2005 than in 1999 across all respondent types. This suggests that staff know more about evaluation in 2005 than they did in 1999, which is helpful to the states in their evaluation efforts. Not surprisingly, funding opportunities are another factor that serves to both facilitate and hinder evaluation efforts. However, over time more SAG Chairs and SAC Directors considered the lack of funding and lack of support for evaluation as hindrances, while concern among Juvenile Justice Specialists decreased.

Six states were identified as having a strong evaluation focus— Arizona, California, Florida, Oregon, Pennsylvania, and Washington. There was variation among them, however, in terms of the score they received, their evaluation approaches, and the organization and administration of juvenile justice.

Thirteen states received a “high” score signifying extensive changes in evaluation policies and practices over time. In alphabetical order, these included Alaska, Connecticut, Florida, Kansas, Kentucky, Nebraska, New York, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, and Texas. Three states received “high” scores for evaluation change and evaluation focus (Florida, Oregon, and Pennsylvania). Three states demonstrated little to no change from 1999 to 2005 and were classified as having a low focus on evaluation altogether.

This report demonstrates that numerous, substantial changes in evaluation policies and practices in juvenile justice have occurred in many states since 1999. Many factors have contributed to this increased focus on evaluation including federal legislation, OJJDP-funded initiatives and performance measurement requirements, the evaluation and research fields, and efforts of national juvenile justice organizations. Nevertheless, we identified some states that appear to give little attention to evaluation. We conclude that state-specific training and/or assistance, such as has been provided by JJEC, should be provided to states that currently have little focus on evaluation. The calculations produced in this report may be used as a guide to select states to target for training and/or assistance.

Overall, there is wide variation across states in their evaluation policies and practices. Evaluation policies and practices differed to a considerable degree even among those states classified as having a strong evaluation focus. This suggests the next step: states should receive guidance on how to incorporate evaluation-related policies or practices into their juvenile justice systems. Broadly, guidance related to what, how, and why to evaluate as well as the use and dissemination of evaluation information should be considered. Written evaluation models or standards based on further examination of the policies and practices of states with a strong evaluation focus to emulate may be useful to other states and jurisdictions that would like to become more evaluation-focused.

Work in two areas should be continued. First, states and programs should be provided opportunities to learn how to conduct and/or participate in evaluation. Current federal and state requirements concerning performance measurement and evaluation require specific knowledge. Learning more about these areas will help states develop and implement evaluation-related policies and practices. Second, the sharing of information on evidence-based programs and practices should be continued and states should be helped to determine how best to use this information.

Based on this assessment of the status of the states on juvenile justice evaluation, we conclude that many states have come a long way, but more work is needed to help states become more evaluation-focused and meet the requirements of the 2002 reauthorization of the Juvenile Justice and Delinquency Prevention Act.

Introduction

Since 1999, the Juvenile Justice Evaluation Center (JJEC), a project of the Justice Research and Statistics Association (JRSA), has been assisting the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in its efforts to build juvenile justice evaluation capacity in the states. In this vein, JJEC has engaged in a number of activities, including producing practitioner-oriented publications on evaluation; providing evaluation-related technical assistance and training to state juvenile justice personnel and programs operating juvenile justice programs; and funding Statistical Analysis Centers to conduct projects in order to develop relationships at the state level that help build juvenile justice evaluation capacity. JJEC also developed and manages a web site to disseminate information on the outcomes of juvenile justice program evaluations, JJEC-produced publications, and a variety of other resources to increase knowledge regarding the evaluation of juvenile justice programs and facilitate the use of evaluation information.

At the outset of the project, JJEC conducted an assessment of the status of juvenile justice evaluation needs in the states and territories by surveying key evaluation stakeholders, including Juvenile Justice Specialists, State Advisory Group (SAG) Chairs, and Statistical Analysis Center (SAC) Directors (JRSA, 1999). This needs assessment focused on the evaluation practices related specifically to projects and initiatives funded by the Formula Grants Program, established under Title II, Part B, of the Juvenile Justice and Delinquency Prevention (JJDP) Act. The results of this assessment were used to help determine the scope and content of project activities.

In 2004, at OJJDP's request, JJEC began a study of the current status of juvenile justice evaluation efforts in the states and territories. Evaluation was broadly defined in this study as that which is done to assess the effectiveness of programs. This report describes the methods used to assess the status of the states regarding juvenile justice evaluation and discusses the key findings. The report focuses not only on current evaluation policies and practices, but also on changes that have occurred since 1999. In addition, it highlights those states with a particularly strong focus on evaluation and considers the role that changes in OJJDP evaluation policies and practices have had on state policies and practices.

Methods

Since we were interested in comparing results of this assessment to the 1999 needs assessment, we used some similar data collection sources and methods and collected some comparable data. However, because our purposes in 2005 differed from those in 1999, additional data were collected and the data collection approach changed somewhat.

To ensure good participation in data collection and that appropriate information would be collected, we solicited feedback on the data collection design and content from OJJDP and the JJEC Advisory Group in the fall of 2004. Based on their input, modifications were made to the wording of some questions, questions were added, and slight modifications were made to the data collection process.

Information on evaluation policies and practices was collected from the following contacts in the 56 states, territories and the District of Columbia: Juvenile Justice Specialists, State Advisory Group (SAG) Chairs, and Statistical Analysis Center (SAC) Directors¹. Juvenile Justice Specialists are the state employees responsible for managing OJJDP funding streams. They often have other responsibilities as well, including juvenile justice planning and managing multiple federal juvenile justice funding streams. SAG Chairs are appointed by state governors to provide information and guidance on juvenile justice policies and practices. Each state is required to have a Juvenile Justice Specialist and SAG in order to receive OJJDP funds. SACs are state agencies that collect, analyze, and disseminate justice data. There were 5 states/territories for which no response was received from any of these parties and 14 states/territories in which all three parties responded. In cases in which no response was received, we attempted, with little success, to find information on the web sites of those states and territories. In addition, documentation (including reports and reporting forms) from the states was collected. JJEC staff collected data in the first half of 2005.

SAG Chairs and SAC Directors received an Internet-based assessment via email in January 2005 (see Appendix A). Two follow-up emails were sent to request their participation in the assessment. Altogether 34 SAC Directors (65% response rate) and 19 SAG Chairs (34% response rate) completed the assessments. The assessments conducted in 2005 were very similar to those conducted in 1999; however, they were completed via the Internet rather than on paper forms mailed to JRSA.

Juvenile Justice Specialists participated in a structured telephone interview (see Appendix A). The format and information collected from Juvenile Justice Specialists in 2005 differed substantially from that of 1999. First, in 2005 we decided to conduct interviews with the Juvenile Justice Specialists rather than use a mail survey because there were several questions that we anticipated would require follow-up questions or clarification in order for the responses to be clearly understood. Second, far more data were collected in 2005 than in 1999. Interviews were conducted between January and June 2005 and were scheduled at the convenience of the Juvenile Justice Specialist. Fifty interviews (89%

¹ There were SAC Directors in 52 states and territories at the time of data collection.

response rate) were conducted with Juvenile Justice Specialists.² In the course of the interviews we requested information on how to obtain copies of publications, reporting forms, and other documentation that would provide evidence of their states' evaluation policies and practices.

Respondents' Perspectives in 2005

Though Juvenile Justice Specialists provided the bulk of information used in this report, our approach involved gathering perspectives from three types of individuals who may be involved in influencing as well as implementing evaluation policies and practices. In addition, official documentation was collected to support statements made by respondents and provide context for the responses provided. Using multiple data sources helped us develop a more thorough and accurate picture of states' evaluation policies and practices than would have been possible with the use of only one data source. However, a number of factors may have influenced the perspectives of the individuals we assessed. The organization and administration of juvenile justice in the state, the length of time respondents had been in their position, data collection timing, and a "testing effect" are factors of particular concern.

The organization and administration of juvenile justice varies by state. We believe that for those states in which juvenile justice is decentralized or in which multiple state agencies are responsible for juvenile justice, it is likely that the respondents were not aware of all evaluation policies and practices. Therefore, it is likely that information is more accurate for those states in which juvenile justice is centralized or under the control of few agencies/organizations. In the results section, the questions for which this is a particular issue are noted.

There were several questions in which respondents were asked to think about changes occurring within the past few years. Individuals new to their position (especially those who held the position for less than a year) had a difficult time answering these questions if they were unable to consult someone with historical knowledge.

Data collection in 2005 occurred over a period of six months. During this process many states reported having recently made changes or being in the midst of planning changes. This was influenced in some cases by recent alterations to OJJDP policies requiring performance measures for some funding streams. It is possible that some states' responses at the start of the calendar year would have been markedly different had the states responded in the middle of the calendar year.

During the course of the Juvenile Justice Specialist interviews, we became aware of a "testing effect." For example, one respondent was satisfied about the state's evaluation policies and practices until the interview, but the questions caused this respondent to reconsider and consequently report being "somewhat satisfied." We do not know the degree to which this affected responses.

² When we were unsuccessful at obtaining a Juvenile Justice Specialist interview in a state or territory, we attempted to collect documentation via the Internet to answer the interview questions.

Examining Change Between 1999 and 2005

Assessments of change between 1999 and 2005 were either prospective or retrospective. In some situations, questions asked about policies and practices during the 1999 needs assessment were repeated in 2005. Differences in responses to these prospective questions (e.g., Are programs³ required to submit an evaluation plan with their grant application?) were interpreted as changes. However, in 2005 we were interested in knowing whether change had occurred in certain policies and practices that we had not asked about in 1999. In these situations, we asked the respondent to make a retrospective assessment of change (e.g., Are programs required by the state to receive evaluation training or technical assistance prior to or as a condition of receiving funding? Has this requirement changed in the past five years?).

When reviewing information pertaining to changes, it is important to be aware that the person who held a particular position in 2005 was often not the same person who held it in 1999. Of the 50 Juvenile Justice Specialists who responded in 2005, only 11 participated in 1999. In interpreting the results, this should be kept in mind, particularly for questions on an individual's opinion, because a different response may not represent a change, but rather a different person's perception.

Results

Current State Practices and Policies

In this section we consider practices and policies pertaining to evaluation requirements for programs, what and how evaluation data are collected, how data are used, the parties involved in the evaluation of programs, and the role of evaluation in the juvenile justice system. The analyses examine variation in state policies and practices and the relationships among those policies and practices.

According to the Juvenile Justice Specialists, responsibility for evaluation rests most commonly with the programs⁴ (63%) or an external evaluator (61%) hired by the state or program. It is less common, though not unlikely, to have a state agency or department involved in evaluation (55%). In 7 states only the programs are involved in evaluation, while in 11 states all three parties are involved.

³ States use different terminology when referring to programs. Terms include grantees, subgrantees and programs. In this report, the word programs refers to all three of these terms. Different language is used when differentiation by funding stream (e.g., OJJDP or state) is needed.

⁴ This includes all juvenile justice programs within a state. It includes programs that have received local, state, and/or federal funds to operate programs.

Table 1
Parties Involved in Conducting Evaluations

	N	Percent of Cases
Programs	31	63.3%
External evaluator	30	61.2%
State research/evaluation department, other state department	27	55.1%
Total	88	179.6%*
*Total exceeds 100% because multiple responses were permitted.		

Just over one third of SAC Directors reported conducting a juvenile justice evaluation in the last five years. Forty percent of SAC Directors reported being involved in several other types of evaluation-related activities in the last five years besides conducting evaluations. The most frequent of these types included collecting, maintaining, and providing data (62%), as well as providing technical assistance and consultation to the SAG (54%).

Table 2
Other SAC Juvenile Justice Evaluation Activities in Past Five Years

	N	Percent of Cases
SAC collects, maintains, and provides data	8	61.5%
SAC provides technical assistance, consulting to SAG	7	53.8%
SAC provides disproportionate minority contact (DMC) assistance	3	23.1%
SAC sits on state-level juvenile justice committees that deal with evaluation	2	15.4%
Total	20	153.8%*
*Total exceeds 100% because multiple responses were permitted.		

Program Requirements

There are several evaluation-related policies and practices that programs are required to fulfill. According to the Juvenile Justice Specialist interviews, all states require programs to collect descriptive monitoring data (e.g., number of youths served), and a majority of states require programs to collect outcome measures (77%) and submit an evaluation plan with their grant application (71%). Even though these common requirements existed, review of documentation and further questioning revealed substantial variation in terms of the amount and type of information required in monitoring reports and evaluation plans. In seven states either some or all programs are required to set aside a portion of project funds for evaluation.

There is substantial variation in how programs submit data to the state. Paper forms are the only method of data collection in 46% of states. In 40% of states paper forms *and*

electronic submission of data into a database or emailed forms are accepted. In the remaining seven states, data collection occurred electronically only; no paper forms were used.

Again, it quite common for states to require programs to collect outcome measures (77% of states). In these states, programs typically come up with their own measures (37%) or select measures from a list provided by the state (37%).

Table 3
Selection Approach for Program Outcome Measures

	N	Percent of Cases
Programs select measures from a list	15	36.6%
Programs come up with own measures	15	36.6%
State selects for programs from list	11	26.8%
Programs and state work together to come up with measures	5	12.2%
State selects some, programs select some	6	14.6%
Programs come up with measures and state approves	2	4.9%
Other selection approach	2	4.9%
Total	56	136.6%*
*Total exceeds 100% because multiple responses were permitted.		

