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Fact Sheet for the Committee on Education and Labor, House of Representatives, and the Committee on the Judiciary, U.S. Senate

March 1994

JUVENILE JUSTICE

Native American Pass-Through Grant Program



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United States General Accounting Office Washington, D.C. 20548

General Government Division

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March 28, 1994

The Honorable William D. Ford, Chairman The Honorable William F. Goodling Ranking Minority Member Committee on Education and Labor House of Representatives

The Honorable Joseph R. Biden, Chairman The Honorable Orrin G. Hatch Ranking Minority Member Committee on the Judiciary United States Senate

This fact sheet provides information on the Native American Pass-Through Grant Program, which is part of the federal assistance provided to state and local programs to improve their juvenile justice systems. The 1992 reauthorization1 of the Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 19742 directed us to report to your Committees on this grant program. 3 In discussions with your Committees, we agreed to (1) describe how the pass-through grant program works, (2) determine the funding amounts that the states and Indian tribes received under this program for fiscal years 1991 through 1993, and (3) obtain examples of how some tribes used the funds. To obtain an operational perspective on the pass-through grant program, we discussed the program with people knowledgeable about juvenile justice issues. appendix I for a detailed discussion of our objectives, scope, and methodology.

¹Public Law 102-586 (1992).

²Public Law 93-415 (1974).

³Although the statutory provision required our review of the Native American Pass-Through Grant Program, the funds are actually earmarked for Indian tribes. This term includes both federally recognized Indian tribes and Alaska Native Organizations. Because of the different terms, we used Indian tribe throughout this fact sheet.

BACKGROUND

The JJDP Act established a state formula grant program to assist participating states in improving their juvenile justice systems.4 To participate in the formula grant program, states annually apply to the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) for funds. Each participating state is required to submit a 3-year comprehensive plan. The plans are to contain, among other things, an analysis of juvenile justice and delinquency prevention needs within the relevant jurisdiction, including any geographic area in which an Indian tribe performs law enforcement functions. The governor of each participating state appoints a state advisory group (SAG) composed of individuals with juvenile justice expertise to review and comment on applications for the distribution of formula grant program funds. To receive and remain eligible for funds under the JJDP Act, states must meet certain requirements. requirements are (1) not detaining status offenders⁵ in secure detention or correctional facilities, (2) not detaining or confining juveniles in any institution where they have contact with adults, and (3) not detaining or confining juveniles in adult jails or lockups.6

The 1988 amendments to the JJDP Act established the Native American Pass-Through requirement as part of the Formula Grant Program. The pass-through requirement specified that a proportion of each state's general formula grant be made available to fund programs for Indian tribes that perform law enforcement functions and that meet certain other criteria.

Law enforcement functions are defined in the formula grant regulations to include those activities pertaining to the custody of children, including but not limited to police efforts to prevent, control, or reduce crime and delinquency or to apprehend criminal and delinquent offenders, and activities of adult and

⁴⁴² U.S.C. 5201 et seq.

⁵Status offenders are juveniles who have come into contact with the juvenile justice system for an offense that would not be a crime if committed by an adult. Status offenses include running away from home, truancy, curfew violation, possession of alcohol, and unruly behavior.

⁶Sections 223(a)(12)(A), (B), and (C) of the JJDP Act.

⁷Public Law 100-690 (1988), codified at 42 U.S.C. 5633(a)(5)(C).

juvenile corrections, probation, or parole authorities. The JJDP Act requires the Secretary of the Interior to determine which tribes perform law enforcement functions.

In addition to the requirement to perform law enforcement functions, the Indian tribes must agree to attempt to comply with the three key requirements of the JJDP Act that are mandatory for the states participating in the formula grant program. Lastly, an Indian tribe must identify the juvenile justice needs to be served by the funds within the geographic area where the tribe performs law enforcement functions. Examples of activities for which Indian tribes used funds included providing counseling services to youth with alcohol and substance abuse problems and operating detention facilities for juveniles so that they would not have to be detained in adult facilities.

OJJDP officials told us that they awarded an average of \$48.2 million in total formula grant funds to the participating states for fiscal years 1991, 1992, and 1993.9 OJJDP awards the formula grant funds proportionately on the basis of each state's population under 18 years old. The total amount that participating states were required to pass through to Indian tribes was estimated to average \$167,868 in grant funds each year. 10 Appendix II shows how the grant funds are allocated, including the Native American pass-through grant funds.

