## DEPARTMENT OF JUSTICE

## Office of Juvenile Justice and Delinquency Prevention

**[OJP (OJJDP)–1249]**

**RIN 1121–ZB82**

## Evaluation Facilitation for the Tribal Youth Program

**AGENCY:** Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, Justice.

**ACTION:** Announcement of Discretionary Competitive Cooperative Agreement.

**SUMMARY:** The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is requesting applications for the Evaluation Facilitation for the Tribal Youth Program. The Evaluation Facilitator will provide direction, training, and technical assistance to local Program Assessment Teams that will be conducting participatory evaluations of juvenile justice projects under OJJDP's Tribal Youth Program. The Evaluation Facilitator will also conduct an analysis of the juvenile justice system structure and operations in each site. This analysis will address the relationship the juvenile justice activities and responsibilities of tribal, county, State, and Federal governmental entities and the historical, social, and economic context in which they exist.

**DATES:** Applications must be received by November 18, 1999.

**ADDRESSES:** Interested applicants can obtain an application kit from the Juvenile Justice Clearinghouse at 800–638–8736. The application kit is also available at OJJDP's Web site at www.ojjdp.ncjrs.org/grants/about.html#kit.

**FOR FURTHER INFORMATION CONTACT:** Phelan Wyrick, Program Manager, Office of Juvenile Justice and Delinquency Prevention, 202–353–9254. [This is not a toll-free number.]

**SUPPLEMENTARY INFORMATION:**

### Purpose

The purpose of this program is to provide high quality guidance and direction to up to five local stakeholder teams that will be conducting evaluations of projects supported by the Tribal Youth Program. The Evaluation Facilitator will also conduct an analysis of the structure and operations of the juvenile justice system and tribal justice system at each of these sites. Applications are encouraged from researchers and evaluators who have experience conducting large-scale participatory evaluations and/or working closely with tribal populations.

### Background

The Tribal Youth Program was designed to provide federally recognized Indian tribes [1] with support for juvenile justice activities in one or more of the following categories:

- Reduce, control, and prevent crime both by and against tribal youth.
- Provide interventions for court-involved tribal youth.
- Improve tribal juvenile justice systems.
- Provide prevention programs focusing on alcohol and drugs.

These categories are broad, allowing applicants for the Tribal Youth Program to customize their applications to the particular needs of their communities. The Tribal Youth Program will fund sites for a project period of 3 years. Funding under this program may be applied toward starting new projects or continuing, expanding, or enhancing existing projects. Applicants responding to this program announcement should review the Tribal Youth Program Guidelines and Application Kit for more detailed information. Copies of that announcement can be obtained by calling OJJDP's Juvenile Justice Clearinghouse at 800–638–8736 or sending an e-mail request to puborder@ncjrs.org. Fax-on-demand service is also available through the Clearinghouse number listed above (choose option 1, then option 2). OJJDP program announcements are also available online at www.ojjdp.ncjrs.org/grants/current.html.

### Site Selection Procedures for the Evaluation

Of the sites that will be selected to receive funding under the Tribal Youth Program, up to five will be selected to participate in this evaluation. These sites will receive supplemental funding to support their evaluation efforts. To be eligible for this supplemental funding, sites must receive an award under the Tribal Youth Program and must have explicitly applied for inclusion in the evaluation as part of their Tribal Youth Program application. The pool of eligible applicants will then be reviewed by OJJDP and the Evaluation Facilitator selected under this solicitation. Efforts will be made to include at least one Alaska Native village. Criteria for selection will include:

- Willingness and capacity to use multiple and varied approaches to collect information.
- Willingness to commit resources (in-kind services).
- Willingness to involve key stakeholders in decisionmaking around the evaluation.
- Degree to which the evaluation activity is perceived as being useful to the program's end users.
- Potential to build an evaluation capacity within the tribal community.

Sites will be notified if they are selected for the participatory evaluation and will be given instructions for submitting applications for supplemental funding after the initial Tribal Youth Program awards have been made.

