



**APRI**

American  
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SPECIAL TOPICS SERIES

Guide to  
Developing and Implementing  
**PERFORMANCE**

**MEASURES**

**for the Juvenile  
Justice System**

*A National Demonstration Project*

**FAU**  
COMMUNITY JUSTICE  
INSTITUTE  
Florida Atlantic University

**NCJJ**  
National Center for Juvenile Justice

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

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*June 2006* Caren Harp  
Dee Bell  
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# INTRODUCTION AND ACKNOWLEDGEMENTS

Through taxes and other means, citizens fund the juvenile justice system. In return, they expect the system to do three basic things: protect communities, hold offenders accountable both to victims and to communities, and develop competencies in offenders to help them re-enter communities as productive, contributing members of society. Until recently, however, taxpayers and practitioners alike had no way of knowing whether the juvenile justice system was achieving these goals.

Traditionally, juvenile and family courts have been cloaked in a veil of secrecy, denying taxpayers any opportunity to learn about how the system works and what results are achieved. The good news is that this scenario is changing. In 2003, the U.S. Congress directed the Office of Juvenile Justice and Delinquency Prevention to fund the American Prosecutors Research Institute (APRI), the Criminal Justice Institute's Balanced and Restorative Justice (BARJ) Project at Florida Atlantic University, and the National Center for Juvenile Justice (NCJJ) to carry out a national project to demonstrate that it is both possible and valuable to measure the performance of juvenile justice systems.

Although Congress considers performance measurement to be a national priority, practitioners generally greet the subject with skepticism and resistance. Much of their resistance derives from the perception that historically, performance standards have been developed by academics, researchers and policy makers—people who may have little experience with, or understanding of, the actual work of practitioners or the operation of the court system. Departing from this tradition, APRI and its partners developed a set of performance measures to help ensure accountability of the juvenile justice system to citizens. These performance measures reflect the values, needs and expectations of victims, offenders and communities while pragmatically capturing the work of practitioners. The ultimate goal was to build a core set of juvenile justice performance measures for potential use nationwide.

## **Project Overview**

The National Demonstration Project tested a set of measures, or benchmarks, that are tied directly to the goals of community safety, offender accountability and competency development,<sup>1</sup> as follows:

### *Furthering Community Safety*

- Juvenile crime rate
- Law abiding behavior
- Adult criminal convictions

### *Ensuring Offender Accountability*

- Restitution
- Work service
- Crime victim satisfaction

### *Developing Youth Competency*

- Resistance to drugs and alcohol
- School participation
- Employment
- Volunteer/citizen participation

Multidisciplinary teams representing four jurisdictions—Deschutes County, OR, Allegheny County, PA, Cook County, IL and the State of South Carolina—participated in the demonstration project. These teams consisted of a

<sup>1</sup> Caren Harp, *Bringing Balance to Juvenile Justice*, APRI Special Topic Monograph Series, 2002.

prosecutor, judge, probation officer, and information technology specialist. Over a six-month period, the teams collected data on the ten performance measures and presented their findings in a system-wide “report card.” The report cards were then disseminated to key system actors, policy makers and citizens through newspapers, Web sites or other appropriate means.

Periodic reports on widely accepted performance measures will allow jurisdictions to establish local benchmark standards, detect trends, and evaluate effectiveness of their current efforts. These measures are not intended as an instrument for funding cuts or comparing across jurisdictions. Rather, they are intended to inform local management decisions, guide resource allocation and inform citizens about the successes and challenges of the juvenile court.

The purpose of this *Implementation Guide* is to share the experiences of the National Demonstration Project so that other jurisdictions may develop or improve performance measurement strategies.

### **Acknowledgements**

The National Demonstration Project and *Implementation Guide* are the result of a collaborative process that drew on the expertise and materials of many persons who shared their time, experience and vision in taking this project from theory into practice. We owe our sincere gratitude to our project partners, consultants and faculty whose research, writing and analytical talents were essential to the success of this project. Particularly, the pioneering work of the Community Justice Institute at Florida Atlantic University, the National Center for Juvenile Justice, and juvenile justice professionals in Deschutes County, OR, and Allegheny, PA, provided the inspiration and laid the foundation for this ground-breaking initiative.

We also wish to thank the team members from the four jurisdictions that participated in the demonstration project. Without their courage to explore a new way of doing business, this project would not have been successful. We are also indebted to members of APRI’s National Juvenile Justice Prosecution Center (NJJPC) Advisory Group for their support and APRI staff for the many hours of work they devoted to this project.

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# WHY MEASURE PERFORMANCE?

■f the juvenile justice system has survived for over 100 years without establishing a track record for measuring performance, why start now?

Without effective performance measures, the public remains uninformed of any positive outcomes of the juvenile justice system. Lack of information often leads to suspicion, distrust, and at times unwarranted criticism,<sup>2</sup> as evidenced by negative accounts in the media, political campaigns to abolish the juvenile justice system and new laws that allow an ever-increasing number of juvenile offenders to be prosecuted in adult courts<sup>3</sup>.

More than ever before, agencies are developing means to assess their work. However, the data available from juvenile justice agencies typically provide some information about what the system is *doing* (e.g., arrests, referrals to courts, number of juveniles on probation or in placement, number of contacts), but provide little guidance on what those activities *mean* in terms of success. This type of data seldom allows the public to assess performance in a meaningful way.

In other words, we still do not know if juvenile justice agencies are achieving their expected outcomes. Knowing what needs to be measured and defining measures that truly capture that information remains a perpetual challenge.

Performance measurement is a process that is used to assess accomplishment of organizational strategic goals and objectives that support an agency's mission. It is a management tool for enhancing decision-making and accountability. Measuring performance is how agencies determine whether they are providing quality products at reasonable costs. Performance measures help policy makers and managers to assess mission-driven outcomes in relation to mission-driven expectations. In short, performance measures tell organizations how well they are doing.

## **Performance Measures Link Organizational Philosophy and Mission to Specific Agency Activities**

...[C]rime rates and recidivism rates are indeed important measures of the system's performance, which ought to be continually used and refined. Even so, all citizens in a democracy are responsible to some degree for the way in which society addresses the problem of crime. In addition, justice agencies serve the public in myriad ways that are indirectly related to crime control goals, and society should devise and implement performance measures that respect this reality.<sup>4</sup>

Although traditional indicators—crime and conviction rates and recidivism—can yield useful information, they are not clearly connected to organizational missions and do little to guide enhancement of system effectiveness, inform practice and decision making, or satisfy the public's needs.

## **Performance Measures Inform Good Management**

From a management perspective, performance measures help agency administrators improve the quality of services by:

- setting priorities for staff and incentives for changing focus,
- tracking progress and improvement in achieving goals,
- prioritizing new or previously neglected stakeholders, especially crime victims,
- directing resource allocation towards accomplishment of mission objectives, and
- fine tuning and strengthening practice.<sup>5</sup>

<sup>2</sup> Bazemore, G. (2006). *Measuring What Really Matters: An Empirical and Theoretical Rationale for Balanced and Restorative Justice Performance Outcomes in Juvenile Justice Systems*. Alexandria, VA: American Prosecutors Research Institute (publication pending).

<sup>3</sup> Bell, D., C. Harp and D. Thomas. (2006). *Guide to Developing and Implementing Performance Measures for the Juvenile Justice System*. Alexandria, VA: American Prosecutors Research Institute.

<sup>4</sup> DiIulio, J.J. Jr. (1992). *Rethinking the Criminal Justice System: Towards a New Paradigm*. Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics (pp. 5-6).

<sup>5</sup> Bazemore, *supra*, note 2.

### **Performance Measures Respond to Demands of Juvenile Justice Stakeholders**

Taxpayers invest significant resources in the juvenile justice system. In return, they have expectations that the system will respond by doing three basic things: 1) support fundamental community needs to sanction youth crime; 2) rehabilitate and reintegrate offenders; and 3) enhance public safety. Increasingly, justice systems have also been expected to address a fourth need—restoring victim loss through restitution.

Citizens of a democracy and consumers of specific government agencies and systems should be informed about the outcomes of publicly funded activities. By implementing a system of performance measurement, juvenile justice agencies can show their constituents that the system *does* work and *is* successful.

In addition, to ensure compliance with the Government Performance and Results Act of 1993 (GPRA),<sup>6</sup> the Office of Juvenile Justice and Delinquency Prevention (OJJDP) requires funded programs to collect and report data that measure the results of their activities. According to GPRA, reporting performance measures will promote:

- Public confidence in the federal government by systematically holding federal agencies accountable for achieving program results.
- Program effectiveness, service delivery, and accountability by focusing on results, service quality, and customer satisfaction.
- Enhanced congressional decision-making.<sup>7</sup>

With this strong statement of federal purpose, it becomes increasingly important for organizations to learn how to develop and implement performance measures, not only for federal funding purposes, but also to show state and other funding entities that the organization is carrying out good juvenile justice.

### **A Cautionary Note**

“All performance measures have their limitations and may invite perverse and unintended administrative consequences.”<sup>8</sup>

When discussing juvenile justice issues, practitioners and researchers generally refer to “the” juvenile justice system, as though only one exists. In fact, there are more than 3,100 counties, parishes, and independent cities in the United States. Each of these jurisdictions has a unique juvenile justice system, each with its own stakeholders, resources, and administrative procedures. Performance measures must be fine-tuned to reflect the laws and local practices of each of these individual jurisdictions.

One of the pitfalls of implementing performance measures in juvenile justice systems is a temptation to compare jurisdictions or to try to develop “national standards” or definitions for successful systems. Juvenile justice is local. Local resources, demographics, crime trends, and social standards drive local justice system responses to delinquent behavior. Therefore, there can never be a fair, accurate, or meaningful “national system” of performance measures for juvenile justice.

Additionally, attempts to identify national standards of success are completely at odds with a fundamental philosophical tenet of a balanced approach to juvenile justice: i.e., that local communities should help set the standards of conduct for youth in their communities, and that they should be an integral part of their juvenile justice systems.

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<sup>6</sup> Government Performance and Results Act of 1993, S. 20, 103d Cong., 1st Sess. (1993).

<sup>7</sup> <http://ojjdp.ncjrs.gov/grantees/pm/overview.html>.

<sup>8</sup> DiIulio, *supra*, note 4.

### **Characteristics of Good Performance Measures**

Good performance measures share a number of common characteristics:

- **They are widely accepted and meaningful.** Good performance measures reflect the basic beliefs of the organization and the community it serves, i.e., based on the organization's mission and driven by its values and the values of the community.
- **They clearly and empirically demonstrate that goals and objectives are being met.** Good performance measures are clear, logical, and directly linked to organizational missions, goals, objectives, and outcomes.
- **They are valid and reliable.** Good performance measures must truly measure what we think we are measuring (validity) and must repeatedly, over time and place, yield similar results (reliability).
- **They are based on individual outcomes.** Good performance measures are based on case-level data, have a baseline from which comparisons can be made, and be capable of reporting individual outcomes, trends, or relationships.
- **They are easily understood and unambiguous.** The logical link from goals to objectives to outcomes means that little to no debate or interpretation should exist about what an outcome means.
- **They are collected, processed, and reported in an economic and timely fashion.** Data that are too complicated or expensive to collect will not be collected and, therefore, will not be used to measure performance.
- **They are strength-based, not deficit-focused and supportive of continuous improvement.** Measures are based on the assumption that youth, families, victims, and communities have assets that can be built upon, and that positive performance indicators will lead to successful outcomes.

Most importantly, good performance measures are based on a mission that is grounded in the core values of the agency and the community, defines overall goals and roles for staff, and prioritizes practices and processes aimed at achieving these goals.<sup>9</sup> For a growing number of juvenile justice systems across the country, this mission is embodied in the philosophy of Balanced and Restorative Justice.

<sup>9</sup> Bazemore, *supra*, note 2.



## PERFORMANCE MEASURES BASED ON THE BALANCED APPROACH TO JUVENILE JUSTICE<sup>10</sup>

Arguably, the current emphasis on process measurement (e.g., number of clients served, number of contacts with clients) rather than outcomes can be attributed largely to the historical absence of a clear mission for the juvenile justice system. The performance measures developed through the National Demonstration Project are based on the balanced approach to juvenile justice that emphasizes *community safety, offender accountability, and competency development*. As a conceptual framework, the balanced approach provides a more inclusive and well-defined approach to juvenile justice than the traditional child-centered, offender-oriented approach that has guided juvenile courts since their inception in the late 1800s. These three goals not only broaden the number of stakeholders in a system, they also broaden the basic concept of crime and justice.

The balanced approach, which comports with the principles of restorative justice, views crime not only as unlawful behavior by offenders, but also as harm and diminished quality of life visited on the victim and community. Similarly, victims and communities are encouraged to participate actively in the system to define the harm suffered, to provide opportunities to offenders to repair their harm, to engage in crime prevention and assist in competency development and life-skills training of both offenders and community members. Some of the broader concepts of crime and justice in the balanced approach/restorative justice framework<sup>11</sup> include:

- Crime is harm, not just the breaking of the law.
- Crime hurts individual victims, communities, and juvenile offenders and creates an obligation to make things right.
- All parties should be a part of the response to the crime, including the victim if he or she wishes, the community, and the juvenile offender.
- The victim's perspective is central to deciding how to repair the harm caused by the crime.
- Accountability for the juvenile offender means accepting responsibility coupled with action to repair the harm done.
- Crime control cannot be achieved without active involvement of the community.

Understanding the equivalent importance of the three goals of the balanced approach allows us to further articulate these goals and how they relate to the justice system and to stakeholders—offender, victim, and community.

The graphic to the right is a representation of the balanced approach mission.<sup>12</sup> Each goal is further defined in the following sections.



<sup>10</sup> Maloney, D., D. Romig, and T. Armstrong. (1998). "Juvenile Probation: The 'Balanced Approach.'" *Juvenile and Family Court Journal* 39(3).