RESULTS IN BRIEF

The amount of pass-through funds available to Indian tribes is based on the proportion of the state's population under 18 years of age that resides in those geographic areas where tribes perform law enforcement functions. Appendix III shows how grant amounts passed through to Indian tribes are calculated.

Indian tribes that perform law enforcement functions can receive funds from a state's Indian pass-through amount and also from the state's general formula grant funds. Those tribes not eligible to receive pass-through funds because they do not perform law

⁸²⁸ C.F.R. 31.301 (b)(2).

⁹OJJDP officials said that a state may not receive its formula grant funds in the year awarded, but frequently may receive the funds in subsequent years.

¹⁰This is the estimated amount that states are required to pass through to the Indian tribes, as calculated under OJJDP's pass-through formula.

enforcement functions can only receive funds from state general formula grant funds.

Our review of OJJDP's files for the 49 states that received formula grant funds during fiscal year 1991 identified 23 states that had Indian tribes eligible for pass-through funds. 11 According to the grant files and the results of our survey, the remaining 26 states did not have Indian tribes or had Indian tribes who did not carry out law enforcement activities and therefore were not eligible to receive pass-through funds. 12 Our survey of the 23 states that had eligible tribes revealed that in 9 states officials said that they provided Indian tribes with 1993 fiscal year pass-through funds. The calculated funding amounts, according to OJJDP's estimates, ranged from \$299 for Florida to \$29,218 for Arizona.

Our survey of officials from the 23 states with eligible Indian tribes revealed the following:

- -- Twelve states awarded tribes with funds that met or exceeded the minimum estimated amount for at least 1 fiscal year between 1991 and 1993.¹³
- -- Five states awarded the full amount requested by Indian tribes in their states. However, when aggregated within each state, the total amounts awarded were for less than the Indian tribes

¹¹At the time of our review in July 1993, OJJDP officials said that the fiftieth state's application for grant funds had been denied because it was not in compliance with the mandates of the JJDP Act. However, an OJJDP official informed us that following a negotiated settlement in December 1993, Kentucky will receive formula grant funds for fiscal year 1991. Fiscal year 1992 and fiscal year 1993 funds have not yet been awarded for Kentucky.

¹²According to an Oklahoma official, Oklahoma had Indian tribes that performed law enforcement functions but did not meet another aspect of OJJDP's eligibility criteria.

¹³A state may have awarded its Indian tribes with pass-through funds earmarked from fiscal year 1991 formula grant funds in subsequent years. For example, South Dakota's minimum pass-through proportion for fiscal year 1992 was \$15,195. It allocated a total of \$37,338 to four tribes, but actually awarded \$8,020 in fiscal year 1992. The remaining \$29,310 was awarded in fiscal year 1993. This exceeds the minimum proportion for either fiscal year 1992 or 1993. Also, states may have added pass-through funds from a prior year, thus creating a larger amount of funds to be awarded to the tribes.

could have received under the pass-through grant program. An OJJDP official said that he would regard these states as having met their obligation under the law as long as the states were making adequate efforts to notify tribes of the availability of funds.

- -- One state recently received its fiscal year 1991 formula grant funds and indicated to us that pass-through funds would not be awarded to the Indian tribes until later this year.
- -- Five states did not award their Indian tribes with passthrough funds in any of the 3 years. Officials in these states said the tribes did not want to apply for such small amounts of funds.

Appendix IV provides detailed information on (1) the amount of formula grant awards participating states received, (2) the amount of pass-through funds computed using the formula for states with eligible Indian tribes, (3) the actual amount of funds provided by these states to those tribes, and (4) a summary of selected examples of how Indian tribes used those funds.

Officials from the 17 states whose Indian tribes received pass-through funds said that tribes used their funds for such purposes as conducting juvenile needs assessment studies and providing alternatives to detention for their juveniles. For example, in Montana, an official said that the Blackfeet tribe conducted a needs assessment for juveniles needing placement in a juvenile facility for drug and alcohol abuse. A Nebraska official told us that the Omaha Tribe used its funds to operate a nonsecure youth shelter for temporary emergency placements of juveniles. A Colorado official told us that the Ute Mountain Utes had developed detention alternatives so that youth would not be detained in adult facilities on the reservation.