Only 35% of states require programs to receive evaluation-related training, but 68% of states reported that in the past two years programs had received evaluation-related training/technical assistance at least once or attended a conference in which they learned about evaluation. Seventy-six percent of states whose programs received evaluation-related training/technical assistance reported positive changes in programs' skills. The most common changes reported were improvements in data collection, better applications for funding, and an enhanced understanding of evaluation requirements. Nevertheless, 94% of Juvenile Justice Specialists reported that programs need evaluation-related training or technical assistance.

Table 4
Reported (Sub)grantee Change After Evaluation Training/Assistance

	N	Percent of Cases
Data collection has improved	8	33.3%
Applications have improved	7	29.2%
Understanding of evaluation requirements has improved	7	29.2%
Knowledge about evaluation has increased	6	25.0%
Ability to leverage more funding has improved	4	16.7%
Attitude toward evaluation has improved	4	16.7%
Reports have improved/programs have improved	3	12.5%
Total	39	162.5%*
*Total exceeds 100% because multiple responses were permitted.		

Other State Policies and Practices

Beyond the data collection requirements for programs, Juvenile Justice Specialists reported many other state policies and practices regarding what and how evaluation data are collected and how they are used.

In 20% of states standard outcome measures are used for all juvenile justice programs. That is, certain outcome measures are collected for all juvenile justice programs. The most common standard outcome measures are recidivism and program completion. Program-to-program comparison of outcomes occurs in 41% of states. States use this approach, for example, to compare the effectiveness of one mentoring program to that of another.

Table 5
Standard Outcome Measures Used by States

	N	Percent of Cases
Recidivism	6	66.7%
Program completion	6	66.7%
Change in risk/protective factors	3	33.3%
Cost-effectiveness	3	33.3%
Total	18	200.0%*
*Total exceeds 100% because multiple responses were permitted.		

In 58% of states evaluation requirements are not necessarily the same for all juvenile justice programs within the state. In these states, it is most likely for requirements to be determined on an individual program basis (17%). In some cases variations in requirements depended upon the source of program funding (15%). Some states had explicit reasons for making program-by-program decisions, such as wanting to spend evaluation resources on large or innovative programs.

Table 6
Differing Evaluation Requirements for Juvenile Justice Programs

	Frequency	Percent
Evaluation requirements are decided on an individual basis	8	16.7%
Evaluation requirements differ according to funding stream	7	14.6%
New programs have different requirements than continuation programs	3	6.3%
Other	3	6.3%
Not applicable	27	56.3%
Total	48	100.0%
Missing	3	

Annual reports on the effectiveness or accomplishments of juvenile justice programs (not including those required by OJJDP) are produced by 55% of states, and 63% of states have produced at least one evaluation report in the past two years. A brief review of these reports indicates wide variation in the methodological rigor used and the type of information provided.

A majority of states focus on evidence-based programs (82%),⁵ that is, programs and approaches shown by prior research and evaluation findings to be effective. In six states a focus on evidence-based programs is required by legislation or the State Advisory Group, or is the policy of the agency for which the Juvenile Justice Specialist works. However, in states with an evidence-based focus, the use of evidence-based programs is typically encouraged, but not required (76%).

Table 7
Type of Focus on Evidence-Based Programs

	N	Percent of Cases
Focus on evidence-based programs is encouraged but not required	32	76.2%
Focus on evidence-based programs is required	6	14.3%
Information and/or resources on evidence-based programs is provided to programs/applicants	25	59.5%
Funding preference is given to applicants who propose evidence-based programs	21	50.0%
Total	84	200.0%*
*Total exceeds 100% because multiple responses were permitted.		

⁵ We did not provide an explicit definition of evidence-based programs to the respondent unless it was needed. We did, however, refer to the Blueprints Programs of the Center for the Study and Prevention of Violence as an example of evidence-based programs.

Only one state does not use evaluation information to make funding decisions. The most common evaluation-related considerations used for funding are whether the program is needed and prior program performance regarding outcomes.

Table 8
Evaluation Information Used to Making Funding Decisions

	N	Percent of Cases
Evidence-based programs/concerns	32	64.0%
Evaluation design	23	46.0%
Logic model	29	58.0%
Prior program performance achieving outcomes	34	68.0%
Cost per client	15	30.0%
Need for program	38	76.0%
Feasibility of program plan	10	20.0%
Sustainability of program beyond grant period	3	6.0%
Prior program performance meeting reporting requirements	2	4.0%
Total	186	372.0%*
*Total exceeds 100% because multiple responses were permitted.		

Most Juvenile Justice Specialists reported giving evaluation information to their SAG (94%) and others (75%). There are, however, some differences in what information is given to the SAG and how the SAG uses the information. SAGs are typically provided with process and outcome information on programs. In addition, a few SAGs receive general juvenile justice evaluation information (12%) (e.g., evaluation reports published by another state) and information related to the request for proposal process (12%). For the most part SAGs use evaluation information for funding (90%) and planning decisions (24%). Of those who give evaluation information to others beyond the SAG, the most common recipients are other parties within the state, including the state legislature (60%), state executive office (47%), and other state agencies (67%).

Table 9
How SAG Uses Evaluation Information

	N	Percent of Cases
Make funding decisions	37	90.2%
Make planning decisions	10	24.4%
Make policy changes	2	4.9%
For program and/or system improvement	3	7.3%
Write/evaluate the 3-year plan	2	4.9%
Determine what works	2	4.9%
Total	56	136.6%*
*Total exceeds 100% because multiple responses were permitted.		

About half of the Juvenile Justice Specialists reported that the state maintains some sort of statewide juvenile justice database. States with databases were most likely to have a database that contained characteristics of juveniles served (92%) or of the programs (56%). Very few of those states maintained databases that contained information on program performance (12%).

During the past two years in most states state-level juvenile justice staff (including the Juvenile Justice Specialist and others) had received evaluation-related training/technical assistance or attended a conference in which they learned about evaluation (84%). Though there was wide variation, on average these individuals participated in nine evaluation-related trainings/technical assistance sessions or conferences. Approximately 90% of Juvenile Justice Specialists reported positive changes occurring as a result of training. The most common changes reported were increased knowledge about evaluation (for example, knowledge about terminology and methods) and improved understanding of OJJDP performance measurement requirements.

Table 10
State Juvenile Justice Staff: Changes Resulting From Evaluation Trainings

	N	Percent of Cases
Increased knowledge about evaluation	20	66.7%
Improved understanding of new federal requirement	9	30.0%
Improved communication with programs regarding evaluation	3	10.0%
Changed requested/required information from programs	2	6.7%
Total	34	113.3%*
*Total exceeds 100% because multiple responses were permitted.		

Opinions on Policies and Practices

Juvenile Justice Specialists

In addition to providing information on evaluation policies and practices, we asked Juvenile Justice Specialists to give us their opinions on those policies and practices. We asked questions about their satisfaction with policies and practices, what changes they would make, and what factors they felt facilitated or hindered evaluation in their state. In addition, we sought information on the impact they felt that OJJDP had on state policies and practices. We felt that gathering information pertaining to the role of OJJDP was important because of newly implemented OJJDP performance measurement requirements, the recent training sessions offered through OJJDP on evaluation and performance measurement that accompanied the new performance measurement requirements, and the provision of information on evidence-based programs to the states.

For the most part, Juvenile Justice Specialists are “satisfied” or “somewhat satisfied” (82%) with the evaluation practices of their state. All Juvenile Justice Specialists indicated that they would change something about the evaluation practices of their state if they could. The most commonly desired change was to standardize the information collected across programs (33%).

Table 11
Juvenile Justice Specialists: Satisfaction with State Evaluation Practices

	Frequency	Percent
Satisfied	13	26.0%
Somewhat satisfied	28	56.0%
Not satisfied	9	18.0%
Total	50	100.0%
Missing	1	
Total	51	100.0

Table 12
Juvenile Justice Specialists: Desired Changes in State Evaluation Practices

	N	Percent of Cases
Standardize information collected across programs	17	33.3%
Use external evaluators	7	13.7%
Devote more resources to evaluation	7	13.7%
Educate programs and/or state-level staff on evaluation	6	11.8%
Adopt statewide evaluation approach	3	5.9%
Monitor programs more closely	3	5.9%
Other	14	27.5%
Total	57	111.8%*
*Total exceeds 100% because multiple responses were permitted.		

Juvenile Justice Specialists specified several factors they think facilitate and/or hinder evaluation efforts in their state. State policies or requirements for evaluation were the most frequently mentioned factors facilitating evaluation (35%). Support or buy-in to evaluation as valuable was another commonly cited factor facilitating evaluation (33%). In some states the same factor both helped and hindered; this was particularly the case for funding. Nine states reported that funding both helped and hindered. Further questioning revealed that evaluation funding is tied to funding for juvenile justice. When more resources are available in juvenile justice, more resources are available for evaluation. Recently, however, there have been fewer resources for juvenile justice; therefore less funding goes to evaluation.

Table 13
Juvenile Justice Specialists: Factors That Facilitate Evaluation

	N	Percent of Cases
State policies/requirements	17	35.4%
Federal policies/requirements	8	16.7%
Funding	13	27.1%
Knowledgeable staff	13	27.1%
Support for evaluation	16	33.3%
Data	3	6.3%
Need for information and program accountability	3	6.3%
Other	9	18.8%
Total	82	170.8%*
*Total exceeds 100% because multiple responses were permitted.		

Table 14
Juvenile Justice Specialists: Factors That Hinder Evaluation

	N	Percent of Cases
Funding	29	59.2%
Lack of knowledgeable staff	13	26.5%
Lack of support for evaluation	9	18.4%
Poor data	7	14.3%
Incompatible data systems	5	10.2%
Federal policies/requirements	4	8.2%
Fear of evaluation	3	6.1%
Other	9	18.4%
Total	79	161.2%*
*Total exceeds 100% because multiple responses were permitted.		

Since 2004 OJJDP has been introducing new performance measurement requirements for various programs including the Juvenile Accountability Block Grants (JABG), Formula Grants, and Title V. In fact, during the time of data collection for this report, OJJDP was in the process of training state staff on the new performance measurement requirements for the Formula Grants and Title V Programs. Performance measurement requirements for these three funding streams share many features. Among others, these include requirements that states manage performance measurement data collection by programs, that performance measures be chosen from a distinct list, and that program-level data be submitted by the state to OJJDP on an annual basis. It was expected that these OJJDP requirements might impact the evaluation policies and practices of the states. The JABG requirements had been in place the longest, being implemented in early 2004; therefore, Juvenile Justice Specialists were asked directly if the JABG performance measurement system had helped to structure other juvenile justice evaluation activities in the state.

Forty-one percent of Juvenile Justice Specialists answered affirmatively. Notable as well are the proportions of Juvenile Justice Specialists who reported that federal policies and requirements facilitated (17%) or hindered (8%) evaluation efforts in their state.

Table 15
Juvenile Justice Specialists: Impact of JABG Performance Measurement on State Evaluation Activities

	Frequency	Percent
No	26	51.0%
Yes	21	41.2%
Don't know	4	7.8%
Total	51	100.0%

SAG Chairs

SAG Chairs were asked questions similar to those we asked Juvenile Justice Specialists. We asked questions about their satisfaction with policies and practices, what changes they would make, and what factors they felt facilitated or hindered evaluation in their state. As appointed juvenile justice advisors to their respective state governor, SAG Chairs are in a position to influence juvenile justice evaluation policies and practices.

The majority of SAG Chairs are “satisfied” or “somewhat satisfied” with juvenile justice evaluation practices in their state (84%). However, all SAG Chairs would change at least one evaluation practice in their state. The most commonly desired change is to devote more resources to evaluation (47%). A desire to improve performance measures (33%) is common as well.

Table 16
SAG Chairs: Satisfaction with State Evaluation Practices

	Frequency	Percent
Not satisfied	3	15.8%
Somewhat satisfied	8	42.1%
Satisfied	8	42.1%
Total	19	100.0%

Table 17
SAG Chairs: Desired Changes in State Evaluation Practices

	N	Percent of Cases
Devote more resources to evaluation	7	46.7%
Improve process and outcome measures used by programs	5	33.3%
Adopt statewide evaluation approach	2	13.3%
Standardize information collected across programs	2	13.3%
Use external evaluators	1	6.7%
Monitor programs more closely	1	6.7%
Improve evaluation designs	2	13.3%
Total	20	133.3%*
*Total exceeds 100% because multiple responses were permitted.		

Similar to Juvenile Justice Specialists, SAG Chairs identified several factors that they think facilitate and/or hinder evaluation efforts in their state. The most frequently cited factors facilitating evaluation efforts are knowledgeable staff (79%) and state policies and requirements (68%). The most frequently cited factor hindering evaluation efforts is funding (59%).

Table 18
SAG Chairs: Factors That Facilitate Evaluation

	N	Percent of Cases
State policies/requirements	13	68.4%
Federal policies/requirements	1	5.3%
Funding	9	47.4%
Knowledgeable staff	15	78.9%
Support for evaluation	4	21.1%
Data	2	10.5%
Need for information and program accountability	5	26.3%
Total	49	257.9%*
*Total exceeds 100% because multiple responses were permitted.		