<sup>11</sup> For more specific information regarding the connection between the balanced approach and restorative justice, please refer to *Guide for Implementing the Balanced and Restorative Justice Model* (1998). Washington, DC: Office of Juvenile Justice and Delinquency Prevention, NCJ-167887. For additional information regarding restorative justice, please see Howard Zehr. (1990). *Changing Lenses*. Scottsdale, PA: Herald Press.

<sup>12</sup> Courtesy, the Balanced and Restorative Justice Project, Community Justice Institute, Florida Atlantic University.  
<http://www.barjproject.org/philosophy.htm>.

### **Community Safety**

Community safety refers both to immediate and long-term safety. Achieving community safety requires practices that reduce risk and promote the community's capacity to manage behavior. It focuses both on the short-term external control of juvenile offenders, and also on efforts to sustain long-term behavior change in offenders. This concept of community safety also embraces the axiom that communities can contribute to their own safety by building capacity to both prevent crime and manage the behavior of offenders. Factors associated with community safety include the following:

- Identifying restraints that match the level of risk posed by the offender to the community
- Reducing opportunities to commit offenses through active community supervision and surveillance, and involvement of known juvenile offenders in structured, productive, and supervised activities
- Developing a consistent continuum of graduated sanctions in response to a juvenile offender's failure to comply with supervision conditions
- Monitoring and addressing behaviors associated with the risk of delinquency (e.g., drug testing/substance abuse treatment)
- Engaging citizens in crime prevention strategies such as crime watch, block clubs and mentoring programs
- Strengthening youth connections to positive members of the community
- Ensuring that community members know each other, mutually agree about behavioral tolerance limits, and work in partnership with the juvenile justice system to prevent crime.

### **Accountability**

Accountability is defined as taking responsibility for behavior and taking action to repair harm caused by crime. Taking full responsibility for criminal conduct requires offenders to:

- Understand how their criminal behavior affected others especially the victim(s)
- Acknowledge that the criminal behavior resulted from a choice that could be made differently
- Acknowledge that the criminal behavior was harmful to others
- Take action to repair the harm to both victims and community
- Make necessary changes to avoid criminal behavior in the future

### **Competency Development**

Competency is the capacity to do something well that others value. Like other young people, juvenile offenders need to become competent, caring individuals who live crime-free and productive lives. Once juvenile offenders have been held accountable for their crimes and rectified their behavior with their victims and communities, they must develop, practice, and demonstrate competencies in the community. This cycle of reciprocity assists juveniles in developing the skills to create meaningful ties in the community, building a network of strong relationships.

Factors that improve competency development include:

- Strategies that build on the strengths and resources of the offenders, families and communities
- Roles for youth in work, family, and community that instill a sense of belonging, usefulness, and self-control
- Integrating cognitive learning and decision-making with active, experiential, and productive pursuits
- Engaging youth in work and other activities with law-abiding adults in the community to help build lasting, self-affirming relationships
- Opportunities for youth to help their peers, younger children, elders, and the less fortunate
- Involving youth in group activities emphasizing teamwork
- Work and service learning experiences that involve the development and practice of meaningful skills

### **The Balanced Approach and Juvenile Justice Today**

The Balanced and Restorative Justice (BARJ) Project at Florida Atlantic University conducted a nationwide survey of states to determine their laws, policies, and programs within juvenile justice. The findings suggest wide-

spread adoption of the balanced approach:

- 19 states have adopted restorative justice statutes.
- 20 states articulate restorative justice in agency policies.
- 32 states articulate restorative justice in agency mission statements.
- 36 states incorporate restorative justice into program plans.
- 13 states have developed evaluation/outcome measures for restorative justice programs and activities.
- 33 states articulate restorative justice principles in multiple documents.<sup>13</sup>

Jurisdictions that give balanced consideration to the goals of community safety, offender accountability to victims and communities, and competency development in offenders have a theoretical basis for decision-making that is designed to address the concerns of all three “clients” in the system (i.e., victims, offenders and communities), is easily communicated to citizens and practitioners, and allows for accessible and effective measurement.

Additionally, the three goals in the balanced approach work together and enhance each other. Further, these goals have certain face validity. They are grounded in common sense and practicality, and are therefore easily understood by citizens. As for practitioners, this balanced philosophy provides structure for the exercise of considerable discretionary powers.

With a theory and identifiable goals in place, measurement of system performance flows naturally. The following sections explain how performance measures were derived from the balanced approach to juvenile justice, which sets forth the associated goals of community safety, offender accountability and competency development.<sup>14</sup>

<sup>13</sup> O’Brien, S. (2000). Restorative Juvenile Justice Policy Development and Implementation Assessment: A National Survey of States. Balanced and Restorative Justice Project. Ft. Lauderdale: Florida Atlantic University.

<sup>14</sup> Maloney, et al., *supra*, note 10.



# THE NATIONAL PERFORMANCE MEASURES DEMONSTRATION PROJECT

In 2003, the U.S. Congress awarded a grant to the American Prosecutors Research Institute (APRI) and its partners, the Balanced and Restorative Justice Project at Florida Atlantic University and the National Center for Juvenile Justice, to demonstrate that it is both possible and valuable to measure the performance of juvenile justice systems. The project team developed and tested a set of performance measures to inform citizens and practitioners about the systems' ability to protect communities, hold offenders accountable, and reduce the risk of re-offending through the development of increased competencies in offenders.

Four jurisdictions were selected to participate in the demonstration project—Allegheny County (Pittsburgh), PA; Cook County (Chicago), IL; Deschutes County (Bend), OR, and the state of South Carolina. The demonstration sites collected data on a set of ten benchmark performance measures that are tied directly to the goals of community safety, offender accountability, and competency development. At the end of the one-year project, each site produced and disseminated a system-wide “report card” to communicate the actual accomplishments and successes of the juvenile justice system for practitioners, policy makers, and citizens.

Developing effective performance measures entails a number of inter-related steps and practices that follow one another in a logical sequence, working from the organization's mission to goals, objectives, and outcomes, as shown in Figure 1. What follows is a “how to” guide to developing performance measures in your jurisdiction.

## **FIGURE 1** **Developing and Implementing Performance Measures: Key Steps<sup>15</sup>**

### **Define mission and goals by:**

- Involving key stakeholders.
- Identifying key factors that could significantly affect the achievement of the goals.
- Aligning activities, core processes, and resources to help achieve the goals.

### **Develop a set of performance measures that:**

- Demonstrate results
- Are limited to the vital few indicators for each goal
- Respond to multiple priorities
- Establish links to responsible programs, and
- Are not too costly.

### **Collect data that are:**

- Sufficiently complete, accurate, and consistent
- Capable of documenting individual and agency performance; and
- Able to support decision making at various organizational levels.

### **Use performance information to:**

- Report outcomes in a way that is useful and productive.
- Manage the agency or program toward achievement of goals.
- Communicate performance information to key stakeholders and the public.
- Demonstrate effective or improved program performance.
- Support resource allocation and other policy decision making.
- Reinforce performance-based management.

<sup>15</sup> Adapted from U.S. General Accounting Office. (1996). *Executive Guide: Effectively Implementing the Government Performance and Results Act*. Washington, D.C.: Author (pp. 8-46).

### **Achieve Consensus On Mission And Goals**

A clearly defined, system-wide philosophy aligning the efforts of all system stakeholders is critical to successful measurement of system performance. Juvenile justice systems that have clearly defined missions and identifiable goals are well positioned to measure their performance in meaningful and practical ways.

What is an organizational mission? A mission is a brief description of an agency's values, purpose, and goals. Effective mission statements answer the most fundamental question about an organization—"Why does it exist?" Mission statements lay out the organization's purpose both for those in the organization and for the public.

Depending on where one lives, juvenile justice missions may range from rehabilitation to retribution and several points in between. The four demonstration sites had already been interested in or operating under the BARJ philosophy, thus agreement on the mission from which to develop performance measures came fairly easily.

*Allegheny County, Pennsylvania.* Continuing high violent juvenile crime rates in Pennsylvania in the early 1990s had raised concerns as to the effectiveness of juvenile justice system intervention. Out of these concerns, the Pennsylvania General Assembly passed Act 33 of Special Session No. 1 in November 1995. Act 33 amended Pennsylvania's Juvenile Act to provide that, consistent with the protection of the public interest, the purpose/mision of the juvenile justice system is...

*"to provide for children committing delinquent acts programs of supervision, care and rehabilitation which provide balanced attention to the protection of the community, the imposition of accountability for offenses committed and the development of competencies to enable children to become responsible and productive members of the community."*

In 1996, the state legislature restructured the juvenile code and Pennsylvania became a BARJ jurisdiction. That legislative change not only brought about philosophical alignment among the key players, it encouraged the system to start looking at what it was actually accomplishing with offenders.

*Cook County, Illinois.* Chicago is the birthplace of the juvenile justice system. With the Illinois Juvenile Court Act of 1899, the state legislature provided strict regulations for the "control of dependent, neglected and delinquent children," including comprehensive procedures for the probation, guardianship, supervision, and imprisonment of defendants under the age of 16. The courts were structured around the "best interest of the child" theory and continued that way for many years.

Introduction of the BARJ concept in 1999 changed juvenile justice in Illinois. Key players gathered to change the system. A culture of collaboration for the community, safety, and children was instituted. Two new partners came to the table: communities and victims. No longer do laws use language such as "best interest of the child," but rather the three goals and restorative language of BARJ.

### **Develop Performance Measures**

While mission buy-in was of little contention for the demonstration sites, defining goals and identifying the performance measures that would accurately measure achievement of them was more complicated. This stemmed from the difficulty of defining "success." Success could be defined in many ways, from compliance with supervision and no new arrest requirements to completion of community service and restitution orders. What was important for each site was to come to agreement on what success means for them, and to understand that as measurement drives practice, in turn their ideas of success may change.

*Deschutes County, OR,* is one of four counties in the state embracing BARJ. Having operated under a restorative justice model since the 1980s, and having already used performance measures for four years under the leadership of Dennis Maloney, the concept was not new. Still, defining success in juvenile justice for the first time was a huge undertaking. Is success defined by completion of community service and restitution orders? Or, is it defined by no new arrests while under supervision, for a year, or until adulthood? Should the definition include increased staff productivity or consistent case closure? When should success be measured?

Many participants in all four sites were concerned about how the data would be used and how their programs

would look when the report cards were released to the public.

As a statewide system, *South Carolina's* Department of Juvenile Justice (DJJ) had perhaps the most work to do towards implementation. As part of a comprehensive response to a federal lawsuit ongoing for 13 years, South Carolina engaged in a massive overhaul of its juvenile justice system. As a mechanism to help the system emerge from its troubled past, the use of performance measures to monitor service delivery to delinquent youth was an idea that found a friendly audience across the disciplines and around the state.

The elected prosecutors in South Carolina, known as solicitors, were very supportive of the idea when presented with it at an annual meeting. Since one of the functions of the report card is to communicate with citizens about the system's ability to protect communities, hold offenders accountable and help them develop life-skill competencies, the solicitors recognized the importance of conveying to citizens the value of the project as a legitimate effort rather than another "soft-on-crime" reform scheme.

After gathering formal or informal support from the key players in the system, the performance measures initiative was presented to DJJ's executive management, who demonstrated an unprecedented level of support for the project. With strong, cohesive support from the highest levels of management in the department, the rest of the process, including staff acceptance, fell into place with relative ease. Staff from the Balanced and Restorative Justice project at Florida Atlantic University assisted in presenting the report card project to management of the Community Services division of DJJ.

Figure 2 summarizes the steps in identifying specific performance measures.

### **FIGURE 2** **Performance Measurement Activities**

- **Environmental Scan:** Identify and assess demographics, economics, crime rates, community resources and community risk factors.
- **Process Evaluation:** Determine that the agency is doing what it set out to do. Process evaluations document and assess:
  - **Inputs:** Resources for achieving goals and objectives (e.g., funding, planning, program development).
  - **Processes:** Activities that are required to achieve goals and objectives (Hiring, training, policies, procedures, program implementation).
- **Measure Outputs:** Measures of volume (e.g., program enrollments) / rate of production (percent completing programs)
- **Measure Intermediate Outcomes:** Achieving short term goals (e.g., no new offenses while under supervision, completion of community service hours, completion of education/vocational /counseling requirements).
- **Measure Impact:** Achieve long-term goals (e.g., crime-free, drug-free, employed after release from juvenile court supervision). Usually requires more stringent evaluative methods, including experimental and quasi-experimental design, longitudinal studies, etc.

Traditionally, recidivism has been the measure of choice for the juvenile justice system. While recidivism remains an important outcome, it is also highly problematic in terms of definition, accessibility, and even direct relevance to juvenile court performance (the juvenile court is just one of a multitude of factors influencing recidivism). The measures used in this project address the goals of community safety, offender accountability, and competency development for juveniles. The measures include both intermediate (short-term) and impact (long-term) outcomes. Intermediate outcomes measure the degree to which organizational objectives are being met. These include:

- Resistance to drugs and alcohol
- Restitution
- Community service
- School participation
- Victim satisfaction
- Citizen participation in the system

Impact outcomes measure the degree to which the juvenile justice system has had some long-term, profound impact on offenders and communities. These measures include:

- Juvenile crime rate
- Law abiding behavior of offenders within one year after completing juvenile court obligations
- Adult criminal convictions in adulthood (age 18–21)

Ten performance measures were identified and used in the National Demonstration Project to capture and gauge progress in achieving outcomes.<sup>16</sup> The performance measures were selected by consensus vote of the demonstration site representatives. For the most part, they are measures of intermediate outcomes.

To demonstrate the utility of the benchmark measures in advancing the goals of juvenile justice, and for simplicity of presentation to the public, the performance measures in the report card are listed under the goal they relate to, i.e., safety, accountability, and competency development.

### Community Safety

Juvenile courts have an obligation to protect victims and communities from further victimization by court-involved juveniles. Three indicators of the community safety goal were chosen: juvenile crime trends, law abiding behavior, and adult criminal convictions.