### Evaluation Strategy

Research and program evaluation in Indian country have been criticized for returning little practical information or resources to the people who are the focus of study. Meetings and focus groups with tribal practitioners and researchers in Indian Country have revealed a strong interest in research and evaluation that are driven by members of the community, respectful of tribal values and customs, and geared toward practical application and local utilization of findings. The need for building local research and evaluation capacity has also been highlighted.

Under this solicitation, OJJDP will competitively award one cooperative agreement for an Evaluation Facilitator for the participatory evaluation of the Tribal Youth Program. The Evaluation Facilitator's primary role is to guide the process of the participatory evaluation and provide training and technical assistance in each of the selected sites. The secondary role of the Evaluation Facilitator will be to provide an analysis of the structure and operations of the existing juvenile justice system and tribal justice system in each site.

### Facilitating the Participatory Evaluation

The participatory evaluation is designed to assess program implementation and outcomes by forming partnerships between the Evaluation Facilitator and local Program Assessment Teams (PAT's). PAT's will be composed of individuals at each selected evaluation site who have a stake in the program, such as program staff, community residents, tribal leaders/tribal council, elders, native youth, and parents. With the assistance of the Evaluation Facilitator, PAT's will design and implement culturally appropriate process and outcome evaluations of their local projects under the Tribal Youth Program. The Evaluation Facilitator will provide

[1] Federally recognized Indian tribes are those tribes listed in the Federally Recognized Tribes List Act located in the lower 48 States and Alaska Native villages in Alaska.

intensive training and technical assistance to PAT's as they move through the evaluation process. This approach is designed to build local evaluation capacity while the evaluation remains community driven and directed toward practical application and utility of findings. Thus, this evaluation is designed to address concerns that have been raised by practitioners and researchers in tribal government and communities.

Up to five of the Tribal Youth Program sites will be selected to participate in the evaluation and will receive supplemental funding for evaluation in addition to their Tribal Youth Program awards. PAT's will be formed at each of the evaluation sites. At minimum, PAT's will be composed of one half-time coordinator and several additional volunteer members including program stakeholders and community members, as noted above. PAT members will not be required to have previous evaluation or research experience. However, PAT's will make the final decisions on such issues as the selection of evaluation questions and methods of inquiry, and PAT members will carry out the tasks of data collection and analysis. Throughout the process, PAT's will be responsible for interpreting and adhering to local values and customs with regard to data collection and information sharing. PAT's will also be responsible for reporting their activities to the Evaluation Facilitator.

The Evaluation Facilitator will build local evaluation capacity by providing direction, training, and technical assistance over a 3-year project period to PAT members. The Evaluation Facilitator must be able to respond to direct requests for guidance and training. Training should cover areas including, but not limited to, program evaluation design, construction of program logic models, data collection procedures, selection and construction of data collection instruments, data analysis techniques, and reporting. Furthermore, the Evaluation Facilitator must be able to anticipate future and unrecognized needs that the PAT's may have as they conduct their evaluation. Both the Evaluation Facilitator and the PAT's will be responsible for ensuring that the program assessment includes evaluation of both process and outcomes and that the assessment produces results that have direct practical implications for program development.

Training visits to each of the sites during the first year of the project will be critical. It is likely that at least one Alaska Native village site will be included in the evaluation, and travel should be budgeted accordingly. Through the Tribal Youth Program, the PAT's will have access to a computer system with Internet access and e-mail capability. It is expected that ongoing communication will take place with the sites and assistance will be given via e-mail, electronic file transfer, telephone, and conventional mail.

Since programs are likely to be in early developmental and planning phases during much of the first 12 months, evaluation activities should focus on assembling an effective PAT, planning and implementing a process evaluation, and planning an outcome evaluation. The Evaluation Facilitator will be responsible for providing the necessary direction, training and technical assistance to accomplish these tasks.