Officials from the Coalition for Juvenile Justice¹⁴ and state officials responsible for administering the Native American Pass-Through Grant Program discussed the program with us. An official from the Coalition's Native American Task Force said that the amount of pass-through money available was insufficient to address the tribes' juvenile justice problems. The official also

¹⁴The Coalition for Juvenile Justice is the national coalition of state juvenile justice advisory groups created under the provisions of the JJDP Act, as amended. Its responsibilities include reviewing federal policies regarding juvenile justice and delinquency prevention and advising the President and Congress on operations of OJJDP and legislation pertaining to juvenile justice and delinquency prevention.

said that the task force had drafted several recommendations, including (1) that the JJDP Act be amended to include a separate title authorizing special emphasis funds to be devoted to achieving compliance with the act's mandates and (2) to promote juvenile justice system improvements for Native Americans. That official also said that the separate title would replace the existing pass-through requirement.

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Officials from all 17 states that provided their Indian tribes with pass-through funds also said that the funds were insufficient to address their juvenile justice problems. For example, a Colorado official said that the pass-through amount is ridiculous—less than \$500 is not enough to do anything. An Idaho official said that the formula amount was unreasonable and that it would be a "slap in the face" to tell tribes that \$1,500 is available and that this must be split among five tribes. Both Colorado and Idaho supplemented the pass-through funds within additional formula grant funds in the years that they provided benefits to tribes.

On February 22, 1994, we met with OJJDP officials responsible for the Native American Pass-Through Grant Program, including the Acting Director. They generally agree with the information in the fact sheet and provided clarification and technical corrections, which we included.

We are providing copies of this fact sheet to the Attorney General, the Secretary of the Interior, the Director of the Office of Management and Budget, and other interested parties. Copies will also be made available to others upon request.

Major contributors to this fact sheet are listed in Appendix V. Please contact me on (202) 512-8777 if you have any questions concerning this fact sheet.

Laurie E. Ekstrand

Associate Director, Administration

of Justice Issues

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ABBREVIATIONS

JJDP Act	Juvenile Justice and Delinquency Prevention Act
OJJDP	Office of Juvenile Justice and Delinquency Prevention
SAG	State Advisory Group

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OBJECTIVES, SCOPE, AND METHODOLOGY

The 1992 reauthorization of the Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 1974 directed us to review the cost effectiveness of the Native American Pass-Through Grant Program. During meetings with the Committees, we agreed to (1) describe how the pass-through grant program works, (2) determine the funding amounts states and Indian tribes received under this program for fiscal years 1991 through 1993, and (3) obtain examples of how the funds were used. To obtain an operational perspective on the pass-through program, we asked state juvenile justice officials responsible for administering the Native American Pass-Through Grant Program and officials from the Coalition for Juvenile Justice for their views on this program.

To address these objectives, we interviewed Office of Juvenile Justice and Delinquency Prevention (OJJDP) officials and reviewed OJJDP policy, guidance, and instructions on this program. reviewed the grant applications and 3-year plans that states submit to apply for OJJDP formula grants and notification letters indicating the grant amount awarded to the states. We also reviewed available annual performance reports submitted by These reports, mandated by the JJDP Act, contain information on a state's progress in the implementation of their juvenile justice programs (which are described in their plans). Officials from 23 states reported that they had Indian tribes that were eligible to receive pass-through funds, and officials from 26 states reported that they did not have Indian tribes or did not have tribes that were eligible to receive pass-through OJJDP officials said that the remaining state's application for grant funds had been denied because it was not in compliance with the mandates of the JJDP Act. Since this state was appealing OJJDP's decision, we did not review this file.