**Juvenile Crime Trends:** Juvenile crime trends are measured by the per capita rate of juvenile offenders who are adjudicated delinquent by the juvenile court, and the per capita rate of juvenile offenders who commit crimes that warrant a waiver to adult court.

**Law-Abiding Behavior:** Law abiding behavior is measured by: 1) the number of offenders who completed juvenile court supervision (informal supervision and probation supervision) who completed with no charges filed against them for a new criminal offense while under supervision; and 2) the number who had no charges filed against them for a new criminal offense within one year of completing the order.

**Adult Criminal Convictions:** Long-term recidivism was also used as an indicator of community protection. Specifically, jurisdictions collected data reflecting the number of closed cases that had no adult criminal convictions by age 21.

### Accountability

Juvenile courts have an obligation to help juvenile offenders to take responsibility for their behavior and take action to repair harm caused by crime. Three indicators of the accountability goal were chosen: 1) payment of restitution obligations; 2) completion of community work service; and 3) victim satisfaction.

**Restitution:** Restitution outcomes are measured at the time of case closing. Restitution outcome data includes: number of cases in which restitution was ordered; amount of restitution ordered; amount of restitution paid; and the number of cases in which restitution was paid in full.

**Work Service:** Community work service outcomes are also measured at the time of case closing. Community work service outcome data includes: number of cases with work service obligations; the number of hours of

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<sup>16</sup> Some may find the suggested performance measures to be too restrictive and even shallow or superficial. The current effort in no way precludes, and may even encourage, other ongoing attempts—through evaluation research or surveys, or qualitative methodologies—to examine more refined indicators of impact and implementation of restorative justice and other juvenile justice reform objectives. Bazemore, G. (2006). *Measuring What Really Matters: An Empirical and Theoretical Rationale for Balanced and Restorative Justice Performance Measures in Juvenile Justice Systems*. Alexandria, VA: American Prosecutors Research Institute (publication pending).

work service ordered or assigned; and the number of hours of community work service completed.

**Victim Satisfaction:** Victim satisfaction is measured through surveys of crime victims administered by the juvenile court, prosecutor's office, or victim services agency. These surveys may be administered shortly after juvenile court disposition and/or at the time of case closing.

### Competency Development

The juvenile court has an obligation to help court-involved youth to enhance or develop pro-social skills, including education, vocational, and social skills. Four indicators of the competency development goal were chosen: 1) resistance to drugs and alcohol; 2) participation in school or 3) employment; and 4) volunteer/citizen involvement.

**Resistance to Drug and Alcohol Use:** Measured at the time of case closing. Resistance to drug and alcohol use is measured by the number of youth tested while under supervision and, of those tested, the number that tested negative.

**School Participation:** Measured at the time of case closure. School participation is measured by the number of youth that were actively involved in school, an alternative education program, or vocational training and the number of those youth that were within mandatory school attendance requirements.

**Employment:** Employment is measured at the time of case closing. Outcome measures include the number of youth who are employed.

**Volunteer/Citizen Involvement:** Outcome measures of citizen involvement include the number of juvenile justice system volunteers; the number of volunteer hours; and the dollar value of volunteer hours.

A review of the performance indicators reveals their collaborative, reinforcing nature. For example, it could be argued that drug and alcohol resistance is actually an indicator of community safety rather than competency development. In fact, it is indicative of both. Similar arguments about overlapping might be made for some of the other measures. Jurisdictions using these benchmark measures in the future can decide for themselves how best to organize the report card to reflect the values and concerns of their communities.

While participants from the four jurisdictions agreed upon the ten benchmarks developed for the Demonstration Project and made them a part of their report cards, some teams have opted to add other measures that more specifically reflect their programs and outcomes.

### Implement a Data Collection Strategy

Data are distinct pieces of information. Data represent facts, concepts, or instructions in a formalized manner suitable for communication, interpretation, or processing by humans or by automatic means. Figure 3 identifies the steps required in planning for data collection.

**Figure 3**  
**Planning for Data Collection<sup>17</sup>**

A clear data collection plan helps streamline the data collection process:

- Identify how much data need to be collected, the population from which the data will come, and the length of time over which to collect the data.
- Identify the charts and graphs to be used, the charting frequency, the type of comparison to be made, and the calculation methodology.
- Identify the characteristics of the data to be collected.
- If the performance measure is new, try to identify existing data sources or create new sources. All data sources need to be credible and cost effective.

<sup>17</sup> Source: Serving The American Public: Best Practices In Performance Measurement (<http://govinfo.library.unt.edu/npr/library/papers/benchmrk/nprbook.html>).

In this project, juvenile court involvement is considered a single intervention. As a result, the goals and objectives of an individual's involvement with the juvenile court can be identified and measured. These individual outcomes can then be tallied to represent the performance of agencies or the system itself. Several sources of data are employed, including a case closing/data collection form; juvenile arrest and juvenile court case processing data; and victim satisfaction surveys.

### Data Collection Elements

In many jurisdictions, a case is closed at the recommendation of the juvenile probation officer based on a narrative describing the juvenile's satisfactory completion of the court orders and conditions. At that time, the juvenile probation officer or other agent of the court should have access to all of the data related to the court order or case plan objectives, including restitution paid, community service ordered, whether a new offense was committed while under supervision, and what treatment or competency development programs were ordered and completed. By completing a data collection form at the time of case closing, virtually all of the relevant outcome data can be reliably captured.

The data collection form that was created for this project is completed at the time of case closing by juvenile probation officers or other court staff responsible for the supervision and monitoring of the cases. The case closing/data collection form is a brief, one-page, form organized around the goals of balanced and restorative justice, and specific to the agreed upon outcomes. The template is provided in Appendix 1.

Most performance measure data should be common knowledge for anyone actively supervising a juvenile delinquency case. Most of the data elements included in the case closing/data collection form are readily available and easily obtained. These data elements include:

- **Basic Identification and Court Status Information:** name of juvenile, date of birth, unique identification number, race, gender, age, date placed on supervision, data case closed, adjudication status, disposition status
- **Juvenile Offense:** the most serious offense at initial disposition
- **Law Abiding Behavior:** whether additional charges were filed against the juvenile while under supervision
- **Resistance to Drugs and Alcohol:** whether drug/alcohol tests were administered during period of supervision and test results (number of positive outcomes, number of negative outcomes, if positive, type of drug)
- **Restitution:** amount ordered, amount paid
- **Work Service:** whether community work service was ordered/assigned, the amount ordered/assigned, and the amount completed
- **School Participation:** status of school attendance at time of case closing; if enrolled, last grade completed, was youth within mandatory attendance requirements at time of case closing? If not in school, what was status (e.g., expelled, drop out, graduated, vocational school, employment).
- **Reason for Case Closing:** whether case was closed as successful, unsuccessful, other reason; supervision status at time of case closing.

While most of the performance measures data are recorded at the time of case closing, some data elements may require access to other sources which may have to be developed if they do not exist. Examples include:

- **Adult Criminal Convictions:** Few jurisdictions have ready access to data regarding juveniles once they leave the juvenile justice system. Getting case-level data regarding adult criminal convictions may be difficult, complex, and expensive.
- **Volunteer Hours:** Jurisdictions may or may not regularly tabulate and report volunteer hours worked. This is likely a data source that must be developed.
- **Victim Satisfaction:** Victim satisfaction is measured by means of surveys that are administered to victims shortly after adjudication and disposition of the case and/or at the time of case closing. The victim satisfaction survey may be administered by the juvenile court, probation department, prosecutor's office, or local victim services unit/provider.

The victim satisfaction survey deserves special consideration. Victim involvement in and satisfaction with the juvenile justice system was a key element in the National Demonstration Project. However, quantifying victim satisfaction and collecting the information is challenging. APRI developed two victim surveys specifically for this project, both reproduced in Appendix 2. Appendix 2A is a tri-fold brochure meant to capture victims' reactions to their involvement in the adjudication process. It may be completed in court after a plea is entered (or a trial is concluded) or mailed to the victim soon thereafter. Appendix 2B is a postcard intended to capture victims' opinions of the juvenile probation process and staff. The postcard may be mailed to victims at the time of case closing. The templates provided in the Appendix may be tailored to individual jurisdictions, e.g., by inserting logos, state seals, or other appropriate identifiers.<sup>18</sup>

For a variety of reasons, victim satisfaction survey return rates are usually quite low; 15 percent was the high-water mark for the demonstration sites. Notwithstanding this challenge, participants felt that this information is well worth pursuing and that it is a necessary component of the report card. It is at the heart of determining whether the system is holding offenders accountable to victims and whether harm to victims is being adequately repaired. It can also be used internally to improve victim services and help shape programs and policies.

### **Data Entry and Data Processing**

Reliable data require a data entry process that is clear, consistent, and accurate. The case closing/data collection form described above provides a clear and unambiguous format for collecting the data uniformly across individuals and across jurisdictions. Staff of the National Demonstration Project designed, developed, tested, and implemented a relational database capable of facilitating data entry and processing and producing desired output reports. This database is available from APRI in CD-ROM format.<sup>19</sup>

Typically, it takes at least a year to process juvenile court data and more time to develop and publish reports. Consequently, juvenile justice administrators, planners, policy makers, and scholars frequently rely on data that are two years old or more to make operational decisions, plan programs, analyze policies, or evaluate programs. However, the outcome data used in the National Demonstration Project are collected, entered, and processed at the time of case closing. As a result, outcomes may be reported in "real time." For example, a probation administrator may request a report on restitution payments that is accurate up to the last case closed and entered the day before the request was made.

Several data entry strategies emerged during the course of the demonstration project. In all cases, juvenile probation officers are expected to complete the data collection form at the time of case closing, and supervisors review the forms for completeness, accuracy, and consistency prior to approving them. One or more well-trained data entry clerks may enter the data at a single data entry point (e.g., a single data entry station). Alternatively, some jurisdictions have given juvenile probation officers the option of entering the data directly as they close the case. The resources available to a jurisdiction and the level of staff training and buy-in will determine the optimal data entry strategy for any jurisdiction. Whatever the process, key data entry issues to consider include:

- **Uniformity:** Are data being entered in a consistent manner?
- **Accuracy:** Are the data being entered the correct data?
- **Timeliness:** Are the data entered right away or several days/weeks after the case is closed?
- **Reliability:** Is the data entry process consistent and dependable?
- **Quality Control:** Are all case closing forms carefully reviewed by supervisors for completeness, accuracy, and consistency?

*South Carolina.* As part of the massive system reform in South Carolina, the information technology (IT) infra-

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<sup>18</sup> For more information, please contact APRI's National Juvenile Justice Prosecution Center at 703-549-4253 or [juvenilejustice@ndaa-apri.org](mailto:juvenilejustice@ndaa-apri.org).

<sup>19</sup> *Id.*

structure of DJJ was overhauled. The state has 43 offices in 46 counties and they were operating independently—the “silo” format. The only commonality was their access to the Management Information System (MIS) data hub. There was no communication between the counties and the state. DJJ operated a network, but it was based in Columbia, and other jurisdictions did not participate in it. As part of the revamping of DJJ, the decision was made to retire the old MIS.

To plan for a new case management system, DJJ convened a knowledge base of stakeholders to discuss the problem. They educated the IT staff on criminal justice language and encouraged them to take a fresh look at the system. It took three to four months to determine what was needed for a comprehensive system. The plan included three basic steps: establish high speed wire connections for every county office; make every office part of the network; and roll out the new case management system. After disseminating the new plans to gather system-wide support, arrangements were made to address hardware and software needs.

Once that was accomplished, the time came for data conversion—getting everyone to report everything the same way. This proved to be the most difficult part, until the performance measures project was introduced. After receiving the data collection software, DJJ staff began the process of getting 43 counties up to speed on the project. This included a series of short trainings around the state to give a brief explanation of the project, the software, the instructions, and the data collection forms. The simplicity and utility of the measures and the software, combined with statewide participation in the project, gave everyone a sense of investment in something bigger than just a new series of reports and bureaucracy.

DJJ decided to make the performance measures report card the first deliverable from the new system. South Carolina has adapted the database software provided by the project and created the Juvenile Justice Management System—the “Wal-Mart Super Center” of information. The new system uses a hub and spoke approach to data collection and dissemination, in which everyone reports data into one central location that can be accessed by the others. Future plans include development of a web site for web-based reporting and distribution of personal digital assistants (PDAs) with web connections for every probation officer to assist them in timely report filing from court or wherever their jobs take them.

### **Reporting the Data**

The National Demonstration Project established a standard report format that allows participating jurisdictions to report similar outcomes in a consistent manner. The purpose of the report card is to provide an at-a-glance guide for citizens, practitioners, and policy makers that describes how the juvenile justice system is performing. Each of the four sites participating in the project completed a report card for cases closed between June and December 2003, using the template found in Appendix 3. Teams in Allegheny County, PA, Deschutes County, OR, and South Carolina have gone on to create their own customized report cards. South Carolina’s report card for 2005 is reproduced in Appendix 4. Allegheny County and Deschutes County now publish report cards that resemble small-town newspapers.

In addition to the report cards, data output reports may include summary reports of all data for any period of time (e.g., weekly, monthly, quarterly, annually), output reports that describe the intermediate outcomes for judicial officers, supervisors, types of probation (e.g., school-based, community-based, re-entry) and individual probation officers.

### **Using the Data**

There are many uses and functions for performance measures data. Although the value of a juvenile justice system report card as a vehicle for sharing information and educating community members is alone a sufficient justification for involvement and investment of resources in this effort to measure what matters, there are myriad additional benefits to be gained. If performance measures are not used to guide practice and improve the system, why collect the data in the first place?