**Analyzing the Existing Juvenile Justice System and Tribal Justice System**

It is the responsibility of the Evaluation Facilitator to conduct an analysis of the existing juvenile justice system at each of the evaluation sites. A central feature of this analysis will be the relationships between tribal government and county, State, and Federal entities and other tribal governments as they relate to juvenile justice. The analysis should also include indicators of workload within the juvenile justice system and tribal justice system; data management procedures and capabilities; and the relationship between the juvenile and adult criminal components of the system. Minimally, this effort will require review of official documents and interviews with key informants and community members. Additional data collection activities such as field observations or case reviews are encouraged and may be necessary.

The local project that is being supported by the Tribal Youth Program should be examined in the context of the existing juvenile justice system and tribal justice system. To do this, the Evaluation Facilitator will have to become familiar with the program activities at the sites as well as the tribal government and tribal body. This familiarity is expected to develop through the preliminary reports from PAT's and close interactions with site personnel through training and technical assistance.

The written analysis of the existing juvenile justice system and tribal justice system should include specific recommendations for improving juvenile justice system operations at individual sites and at other county, State, and Federal government entities that share responsibility for handling juvenile offenders. The analytical report should be completed in the first 12 months of the project period, and updates must be provided in each of the subsequent budget periods.

**Goals**

The goals for this project are to:

- Provide direction, training, and technical assistance to local Program Assessment Teams for a participatory evaluation that covers both the process and the outcomes of the Tribal Youth Program.
- Analyze the existing juvenile justice system and tribal justice system structure and operations at each evaluation site and identify the location and function of the activities under the Tribal Youth Program within the context of this system.
- Analyze the relationships between tribal government and county, State, and Federal government agencies and other tribal governments as they relate to juvenile justice responsibilities and operations.

**Objectives**

The objectives for this project are to:

- Provide direction, training, and technical assistance necessary for each Program Assessment Team to construct program models and evaluation designs that cover both process and outcomes.
- Provide direction, training, and technical assistance necessary for each Program Assessment Team to select and carry out procedures for data collection, analysis, and reporting.
- Document the structure of the existing juvenile justice system and tribal justice system at each site.
- Document workload, data management procedures and capabilities, and the relationship between the juvenile and adult criminal justice systems in each site.
- Document the activities of the projects at the sites that are participating in the evaluation of the Tribal Youth Program.
- Document the relationships between tribal government and county, State, and Federal agencies as they relate to the existing juvenile justice system.
- Provide reports as indicated below.

**Products**

The Evaluation Facilitator will be responsible for supplying PAT's with training materials (*e.g.*, written guidance, sample instruments, instructional materials), as necessary.

The Evaluation Facilitator will submit progress reports 6 months and 11 months into the first year of the project. These reports will include discussion of

developments or changes in the Program Assessment Teams, training activities to date and plans for future training, progress of local evaluation designs, and progress of the juvenile justice system documentation (required for the first report only).

At the conclusion of the first 12-month budget period, the Evaluation Facilitator will submit a separate analytical report covering the juvenile justice system in each of the evaluation sites, the relationships between tribal and nontribal governmental entities in this system, and the location and function of the Tribal Youth Program activities in the context of this system. This report should be suitable for publication as an OJJDP Bulletin.

In the second and third years of the project period, PAT's will be responsible for providing written reports on evaluation findings addressing both program process and outcomes. At the end of the second year, the Evaluation Facilitator will provide a preliminary report on progress and early findings from the process and outcome evaluations at each of the sites. Also at this time, the Evaluation Facilitator will provide an updated report on the analysis of the juvenile justice system and tribal justice system at each site. At the end of the third year, the Evaluation Facilitator will integrate the reports provided by the PAT's into a larger document that will include a final site-by-site analysis of the local juvenile justice system and tribal justice system, the role of tribal government or eligible native corporations in this system, and the development and impact of the efforts funded under the Tribal Youth Program. This document will constitute the final report for the Evaulation Facilitator and should include detailed descriptions of evaluation methods and results. A less detailed version of this report will also be created for publication in a form that is suitable for an OJJDP Bulletin.