Table 19
SAG Chairs: Factors That Hinder Evaluation

	N	Percent of Cases
Funding	10	58.8%
Lack of knowledgeable staff	7	41.2%
Lack of support for evaluation	9	52.9%
Poor data	2	11.8%
Total	28	164.7%*
*Total exceeds 100% because multiple responses were permitted.		

SAC Directors

When SAC Directors were asked about factors that facilitate and hinder evaluation efforts, funding was the top factor stated on both accounts (71% and 67%, respectively). Knowledgeable staff is the second most important factor that both facilitates (48%) and hinders (50%) evaluation efforts.

Table 20
SAC Directors: Factors That Facilitate Evaluation

	N	Percent of Cases
Funding	15	71.4%
Knowledgeable staff	10	47.6%
Support for evaluation	8	38.1%
State policies/requirements	6	28.6%
Federal policies/requirements	6	28.6%
Data	3	14.3%
Need for information and program accountability	2	9.5%
Total	50	238.1%*
*Total exceeds 100% because multiple responses were permitted.		

Table 21
SAC Directors: Factors That Hinder Evaluation

	N	Percent of Cases
Funding	16	66.7%
Lack of knowledgeable staff	12	50.0%
Lack of support for evaluation	9	37.5%
Poor data	6	25.0%
Incompatible data systems	2	8.3%
State policies/requirements	1	4.2%
Total	46	191.7%
*Total exceeds 100% because multiple responses were permitted.		

States With a Strong Evaluation Focus

One interest in examining the status of the states is to identify those states in which evaluation plays a strong role in juvenile justice relative to other states. We developed a simple formula based on several items from the Juvenile Justice Specialist interview and supporting documentation, and used the formula to classify states as having a “high,” “moderate,” or “low” focus on evaluation. Those states that scored “high” were considered to have a strong evaluation focus. The formula was developed such that most states would be classified as having a “moderate” focus and only those with scores substantially different from the average score would be labeled “low” or “high.” The factors used to classify states concerned several types of policies or practices:

- collection and use of outcome measures,
- use of evidence-based programs/practices,
- evaluation plans/designs required,
- production of evaluation reports, and
- funding considerations.

More information on the specific factors is provided in Appendix B.

Six states were identified as having a strong evaluation focus. In alphabetical order, these states are Arizona, California, Florida, Oregon, Pennsylvania, and Washington. Though each of these states was classified as having a strong evaluation focus, there is variation among them both in terms of the score they received and their evaluation approaches. Furthermore, there is variation in the organization and administration of juvenile justice in these states. Review of documentation provided by the states and the interviews with Juvenile Justice Specialists were used to develop the descriptions of evaluation approaches provided in Appendix C. Therefore, the selection of these states was based only on data and information at the time of the Juvenile Justice Specialist interview or submitted to or located by us by the end of data collection in June 2005. State Juvenile Justice Specialists were given an opportunity to review the descriptions prior to publication of this report. Summaries of the descriptions are provided below.

Arizona

Arizona's juvenile justice evaluation policies and practices have been primarily developed within the juvenile justice system by the Arizona Department of Juvenile Corrections; the Arizona Supreme Court, Juvenile Justice Services Division; and the Arizona Juvenile Justice Commission of the Governor's Office for Children, Youth, and Families. Programs are largely responsible for collecting performance data on youth-serving programs, while the state produces evaluation reports on those programs. State legislation passed in 1997 called for an evaluation of the juvenile courts and programs in Arizona. An online information system tracks juveniles throughout their involvement with the justice system. A risk/needs assessment is conducted for all youth involved with the juvenile justice system.

California

The California Department of Corrections and Rehabilitation, Corrections Standards Authority maintains responsibility for overseeing federally funded juvenile justice programs and provides funding to state juvenile justice programs. In 2000, the state passed legislation that requires all funded juvenile justice programs to be based on programs and approaches that have been demonstrated to be effective in reducing juvenile delinquency, to use information sharing strategies so that initiatives across counties are coordinated and integrated, and to develop goals that include outcome measures that can determine program effectiveness. Juvenile justice programs are required to submit an extensive amount of information about target population, program activities, and program outcomes. This information is used to create an annual report. An online data collection system allows programs to submit data electronically.

California has also produced other systemwide reports on juvenile crime and the effectiveness of juvenile justice programs.

Florida

The Department of Juvenile Justice (DJJ), Office of Research and Planning is primarily responsible for developing and implementing Florida's juvenile justice evaluation policies and practices. Florida contracts with an independent research agency, the Justice Research Center, to assist in the production of annual evaluation reports to the governor and state legislature using data from Florida's official justice records. Each residential program is scored according to the effectiveness of the program as measured by reoffending and the cost per youth to complete the program. The score also takes into consideration youths' risk of reoffending. Standard performance measures are used to assess other programs as well. Program scores are compared across program types and other criteria. Programs have a number of evaluation-related requirements. A recent project of DJJ is the "What Works Initiative," a project that focuses on the use of evidence-based programs and practices. All juvenile justice programs are subjected to an annual quality assurance review conducted by DJJ.

Oregon

The state of Oregon has a strong focus on performance, evidence-based practices, and tracking youths' risk and protective factors. State agencies, including the Oregon Criminal Justice Commission and the Oregon Youth Authority, report performance measures to the state biennially. State legislation in 2003 called for juvenile crime prevention programs to be evidence-based. Between 2005 and 2009 the legislation requires that an increasing percentage of funds, up to 75%, go to evidence-based programs. Online data entry facilitates standardized data collection methods and outcomes measures that are used by contracted programs and counties and reported to the state. Beginning in fiscal year 2003, all executive branch state agencies were required by the state to develop "key" performance measures following a standard set of criteria. The biennial report to the state includes a discussion of how performance measures and data are used by the agency. A statewide information system is used by the state and all counties to collect, manage, and report information about juvenile offenders. It permits the tracking of cases through the juvenile justice system and provides the capacity to evaluate programs.

Pennsylvania

Several groups are involved in developing juvenile justice evaluation policies and practices for Pennsylvania, including the Pennsylvania Commission on Crime and Delinquency (PCCD), the Pennsylvania Juvenile Court Judges Commission, and the National Center for Juvenile Justice. Pennsylvania has a long history of contributing to the development and promotion of evidence-based programs since providing funding to help identify evidence-based programs, such as Colorado's Center for the Study and Prevention of Violence's Blueprints Programs. Since the late 1990s, the state has had a

legislatively mandated focus on prioritizing funding for evidence-based programs. PCCD is invested in evaluation of juvenile justice efforts. This is evidenced by the presence of its Evaluation Advisory Committee. In general, innovative programs that receive large grant awards are more likely to receive funds from PCCD for outcome evaluation than others. All counties are required to report similar outcome measures that aid in determining their effectiveness in meeting Balanced and Restorative Justice objectives, the state juvenile justice philosophy, for all juvenile delinquency cases. All applicants for juvenile justice program funding through PCCD must complete a Project Assessment Plan. Pennsylvania maintains an Electronic Juvenile Justice Databook, which provides county-level information including: population, health, economy, education, child abuse and neglect cases, reported crime, juvenile arrests, juvenile court cases, and adult incarceration rate.

Washington

Washington's juvenile justice evaluation efforts are perhaps characterized best by the 1997 legislative requirement for evidence-based programs and a state-funded research institute charged with evaluating programs. The State Advisory Group's (SAG's) focus on evaluation and (sub)grantee evaluation requirements is notable. The Washington State Institute for Public Policy (WSIPP) has conducted several multisite evaluations of juvenile justice programs with strong evaluation designs including cost-benefit analyses. The legislature required the WSIPP to develop process and outcome measures for research-based programs. More recently, Washington has become focused on how to ensure that evidence-based programs are implemented appropriately and that they achieve outcomes similar to those shown in the original evaluations. The SAG has a standing evaluation committee to assist with program funding and planning decisions. To receive SAG funds, applicants must provide information on how they will conduct process and outcome evaluations of their programs, devote 7% of program funds to evaluation, and attend evaluation training before submission of an application.

Changes in Policies and Practices From 1999 to 2005

Overview

Juvenile Justice Specialists, SAG Chairs, and SAC Directors provided information about changes in various juvenile justice evaluation matters in their state between 1999 and 2005. Again, some of the questions posed in 2005 were retrospective in nature and others were similar to questions asked in 1999. Questions were asked in the same format across respondent types so that reliable comparisons across respondent and over time could be made. In this section, the results on changes occurring during this time are provided.

There were substantial evaluation-related changes reported by all three types of respondents during this period. States appear to be increasingly satisfied with evaluation on the whole, and their emphasis on evaluation has increased over the last five years. The establishment of evaluation-related policies and practices at the state and program

levels appear to be contributing factors in a trend toward increased focus on evaluation. Review of the data strongly suggests that states are more dependent today on evaluation results for important decisions than they were in 1999.

Changes in Policies and Practices Reported by Juvenile Justice Specialists

The current Juvenile Justice Specialists provided feedback on juvenile justice evaluation-related issues in their state over the past five years by responding to several questions about evaluation-related changes in policies and practices and their perceptions of those changes.

Responses to two broad questions summarize Juvenile Justice Specialists' views about evaluation changes. First, we asked respondents whether evaluation practices had changed in the last five years. Of the 49 respondents who answered, more than three quarters said "yes." Second, when we asked about changes in the level of emphasis placed on evaluation, 84% (43) of respondents reported an increase, while 12% reported no significant change, and 2% reported a decrease. Of those who said that their evaluation policies or practices had changed in the last five years, 87%, or 34, also reported an increase in the level of emphasis on evaluation.

More detailed information was provided about the ways in which evaluation policies and practices had changed over the past five years. An increased emphasis on evaluation was the predominant change reported (45%). This is in agreement with responses to the previously discussed item on the questionnaire that asked respondents to note whether the emphasis on evaluation in their state had increased, stayed roughly the same, or decreased. Requiring performance measurement/evaluation was the second most commonly identified change in policies or practices (32%).

Table 22
Juvenile Justice Specialists: Changes in Policies and Practices in the Past Five Years

	N	Percent of Cases
More emphasis on evaluation now	17	44.7%
Performance measurement/evaluation required now	12	31.6%
Database improvements	11	28.9%
Less emphasis on evaluation now	4	10.5%
More focus on evidence-based programs now	2	5.3%
Total	46	121.1*
*Total exceeds 100% because multiple responses were permitted.		

Juvenile Justice Specialists also provided information on changes in the use of evaluation information by the states over the past five years. More states rely on data for decisionmaking and reports (36%), and utilize evaluation data to inform funding decisions and future program planning decisions (33%). A notable finding pertains to how budget cuts in juvenile justice relate to a reliance on evaluation. In some states

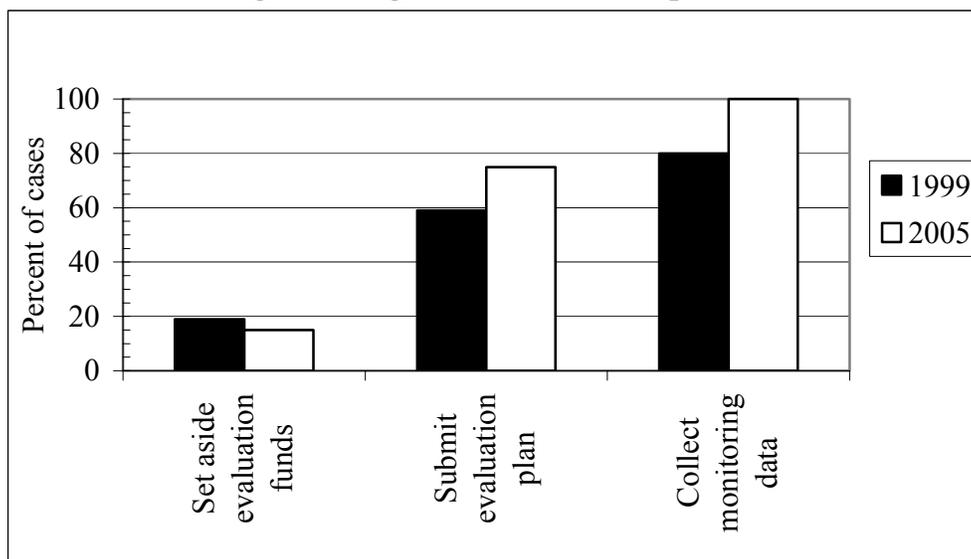
Juvenile Justice Specialists report that budget cuts resulted in an increased reliance on evaluation for funding and planning decisions in order to use resources wisely. However, in other states Juvenile Justice Specialists report that decreased funding resulted in a decreased emphasis on evaluation.

Table 23
Changes in the Use of Evaluation Over the Past Five Years

	N	Percent of Cases
More reliance on data for decisionmaking and reports	15	35.7%
Evaluation tied to funding and planning decisions	14	33.3%
Programs must be evidence-based	6	14.3%
None	11	26.2%
Total	46	109.5%
*Total exceeds 100% because multiple responses were permitted.		