For example, performance measures data can have significant practical value for juvenile justice managers and

staff. Focusing on a few important measures and outcomes will clarify priorities for staff and help them direct their energies to activities strategically aimed at producing positive benefits for all three stakeholders (victims, offenders and communities) and on achieving the three mission-based goals of Balanced and Restorative Justice. Collecting data on these outcomes will signal to communities and staff that achieving objectives relevant to these goals is of the utmost importance and should promote shared ownership of the agency's mission. Performance data may also be used on a routine basis to address the ultimate management goal of improved decision making about more effective use of intervention resources and continuous staff improvement related to these core outcomes.

From a pragmatic perspective, juvenile justice managers may wish to examine fluctuations in youth crime rates to plan for future resource needs. They may also, in consultation with the community, use this information to craft new interventions to address emerging needs or to focus resources on certain high crime neighborhoods and districts. Empirically, though crime rates are not necessarily related to system activity or performance, they are the ultimate apparent "results-based" indicator of success.

Additional measures—for example, drug resistance and completion of community service and restitution requirements—shed light upon the activities carried out by the organization that are intended to reduce youth crime. For drug screenings, allowing measurement to drive practice would lead to an expectation of fewer positive screenings at each subsequent test. Tracking these data could lead to a greater commitment of resources to substance abuse programs and skill training in basic diagnostics and supportive intervention for probation officers.

Community service is included as a performance outcome to ensure that the tasks assigned are effectively completed. It is important to ensure that juvenile offenders actually carry out the number of hours ordered or agreed to. While this measure does not speak directly to case level efficiency, it does provide an indication of judicial and system priority given to community service in systems. It also provides a reasonable indicator of overall system performance by ensuring that ordered hours are converted into presumably meaningful and beneficial services to individuals and communities. Similarly, monetary restitution, measured by the amount of money paid out to victims, signifies an important quantifiable measure of accountability.

Organizations should pay attention not only to the rates of completion of community service and restitution payments, but also to the policies and practices related to those measures. If we wish to ensure that these sanctions have value beyond simple transfer of money or completion of tasks and are capable of achieving outcomes such as reductions in re-offending and increased victim satisfaction, more attention should be directed to the *process* by which restitution and community service are negotiated and achieved.

### ***The Demonstration Sites and Other Jurisdictions***

The demonstration sites and other jurisdictions trained to implement the performance measures report card have seized the opportunity to highlight the successes of their programs to the public as well as use the information to improve service delivery to their communities. While they continue to find ways to use the data to its fullest, the uses so far have been impressive:

In *Allegheny County*, there was a disconnect between prosecutors and the ultimate outcome of cases. Juvenile prosecutors had no sense of whether the work they were doing was making a difference to the community, the victim or the offender. Team members hoped that implementation of the report card would help prosecutors see the outcome of their efforts. While initially greeted with skepticism, the report card provides a "big picture" perspective on prosecution and system efforts to protect communities, hold offenders accountable and develop competencies in offenders. The report card will be used as a training tool and to build prosecutors' morale, add passion to their work, and inform them about system performance when they communicate with the public.

The report card also offered judges a clearer vision of the system. They could see areas where they are succeeding and areas where they need to improve. The biggest surprise from the report card for judges was the opportunities offenders have to earn money for restitution. Even secure facilities offer opportunities for offenders to earn restitution. Information in the report card was also useful to the system in evaluating the money spent on contracts with companies to provide job opportunities for delinquent youth. Detailed information on Allegheny

County's experience with performance measures can be found in Appendix 5.

Prior to the APRI performance measures project, juvenile justice personnel in *Cook County, IL*, were aware of performance indicators, but they were not necessarily measuring the information they needed. Often, probation, courts, prosecutors, and judges were accused of not changing their practices to address urgent community concerns. Opponents were already measuring their performance, using their own indicators. Team members in Cook County used their involvement in the demonstration project to gather information that would get the word out about successes, illuminate inherent limitations of the system, and ensure they do not promise what they cannot deliver.

The team in *Deschutes County, OR*, has been collecting data since 2000 and recently issued its sixth report card. Results are published in the newspaper, and ads are run quarterly highlighting a specific measure and comparing trends. Team members use the data for grant writing, general information requests, and as a management tool to determine team structure, inform hiring practices, improve problem solving, and increase communication between the probation supervisor and probation officers to address problems with cases and data.

In addition to streamlining case closure data across the state, team members in *South Carolina* have used the report card as an online educational tool and to show legislators what is working and what should continue to be funded, and to explain the concept of restorative justice to the public. In fact, the report card garnered over 14,000 hits on the DJJ web site last year, more than the DJJ employment page. As a result of the victim satisfaction survey, probation and parole have become more responsive in ensuring offenders complete community service and pay restitution fees. In turn, victim satisfaction has increased. Use of the report card has also prompted the team to reevaluate the way restitution is ordered—although 80% of those ordered to pay restitution have done so, only 62% of the actual funds have been collected. Examining the data, the team determined that some judges were ordering as much as \$30,000 in restitution, which not only skews the results but sets the offenders up for failure and disappoints the victims. The team is asking judges to take a more rational approach in order to strengthen the system.

In addition, the performance measures initiative attracted the attention of the diversion network, a series of restorative justice-based arbitration programs run by the solicitors. The network serves approximately 4,400 juveniles per year. The network decided to modify the report card and implement a similar version for its programs, so that the state will actually produce two report cards simultaneously. The state hopes to compare the success of offenders in the restorative alternative programs with those in the more traditional court system.

The National Demonstration Project team has since offered training in performance measures to juvenile justice personnel in several additional jurisdictions. Their anticipated uses of the report cards reinforce the many benefits of collecting these data:

The team in *Kenosha County, WI*, wishes to improve completion rates of community service and restitution payments. With only one person responsible for overseeing completion it could not be a priority, but has become very important since the implementation of the performance measures project. The team plans to release its first report card to the public so they have an informed and untainted view of the juvenile justice program. The report card will also be used internally to shed light on what various services are doing and where they need to be strengthened. Data will be used to allocate resources properly in support of juvenile justice programs.

Officials in *Marquette County, MI*, decided to participate in the project for three reasons: 1) to give people meaningful information in a format they would read, 2) provide justification for desired changes in organizational direction, and 3) justify the funding they would need in order to implement changes. Thus far, the team has distributed the report card to community members and presented on the implementation process at the National Juvenile Justice Conference, at a Congressional briefing on substance abuse, and to the county administrator, who is interested in applying the performance measures system to other county departments.

The *Belknap County, NH*, team, which is led by the chairperson of the Citizens Council on Children and Families, is in the process of releasing its first report card. Based on drug testing data gathered as part of the performance measures project, team members are interested in starting their own testing center, with their own oper-

ational standards, so that they can validate results and profile participants throughout supervision. Another outcome of the report card project in Belknap County was greater attention to victim involvement—the team held its first victims’ rights week, which involved adult as well as juvenile justice systems and the New Beginnings (domestic violence) program. Team members had collected data on victim feedback even before their involvement in the report card project because they felt that maintaining the integrity of BARJ was important and would guide them towards implementing the philosophy as well as the report card itself. Once the report card is approved, it will be distributed to the county of 50–60,000 people through newspapers, libraries, schools, and other agencies. The report card is also used within the juvenile justice system to look at case workers’ performance in collecting restitution and completing community service requirements.



## LESSONS LEARNED

Participants in the National Demonstration Project learned a number of important lessons about measuring performance. The following lessons are considered critical to successful implementation of performance measures for juvenile justice systems.

### ***Start With a Clearly Defined Mission Statement***

As discussed earlier, the demonstration site teams and project staff were unanimous in their belief that no attempt at performance measurement would succeed absent a comprehensive philosophy aligning the efforts of all disciplines involved in the juvenile justice system. Balanced consideration of community safety, offender accountability, and competency development integrates all the stakeholders in the system and helps unite even the most contentious factions in a jurisdiction. In the face of turf battles, funding challenges, and power struggles, commitment to pursuing these three goals with every offender in every case gives practitioners common ground from which to achieve consensus.

### ***Develop an Understanding and Appreciation of Performance Measures***

The subject of performance measurement may strike fear in the hearts of practitioners. To help alleviate this fear, both project staff and demonstration site teams recognized a need for thorough training on the topic of performance measures. Training should focus on the benefits of performance measures to practitioners. Particular areas of focus should include:

- A collective determination regarding what should be measured and clear and logical connections between agency mission, goals, objectives, and outcomes.
- The purpose of performance measures—why measurement matters.
- Useful application of outcome measures to the day-to-day lives of practitioners.
- Demonstrations that reveal how performance measures can improve quality of work, outcomes, and job satisfaction.

### ***Encourage Broad-based, Interdisciplinary Participation***

While the performance measures focus on the work of juvenile courts and juvenile justice professionals supervising offenders in the community, many other system partners—prosecutors, public defenders, school officials, service providers and information technology experts—are critical to the success of juvenile justice programs and, hence, to performance measure implementation. Victim advocates and victim service providers, too, are central to the balanced attention to community safety, competency development, and particularly offender accountability. Victim satisfaction surveys indicate that victims' advocates should be included in any effort to develop and implement strategies to measure performance in juvenile justice.

### ***Staff Buy-in is Critical***

In broad terms, juvenile justice performance data reflect how well a system or agency is performing relative to its goals, objectives, and expected outcomes. However, the data are also a reflection of the individual efforts of staff. Furthermore, agency personnel are the primary data collectors in this model. As a result, staff must be regarded as integral to the performance measures process. Staff should be involved in the development of performance measures, for example, by participating in a strategic planning process. They should also be carefully trained in the purpose, process, and application of outcome measures. Planners should consider giving agency staff something in return for their data collection efforts. For example, by using the data collection form as a case closing form, juvenile probation officers can create the summary file they need to close a case while at the same time providing valuable outcome data. It is vitally important to review case closing forms and share the outcomes with staff indi-

vidually and collectively. In short, for performance measures to be timely, accurate, consistent, and useful, they have to be important and useful to the staff collecting the data.

***Keep it Simple***

Be satisfied with simplicity. While looking at performance indicators, there is a tendency to want to measure more and more as the process moves forward; after all, if a little information is good, a lot of information must be better. This is not always the case. Too many indicators, too much data, and too many caveats tend to confuse practitioners and citizens. The success of this project derives largely from the simplicity of the indicators, the relatively small number of them, and their direct connections to the identified goals. While there is always room for fine-tuning or minor adjustments, team members must agree about what exactly will be measured, how it will be measured, and for how long it will be measured. These are critical decisions that must be adhered to throughout the measurement process.

***Use Performance Measures Data Early, Often and in Multiple Ways***

The National Demonstration Project has confirmed the value of performance measures as a vehicle for reporting progress to stakeholders in the juvenile justice system and citizens of the community. However, the data that are gathered have many critical uses beyond the report card itself. The data can be and have been used to monitor agency accomplishments, assess individual staff performance, enhance staff morale, assist resource allocation, inform funding decisions and evaluate programs. In fact, officials in Allegheny County were surprised to find that probation was working better than they thought.

Using performance data in multiple ways also serves as a built-in quality assurance mechanism. For example, supervisors should use the data collection form to monitor staff performance and assure that all court-ordered conditions have been fulfilled at the time of case closing. Judges may require complete case closing reports to document that all court mandates have been completed. Administrators should review agency outcomes regularly in staff meetings, quarterly progress reports, and annual reports. Agencies should provide the community, funding agencies, commissioners, and legislators with outcome reports on a regular basis. Using the data early, often and in multiple ways offers numerous opportunities for scrutiny by people who have a vested interest in the accuracy of the data and the effectiveness of the system.

## SUMMARY

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The National Demonstration Project: Performance Measures for the Juvenile Justice System has shown that it is both possible and feasible to measure the performance of juvenile justice systems. The project team continues to promote performance measures and report cards to juvenile justice professionals and policy makers from communities across the country. For more information, visit APRI's National Juvenile Justice Prosecution Center Web site at [www.ndaa-apri.org](http://www.ndaa-apri.org).



# APPENDIX I

## Performance Measures for the Juvenile Justice System National Report Card Project: Case Closing Report Form

### Section 1: Identifying Information and Court Status

Date of Report: \_\_\_\_\_  
\_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_  
Name of Juvenile: \_\_\_\_\_  
Unique ID #: \_\_\_\_\_  
Agency: \_\_\_\_\_  
Census Tract / Zip Code: \_\_\_\_\_  
Gender:  Male  Female  
Date of Birth: \_\_\_\_/\_\_\_\_/\_\_\_\_  
Race:  African American  Caucasian  Hispanic  Other \_\_\_\_\_  
Date placed on supervision: \_\_\_\_/\_\_\_\_/200\_\_\_\_  
At the time of case closing the case was assigned to :  
Date case closed: \_\_\_\_/\_\_\_\_/200\_\_\_\_  
Judge: \_\_\_\_\_  
Most serious charge at initial disposition: \_\_\_\_\_  
Probation officer: \_\_\_\_\_  
Supervisor: \_\_\_\_\_  
Adjudication Status:  Delinquency Offense  Status Offense  
Initial Supervision Status:  Pre-filing: (Specify) \_\_\_\_\_  
 Post-filing: (Specify) \_\_\_\_\_  
 Post-Adjudication: (Specify) \_\_\_\_\_

### Section 2: Law Abiding Behavior

Were charges filed against the juvenile for committing a new offense while under juvenile court supervision?  Yes  No

### Section 3: Resistance to drugs and alcohol

Were drug / alcohol tests administered while under supervision?  No  Yes, youth was tested \_\_\_\_ times

Result of drug / alcohol tests while under supervision:  Tested negative \_\_\_\_ times.

Tested positive \_\_\_\_ times for \_\_\_\_\_

### Section 4: Restitution

Was restitution ordered?  Yes  No  
Amount of restitution assigned / ordered: \$ \_\_\_\_\_  
Restitution paid at time of case closing: \$ \_\_\_\_\_

### Section 5: Community Service

Was community service assigned?  Yes  No  
Number of community service hours assigned / ordered: \_\_\_\_\_  
Community service hours completed at time of case closing: \_\_\_\_\_

### Section 6: School Participation

Was youth enrolled in school at time of case closing: No  Yes

If enrolled in school what is current grade or last grade completed: \_\_\_\_\_

At the time of case closing, was youth within the mandatory attendance requirements established for his / her school district?