**Eligibility Requirements**

OJJDP invites applications from public and private agencies, organizations, and institutions (including tribal colleges and universities, pursuant to Executive order 13021) and from individuals. Private, for-profit organizations must agree to waive any profit or fee. Joint applications from two or more eligible applicants are welcome; however, one applicant must be clearly indicated as the primary applicant (for correspondence and award purposes) and the others indicated as coapplicants.

**Project Abstract**

Applications must include a project abstract that summarizes the problems to be addressed, the goals of the project, project design, and the management and organizational capability of the applicant. The abstract should be double-spaced and no longer than 250 words.

**Selection Criteria**

Applications will be evaluated and rated by a peer review panel according to the criteria outlined below.

*Problem(s) To Be Addressed (20 points)*

Applicants must include in the project narrative a clear and concise discussion of issues related to conducting research and evaluation in American Indian and Alaska Native communities. Specifically, applicants should discuss approaches to applying evaluation methods in culturally sensitive ways for these populations. Also, applicants should discuss current juvenile justice issues in tribal communities within the framework of the cultural history of these populations.

*Goals and Objectives (15 points)*

Applicants must define specific and measurable goals and objectives for coordinating and implementing this project. These should be guided by the requirements in this solicitation, but the applicant should expand and augment them to fit with its approach to the project.

*Project Design (25 points)*

The application should describe in detail the overall design of the project. The discussion should include a description of anticipated training and technical assistance activities related to both the process and the outcome evaluation. It is important to describe how the applicant will work directly with the sites in providing guidance for the evaluation process, which includes, but is not limited to, evaluation design, the construction of program logic models, data collection procedures, selection and construction of data collection instruments, data analysis, and reporting. The applicant should also describe in detail the methods to be used to document and analyze the existing juvenile justice systems. This description should include specification of the information and data elements that will be collected.

The application must include a timeline that indicates when specific tasks will be started and completed and when products will be submitted. The timeline must be referenced as appropriate in the narrative but should be placed in appendix A of the application.

*Management and Organizational Capability (30 points)*

The application must include a discussion of how the applicant will coordinate with Program Assessment Teams and others to achieve evaluation goals and objectives. The applicant's management structure and staffing must be adequate and appropriate for the successful implementation of the project. The applicant must identify responsible individuals and key consultants, their time commitment, and major tasks. Key staff and consultants should have significant experience in training; group facilitation; and program evaluation, including both process and outcome evaluations using both qualitative and quantitative methods. They should demonstrate the ability to work effectively with tribal populations. Staff and key consultant résumés must be attached as part of the appendixes.

*Budget (10 points)*

Applicants must provide a proposed budget that is complete, detailed, reasonable, allowable, and cost effective in relation to the activities to be undertaken during the first 12 months of the project period. Applicants should budget for travel to one cross-site cluster meeting in addition to any other travel. A brief budget narrative should also be included.

**Format**

The body of the application may not exceed 30 pages in length. These page limits do not include the budget narrative, appendixes, application forms, or assurances. The narrative portion of the application must be submitted on 8½ by 11-inch paper, double spaced on one side of the paper in a standard 12-point font. These standards are necessary to maintain a fair and uniform standard among all applicants. If the narrative does not conform to these standards, OJJDP will deem the application ineligible for consideration.

**Award Period**

This project will be funded in the form of a cooperative agreement with a project period of 36 months. The initial budget period for this application is 12 months. Funding in subsequent budget periods may be at lower levels and will depend upon grantee performance, availability of funds, and other criteria established at the time of award.

## Award Amount

Up to $550,000 is available to the Evaluation Facilitator for the initial 12-month budget period. Of these funds, $150,000 will be awarded by the Evaluation Facilitator during this budget period through contracts with the five PAT sites to support this evaluation activity, including the provision of information and data to the Evaluation Facilitator.