There were several changes in expectations for programs. States are less likely today to require programs to set aside funds for evaluation. In 1999, 19% of respondents reported requiring programs to set aside funds for evaluation, whereas in 2005 only 15% required programs to set aside funds for evaluating either some or all of their juvenile justice programs. This is probably more of a reflection on reduced funding levels or changes in how evaluation resources are spent than on reductions in evaluation expectations for programs, since other responses indicate an increased emphasis on evaluation for programs. In 1999, 59% of respondents reported that programs were required to submit an evaluation plan with their grant application, but in 2005, 75% reported that either some or all of their programs were required to do so. In 1999, 80% of Juvenile Justice Specialists reported that they regularly collected descriptive monitoring data from the juvenile justice programs in their state, while in 2005, 100% required descriptive monitoring data.

Figure 1
Changes in Program Evaluation Requirements



Information dissemination increased between 1999 and 2005, as illustrated by the percentage of Juvenile Justice Specialists who reported providing juvenile justice evaluation information to their SAG (72% in 1999 versus 94% in 2005).

The extent to which states work with their programs on understanding and incorporating evaluation into their programs serves as an indication of state dedication to evaluation. Therefore, we were interested in determining changes in the last five years in the recommendations and requirements that states make to their grantees regarding evaluation. To measure this, we asked whether there had been changes to the evaluation-related training or technical assistance requirements over the past five years. Of the 39% of Juvenile Justice Specialists who said that they require or encourage their programs to receive training, 65% noted that this requirement had changed in the past five years.

Finally, while question wording changed somewhat between 1999 and 2005 regarding the number of times state-level or program-level staff received technical assistance, rudimentary comparisons can be drawn between responses from the two years; these indicate a substantial increase in the amount of training and technical assistance received in the area of evaluation among these two groups. In 1999, juvenile justice staff or programs received evaluation-related training or technical assistance or attended an evaluation-related conference a maximum of five times and an average of 1.53 times in the previous two years. In 2005, state-level staff received such training or assistance or attended such a conference a maximum of 24 times and an average of 3.09 times in the previous two years; for programs, this occurred a maximum of 13 times and an average of 2.08 times.

Overall, Juvenile Justice Specialists' satisfaction with state juvenile justice evaluation practices increased between 1999 and 2005. In 1999, 36% of respondents reported being either somewhat satisfied or satisfied, but in 2005, this percentage increased to 56%.

In summary, Juvenile Justice Specialists reported substantial increases in the level of emphasis placed on evaluation over the last five years, the degree to which evaluation-related information was used to make important decisions, and their satisfaction with state juvenile justice evaluation practices. Finally, in the past five years many states have begun to require or encourage programs to receive evaluation-related training or technical assistance, or attend evaluation-related conferences.

2005 SAG Chairs' Assessments of Change in Policies and Practices

SAG Chairs also assessed evaluation-related changes. Most (79%) of the SAG Chairs said that juvenile justice evaluation practices or policies had changed in the last five years. When asked to articulate the ways in which policies or practices had changed, SAG Chairs, like the Juvenile Justice Specialists, most commonly reported an increased emphasis on evaluation (55%), followed by an increased focus on evidence-based programs (27%), putting requirements in place concerning performance measurement and evaluation (27%), and more emphasis on process and outcome measures (27%).

Table 24
SAG Chairs: Changes in Policies and Practices

	N	Percent of Cases
More emphasis on evaluation now	6	54.5%
More emphasis on evidence-based programs now	3	27.3%
Evaluation requirements in place now	3	27.3%
More emphasis on process and outcome measures	3	27.3%
Total	15	136.4%*
*Total exceeds 100% because multiple responses were permitted.		

SAG Chairs also reported on whether the emphasis on evaluation had changed in the last five years. Similar to Juvenile Justice Specialists, most SAG Chairs noted an increased emphasis on evaluation (84%) over this period of time, with only one SAG Chair noting a reduced emphasis.

We asked SAG Chairs how satisfied they were with evaluation practices in 1999 and again in 2005. In 1999, more than half of the respondents (55%) told us they were not satisfied with evaluation practices. However, in 2005, only 16% of SAG Chairs identified themselves as being not satisfied, while the remaining respondents were split evenly between somewhat satisfied (42%) and satisfied (42%).

Perceptions of Change in the Relationship Between SAG Chairs and SAC Directors

One objective of JJEC is to promote relationships between the SACs and SAGs in order to help build a state's evaluation capacity. Therefore, we asked both SAG Chairs and SAC Directors to report changes in their working relationship during the past five years. SAG Chairs were just as likely to report no significant change in their relationship (37%) as they were to say they are working more closely together (37%). Only one SAG Chair said that SAGs and SACs work less closely now in comparison to the last five years. Among responses from SAC Directors, most reported either no significant change in the relationship (50%) or working more closely with SAG Chairs over the past five years (28%). Five SAC Directors (6%) noted that they do not work with the SAG Chairs at all, but none indicated that they worked less closely now. Notably, response agreement between the SAG Chair and SAC Director of the same state occurred in only 35% of cases.

In those situations in which there was no change reported in the relationship, we were interested in reasons for the stability. SAG Chair responses were equally split among three explanations: low staff turnover and strong staff (i.e., the relationship did not change because the persons interacting remained the same and these persons performed their job well); the SAC and SAG have been working together for at least five years; and data improvements, which presumably means that SAGs and SACs have less need to interact. A small sample size limits interpretation of this finding. SAC Directors more commonly reported that the organization and administration of the SAC and SAG gives them limited opportunities to collaborate (53%). SAC Directors also reported strong staff and low staff turnover as a common reason for the stability in their relationship with SAGs (27%).

Table 25
SAG Chairs: Reasons for Stability between SAG and SAC

	N	Percent of Cases
Low staff turnover, strong staff	2	50%
SAC and SAG work together	2	50%
Data improvements	2	50%
Total	6	150%
*Total exceeds 100% because multiple responses were permitted.		

Table 26
SAC Directors: Reasons for Stability between SAG and SAC

	N	Percent of Cases
Low staff turnover, strong staff	4	26.7%
SAC and SAG operate separately, limited contact	8	53.3%
SAC and SAG work together	2	13.3%
Clearly delineated tasks and responsibilities	1	6.7%
Total	15	100%

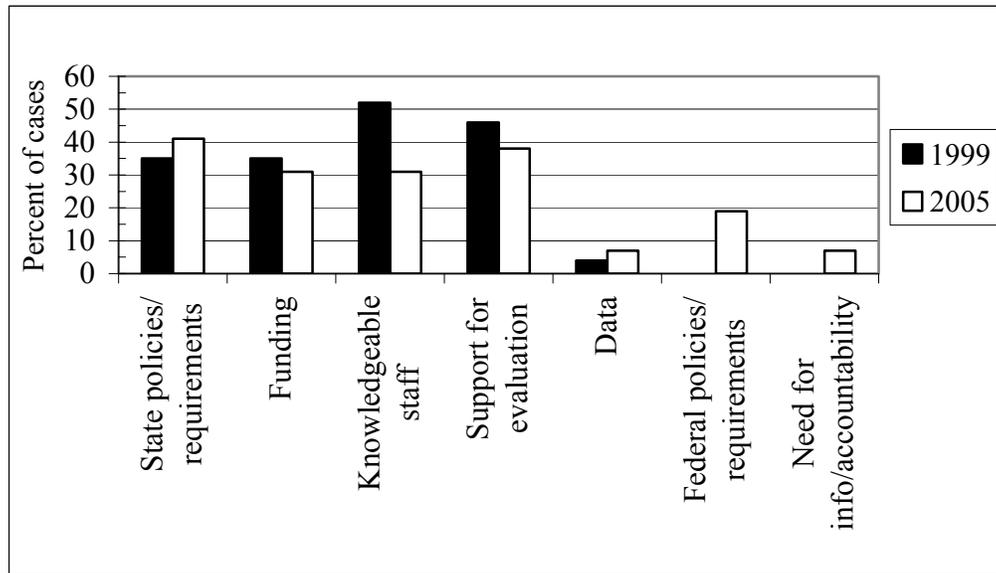
*Total exceeds 100% because multiple responses were permitted.

Comparison of 1999 Data and 2005 Data Among All Respondents: Factors that Facilitate and Hinder Evaluation Efforts

Factors that were reported by Juvenile Justice Specialists, SAG Chairs, and SAC Directors in 1999 and 2005 that facilitate and hinder juvenile justice evaluation efforts in the states were compared. There were substantial changes in the factors reported. These include a change in the importance of particular factors and the emergence of new factors.

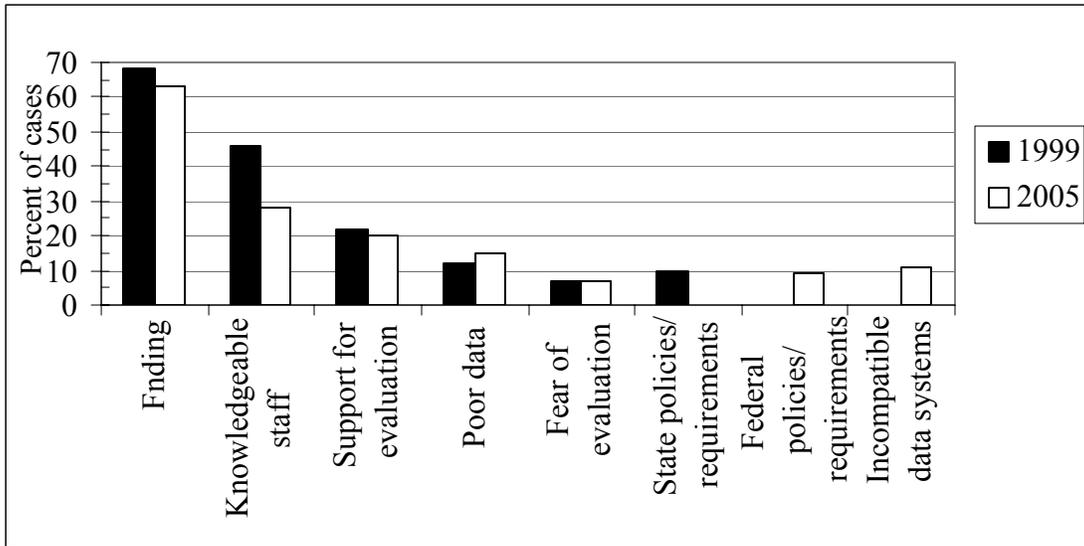
Comparisons between 1999 and 2005 responses from Juvenile Justice Specialists on facilitating factors produced some interesting findings. In 1999, knowledgeable staff was reported as the primary facilitating factor in juvenile justice evaluation efforts (52%), followed by support for evaluation (46%). In 2005, the primary factor facilitating juvenile justice evaluation efforts was the presence of state-level policies or requirements that addressed evaluation (41%), followed by support for evaluation (38%).

Figure 2
Juvenile Justice Specialists: Factors Facilitating Evaluation in 1999 and 2005



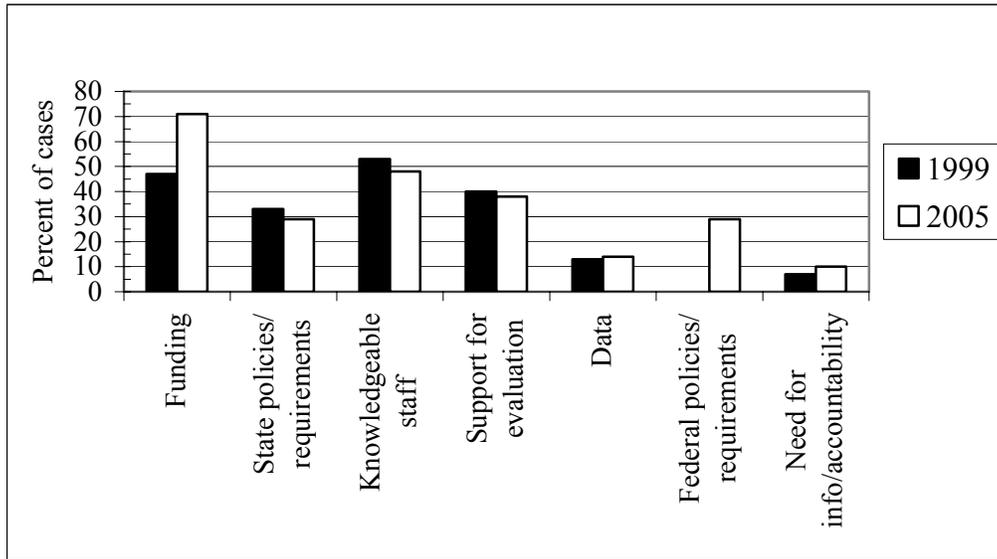
Factors that reportedly hindered evaluation efforts changed little from 1999 to 2005, however. In 1999, the predominant factor hindering evaluation was funding availability (68%); this remained the top hindering factor in 2005 (63%). In addition, the absence of knowledgeable staff remained the second most commonly reported hindering factor from 1999 to 2005, which seems to further emphasize the importance of knowledgeable staff, since the presence of such staff is a facilitating factor, but the absence of such staff also appears to have a strong impact on juvenile justice evaluation efforts.