No  Yes

If not enrolled in school, why? (Mark All That Apply):  Graduated  Completed GED  Employed  Home schooled  Expelled  Dropped out  Other: \_\_\_\_\_

### Section 7: Reason for Case Closing

The case summarized in this report was closed because:

Juvenile successfully completed court-ordered obligations

The case was terminated as an unsuccessful completion.

Reason for unsuccessful discharge: \_\_\_\_\_

Other: Reason (Please Specify): \_\_\_\_\_

Supervision Status at Case Closing:  Pre-filing: (Specify) \_\_\_\_\_

Post-filing: (Specify) \_\_\_\_\_

Post-Adjudication: (Specify) \_\_\_\_\_

**Instructions / Definitions / Comments**

***Instructions:***

- Case closing forms are to be completed for each case terminated during the period of data collection.
- The case closing forms are to be completed by the juvenile court or juvenile service officer responsible for case supervision at the time of case closing.
- All data elements must be completed and accurately reflect case supervision outcomes at the time of case closing.
- Each case closing form should be reviewed by a supervisor prior to approval and data entry.
- Data entry may be accomplished in a number of ways. The preferred way, however, is to identify a single point of data entry and assign one or more staff with the responsibility for entering data. Data entry staff should be carefully trained regarding the project purpose, the data entry form, the data elements, and expected output reports. The "team leader" in each jurisdiction should have responsibility for oversight and quality assurance of the data collection and data entry process.
- Completed data entry forms should be placed in the juveniles' case files; at least one copy of each case closing / data entry form should be kept in a separate file as back-up and for review purposes. The team leader in each jurisdiction should have responsibility for maintaining the case closing / data entry form back-up file.

***Section 1: Identifying Information and Court Status***

*Date of Report:* Enter the date on which the report is completed and approved by whomever is responsible for approving case closing reports (e.g., the immediate supervisor).

*Name of Juvenile:* Enter the juvenile's name.

*Unique ID #:* Enter a unique number to identify each juvenile. For the sake of simplicity, you should use whatever unique identifier system that is already in place in your jurisdiction and not generate a separate unique id# for this project. The data extract program will automatically separate data by jurisdiction, that should cover the remote chance that two cases from different jurisdictions will have the same number.

*Agency:* Enter the name of your agency. This is primarily for the paper and pencil form, the ACCESS data base will automatically designate the agency after initial set-up.

*Census Tract / Zip Code:* Enter either the zip code or the census tract number for the juvenile's place of residence. This data element is primarily for each individual jurisdiction; the data is very useful for local evaluation and planning purposes.

*Gender:* Enter the juvenile's gender.

*Date of Birth:* Enter the date of birth for each juvenile. The age will be automatically calculated and appear on the data entry screen.

*Race:* Enter the juvenile's race.

*Date placed on supervision:* Enter the date that juvenile court staff accepted responsibility for supervision of the case (e.g., the date of the consent decree, formal accountability agreement, placed on formal probation).

*Date case closed:* Enter the date that case was formally closed and the juvenile was released from juvenile court supervision.

*Most serious charge at initial disposition:* Enter the most serious charge at initial disposition of the case whether informal or formal from the list provided on the drop-down screen ( a key will be provided for those entering data on the paper form). This item, as we discussed, may be subject to subjective decisions by data suppliers. We will leave the final determination to the professional judgment of staff and supervisors in each of the jurisdictions.

*At the time of case closing the case was assigned to:* Enter the persons responsible for the case at the time of case closing, including judicial officers, juvenile probation officers, and supervisors. This is also one of the data elements included for local use. By designating the persons responsible for supervision and case closure, jurisdictions can analyze output data by responsible parties (e.g.,

*Performance Measures for the Juvenile Justice System  
National Report Card Project: Case Closing Report Form*

a juvenile probation officers report, a supervisors report, a judges report). Each jurisdiction will have the capacity of customizing their data base with staff and judicial officer lists.

*Adjudication Status:* Designate either delinquency or status offense.

*Initial Supervision Status:* This item will be completed in two parts. First, indicate whether the case is supervised *before filing*, *after filing*, or *after adjudication*. Second, specify the nature of the supervision (e.g., accountability agreement, consent decree, formal probation, placement) using whatever terminology is appropriate for your jurisdiction. Each jurisdiction will have the capacity of customizing their *adjudication status* on a drop-down menu.

**Section 2: Law Abiding Behavior**

*Were charges filed against the juvenile for committing a new offense while under juvenile court supervision?* Indicate if charges were filed against juveniles for committing one or more new offenses while under juvenile court supervision.

**Section 3: Resistance to drugs and alcohol**

*Were drug / alcohol tests administered while under supervision?* Indicate if drug / alcohol tests were administered to the juvenile while under juvenile court supervision.

*Result of drug / alcohol tests while under supervision.* Indicate if drug / alcohol tests were negative; and how many negative results were obtained; or if they were positive and how many positive results were obtained and for which drugs.

**Section 4: Restitution**

*Was restitution ordered?* Indicate (Yes or No) if restitution was ordered or assigned.

*Amount of restitution assigned / ordered:* Indicate dollar amount (to the nearest dollar) of restitution ordered or assigned.

*Restitution paid at time of case closing:* Indicate dollar amount (to the nearest dollar) of restitution paid at the time of case closing.

**Section 5: Community Service**

*Was community service assigned?* Indicate (Yes or No) if community service was ordered or assigned.

*Number of community service hours assigned / ordered.* Indicate hours of community service ordered or assigned.

*Community service hours completed at time of case closing.* Indicate the number of hours of community service completed at the time of case closing.

**Section 6: School Participation**

*Was youth enrolled in school at time of case closing?:* Indicate (Yes or No) if youth enrolled in school at time of case closing.

*If enrolled in school what is current grade or last grade completed?* If enrolled in school, indicate current grade or last grade completed at time of case closing.

*At the time of case closing, was youth within the mandatory attendance requirements established for his / her school district?* Indicate (Yes or No) if youth was in compliance with local mandatory attendance requirements at the time of case closing.

*If not enrolled in school, why?:* Indicate reason the juvenile is not enrolled in school (e.g., Graduated, Completed GED, Employed, Home schooled, Expelled, Dropped out, or specify other reason(s).)

**Section 7: Reason for Case Closing**

*The case summarized in this report was closed because:* Indicate the reason the case was closed (e.g., juvenile successfully completed court-ordered obligations; the case was terminated as "unsuccessful" and give the reason for the unsuccessful discharge, or specify other reason

*Supervision Status at Case Closing:* This item is identical to the one in Section I and will be completed in two parts. First, indicate whether the case was being supervised *before filing*, *after filing*, or *after adjudication* at the time of case closing. Second, specify the nature of the supervision at the time of case closing (e.g., accountability agreement, consent decree, formal probation, placement) using whatever terminology is appropriate for your jurisdiction. Each jurisdiction will have the capacity of customizing their *adjudication status* drop-down menu.



# APPENDIX 2A

## Were you satisfied with our services?

*In an effort to better serve our citizens, please share your experience as a crime victim in the juvenile justice system.*

*Please complete the following survey and mail it back to our office. Postage for this brochure has already been paid.*

- Were you contacted by our victim services unit? YES NO N/A
- Did we inform you about your rights as a victim? (i.e. restitution, notification, victim impact statement) YES NO N/A
- Did we help you understand our process and procedures? YES NO N/A
- Did we keep you informed? (i.e. court dates, case status) YES NO N/A
- Did we listen to your concerns? YES NO N/A
- Was our staff polite and helpful? YES NO N/A
- Did we inform you about services available to victims? YES NO N/A
- Did you take advantage of these services? YES NO N/A
- If English is not your first language, were accommodations made? YES NO N/A

What did we do well?

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What can we do better?

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Please provide any additional comments:

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Binder Artwork

Please indicate your level of satisfaction with the following: (1= very dissatisfied; 2=dissatisfied; 3=no opinion; 4=satisfied; and 5=very satisfied)

The Plea Agreement/Judge's Verdict	1	2	3	4	5	NA
The Sentence (fairness, length, type)	1	2	3	4	5	NA
Interaction with the Prosecutor	1	2	3	4	5	NA
Interaction with the Victim Advocate	1	2	3	4	5	NA
Information/Services provided by the Prosecutor and/or Victim Advocate	1	2	3	4	5	NA
Your Level of Participation	1	2	3	4	5	NA
Timely Handling of the Case	1	2	3	4	5	NA
The Police	1	2	3	4	5	NA
The Prosecutor's Office	1	2	3	4	5	NA
The Judge	1	2	3	4	5	NA
The Juvenile Probation Department	1	2	3	4	5	NA

Binder Artwork





## Your Jurisdiction's Victim Services Survey

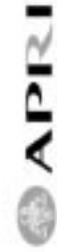
*In an effort to better serve our citizens, please share your experience with the X County Department of Juvenile Justice.*

- |   |     |    |       |
|---|-----|----|-------|
| 1. Did we help you understand our process and procedures?   | YES | NO | N/A   |
| 2. Did we keep you informed? (i.e. parole/probation hearings)   | YES | NO | N/A   |
| 3. Did we listen to your concerns?  | YES | NO | N/A   |
| 4. Was our staff polite and helpful?  | YES | NO | N/A   |
| 5. Did we inform you of your rights? (to be present and heard; to notice of release/escape; and to be notified of schedule changes; etc.) | YES | NO | N/A   |
| 6. If ordered, did you get all your restitution?  | YES | NO | N/A   |
| 6a. Did you get it in a timely and useful way?  | YES | NO | N/A   |
| 7. Did you participate in parole/probation hearings?  | YES | NO | N/A   |
| 8. If the juvenile was paroled, were you given follow-up information?   | YES | NO | N/A   |
| 9. On a scale of 1 to 5 (5 being most satisfied), how satisfied were you with the services provided by the probation department?          | YES | NO | N/A   |
|   | 1   | 2  | 3 4 5 |

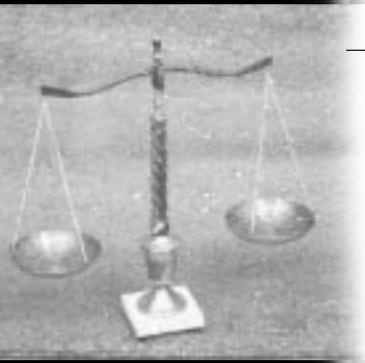
Add  
Artwork,  
Quote,  
State  
Seal, etc.

Additional Comments: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

*Thank you for completing this survey.  
 Please feel free to contact us at  
 XXX-XXX-XXXX with any additional com-  
 ments or questions.*







# Juvenile Justice System in \_\_\_\_\_ County

## A Report Card to Our Stakeholders

When we ask citizens what they want to accomplish with their justice system, the message is clear and consistent.

- They want the justice system to further community safety;
- They want victims of crime to receive justice;
- They want offenders to be accountable for their behavior; and
- They want offenders to cease their criminal activity and become responsible and productive citizens and, ultimately,

As taxpayers you invest significant resources to cause these things to happen. The purpose of this document is to provide you with a report card on how your juvenile justice system is performing. To do so, we have established a set of benchmarks to inform the community and the juvenile justice system about our ability to further safety, restore justice for victims, and reduce the risk of re-offending. We hope you find the information helpful to determine if the return on your investment is reasonable. You can expect us to strive for improvement from year to year depending on the same benchmarks to provide you a reliable gauge of our progress.

We have also learned an important lesson from our work in this arena. We can and should be held accountable for our performance on these measures. However, we also know that the highest form of public safety occurs not only because of sound use of your tax dollars, but as a result of your personal involvement in creating a safer community. Working together we can build a safer and more just \_\_\_\_\_ County. To perform better on every one of these benchmarks we need citizen participation. Our \_\_\_\_\_ is the lead agency to further citizen involvement in \_\_\_\_\_ County. If you wish to become involved in these efforts or have questions or concerns, please contact the \_\_\_\_\_ at (\_\_\_\_) \_\_\_\_\_ - \_\_\_\_\_.

Signed,

Juvenile Court Judge

Chair, County Board of Supervisors

or

District Attorney

Director, State Dept. of Juvenile Justice

# A Report Card to Our Stakeholders

## DEVELOPING YOUTH COMPETENCY

**RESISTANCE TO DRUG & ALCOHOL USE:** A test to determine illegal drug and alcohol use by adjudicated juvenile offenders yielded a finding that \_\_\_\_\_ percent tested positive at the time of probation intake. \_\_\_\_\_ percent were found to be using illegal drugs or alcohol during supervision. And \_\_\_\_\_ percent tested positive at the time of case closure.

### Drug & Alcohol Abuse Adjudicated Offenders Testing Positive

At Probation Intake: \_\_\_\_\_%

During Supervision: \_\_\_\_\_%

At Case Closure: \_\_\_\_\_%

**SCHOOL PARTICIPATION:** At case closure, we find that \_\_\_\_\_ percent of youth completing Accountability Agreements or Juvenile Court orders were actively involved in school, an alternative education program, or vocational training.

### School Participation

Youth Actively Participating in Educational Program or Vocational Training at Case Closure: \_\_\_\_\_%

**EMPLOYMENT:** For those youth not involved in an educational or vocational program at case closure, \_\_\_\_\_ percent are employed.

### Employment

Youth Employed at Case Closure: \_\_\_\_\_%

**BUILDING COMMUNITY COMPETENCY  
CRIME PREVENTION/CITIZEN PARTICIPATION:** The very best way to reduce citizen and community victimization is to prevent crime from happening in the first place. Citizen participation in justice system efforts is essential to furthering public safety. During the year \_\_\_\_\_, the juvenile justice system fielded \_\_\_\_\_ volunteers who contributed in excess of \_\_\_\_\_ hours of service valued at \$ \_\_\_\_\_.