## Catalog of Federal Domestic Assistance (CFDA) Number

For this program, the CFDA number, which is required on Standard Form 424, Application for Federal Assistance, is 16.731. This form is included in OJJDP's Application Kit, which can be obtained by calling the Juvenile Justice Clearinghouse at 800–638–8736 or sending an e-mail request to puborder@ncjrs.org. The Application Kit is also available online at www.ojjdp.ncjrs.org/grants/about.html#kit.

## Coordination of Federal Efforts

To encourage better coordination among Federal agencies in addressing State and local needs, the U.S. Department of Justice is requesting applicants to provide information on the following: (1) active Federal grant awards supporting this or related efforts, including awards from the U.S. Department of Justice; (2) any pending applications for Federal funds for this or related efforts; and (3) plans for coordinating any funds described in items (1) and (2) with the funding sought by this application. For each Federal award, applicants must include the program or project title, the Federal grantor agency, the amount of the award, and a brief description of its purpose.

''Related efforts'' is defined for these purposes as one of the following:

- Efforts for the same purpose (i.e., the proposed award would supplement, expand, complement, or continue activities funded with other Federal grants).
- Another phase or component of the same program or project (e.g., to implement a planning effort funded by other Federal funds or to provide a substance abuse treatment or education component within a criminal justice project).
- Services of some kind (e.g., technical assistance or evaluation) to the program or project described in the application.

## Delivery Instructions

All application packages must be mailed or delivered to the Office of Juvenile Justice and Delinquency Prevention, c/o Juvenile Justice Resource Center, 2277 Research Boulevard, Mail Stop 2K, Rockville, MD 20850; 301–519–5535. Note: In the lower left-hand corner of the envelope, the applicant must clearly write ''Evaluation Facilitation for the Tribal Youth Program.''

## Due Date

Applicants are responsible for ensuring that the original and five copies of the application package are received by 5 p.m. ET on November 18, 1999.

## Contact

For further information, contact Phelan Wyrick, Research and Program Development Division, 202–353–9254, or send an e-mail inquiry to wyrickp@ojp.usdoj.gov.

## Suggested Resources


Ayers, T. 1987. Stakeholders as partners in evaluation: A stakeholder-collaborative approach. *Evaluation and Program Planning* 10:263–271.

Bureau of Justice Statistics. 1999. *American Indians and Crime.* U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

Burke, B. 1998. Evaluating for a change: Reflections on participatory methodology. *New Directions in Evaluation* 80:43–56.

Dugan, M. 1996. Participatory and empowerment evaluation: Lessons learned in training and technical assistance. In *Empowerment Evaluation: Knowledge and Tools for Self-Assessment & Accountability,* edited by D. Fetterman, S. Kaftearian, and A. Wandersman. Thousand Oaks, CA: Sage.

Gaventa, J., Creed, V., and Morrissey, J. 1998. Scaling up: Participatory monitoring and evaluation of a Federal empowerment program. *New Directions in Evaluation* 80:81–94.

*Assessment & Accountability,* edited by D. Fetterman, S. Kaftearian, and A. Wandersman, Thousand Oaks, CA: Sage.

Gaventa, J., Creed, V., and Morrissey, J. 1998. Scaling up: Participatory monitoring and evaluation of a Federal empowerment program. *New Directions in Evaluation* 80:81–94.

Melton, A. 1995. Indigenous justice systems and tribal society. *Judicature* 79:126–133.

Nielsen, M., and Silverman, R. 1996. *Native Americans, Crime, and Justice.* Boulder, CO: Westview Press.

Pommersheim, F. 1995. *Braid of feathers: American Indian law and contemporary tribal life.* Berkeley: University of California Press.


Dated: September 24, 1999.

**Shay Bilchik,**

*Administrator, Office of Juvenile Justice and Delinquency Prevention.*

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