Figure 3
Juvenile Justice Specialists: Factors Hindering Evaluation in 1999 and 2005



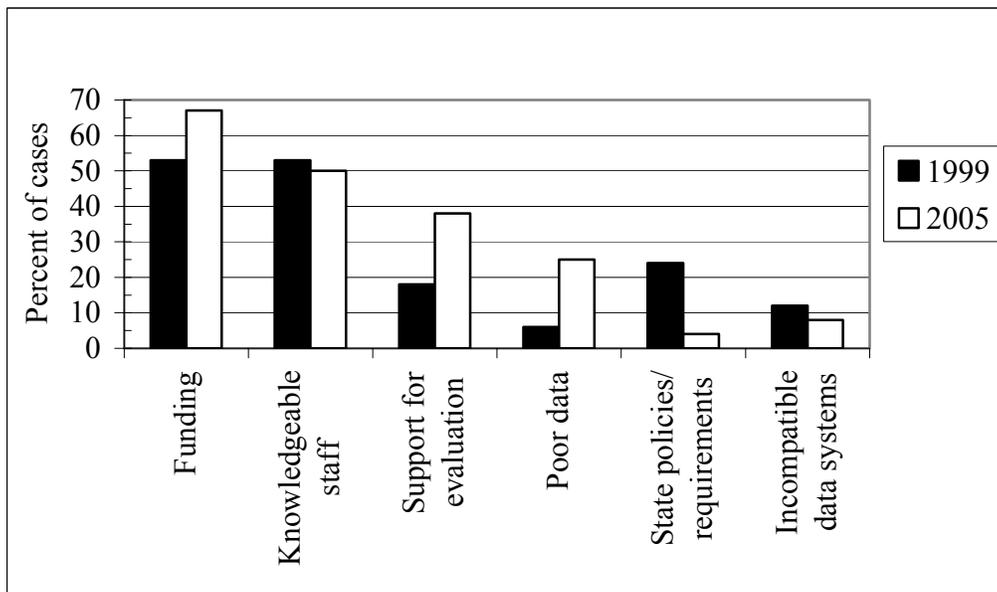
SAC Directors also specified factors that facilitate and hinder juvenile justice evaluation efforts. The most common facilitating factor cited by SAC Directors in 1999 was knowledgeable staff (53%), followed by funding availability (47%). In 2005, these reversed, making funding the most commonly cited way by which evaluation efforts were facilitated (71%), followed by the presence of knowledgeable staff (48%).

Figure 4
SAC Directors: Factors Facilitating Evaluation in 1999 and 2005



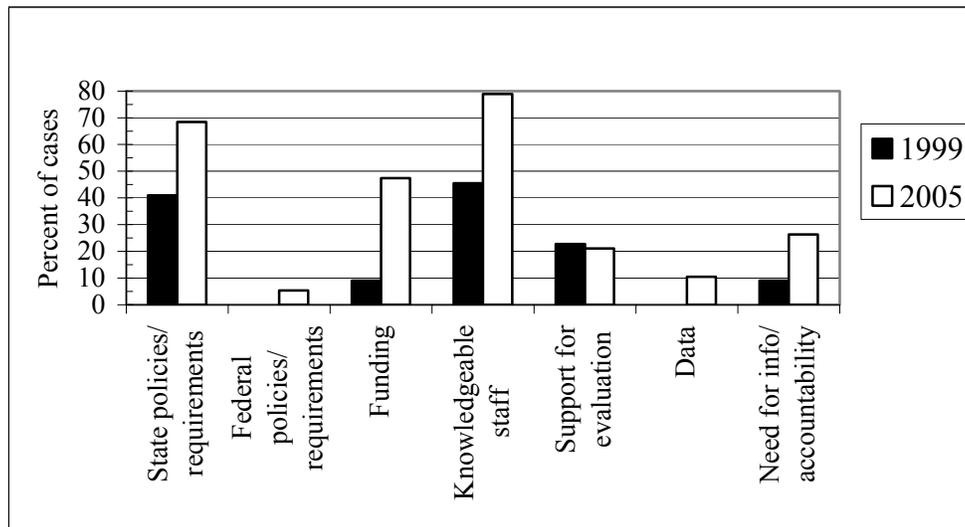
SAC Directors reported funding and lack of knowledgeable staff as the top factors that hindered juvenile justice evaluation efforts in 1999 (53% each). In 2005, these two factors remained the most commonly cited hindering factors, though funding became a larger hindrance (67%) and lack of knowledgeable staff was a hindrance in 50% of cases. It also appears that support for evaluation declined between 1999 and 2005, as SAC Directors were more likely to report it as a hindrance in 2005 than in 1999.

Figure 5
SAC Directors: Factors Hindering Evaluation in 1999 and 2005



We also compared SAG Chair responses between 1999 and 2005 with regard to factors that facilitate and hinder evaluation efforts, although the same categories of factors did not emerge in 1999 and 2005.^{6,7} Presence of knowledgeable staff remained the primary facilitating factor between 1999 and 2005. In 1999, 46% of SAG Chairs identified staffing as a facilitating factor; in 2005, 79% did so.

Figure 6
SAG Chairs: Factors Facilitating Evaluation in 1999 and 2005

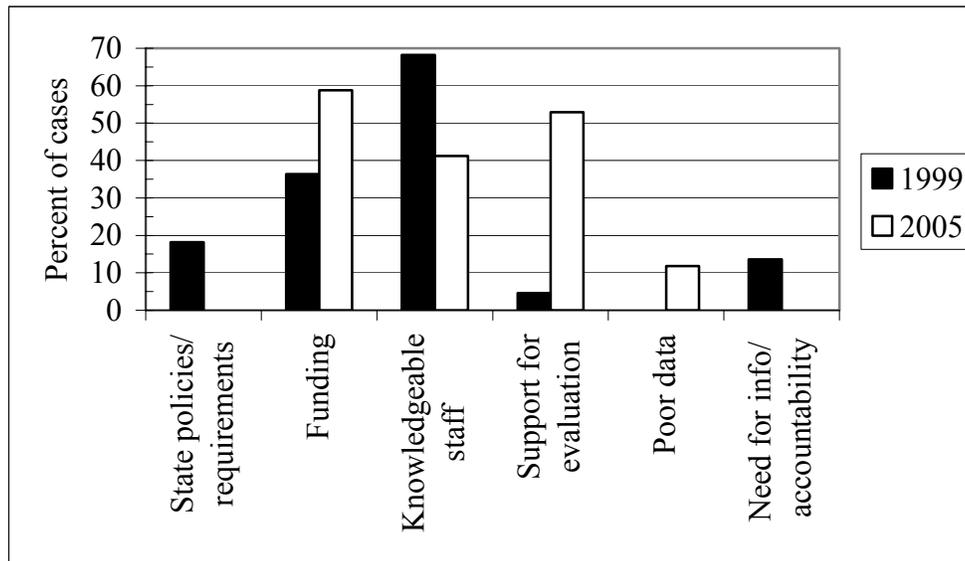


Factors that hinder evaluation efforts differed between 1999 and 2005, according to responses from SAG Chairs. In 1999, lack of knowledgeable staff was the dominant hindering factor (68% of cases), followed by funding issues (36%). In 2005, however, responses suggest that funding is the primary hindering factor (59%), followed by support for evaluation (53%). It is interesting to note that state policies were selected as a hindering factor by 18% of SAG Chairs in 1999, but none in 2005. This, combined with the additional information we gathered on the impact of state policies related to evaluation, suggests that state policies are more evaluation-focused than they were six years ago.

⁶ Similar categories emerged in 1999 and 2005 when respondents were asked in an open-ended format which factors facilitate and hinder evaluation efforts, but responses were coded slightly differently in the two years. “Staffing,” a category in 1999, was coded as “knowledgeable staff” in 2005; “state infrastructure,” a second category in 1999, was coded as “state policies/requirements” in 2005; “leadership,” a third category in 1999, was coded as “support for evaluation” in 2005; and “evaluation environment,” the final category in 1999, was coded as “need for evaluation and program accountability.” “Funding” remained unchanged between the two years. In 2005, “federal policies/requirements” and “data” were new factors in 2005.

⁷ In 1999, we received 22 responses from 20 states for this question. Therefore, the data presented here include more than one response from some states.

Figure 7
SAG Chairs: Factors Hindering Evaluation in 1999 and 2005



Summary

There were several changes in the role of particular factors in facilitating and hindering evaluation over time and across respondent type. However, the changes were not consistent across respondent type.

The greatest shifts related to evaluation policies and requirements (whether they were state or federal). Across all respondent types these factors were more likely to be reported as facilitating evaluation in 2005 than they were in 1999. In fact, federal policies and requirements emerged in 2005 as an issue that was reported to both facilitate and hinder states' evaluation efforts.

Overall, the presence of knowledgeable staff appears to be a critical factor in both facilitating and hindering juvenile justice evaluation efforts. Lack of knowledgeable staff was reported as less of a hindrance in 2005 than in 1999 across all respondent types. This suggests that staff know more about evaluation in 2005 than they did in 1999, which is helpful to the states in their evaluation efforts.

Not surprisingly, funding opportunities are another factor that serves to both facilitate and hinder evaluation efforts. However, over time more SAG Chairs and SAC Directors considered the lack of funding and lack of support for evaluation as hindrances, while concern among Juvenile Justice Specialists decreased.

Extent of Changes in Focus on Evaluation

The previous section revealed extensive changes in states' evaluation policies and practices. However, in order to determine which states experienced the most changes over the past five years, we developed a formula to categorize states. We selected ten

items from the Juvenile Justice Specialist interview related to changes in evaluation and ranked states as either “high,” “moderate,” or “low” according to the score they received on the formula. The formula was developed such that most states would be classified as having a “moderate” change in focus on evaluation and only those with scores substantially different from the average score would be labeled “low” or “high.” The factors used to classify states concerned changes to several types of policies or practices:

- requirements related to evaluation,
- how evaluation information is used,
- focus on evidence-based programs,
- data collection improvements; and
- overall emphasis on evaluation.

More information on the specific factors and methodology is provided in Appendix B.

Thirteen states received a “high” score demonstrating extensive changes in evaluation policies and practices. In alphabetical order, these included Alaska, Connecticut, Florida, Kansas, Kentucky, Pennsylvania, Oklahoma, Oregon, Nebraska, New York, South Carolina, Tennessee, and Texas. Three states received “high” scores for evaluation change and evaluation focus (Florida, Oregon, and Pennsylvania). Three states demonstrated little to no change from 1999 to 2005 and were classified as having a low focus on evaluation altogether.

Discussion

What and how evaluation data are collected contributes to how they can be used. We expected that states would engage in evaluation not only to learn about what works in juvenile justice, but also for more practical reasons, such as determining how to spend juvenile justice resources wisely to accomplish system goals. Though we did not ask states explicitly why they conduct or support evaluation of juvenile justice programs, we asked Juvenile Justice Specialists several questions that revealed why states participated in evaluation activities. Evaluation information is used to make funding decisions for particular programs or types of programs, for system improvement, and to determine what works.

Since the 1999 needs assessment, many efforts have encouraged or required juvenile justice systems to become more evaluation-oriented. These include, but are by no means limited to, federal legislation, federal and state evaluation/performance measurement requirements, OJJDP-funded initiatives, including the Juvenile Justice Evaluation Center, efforts by the research and evaluation field to develop and promote evidence-based programs, projects of national juvenile justice associations and organizations, including the Performance-based Standards project of the Council for Juvenile Correctional Administrators, and State Advisory Group recommendations. Through the reauthorization of the Juvenile Justice and Delinquency Prevention Act (JJDP) in 2002, the federal government has taken a stand on the use of federal money that states receive to advance the funding of evidence-based programs, call for the evaluation of the

effectiveness of funded programs, and end subsequent funding for programs that are not successful.

This report demonstrates that numerous, substantial changes in evaluation policies and practices in juvenile justice have occurred in many states since 1999. Most Juvenile Justice Specialists reported an increase in the emphasis on evaluation in their state in the past five years. According to our calculations, 13 states have made substantial advancements in their focus on evaluation and 6 states clearly exhibit a strong focus on the conduct of evaluation and use of information produced by evaluations. Nevertheless, we identified some states that appear to give little attention to evaluation.⁸ We conclude that state-specific training and/or assistance, such as has been provided by JJEC, should be provided to states that currently have little focus on evaluation. The calculations produced in this report may be used as a guide to select states to target for training and/or assistance.

Overall, there is wide variation across states in their evaluation policies and practices. Evaluation policies and practices differed to a considerable degree even among those states classified as having a strong evaluation focus. Differences existed in areas including: the mission or purpose(s) of evaluation; evaluation, evidence-based programs, and program performance requirements and/or practices; parties involved in conducting evaluation or creating evaluation policies or practices; the provision of evaluation training or evaluation knowledge of parties involved in evaluation; and the use of evaluation information. This suggests the next step: states/ territories should receive guidance on how to incorporate evaluation-related policies or practices into their juvenile justice systems. Broadly, guidance related to what, how, and why to evaluate as well as the use and dissemination of evaluation information should be considered.

The variation among states with a strong evaluation focus suggests that there is likely no one best approach to take when it comes to developing evaluation policies and practices. States' and jurisdictions' approaches are dependent upon many factors, not all of which they are able to control. However, states or jurisdictions that wish to become more evaluation-focused can learn a great deal about how to do so from those who have a strong focus. Written evaluation models or standards based on further examination of the policies and practices of states with a strong evaluation focus to emulate may be useful to other states and jurisdictions that would like to become more evaluation-focused. An example of the kind of work that would be useful is the document, *Evaluation Strategies for State Juvenile Justice Programs: Case Studies from Washington and Pennsylvania*, published by JJEC.