### Citizen Participation

# of Volunteers: \_\_\_\_\_

Hrs. Contributed: \_\_\_\_\_

Value of Hrs: \$ \_\_\_\_\_

COMPETENCY

# A Report Card to Our Stakeholders

## ENSURING OFFENDER ACCOUNTABILITY

### Restitution to Victims

Ordered: \$ \_\_\_\_\_

Paid: \$ \_\_\_\_\_

% Paid or Being Paid On Schedule: \_\_\_\_\_%

**RESTITUTION:** Crime victims are clear about their expectations of offenders. Offenders should be expected to pay back for the harm they've caused. In the year \_\_\_\_\_, offenders were ordered to pay \$ \_\_\_\_\_ in restitution to victims. The actual amount of restitution paid during the year was \$ \_\_\_\_\_. Please note, of the restitution orders remaining open at the end of the year, \_\_\_\_\_ percent were being paid back on schedule.

### Restorative Community Work Service

Ordered: \_\_\_\_\_

Worked: \_\_\_\_\_

Fulfilled: \_\_\_\_\_%

\$ Value: \$ \_\_\_\_\_

Of cases remaining open, \_\_\_\_\_ percent were being fulfilled on schedule.

**WORK SERVICE:** Offenders are expected to perform work service to repay the community for the loss of peace suffered by the community. In the year \_\_\_\_\_, over \_\_\_\_\_ hours of service were ordered to be performed by offenders. The amount of service performed was \_\_\_\_\_ hours. The percentage of hours worked compared to what was ordered was \_\_\_\_\_ percent. The value of this work to the community calculated at minimum wage was \$ \_\_\_\_\_.

### Victim Satisfaction

How would you rate your overall satisfaction with our department? (Rated 5 to 1 with 5 being "most positive" and 1 being "most negative.")

Rated "5" \_\_\_\_\_%  
 Rated "4" \_\_\_\_\_%  
 Rated "3" \_\_\_\_\_%  
 Rated "2" \_\_\_\_\_%  
 Rated "1" \_\_\_\_\_%

### MEASURING SYSTEM ACCOUNTABILITY

The justice system has a responsibility to serve crime victims

Crime victims who are served by \_\_\_\_\_ County are provided a survey to determine their level of satisfaction with the \_\_\_\_\_ department's services. There are 10 questions. The very last question asks the crime victim to rate their overall experience with the \_\_\_\_\_ department. Surveys were distributed to \_\_\_\_\_ victims of crime. The average satisfaction rating (on a scale of 1 – most negative to 5 – most positive) from the survey respondents was \_\_\_\_\_.

ACCOUNTABILITY

# A Report Card to Our Stakeholders

## FURTHERING COMMUNITY SAFETY

**JUVENILE CRIME:** Two important indicators of juvenile crime trends are the per capita rate of juvenile offenders who are adjudicated delinquent by the Juvenile Court or commit crimes that warrant a waiver to Adult Court. In the year \_\_\_\_\_, \_\_\_\_\_ were found to be delinquent. This means that in our community \_\_\_\_\_ of every 1,000 juveniles were adjudged delinquent in \_\_\_\_\_. Table A at right illustrates how that compares with delinquency rates over the past five years. Furthermore, in \_\_\_\_\_, \_\_\_\_\_ youth were prosecuted in Adult Court. Table B illustrates how that figure compares with the five previous years.

**Table A**  
**Adjudications**  
**Year**

**Rate**

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

**Table B**  
**Adult Prosecutions**  
**Year**

**Rate**

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

**LAW-ABIDING BEHAVIOR:** Of those offenders who completed Accountability Agreements (efforts to intervene before an offender is adjudicated delinquent by the court) or a Juvenile Court Order, \_\_\_\_\_ percent had no charges filed against them for a new criminal offense within one year of completing the order.

### Law-Abiding Behavior No Charges Filed for New Criminal Offense

Accountability Agreement: \_\_\_\_\_%

Court Order: \_\_\_\_\_%

**ADULT CRIMINAL CONVICTIONS:** When reviewing the records of those juvenile offenders who completed Accountability Agreements or Juvenile Court orders, we find that as young adults (ages 19, 20 and 21 were sampled) \_\_\_\_\_ percent have no adult criminal convictions.

### Adult Criminal Convictions

Youth with No Adult Criminal Convictions  
By Age 21: \_\_\_\_\_%

SAFETY

# APPENDIX 4

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South Carolina Department of Juvenile Justice

## REPORT CARD

for 2005



South Carolina  
DEPARTMENT OF  
JUVENILE JUSTICE

## A REPORT CARD TO OUR CITIZENS

A year ago, we released our first "Report Card" for DJJ and the juvenile justice system. We touted it as part of "a new way of doing business," a new philosophy based upon the principles of restorative justice and agency accountability in line with Governor Sanford's goal to make all state agencies accountable to the citizens of South Carolina. With that philosophy still in mind, we are proud to present our new "2005 Juvenile Justice Report Card."

As you will see, there are several areas where our juvenile justice system continues to serve the children, crime victims, and citizens of South Carolina well. DJJ has partnered with the State Workforce Investment Board at the Department of Commerce to improve the employability of at-risk juveniles. The DJJ school district graduation rate also continues to improve, as does our service to the state's victims of juvenile crime. Diversions to our solicitors' excellent Juvenile Arbitration Programs are increasing, providing a restorative alternative for dealing with first offenders.

You also will see that there are areas for improvement. At present, our state's juvenile detention rate is on the rise. The number of juveniles being detained statewide prior to and during their court hearings is up almost 12% over last year. This is occurring as the number of cases involving violent and serious crime continues to drop. The result is overcrowding in the DJJ Detention Center and detention centers throughout the state. This points to a need for alternative forms of community-based monitoring for juveniles who simply do not belong in a detention facility.

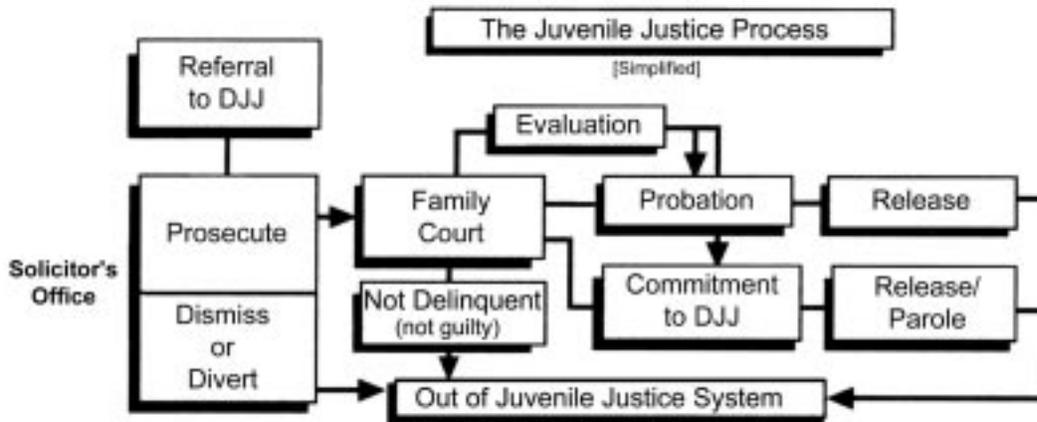
We must also continue with improvements to reduce the numbers of juveniles incarcerated in DJJ's long-term facilities. Programs such as community prevention, intensive probation, and local mentoring could reach a significant percentage of these children long before they end up in the harsh environment of a long-term facility.

We hope you will take time to study this Report Card, to gain a better understanding of how the juvenile justice system works and performs in the state. Please join in our efforts to help make communities safer, to better satisfy victims of crime, and to better prepare juvenile offenders for productive, law-abiding lives in their communities.



*Bill Byars*

Director, South Carolina  
Department of Juvenile Justice



Juveniles usually enter the juvenile justice system in South Carolina when they are taken into custody by law enforcement or when a Solicitor or a school refers them to DJJ. At this stage, personnel at a DJJ county office usually interview the juvenile. DJJ has offices in 43 of South Carolina's 46 counties. Law enforcement also may elect to send the juvenile to a South Carolina juvenile detention center, pending a hearing.

After county office or detention center personnel have interviewed a juvenile, DJJ makes recommendations to the Solicitor's office regarding the case. The Solicitor has a number of options available when deciding how to pursue a case. A Solicitor may choose to divert a juvenile to a community program (such as a drug court or juvenile arbitration program) or require the juvenile to make restitution for the offense. Solicitors also may choose to proceed with prosecution or to dismiss a case entirely.

If the Solicitor chooses to prosecute, the next stage of the process involves the family court. A family court judge determines the guilt or innocence of the juvenile and sentences those juveniles adjudicated delinquent (found guilty). Often a judge will request a DJJ evaluation of the juvenile before making a final ruling, or prior to commitment. This involves psychological, social, and educational evaluations conducted either in the community or at one of DJJ's three regional evaluation centers. The resulting comprehensive evaluation helps the judge decide how to proceed in the best interests of the juvenile, victim, and community.

A family court judge may find the juvenile is not delinquent (not guilty). After a finding of delinquency, the judge has several sentencing options. Chief among these is probation, which maintains the juvenile in the community under DJJ supervision. The judge may also commit the juvenile to DJJ custody by imposing a determinate (fixed amount of time) or indeterminate sentence. An indeterminate sentence allows the youth to be confined up to the age of 21.

Indeterminately committed juveniles are subject to the release authority of the Juvenile Parole Board. Upon commitment the juvenile receives parole guidelines that are based on the severity of the juvenile's offense and his or her history of previous offenses. These guidelines generally range from 1-3 months to 36-54 months. The Board uses these guidelines – along with an evaluation of the juvenile's behavior and progress – to determine the length of incarceration.

The Board may keep children incarcerated beyond their guideline (up to their 21st birthday). It may also parole juveniles prior to their minimum guideline for exceptional behavior and progress.

The Board may grant juveniles conditional or unconditional releases. A conditional release might involve requiring the juvenile to complete a community aftercare or residential program. A conditional release also involves a period of parole supervision. DJJ county officers supervise juveniles on parole, much as they supervise juveniles on probation.

For more detailed information visit DJJ's website at:  
[www.state.sc.us/djj/process.html](http://www.state.sc.us/djj/process.html)

A Report Card to Our Citizens  
**CUSTOMER SERVICES**  
 Customers = Victims, Offenders,  
 and the Community

**Cases  
 Referred to DJJ**

2004 – 2005	26,213
2003 – 2004	27,328
2002 – 2003	29,031
2001 – 2002	28,550
2000 – 2001	29,062

**Five Most Frequent  
 Offenses Associated  
 with Referrals to DJJ**

- #1 Disturbing Schools
- #2 Simple Assault & Battery
- #3 Shoplifting
- #4 Simple Assault
- #5 Simple Possession of Marijuana

**Juvenile Offenders  
 Diverted by Juvenile  
 Arbitration Programs**

2004 – 2005	4,879
2003 – 2004	4,670
2002 – 2003	4,382
2001 – 2002	4,189
2000 – 2001	4,204

**Notification to Victims  
 Regarding Case Status**

2004 – 2005	13,480
2003 – 2004	10,335
2002 – 2003	11,456
2001 – 2002	13,805
2000 – 2001	15,369

**JUVENILE REFERRALS TO DJJ:** Of the 26,213 cases referred to DJJ during Fiscal Year 2004-05, 69 percent of the total population was male, 60 percent was African-American, and the average age was 14.5 years. Sixty-five percent of the total population came from households with annual incomes less than \$20,000.

**FIVE MOST FREQUENT OFFENSES**

**ASSOCIATED WITH REFERRALS TO DJJ:** The #1 charge associated with cases referred to DJJ statewide was **disturbing schools**.

No felony offenses occurred in the top five reasons for referral to DJJ. Truancy has dropped out of the five most frequent offenses for the first time in many years.

**OFFENDERS DIVERTED BY JUVENILE**

**ARBITRATION PROGRAMS:** Juvenile Arbitration is a program operated by circuit solicitors to divert juvenile offenders from the court. In the program, trained citizen volunteers work with offenders/parents, victims, and law enforcement to determine appropriate sanctions.

**NOTIFICATION TO VICTIMS:** DJJ strives to serve crime victims. Upon request, victims of juvenile crime are notified regarding the status of the offender(s) related to their individual cases through the Internet Victim Information System (IVIS) provided by DJJ. In Fiscal Year 2004-05, DJJ notified 13,480 victims regarding their case status. This is a 23 percent increase in notifications as compared to the previous year.

CUSTOMER SERVICES

A Report Card to Our Citizens  
**CUSTOMER SERVICES**  
 Customers = Victims, Offenders,  
 and the Community

**Juvenile Parole  
 & Probation Caseloads  
 in Communities**

2004 – 2005	5,264
2003 – 2004	5,342
2002 – 2003	5,693
2001 – 2002	5,434
2000 – 2001	5,568

**JUVENILE PROBATION & PAROLE**

**CASELOADS IN COMMUNITIES:** The supervision of offenders in their communities enhances community safety. DJJ's community staff supervised 5,264 juvenile offenders both on probation or parole at the close of Fiscal Year 2004-05.

**Daily Population  
 Close of FY 2004-05**

Hardware Secure Custody	792
Staff Secure Custody (community placements)	562
Marine Programs	91
Mental Health Placements	30

**DAILY POPULATION AT DJJ:** At the close of Fiscal Year 2004-05, a daily population of 792 juveniles was held in hardware-secure facilities at DJJ. A daily population of 562 juveniles was located in staff-secure placements in the community such as group homes or community residence placements. Ninety-one juveniles were placed in staff-secure Marine Programs. Thirty juveniles were placed in mental health facilities.