Work in two areas should be continued. First, states and programs should be provided opportunities to learn how to conduct and/or participate in evaluation. Current federal

⁸ Caution is urged when extrapolating from the results of these analyses. The formulas developed to identify states with a strong evaluation focus and states' changes in evaluation focus were based on identified policies and practices relative to those of other states, and they are not intended to represent a standard that states should attempt to achieve.

and state requirements concerning performance measurement and evaluation require specific knowledge. Learning more about these areas will help states develop and implement evaluation-related policies and practices. Second, the sharing of information on evidence-based programs and practices should be continued and states should be helped to determine how best to use this information.

Based on this assessment of the status of the states on juvenile justice evaluation, we conclude that many states have come a long way, but more work is needed to help states become more evaluation-focused and meet the requirements of the 2002 reauthorization of the JJDP.

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Appendix A
Data Collection Forms

Juvenile Justice Specialist Interview Schedule

We would like to learn about juvenile justice evaluation practices used to assess the performance of programs in your state. *Please remember that this is NOT an evaluation of OJJDP or individual states' administration of the Formula Grants Program.* It is a follow-up to a needs assessment we conducted in 1999 to identify the type of training and technical assistance that would increase the states' juvenile justice evaluation capacity. Our purpose today is to measure changes, progress, and areas still in need of attention/improvement in efforts to evaluate juvenile justice programs or initiatives. Please note that we will not identify individual Juvenile Justice Specialists or their states when we summarize the findings from questions that ask for your opinion.

Date of Interview: _____

Interviewer: _____

Name of Interviewee: _____

State: _____

Background Information

How long have you worked in juvenile justice?

- Less than 1 year
- Approximately _____ years

How long have you been a Juvenile Justice Specialist?

- Less than 1 year
- Approximately _____ years

Do you hold other state-level juvenile justice positions (e.g., DMC Coordinator, JABG Coordinator)?

- Yes (specify _____)
- No
- Don't know

State Evaluation Practices

States assess the effectiveness of juvenile justice projects/initiatives in various ways. I'm going to ask you some questions to determine the current evaluation practices of your state.

1. Who is responsible for conducting juvenile justice evaluations in the state?
(Check all that apply.)

- Programs/ (sub)grantees
- State research department, state evaluation department, other state department
- External evaluators
 - (Sub)grantees are required to set aside funds for evaluation
 - What percentage of funds must be spent on evaluation?
 - State funds external evaluators for program(s)
- Other _____

2. Does the state regularly collect descriptive monitoring data from juvenile justice programs, such as the number of clients served, race/ethnicity of participants, and/or gender of participants?

- Yes No Don't know

3. Are (sub)grantees required to submit an evaluation plan with their grant application?

- Yes No Don't know

4. Does the state require juvenile justice programs to collect outcome measures?

- Yes No Don't know

4a. If yes, how are these outcome measures selected?

- State selects for programs from a list
- Programs select from a list
- Programs come up with own measures
- Other _____

5. Does the state have any standardized outcome measures for *all* juvenile justice programs?

- Yes No Don't know

5a. If yes, what?

- Recidivism
- Program completion
- Change in risk/protective factors
- Cost-effectiveness
- Other _____

6. Does the state compare outcomes across programs? (Ask regardless of response to question 5.)

- Yes No Don't know

7. Describe your state's level of focus on evidence-based programs in juvenile justice (For example, do you use the Blueprints programs?).

8. Regarding evaluation-related concerns, what kinds of information do you seek or use when you make funding decisions for programs? (Ask in open-ended format. Select all that apply.)

- Evidence-based programs/practices
 Evaluation design
 Logic model
 Prior program performance
 Cost per client
 Need for program
 Other _____

9. Do all juvenile justice programs have the same evaluation requirements? (For example, are the requirements the same whether programs are new versus continuing or evidence-based versus pilot?)

- Yes No Don't know

9a. If no, how do they differ?

10. Are there other any state-level evaluation-related requirements that we have not discussed? (This does not include program monitoring activities. For example, does the state require that a report be submitted to them at regular intervals demonstrating program achievements?)

11. How satisfied are you with the juvenile justice evaluation practices in your state?

- Satisfied Somewhat Satisfied Not Satisfied

12. What, if anything, would you change about the juvenile justice evaluation practices in your state?

13. Do you provide juvenile justice evaluation information to your SAG?

- Yes No Don't know

13a. If yes, what information?

13b. If yes, how do they use the information?

14. Do you provide evaluation information to anyone outside the SAG?

- Yes No Don't know

14a. If yes, to whom?

- Representative(s) from the State Budget Office
- Representative(s) from the State Executive Office
- Representative(s) from the State Legislature
- Representative(s) from the media
- Representative(s) from community or state advocacy groups
- Representative(s) from other state agencies (e.g., Department of Health)
- Other _____

15. What factors facilitate evaluation efforts in juvenile justice in your state (For example, policies, available funding, knowledgeable staff, etc.)

16. What factors hinder evaluation efforts in juvenile justice in your state?

17. What notable countywide or local efforts in juvenile justice evaluation have been undertaken, if any?

18. Does your state have a statewide data repository system for information on any of the following to be collected and analyzed (Check all that apply)?

- Characteristics of juveniles served by programs
- Juvenile justice program performance
- Characteristics of juvenile justice programs

19. What method do you use to collect evaluation data from programs?

- Paper forms/Reports
- Electronic submission into a database
- Electronic submission of form/ reports (e.g. email progress report form)
- Other _____
- Not applicable

Changes in Evaluation Practices or Policies

Now I'd like to ask you some questions about changes in state policies or practices regarding the evaluation of juvenile justice programs over the past few years.

20. Have your state evaluation practices or policies changed in the last five years?

- Yes No Don't know

20a. If yes, how have your state evaluation practices changed in the last five years?

21. In the past 2 years, how many times have state juvenile justice staff received evaluation training, received evaluation-related technical assistance, or attended an evaluation-related conference (that is, where they learned about how to conduct evaluation, participate in data collection etc.)?

21a. If services have been received, in what ways do you think juvenile justice staff have changed as a result of receiving these evaluation-related services? What examples can you offer?

21b. If services have been received, who provided these services?

22. In the past 2 years, how many times have your (sub)grantees received evaluation training, received evaluation-related technical assistance, or attended an evaluation-related conference? (that is, where they learned about how to conduct evaluation, participate in data collection, etc.)?

22a. Whether or not services have been received, do you think (sub)grantees need evaluation-related training or technical assistance?

- Yes No Don't know

22b. If services have been received, who provided these services?

22c. If services have been received, in what ways do you think (sub)grantees' skills have changed as a result of receiving these evaluation-related services? What examples can you offer?

23. Are (sub)grantees required by the state to receive evaluation training or technical assistance prior to or as a condition of receiving funding?

- Yes No Don't know

23a. Has this requirement changed in the past five years?

- Yes No Don't know

24. Not including reports focused on program monitoring data (i.e., program input and output data) submitted by programs to the state, has the state produced any juvenile justice evaluation reports in the past 2 years?

- Using data generated by programs?
- Using juvenile/criminal justice system data?
- Cost-benefit analysis?
- Other? _____
- Not applicable

25. In the last five years, what changes have there been to how the state uses juvenile justice evaluation-related information, if any?

26. Has the performance measurement system for the Juvenile Accountability Block Grants (JABG) Program helped to structure other juvenile justice evaluation activities in your state?

- Yes No Don't know

27. Over the past five years, how would you characterize change(s) in your state on the level of emphasis placed on juvenile justice evaluation?

- Increase
 No significant change
 Decrease
 Other (Specify _____)

Supporting Documents

28. Does your state produce an annual report on the effectiveness or accomplishments of juvenile justice programs (not including reports required by OJJDP)?

- Yes No Don't know

28a. If yes, is the one for 2003 complete?

- Yes No Don't know

28b. If yes, how can we obtain a copy (or most recent version)?

29. What information should we review that demonstrates your state's focus on juvenile justice evaluation?

30. How can we obtain copies of these documents?

31. Please send us current copies of (sub)grantee reporting forms, if applicable, to compare to old (forms used in May 1999) forms.

Thank you.

SAC Director Assessment

Dear SAC Directors,

You have been invited to provide your input in support of a project of the Justice Research and Statistics Association (JRSA). JRSA works with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to improve the evaluation of juvenile justice programs in the states through the Juvenile Justice Evaluation Center (JJEC). The goal is to enhance the capacity of states and local program personnel to conduct and/or participate in the evaluation of juvenile justice programs or juvenile justice system(s).

We would like to learn about juvenile justice evaluation practices used to assess the performance of programs in your state. This is NOT an evaluation of OJJDP or individual states' administration of the Formula Grants Program. This is a follow-up to a needs assessment we conducted in 1999 to identify the type of training and technical assistance that would increase the states' juvenile justice evaluation capacity. Our purpose is to measure changes, progress, and areas still in need of attention/improvement in efforts to evaluate juvenile justice programs or initiatives. Please note that we will not identify individual SAC Directors or their states when we summarize the findings from questions that ask for your opinion.

1. Form completion date:

2. Name of person completing form:

3. Email address of person completing form:

4. What state does your SAC represent?

5. In the last five years, has the SAC conducted any juvenile justice program evaluations?

Yes	No
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6. In the last five years, has the SAC played any other role in juvenile justice program evaluation?

7. What factors facilitate evaluation efforts in juvenile justice in your state (for example, policies, available funding, knowledgeable staff, etc.)?

8. What factors hinder evaluation efforts in juvenile justice in your state?

9. Over the past 5 years, how would you characterize change(s) in the working relationship between your Statistical Analysis Center (SAC) and the State Advisory Group (SAG)? (The SAG is the Governor's advisory group on juvenile justice.
 - i. The SAC and SAG work more closely together now.
 - ii. There has not been a significant change in the working relationship between the SAC and SAG.
 - iii. The SAC and SAG work less closely together now.
 - iv. Other (please specify)

10. If there had been no significant change in the working relationship between the SAC and the SAG over the past 5 years, what factors account for the stability of the relationship?

11. Phone number

Thank you.

SAG Chair Assessment

Dear SAG Chairs,

You have been invited to provide your input in support of a project of the Justice Research and Statistics Association (JRSA). JRSA works with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to improve the evaluation of juvenile justice programs in the states through the Juvenile Justice Evaluation Center (JJEC). The goal is to enhance the capacity of states and local program personnel to conduct and/or participate in the evaluation of juvenile justice programs or juvenile justice system(s).

We would like to learn about juvenile justice evaluation practices used to assess the performance of programs in your state. This is NOT an evaluation of OJJDP or individual states' administration of the Formula Grants Program. This is a follow-up to a needs assessment we conducted in 1999 to identify the type of training and technical assistance that would increase the states' juvenile justice evaluation capacity. Our purpose is to measure changes, progress, and areas still in need of attention/improvement in efforts to evaluate juvenile justice programs or initiatives. Please note that we will not identify individual SAG Chairpersons/members or their states when we summarize the findings from questions that ask for your opinion.

1. Name of person completing form:
2. Email address of person completing form:
3. What state does your SAG represent?
4. How satisfied are you with the juvenile justice evaluation practices in your state?
 - i. Satisfied
 - ii. Somewhat satisfied
 - iii. Not satisfied
5. What, if anything, would you change about the juvenile justice evaluation practices in your state?
6. What factors facilitate evaluation efforts in juvenile justice in your state (for example, policies, available funding, knowledgeable staff, etc.)?
7. What factors hinder evaluation efforts in juvenile justice in your state?

8. Have your state juvenile justice evaluation practices changed in the last five years?
 - i. Yes
 - ii. No
 - iii. Don't know

9. If you answered "yes" to #8, how have your state evaluation practices changed in the last 5 years?

10. Over the last 5 years, how would you characterize change(s) in the level of emphasis placed on juvenile justice evaluation?
 - i. The level of emphasis has increased
 - ii. There has been no change in the level of emphasis
 - iii. The level of emphasis has decreased
 - iv. Other (please specify)

11. Over the past 5 years, how would you characterize change(s) in how the SAG uses juvenile justice evaluation-related information, if any?

12. Over the past 5 years, how would you characterize change(s) in the working relationship between your Statistical Analysis Center (SAC) and the SAG?
 - i. The SAC and SAG work more closely together now
 - ii. There has not been a significant change in the working relationship between the SAC and the SAG
 - iii. The SAC and SAG work less closely together now
 - iv. Other (please specify)

13. If there has been no significant change in the working relationship between the SAC and the SAG over the past 5 years, what factors account for the stability in the relationship?

14. Phone number

Thank you.

Appendix B Formula Calculations

Calculation of Formula for States With a Strong Evaluation Focus

Thirteen items from the juvenile justice specialist interview and supporting documentation were included in the formula. Each question was coded as 0 or 1; responses indicating a focus on evaluation received a score of 1. Therefore, each item was weighted equally. The scores on each of the items were added together for a total possible score of 13. Total scores within one standard deviation of the mean score of 6.33 were classified as “moderate.” Scores above one standard deviation were classified as “high” and scores below one standard deviation were classified as “low.” The following factors were used in calculating the overall score:

- Requirement of programs to collect outcome measures
- Whether the state collects any standard outcome measures for all programs
- Whether programs are required to submit an evaluation plan
- If a focus on evidence-based programs is required
- Funding preference is given to programs that propose the use of evidence-based programs
- Information on evidence-based programs is used or sought when making funding decisions
- Whether any juvenile justice evaluation reports have been produced by the state in the past two years
- If the state produces an annual report on the effectiveness or accomplishments of juvenile justice programs (not including reports required by OJJDP)
- Whether the state compares outcomes across programs
- If cost per client is a funding consideration
- Prior program performance as a funding consideration
- Whether a program’s logic model is a funding consideration
- Proposed evaluation design as a consideration for funding

The use of this approach has some limitations that may affect the overall scores. Only one data source was used in calculating the formula. In addition, it is possible that the use of other factors or weighting of the factors would change the scores. This calculation should be considered a preliminary approach in categorizing states according to their focus on evaluation.