**DJJ School District  
 Diploma Graduates**

2004 – 2005	13
2003 – 2004	12
2002 – 2003	6
2001 – 2002	3
2000 – 2001	2

**SCDJJ SCHOOL DISTRICT GRADUATION**

**RATE:** DJJ runs its own school district for incarcerated offenders, currently with high school and middle school programs accredited by the South Carolina Department of Education. DJJ's Birchwood School is also accredited by the Southern Association of Colleges and Schools (SACS). Satellite community schools are also operated around the state. This year, 13 students earned their high school diplomas prior to their release. One hundred fifty-four graduated early, at the age of 16, with General Equivalency Diploma (GED) certificates. The SCDJJ school district also received the 2005 Palmetto Gold Award.

**DJJ School District  
 GED Graduates**

2004 – 2005	154
2003 – 2004	155
2002 – 2003	104
2001 – 2002	65
2000 – 2001	54

CUSTOMER SERVICES

A Report Card to Our Citizens  
**ACCOUNTABILITY – A Restorative  
 Benchmark**  
 (Repairing the harm to victims and  
 community)

**Restitution to Victims**

# of Cases:	701
Amount Ordered:	\$ 357,899
Amount Paid:	\$ 223,415 (80%)

**RESTITUTION:** Offenders should be expected to pay back for the harm they have caused. Of 6,140 cases closed by DJJ and Solicitors' Arbitration Programs (early intervention) during FY 2004-05 where restitution was ordered, 80 percent of offenders paid in full. The total amount of restitution collected was \$223,415.

**Restorative Community  
 Work Service Hours**

# of Cases:	2,650
Hours Ordered:	77,817
Hours Worked:	67,660 (87%)
\$ Value:	\$ 348,449 (calculated at minimum wage)

**WORK SERVICE:** Offenders also are expected to perform work service to repay the community for the harm suffered by the community. In 6,140 cases closed by DJJ and Solicitors' Arbitration Programs (early intervention) during FY 2004-05, 77,817 hours of community work service were ordered. The number of work service hours completed was 67,660, which is 87 percent of the work service ordered.

**Victim Satisfaction**

How would you rate your overall experience with the system? (Rated 1 to 5 with 1 being "most negative" and 5 being "most positive.")

	2004	2005
Rated "5"	51.7%	53.3%
Rated "4"	27.6%	30.2%
Rated "3"	13.8%	14.0%
Rated "2"	0%	2.3%
Rated "1"	6.9%	0%

**MEASURING SYSTEM ACCOUNTABILITY:**

The justice system has a responsibility to serve crime victims. In April 2004 and again in April 2005, crime victims across South Carolina were surveyed to determine their level of satisfaction with the juvenile justice system. Victims were asked to rate their overall experience with the juvenile justice system. The average satisfaction rating by victims (on a scale of 1 – most negative to 5 – most positive) improved from 3.96 to 4.34 over the one-year period.



**A Report Card to Our Citizens**  
**COMPETENCY – A Restorative Benchmark**  
**(Offenders developing skills needed**  
**to live crime free)**

**Drug & Alcohol Abuse**  
**Offenders**  
**Testing Negative**

Number Tested: 956  
 Percent Tested Negative: 63%

**School Participation**

Youth Enrolled in Educational Program or Vocational Training at Case Closure:

5,380 Youth (87%)

Youth Not Enrolled but Employed at Case Closure:

29 Youth (3.6%)

**Employability Training**

Youth Completing Job Readiness Training:

107 Youth

Average Hours of Paid Work Experience Completed:

63 Hours/Youth

**Citizen Participation**

# of Volunteers: 1,867

Hrs. Contributed: 108,622

Value of Hrs: \$559,403 (calculated at minimum wage)

**RESISTANCE TO DRUG & ALCOHOL USE:**

In 6,190 cases closed by DJJ and Solicitors' Arbitration Programs (early intervention) during FY 2004-05, 15 percent of youth were tested while under supervision in the community. Of those youth tested, a negative result occurred in 63 percent of cases. Marijuana was detected in over 92 percent of cases with a positive result.

**SCHOOL PARTICIPATION:** Eighty-seven percent of the 6,190 youth completing court orders or Solicitors' Arbitration Program sanctions during FY 2004-05 were enrolled in school, an alternative education program, or vocational training. Of the 810 youth not involved in an alternative educational or vocational program, and who were age-eligible (16 years old) to work, 29 were employed.

**JUVENILE EMPLOYMENT ENRICHMENT PROGRAM (JEEP):**

Through a collaborative effort involving DJJ and the State Workforce Investment Board at the Department of Commerce, JEEP was introduced in FY 2004-05 to improve the employability of at-risk youth. Youth ages 14-18 received job readiness training and paid on-the-job work experience at four pilot sites.

**CITIZEN PARTICIPATION/COMMUNITY**

**COMPETENCY:** During Fiscal Year 2004-05, 1,867 volunteers stepped forward to assist DJJ and the Solicitors' Arbitration Programs as mentors, arbitrators, tutors, auxiliary probation officers, in other capacities in the community, and in DJJ facilities. Citizen volunteers helped to make our communities safer by contributing approximately 108,622 hours of services.

COMPETENCY

A Report Card to Our Citizens  
**COMMUNITY SAFETY – A Restorative  
 Benchmark**  
 (Protecting the public)

11-Year Comparison of  
 Violent & Serious Juvenile  
 Cases in South Carolina

Year	# of Cases
2004-05	2,489
1994-95	3,589

Table A  
 Juveniles Committed to the  
 Custody of DJJ

Year	Number
2004-05	1,867
2003-04	1,977
2002-03	2,109
2001-02	1,999
2000-01	1,922

Table B  
 Juveniles Held in Detention  
 Centers Statewide

Year	Number
2004-05	5,330
2003-04	4,709
2002-03	4,869
2001-02	4,493
2000-01	4,488

Recidivism Rate for  
 Juvenile Offenders Following  
 Incarceration

Tracking Period	Rate
24 Months	68.1%

**VIOLENT & SERIOUS JUVENILE CASES:**

Over the 11-year period (1994 – 2005) violent and serious juvenile cases in South Carolina decreased 30 percent. The number of cases includes juveniles charged in more than one case.

**TRENDS IN JUVENILE JUSTICE:** One indicator of trends in South Carolina's juvenile justice system is the number of offenders committed into the custody of DJJ. Table A shows a comparison of the number of offenders sentenced into the custody of DJJ over the past five years.

Another indicator of trends is the number of juveniles being held in detention centers pending court action. Juveniles detained by the family court and law enforcement agencies and determined to be high-risk offenders are held in detention centers. Detention admissions statewide have increased 19 percent over the past 5 years, with a 12 percent increase last year alone. DJJ's own Detention Center, which is overcrowded, had 2,900 juveniles in detention during FY 2004-05. Table B shows a comparison of the number of juveniles held in detention centers statewide over the past five years.

**LAW-ABIDING BEHAVIOR:** Recidivism is the rate at which juveniles re-offend (commit new crimes). Data evaluated from Fiscal Year 1999-00 indicates that by 24 months following release (parole) into the community following incarceration, 68.1 percent of juveniles re-offended.

SAFETY

**Special Thanks to DJJ's Performance  
Measurements Partners**

The Honorable David M. Pascoe  
Solicitor, 1<sup>st</sup> Judicial Circuit

The Honorable Barbara R. Morgan  
Solicitor, 2<sup>nd</sup> Judicial Circuit

The Honorable C. Kelly Jackson  
Solicitor, 3<sup>rd</sup> Judicial Circuit

The Honorable Jay E. Hodge, Jr.  
Solicitor, 4<sup>th</sup> Judicial Circuit

The Honorable John R. Justice  
Solicitor, 6<sup>th</sup> Judicial Circuit

The Honorable Harold W. Gowdy, III  
Solicitor, 7<sup>th</sup> Judicial Circuit

The Honorable Jerry W. Peace  
Solicitor, 8<sup>th</sup> Judicial Circuit

The Honorable Ralph E. Hoisington  
Solicitor, 9<sup>th</sup> Judicial Circuit

The Honorable Chrissy T. Adams  
Solicitor, 10<sup>th</sup> Judicial Circuit

The Honorable Donald V. Myers  
Solicitor, 11<sup>th</sup> Judicial Circuit

The Honorable E. L. Clements, III  
Solicitor, 12<sup>th</sup> Judicial Circuit

The Honorable Robert M. Ariail  
Solicitor, 13<sup>th</sup> Judicial Circuit

**The Honorable Isaac M. Stone, III**  
Solicitor, 14<sup>th</sup> Judicial Circuit

The Honorable Thomas E. Pope  
Solicitor, 16<sup>th</sup> Judicial Circuit

**State Workforce Investment Board**

**Department of Commerce**

**Doug Thomas, Research Associate**  
National Center for Juvenile Justice

### DJJ's Mission

The Governor's mission is to raise personal incomes of South Carolinians by creating a better environment for economic growth, delivering government services more openly and efficiently, improving quality of life, and improving our state's education.

The South Carolina Department of Juvenile Justice supports the Governor's mission by protecting the public and reclaiming juveniles through prevention, community programs, education and rehabilitative services in the least restrictive environment.

For more information contact:  
The South Carolina Department of Juvenile Justice  
Office of Community Justice  
(803) 896-9766  
[www.state.sc.us/djj](http://www.state.sc.us/djj)

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## APPENDIX 5

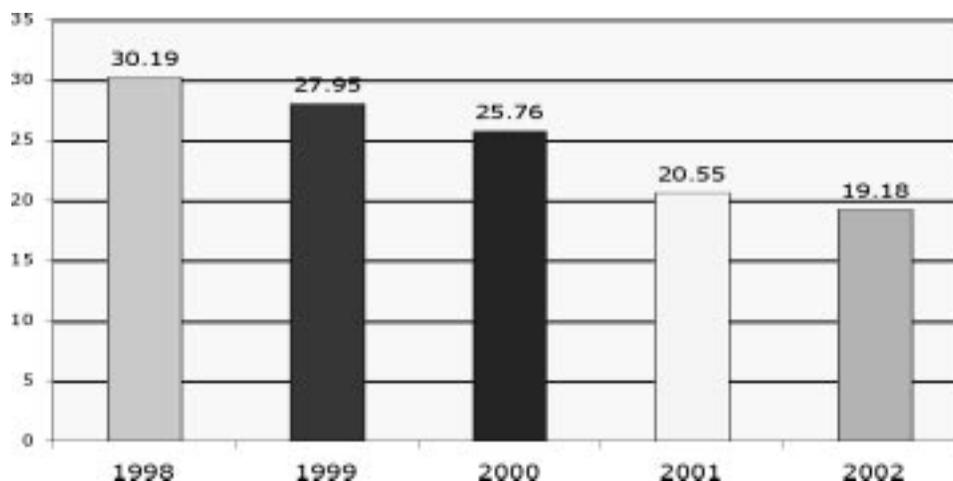
### CASE STUDY: ALLEGHENY COUNTY, PA

Allegheny County (Pittsburgh) provides a brief illustration of how managers can use even the most basic and easily generated of these data to confirm that agency performance is generally in line with expectations for continuous improvement, and if necessary make adjustments in the focus of probationary supervision.

Because the most simple and readily available data will be that which is collected at case closure, we limit our focus here to probation closure outcomes. Specifically, we present several simple graphs and tables which quickly tell a story of ongoing improvement on three key outcomes—crime-free supervision, completion of restitution orders, and completion of community service orders. These data alone have implications for making simple inferences about possible reasons for this improvement. Most importantly, however, these descriptive findings raise additional questions that invite managers and staff to problem-solve by making additional, more refined queries of the data to get ever more valid answers to questions about intervention improvements. While we present only descriptive charts and graphs, readers should also be aware that current data in Allegheny County, and most of the demonstration sites participating in this performance measurement project, allow managers and researchers to address a wide range of multivariate questions that will hopefully reveal causal relationships between programmatic interventions and successful outcomes for probation. Ultimately such data should address the primary management goal of improved decision making.

First, the graph in Table 1 provides an overall frequency count showing a relatively stable five-year summary of case closings in Allegheny County Juvenile Court that serves as a baseline for all additional tables.

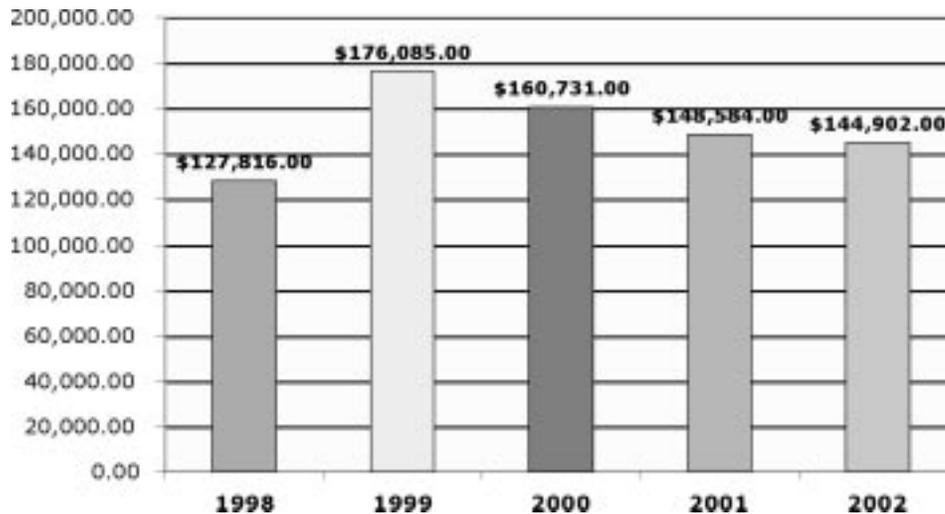
**Table 1. Allegheny County Juvenile Court Case Closing  
1998-2002**



Next, Table 2 shows changes in the overall amount of restitution collected during these years. These numbers are interesting in providing a general sense of fluctuations in the rather impressive overall amount of money returned to crime victims by juvenile offenders during this period of time, and of a possible variation in workload and manpower expended (assuming constant staffing) during these years. However, these aggregate numbers provide no standard of comparison for judging whether these amounts illustrate very good, average, or very poor performance on the part of probation departments in collecting restitution, and the juvenile offenders they supervised in completing restitution orders. In 1999, for example, returning \$176,085 to victims would have been a very impressive outcome if, for example, \$180,000 had been the amount of restitution ordered by the court or agreed to through informal restitu-

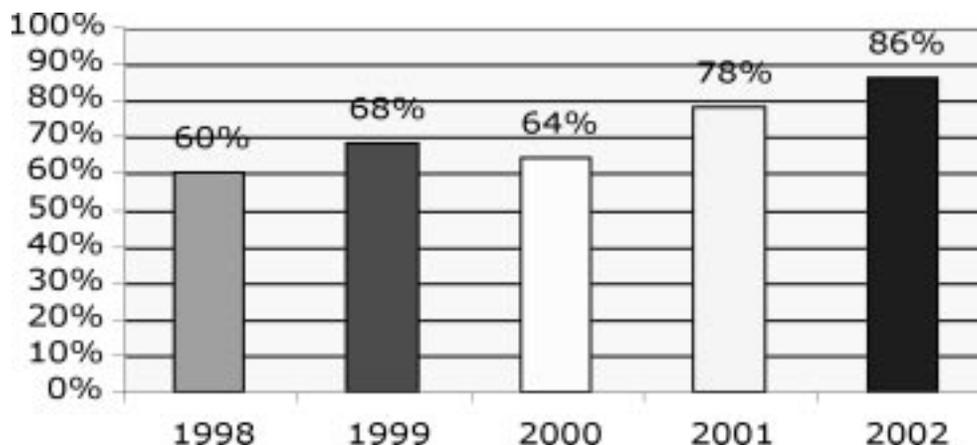
tion agreements; this amount of restitution paid would be far less impressive, however, if \$300,000 had been the amount ordered or agreed upon. What is missing is a baseline aggregate figure, *amount of restitution ordered or agreed upon*, for each year, or a more specifically, *proportion of restitution collected per number of cases closed*.

**Table 2. Allegheny County Juvenile Court  
Amount of Restitution Paid 1998-2002**



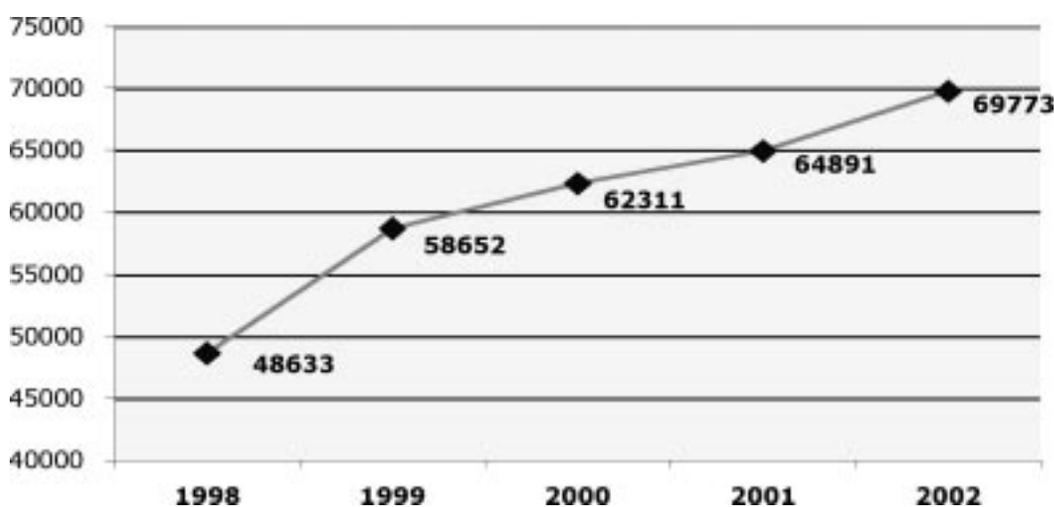
At the case level, the graph in Table 3 is the remedy for this omission at the case level. It illustrates continuous improvement in collection outcomes for specific cases and also, when examined in conjunction with Table 2 data, indicates that a relatively low completion rate of 68 percent in 1999—when viewed in the context of the fact that in that year the amount of restitution ordered may have been unusually high (given the high rate collected)—may actually represent a very positive result (see Table 3). This speculative question could be answered more directly by examining the amount of restitution collected per the ordered amount. While the case level analysis in Table 3 is perhaps the best unit of analysis of probation performance, presentation of amount of money paid out to victims per amount ordered would also provide an indication of system performance in addressing victim needs.

**Table 3. Allegheny County Juvenile Court  
Percent of Cases That Paid Restitution in Full  
1998-2002**



Similar to Table 1, Table 4 presents the aggregate amount of community service hours worked. While important as an illustration of the productivity of offenders under supervision and their supervisors' ever increasing contribution to the community, this table begs the question of performance accountability and efficiency: if the number or hours ordered in 2002 was 200,000, the figure of 69,773 is less impressive. Table 5, however, again affirms the productivity of the department in getting youth to complete their orders—in that final year, for example, illustrating that only 3 percent of cases did not complete the service requirement they had agreed to. Presumably then (unless significant downward adjustments in the number of service hours were made post court order or agreement—a fact that should be included in the report under the category of “adjusted agreements completed”), the aggregate amount of service provided was an amount quite close to the number of hours ordered (see Table 5).

**Table 4. Allegheny County Juvenile Court  
Community Service Hours Completed  
1998-2002**



**Table 5. Allegheny County Juvenile Court  
Percent of Cases That Completed Community Service in Full  
1998-2002**

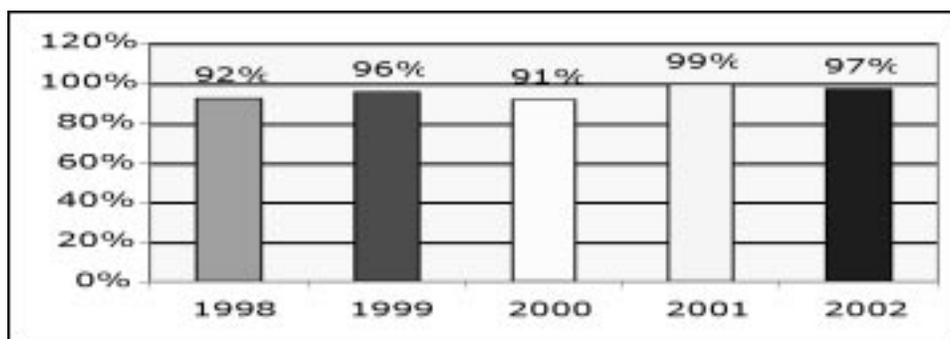
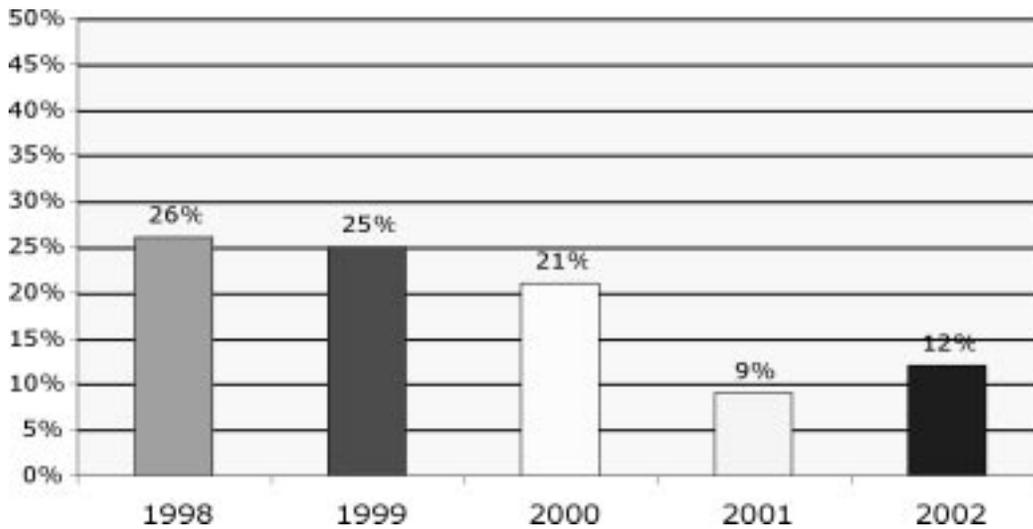


Table 6 addresses the indicator that is perhaps of greatest concern to the public, in-program re-offending. Though more sophisticated analysis in some of these tables is needed to determine the statistical significance of some changes over time, the data in Table 6 need no such analysis to inspire confidence that this jurisdiction has experienced a dramatic decrease in offending while cases are under probationary supervision. The more positive “spin” on this, illustrated in Table 7, is a *strengths-based* “flip-side” of the same data that suggests that probation in Allegheny County has made continuous improvement toward becoming a safe and cost effective option—a fact especially true in 2001 when only 9 percent of youth under supervision re-offended.

**Table 6. Allegheny County Juvenile Court  
Recidivism While Under Supervision 1998-2002**



**Table 7. Allegheny County Juvenile Court  
Percent of Cases with No New Charges While Under Supervision  
1998-2002**

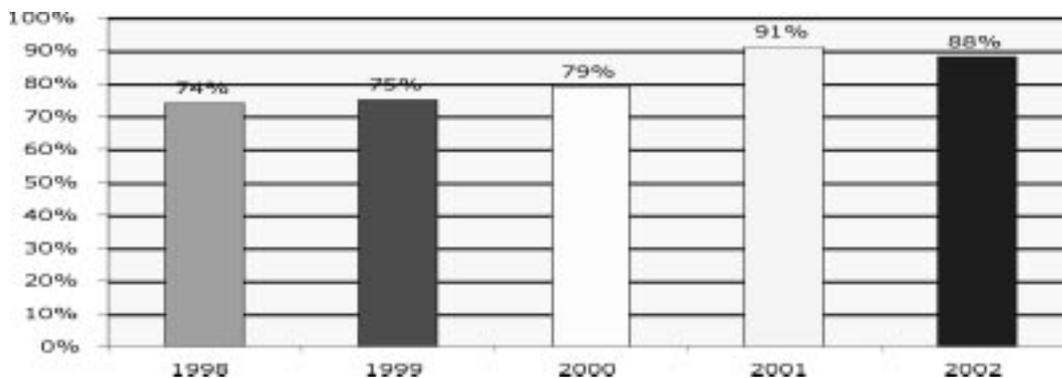
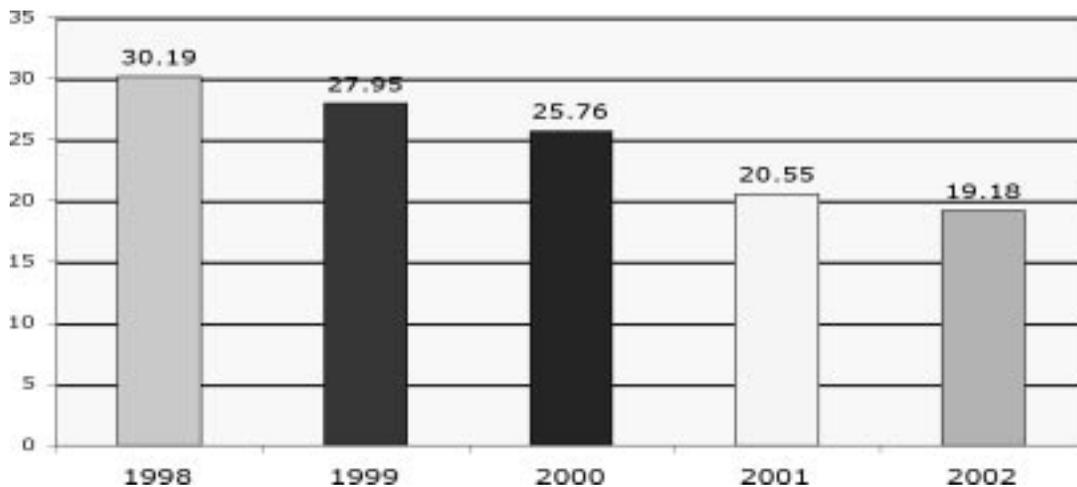


Table 8 suggests perhaps improved efficiency in probation and a cost savings due to a decline in average time on supervision, a gain that has not been made at the expense of either public safety (see Table 6 and 7) or getting money repaid to victims and work accomplished in the community (see Tables 4-5). Additional queries of the data would be necessary to address the question of whether the continuous decline in re-offending while under supervision was simply an artifact of lower supervision time (and thus less time at-risk for re-offending), or a *result* of getting supervision done more quickly and efficiently and providing, a rapid sense of accomplishment for offenders. Other questions, consistent with the national findings presented earlier (Schneider, 1990) might be raised about whether the consistently higher completion rates for restitution and community service over time accounted for the decrease in re-offending. To examine this hypothesis, one would need to further query the data to find out the extent to which completion of these sanctions is correlated with re-offending, when other variables are statistically controlled.

**Table 8. Allegheny County Juvenile Court  
Average Length of Supervision 1998-2002**



In sum, managers and staff in Allegheny County, other jurisdictions participating in the Performance Outcomes/Report Card project, and agencies and systems that in the future choose to move forward strategically to “measure what really matters” can learn a great deal from relatively simple performance data monitoring. As they move inevitably toward more sophisticated, though by no means complex, analyses, they will also be able to make increasingly accurate predictions about resource investments in specific practice priorities and intervention support services (e.g., Allegheny County invested in a private contractor responsible for locating paid employment for youths with restitution orders, an investment that appears to have paid great dividends in increasing restitution completion rates). They should also be able to develop meaningful incentives for staff to focus on practices that lead to these results and engage community constituencies in ever more meaningful discussions about more effective use of resources to serve victims, offenders, and communities while developing safer communities, achieving meaningful accountability for offenders, and producing more competent youth and adults.









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