Calculation of Formula for States That Have Changed Evaluation Policies and Practices the Most

To identify states that changed the most in their evaluation focus, we devised a formula that included 11 questions from the Juvenile Justice Specialist interview. Each question was coded as 0 or 1; responses indicating a change in evaluation policies and practices

received a score of 1. The highest possible score a respondent could receive was 10.⁹ Total scores within one standard deviation of the mean score of 3.27 were classified as “moderate.” Scores above one standard deviation were classified as “high” and scores below one standard deviation were classified as “low.”

The following factors were included in the calculation:

- Change in evaluation practices: data improvements
- Change in evaluation practices: more emphasis on evaluation use now
- Change in evaluation practices: more focus on evidence-based programs now
- Change in evaluation practices: performance measurement/evaluation required now
- Change to the use of juvenile justice evaluation-related information: more reliance on data for decisionmaking and reports
- Change to the use of juvenile justice evaluation-related information: programs must be evidence-based
- Change to the use of juvenile justice evaluation-related information: funding and planning decisions based on evaluation
- Increase in the level of emphasis placed on juvenile justice evaluation
- Changes occurred in state evaluation practices or policies changed in the last five years
- Requirement for programs to receive evaluation-related training or technical assistance prior to or as a condition of funding

⁹ Responses to 11 items were included in this calculation. However, a response of “yes” to “Has this requirement changed in the past five years?” was only counted if respondents noted in the previous question that evaluation training was required [“Are (sub)grantees required by the state to receive evaluation training or TA prior to or as a condition of receiving funding?”].

Appendix C

Evaluation Approaches of States With a Strong Evaluation Focus

Arizona

Arizona's juvenile justice evaluation policies and practices have been primarily developed within the juvenile justice system by the Arizona Department of Juvenile Corrections (ADJC); the Arizona Supreme Court, Juvenile Justice Services Division (JJSD); and the Arizona Juvenile Justice Commission of the Governor's Office for Children, Youth, and Families. Programs are largely responsible for collecting performance data on youth-serving programs, while the state produces evaluation reports on those programs. State legislation passed in 1997 called for an evaluation of the juvenile courts and programs in Arizona. An online information system tracks juveniles throughout their involvement with the justice system. A risk/needs assessment is conducted for all juvenile justice system-involved youth.

As a result of the 1997 legislation calling for an evaluation of juvenile courts and programs, Deloitte Consulting conducted an evaluation of the juvenile justice system in Arizona in 1998. One of the primary recommendations of the evaluation was the adoption of common performance measures across the system. JJSD developed several goals and objectives related to this recommendation.

Among other evaluation reports, annual evaluation reports are produced by both JJSD and ADJC. Programs contracted by JJSD are required to submit process and outcome data annually. Requirements for these measures differ by program type. Some program types are required to select particular measures, while others select their own measures. The ADJC annual report tracks the recidivism of all juveniles committed to state institutions using official juvenile and criminal justice system data. The *Outcome Evaluation Seventh Annual Report* included a comparison between expected and actual recidivism according to the risk/needs assessment administered to all adjudicated youths. A 2004 report by ADJC on the decline of juvenile crime in Arizona noted the importance of evaluation research to determining which programs have scientific support and should be replicated elsewhere in Arizona.

The Juvenile Justice Commission (the State Advisory Group) has several requirements for recipients of grant funds. They support "best practice" models and require programs to have a process and outcome evaluation. The evaluation design may be determined by the program, but must include pre-post measures and use valid and reliable assessment tools. Applicants' evaluation plans account for 18% of the score given to evaluate applications. The Juvenile Justice Commission has financially supported external evaluations in the past, including an evaluation of Safe and Drug-Free Schools and Communities.

The Juvenile Online Tracking System (JOLTS) tracks juveniles on probation and in the dependency system in Arizona and is used by state and local agencies. It has been used

to establish performance goals and expectations for the juvenile justice system as well as to examine outcomes of individual youths.

California

The California Department of Corrections and Rehabilitation, Corrections Standards Authority (formerly the Board of Corrections), maintains responsibility for overseeing juvenile justice programs that receive federal dollars under the Formula Grants Program. Through legislation, the Corrections Standards Authority (CSA) also provides over \$300 million a year to state juvenile justice programs.

Requirements for programs include data collection and regular reporting. CSA has used advanced research methods in other statewide initiatives under its administration, such as the California Challenge Program. California has also produced systemwide reports on juvenile crime and the effectiveness of juvenile justice programs. It is able to determine which programs are working to reduce juvenile delinquency, and which are not. Legislative mandate required the CSA, Corrections Planning and Programs Division, to conduct a statewide evaluation of juvenile justice programs under its Challenge Grant I and II Programs. To accomplish this, the state required each county to conduct a comprehensive planning process and produce a written plan that provides detailed information about the county's program approach and evaluation methods, including the research design, target population, interventions, and outcome variables. This information was aggregated to the state level and a statewide report was generated. Several of the programs included in this study employed an experimental research design; others used a quasi-experimental design. A final statewide evaluation report was produced in March 2004 that detailed the effectiveness of many juvenile justice programs at reducing juvenile delinquency in California.

In 2000, the state passed legislation, the Juvenile Justice Crime Prevention Act, that required all juvenile justice programs funded to be based on programs and approaches that have been demonstrated to be effective in reducing juvenile delinquency, to use information sharing strategies so that initiatives across counties are coordinated and integrated, and to develop goals that include outcome measures that can determine program effectiveness. Juvenile justice program administrators are required to submit an extensive amount of information about target population, program activities, and program outcomes. This information is used to create an annual report. Program staff are aided in this effort by an online data collection system that allows simple data submission electronically. Also, programs are provided with detailed definition and instructions regarding the information that is requested.

The California Criminal Justice Statistics Center produces an annual report on California's juvenile justice system that provides detailed information on youths at each decision point in the system by race, gender, and age.

Florida

The Department of Juvenile Justice (DJJ), Office of Research and Planning is primarily responsible for developing and implementing Florida's juvenile justice evaluation policies and practices. Florida contracts with an independent research agency, the Justice Research Center, to assist in the production of annual evaluation reports to the governor and state legislature. A recent project of DJJ is the "What Works Initiative," a project that focuses on the use of evidence-based programs and practices.

Two evaluation reports are produced annually– the *Program Accountability Measures (PAM) Report* and the *Outcome Evaluation Report*. The *PAM Report* is mandated by state legislation and includes all residential programs to which youths are committed. Each program is scored according to the effectiveness of the program as measured by reoffending and the cost per youth to complete the program. The score also takes into consideration youths' risk of reoffending. Program scores are compared across program types and other criteria. The *Outcome Evaluation Report* focuses on all juvenile justice programs in Florida and reports on the recidivism, program completion and length of stay of programs, among other performance measures. Data for both reports are obtained from Florida's official justice records.

The "What Works Initiative" began in 2003 as a pilot project. It has five principles: target youths most at risk, treat needs associated with reoffending, employ evidence-based treatment approaches, tailor programs to offender responsivity, and monitor implementation quality and treatment fidelity. The initiative assesses and modifies programs to make them more effective and drops treatments that are ineffective.

Programs have a number of evaluation-related requirements. All programs are required to submit an evaluation plan with their grant application and the evaluation design proposed is used as a funding consideration. Also required in the grant application is information on how the program is research-based, what process and outcome measures will be collected pre- and post-program, which delinquency risk factors will be addressed, and a program logic model. Prior program performance is a consideration for programs applying for renewal funds.

All juvenile justice programs are subjected to an annual quality assurance review conducted by DJJ. Primary considerations are the processes, costs and outcomes of the programs. Programs receive a score that ranges from "exceptional performance" to "failed to meet standards." Program standards have been developed for various program types. DJJ produces an annual report for the state legislature that contains recommendations for program modifications, expansion, improvement, maintenance, or elimination.

Oregon

The state of Oregon has a strong focus on performance, evidence-based practices, and youths' risk and protective factors. State agencies, including the Oregon Criminal Justice

Commission (OCJC) and the Oregon Youth Authority (OYA), report performance measures to the state biennially. State legislation in 2003 called for juvenile crime prevention programs to be evidence-based. Online data entry facilitates standardized data collection methods and outcomes measures that are used by contracted programs and counties and reported to the state.

The OCJC develops and maintains state criminal justice policies and long-range plans, while the OYA is responsible for managing all programs to which youths are committed as well as some probation programs. Counties are responsible for the remainder of services.

In 2001, following state funding of new juvenile crime prevention programs for high-risk juveniles a few years earlier, OCJC contracted with external evaluators to assess juvenile crime prevention programs. The evaluation tracked youths served by the program prior to the start of program enrollment to 12 months after enrollment. The final report was issued in 2003 and focused on change in risk and protective factors and arrests of youths served by the programs.

Beginning in fiscal year 2003, all executive branch state agencies were required by the state to develop “key” performance measures following a standard set of criteria. The biennial report to the state includes a discussion of how performance measures and data are used by the agency. Measures used by the OCJC and OYA assess youths and programs. Measures include recidivism, a standard risk/needs assessment for all youths (submitted by programs using online data entry), several Performance-based Standards (PbS) from the Council of Juvenile Correctional Administrators, and use of the Correctional Program Assessment Inventory (CPAI) for “close custody” facilities. Performance measures are used to facilitate the improvement of programs.

A statewide information system called Juvenile Justice Information System (JJIS) is administered by OYA and used by the state and all counties to collect, manage, and report information about juvenile offenders. It permits the tracking of cases through the juvenile justice system and provides the capacity to evaluate programs. A 2003 report by JJIS included information on recidivism by county.

Oregon Senate Bill 267 was passed in 2003 and requires programs intended to reduce future criminal behavior to be evidence-based. Loosely, evidence-based programs are considered to be those based on research principles that demonstrate cost savings. Every two years the OCJC, which administers the Juvenile Crime Prevention Program, must report on progress in this area. Between 2005 and 2009 the legislation requires that an increasing percentage of funds, up to 75%, goes to evidence-based programs.

Pennsylvania

Several groups are involved in developing juvenile justice evaluation policies and practices for Pennsylvania, including the Pennsylvania Commission on Crime and

Delinquency (PCCD), the Pennsylvania Juvenile Court Judges Commission (JCJC), and the National Center for Juvenile Justice (NCJJ).

Pennsylvania has a long history of contributing to the development and promotion of evidence-based programs. The Pennsylvania Commission on Crime and Delinquency (PCCD) oversees Pennsylvania's juvenile justice programs that receive federal funding. PCCD is invested in evaluation of juvenile justice efforts. This is evidenced by the presence of its Evaluation Advisory Committee (EAC), which is responsible for managing federal grant awards to evaluate PCCD-funded programs, and which also serves as a resource to other advisory committees within the PCCD. Among the various advisory groups at PCCD is the Juvenile Justice and Delinquency Prevention Committee (the State Advisory Group). Under the advisement of the EAC, PCCD has funded many evaluations of juvenile justice programs in Pennsylvania. Evaluations focus on two types of programs: innovative programs, which are defined as large-scale pilot programs that have not been evaluated, and initiative programs, or those whose positive outcomes have been established through multiple evaluations, but which require an emphasis on process evaluation. In general, innovative programs that receive large grant awards are more likely to undergo an outcome evaluation than others.

Pennsylvania has demonstrated a strong interest in evidence-based programs and the production of outcome information. In the mid-1990s, PCCD provided funding to help identify evidence-based programs such as Colorado's Center for the Study and Prevention of Violence's Blueprints Programs. Since the late 1990s, the state has had a legislatively mandated focus on prioritizing funding for evidenced-based programs. Legislation passed in 1995 also required Pennsylvania to adopt the Balanced and Restorative Justice (BARJ) philosophy to govern all of its juvenile justice programs. In accordance with this, as of 2004 all counties are required to report similar outcome measures that aid in determining the effectiveness in meeting BARJ objectives for all juvenile delinquency cases. In addition, all applicants for juvenile justice program funding through PCCD must complete a Project Assessment Plan, which provides detailed information on the project's objective, the anticipated outcome(s), the proposed process for measuring outcomes, and the source(s) of information that will be utilized to determine outcomes. The quality of the Assessment Plan is weighed along with other factors in the funding decision. The Assessment Plan is the basis for continued reporting in the quarterly reporting forms, thus establishing the high priority of performance measurement early on in a program's life cycle.

Pennsylvania has developed and maintains an Electronic Juvenile Justice Databook, which provides the following types of county-level information: population, health, economy, education, child abuse and neglect cases, reported crime, juvenile arrests, juvenile court cases, and adult incarceration rate.

Washington

Washington's juvenile justice evaluation efforts are perhaps characterized best by the legislative requirement for evidence-based programs and a state-funded research institute

charged with evaluating programs. The State Advisory Group's focus on evaluation and (sub)grantee evaluation requirements are notable.

The state is committed to the utilization of research-based programs, as evidenced by legislation passed in 1997 that requires Juvenile Rehabilitation Administration programs (residential and community programs as well as parole) to be research-based. In addition, applicants that propose evidence-based programs are given funding preference. The legislature also directed the Washington State Institute for Public Policy (WSIPP) to evaluate programs in order to identify which programs are evidence-based. The WSIPP has conducted several multi-site evaluations of juvenile justice programs with strong evaluation designs including cost-benefit analyses. For instance, 14 state courts' Functional Family Therapy programs were evaluated and it was determined that the program reduced felony recidivism by 38% and produced a \$2.77 savings for each taxpayer dollar spent on the program. Based on the findings from this report and another similar report, the Legislature required the WSIPP to develop process and outcome measures for research-based programs. More recently, Washington has become focused on how to ensure that evidence-based programs are implemented appropriately and that they accomplish outcomes similar to those shown in the original evaluations.

The Governor's Juvenile Justice Advisory Committee (GJJAC), which is the State Advisory Group (SAG), administers Washington's federal juvenile justice programs. The GJJAC also has a standing evaluation committee to assist with program funding and planning decisions. One of the stated objectives within the GJJAC mission statement is to promote research-based preventive and rehabilitative programs. To accomplish this, the GJJAC supports "applied research of the juvenile justice system and evaluation of juvenile justice programs to determine their effectiveness" (Washington Governor's Juvenile Justice Advisory Committee, 2004; p.5).¹⁰ To receive funds, applicants must provide detailed information on how they will conduct process and outcome evaluations of their programs. In addition, applicants must devote 7% of program funds to evaluation. All applicants are required to attend evaluation training before submitting applications and, once funded, must submit both an interim evaluation and a final independent outcome evaluation of their program. The GJJAC produces an annual report on the juvenile justice system and its intervention and prevention programs. The most recent report, nearly 300 pages in length, provides an extensive review of the process undertaken to make funding decisions, descriptions of each program, and data analysis that reports on a variety of factors, including demographics, socioeconomics, risk factors, school data, and delinquency.

¹⁰ Washington Governor's Juvenile Justice Advisory Committee. (2004). *Washington State Juvenile Justice Report 2004*. Olympia, WA: Author.
<http://www.juvenilejustice.dshs.wa.gov/annualrpt.html>

Appendix D

List of JJEC Project Accomplishments

The following is a list of the activities conducted over the course of the project, from 1999 to 2005. Activities included trainings, technical assistance, publications, a web site, evaluation partnership projects, and conference presentations.

Trainings

In Person

- *Overview of the Juvenile Justice Evaluation Center Online and Disproportionate Minority Confinement* presented at OJJDP Regional Training, May 2001
- *Using Local Program Data for Informed Decisionmaking* conducted in October 2001 (three regional sessions), June 2002 (one regional session)
- *Developing an Approach for JABG Performance Measurement*, February 2004 (four regional sessions)

Online

Evaluation: A Tool for Program Improvement (2003)

Technical Assistance

Short-Term, Onsite

2001

- *Evaluating the Serious Habitual Offender Comprehensive Action Program*, Utah, January
- *Program Evaluation at the Community Level*, Kansas, June
- *Evaluating Juvenile Probation Programs*, Idaho, August
- *Evaluating the Prevention Resource Office (PRO) Program*, West Virginia, September

2002

- *Evaluation: A Process for Program Improvement*, Wisconsin, January
- *Developing an Evaluation Plan*, Kansas, January
- *Evaluation: A Process for Program Improvement*, New Jersey, February
- *Evaluation: A Tool for Program Improvement*, Missouri, June
- *Evaluation: A Tool for Program Improvement*, Nebraska, July

2003

- *Evaluation: A Tool for Program Improvement and Q and A: Data Collection and Evaluation*, Maine, June and October

- *Using Data to Make Informed Decisions About Reducing Disproportionate Minority Contact (DMC)*, Florida, October
- *Using Data to Make Informed Decisions About Reducing Disproportionate Minority Contact*, Iowa, November

2004

- *Tools for Assessing Program Performance*, Texas, June

Long-Term, Onsite

- *Logic Model for Division on Alternative Pathways*, Washington, DC, November 2002- April 2003

Written/ Telephone

- *Review evaluation section of request for proposal*, Alaska, October 2001
- *State Reports on DMC*, Idaho, March 2002
- *Review of Office of Youth Services reporting forms*, Hawaii, December 2002- January 2003

Publications

1999

- *Juvenile Justice Evaluation Needs in the States: Findings of the Formula Grants Program Evaluation Needs Assessment*

2001

- *Juvenile Justice Program Evaluation: An Overview (First Edition)*
- *Strategies for Evaluating Small Juvenile Justice Programs*
- *Hiring and Working With an Evaluator*

2002

- *Cost-Benefit Analysis for Juvenile Justice Programs*
- *Incorporating Evaluation Into the Request for Proposal (RFP) Process*

2003

- *Evaluability Assessment: Examining the Readiness of a Program for Evaluation*
 - *Appendix: The Youth Monitoring Program: An Evaluability Assessment*
- *Juvenile Justice Program Evaluation: An Overview (Second Edition)*
- *Evaluation Issues in Mental Health Programming in the Juvenile Justice System*
- *Evaluation Strategies for State Juvenile Justice Programs: Case Studies from Washington and Pennsylvania*

2004

- *Approaches to Assessing Juvenile Justice Program Performance*

2005

- *Seven Steps to Develop and Evaluate Strategies to Reduce Disproportionate Minority Contact (DMC)*
- *Evaluation*; chapter for the 3rd edition of OJJDP's Disproportionate Minority Contact (DMC) Technical Assistance Manual

2002-2005

- *JJEC Update*, a monthly electronic newsletter, September 2002 – December 2005

Web site

2000

- First version released August 2000. Pages included:
 - Programs (16)
 - National Initiatives
 - Resources
 - State Resources
 - SAC Partnership Projects

2001

- New pages added
 - JJEC Information
 - JJEC publications
 - State Juvenile Justice Grants Information Links
 - Technical Assistance
 - Instruments and Scales
 - JJEC Calendar
- Added one program area

2002

- Four new program areas added
- Added a page containing examples of state RFPs with an evaluation component
- Updated content on Instruments and Scales as well as Internet Resources page

2003

- Major web site redesign in April 2003
- Redesigned content of program areas page to include a focus on evaluations with strong designs and revised five program areas
- Added new pages on Classification Tools and the JJEC Logic Model

2004

- Revised four program areas to include a focus on evaluations with strong designs
- Added a new page on Evidence-Based Programs

2005

- Revised two program areas to include a focus on evaluations with strong designs

Evaluation Partnership Projects

(includes state that received award and the title of the final report)

1999

- Maine: Evaluation Partnership Project: Progress Report
- Massachusetts: Title V Delinquency Prevention: Program Years 1997-1999: A Report of the Juvenile Justice Evaluation Partnership Project
- New Mexico: Evaluation of the EQUIP Program: A Partnership Between the New Mexico Statistical Analysis Center and the New Mexico Children, Youth and Families Department

2000

- Illinois:
 - 1) Enhancing and Evaluating Local Juvenile Justice Systems in Illinois: An Evaluation Manual
 - 2) Enhancing and Evaluating Local Juvenile Justice Systems in Illinois: The Promise of Juvenile Justice Councils
- Iowa: Juvenile Justice System Evaluation Capacity-Building in Iowa
- Maine: Evaluation Partnership Project: Final Report

2001

Project Theme: Disproportionate Minority Confinement (DMC)

- Colorado: Disproportionate Minority Analysis of Juvenile Diversion in Colorado
- Illinois: Disparity Index Computation Database: Project Summary and User's Manual
- Iowa: Connecting Iowa's Disproportionate Minority Confinement Efforts to the Iowa Justice Data Warehouse

2002

Project Theme: Gender-Specific Programming

- Alaska: Building Evaluation Capacity for Gender-Specific Programming
- Illinois: Female Delinquents Committed to the Illinois Department of Corrections: A Profile
- Indiana: What About Girls in Indiana's Juvenile Justice System?
- Wyoming: Wyoming's Juvenile Female Treatment and Prevention Programs

2003

Project Theme: Use of Secure Detention and Alternatives To Secure Detention For Juveniles

- Illinois: Pre-Trial Juvenile Detention Screening Practices in Illinois
- Iowa: Examining the Trends and Use of Iowa's Juvenile Detention Centers
- Nebraska: Automation of Secure Juvenile Facilities and Electronic Data Reporting
- Vermont: Determinants of Length of Stay at Woodside Juvenile Detention Center

2004

Project Theme: Development of a Statewide Juvenile Justice Evaluation Plan

- Arizona: Research and Evaluation: Building Infrastructure and Capacity in Arizona
- Maryland: An Evaluation Partnership Project to Enhance the State of Maryland's Capacity to Evaluate Juvenile Justice Programs: Final Report

Conference Presentations

1999

- *Evaluating Juvenile Justice Programs in the States*, American Society of Criminology Annual Conference

2000

- Coalition for Juvenile Justice regional training conferences
 - Northeast *Tools for Evaluation*, and *Evaluating Collaborative Partnerships*
 - Western, Southern, and Midwest *Cost Analysis* and *Evaluating Small Programs*
- *The Juvenile Justice Evaluation Center*, American Society of Criminology Annual Conference

2001

- *Planning Strategies and Assessment Tools for Juvenile Justice Programs*, Coalition for Juvenile Justice (CJJ) National Spring Conference
- *Evaluating Mental Health Programs: Multicultural Issues to Consider*, CJJ Northeast Regional Training Conference
- *Different Directions Different Approaches: Looking at What We Have Learned About Gender-Specific Programs*, CJJ Midwest Regional Training Conference
- *Evaluation of the Youth Arts Development Project* (with Caliber Associates), CJJ Regional Conference
- *Planning Strategies and Assessment Tools for Juvenile Justice Programs*, CJJ Spring Conference
- *Evaluating Mental Health Programs: Multicultural Issues to Consider*, CJJ Regional Training Conference
- OJJDP National Conference
 - Overview of web site

- *Getting Help with Conducting Your DMC Assessment*
- *Disproportionate Minority Representation in Cook County, Illinois, Conducted by Illinois SAC*
- *A Web-based Resource Center for Juvenile Justice Evaluation, American Society of Criminology Annual Meeting*
- *Juvenile Justice Evaluation Center: An Overview, American Evaluation Association Annual Meeting*

2002

- *Developing a Statewide Juvenile Justice Evaluation System, BJS/ JRSA Annual Conference*
- *Evaluation Capacity Building for Juvenile Justice and Delinquency Prevention, American Evaluation Association Annual Conference*
- *Building Juvenile Justice Evaluation Capacity in the States, Moderated this session at American Evaluation Association Annual Conference*

2003

- *State Evaluation Partnerships to Address Gender Specific Programming, National Institute of Justice Research and Evaluation Annual Conference*
- *Evaluation Issues Regarding Mental Health Programming in the Juvenile Justice System, Coalition for Juvenile Justice West and Midwest Regional Conference*
- *Using Data to Make More Informed Decisions about Reducing DMC, Coalition for Juvenile Justice Northeast Region/Ethnic and Cultural Diversity Conference*
- *Facilitated sessions at the OJJDP State and Tribal Assistance Division Northwest Regional Conference*
- *Juvenile Justice Evaluation Partnership Projects: A Focus on Detention, Coalition for Juvenile Justice Fall Training Conference on Detention Reform*
- *Assessing Evaluation Partnerships for Female Specific Programming in Juvenile Justice: Bridging Research and Practice, American Society of Criminology Annual Conference*

2004

- *Enhancing Evaluation at the State Level: Two Steps Forward, One Step Back, Academy for Criminal Justice Sciences Annual Meeting*
- *JJEC Web Site Demonstration, Pennsylvania Commission on Crime and Delinquency (PCCD) Conference*
- *Three Methods of Assessing Program Performance: Considerations for Selecting a Method, Coalition for Juvenile Justice Annual Spring Conference*
- *Evaluating Strategies to Reduce Disproportionate Minority Contact, Coalition for Juvenile Justice Conference on Ethnic and Cultural Diversity*

- *State Evaluation Partnerships to Address Detention and Alternatives to Detention for Juveniles*, National Institute of Justice Research and Evaluation Conference
- *An Examination of Juvenile Detention in Four States: Bridging Research and Practice*, American Society of Criminology Annual Conference

2005

- *Incorporating Evidence-Based Programs and Practices Into a Statewide Juvenile Justice Evaluation Plan*, Coalition for Juvenile Justice Southern/Northeast Region Conference
- *Getting to What Works in Reducing Disproportionate Minority Contact*, Coalition for Juvenile Justice Ethnic and Cultural Diversity Conference
- *State Evaluation Policies and Practices in Juvenile Justice*, American Society of Criminology Annual Conference

Other

- *Developing a Statewide Juvenile Justice Evaluation Plan*, April 2003, discussion with representatives from several states (West Virginia, Minnesota, New Jersey, Oregon, Washington, DC, and Colorado)