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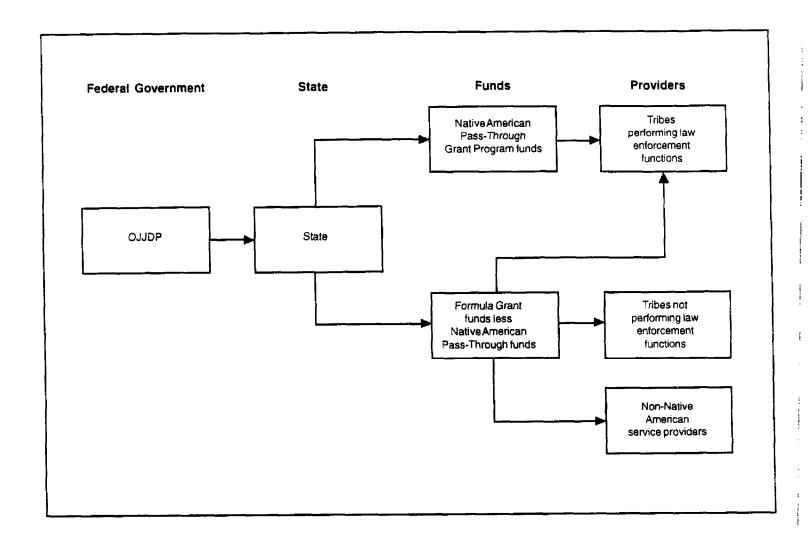
Because the grant files of the 23 states with eligible Indian tribes did not contain information on the actual amount of funds Indian tribes received and what the tribes used their funds for, we surveyed state juvenile justice officials in these states using a telephone questionnaire. Our questionnaire requested, among other things, information on the actual amount of funds that states provided to the tribes during fiscal years 1991 through 1993, what the tribes used their funds for during this period, and officials' views about the Native American Pass-Through Grant Program. Of the 23 states, 17 told us they had passed through funds for at least 1 year from fiscal years 1991 through 1993. One state recently received its fiscal year 1991 formula grant funds and indicated to us that pass-through funds would not be awarded to the Indian tribes until later this year. In the remaining five states, officials told us tribes had not applied for funds during this period. We considered a state to

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be participating in the pass-through program for any year that it actually passed through funds to its tribes.

We also contacted officials from the Coalition for Juvenile Justice and obtained their perspectives on the pass-through grant program. We did not verify the data we received or evaluate the views provided to us. We did our work between June 1993 and March 1994. On February 22, 1994, we met with OJJDP officials responsible for the Native American Pass-Through Grant Program, including the Acting Director. They generally agreed with the information in the fact sheet and provided clarification and technical corrections which we included.

ALLOCATION OF FORMULA GRANT FUNDS



Note: Up to 10 percent of the formula grant funds are used for such purposes as planning and administration. An additional amount of funds is available to support SAG activities.

APPENDIX III APPENDIX III

INDIAN PASS-THROUGH CALCULATION

State Fisca	e: al Yea	ar:	
	a.	Total formula grant award	
	b.	State advisory group allocation	
	c.	Amount of funds applicable to pass-through requirement (item "b" subtracted from item "a")	
	d.	Total pass-through requirement (item "c" multiplied by 66 2/3%)	
	e.	Total youth population under age 18	
	f.	Total youth population under age 18 residing in geographic areas where Indian tribes perform law enforcement functions (1990 census)	
	g.	Percent of youth residing in geographic areas where Indian tribes perform law enforcement functions (item "f" divided by item "e")	
	h.	Indian pass-through proportion	

Source: OJJDP.

SCHEDULE OF PASS-THROUGH FUNDS THAT OFFICIALS FROM 17 STATES REPORTED WERE PROVIDED TO THEIR INDIAN TRIBES, 1991-1993

			Fiscal years		Examples of what state
State		1991	1992	1993	
Alaska	Formula grant award	\$325,000	\$325,000	\$343,658	nseling
	Minimum amount	\$18,873	\$19,359	\$20,452	yourn with alcohol problems.
	Actual amount	\$8,675ª	\$0 ₈	\$0 _a	
	Number of tribes receiving funds	4 _P	08	0 a	
Arizona	Formula grant award	\$700,000	\$713,000	\$713,00	
	Minimum amount	\$28,737	\$29,284	\$29,218	eness clas wareness c
	Actual amount	\$66,007	\$77,248	\$44,985	referring juveniles for more intensive counseling, when
	Number of tribes receiving funds	4	ĽΩ	m	
Colorado	Formula grant award	\$615,750	\$626,000	\$626,000	Programs designed to teach
	Minimum amount	\$364	\$370	\$369	Ø
	Actual amount	\$31,064	\$9,155	\$19,545	alternatives so that youth
	Number of tribes receiving funds	2	1	1	
Florida	Formula grant award	\$2,046,000	\$2,083,000	\$2,083,000	Hire a youth justice
	Minimum amount	\$278	\$216	\$216	coordinator to advocate on behalf of juveniles in court
	Actual amount	\$36,152	\$36,152	\$36,152	hearings and to organize activities for Indian youth.
	Number of tribes receiving funds	1	1	1	

			Fiscal years		Examples of what state officials said tribes used
State		1991	1992	1993	their pass-through funds for
Idaho	Formula grant award	\$325,000	\$325,000	\$343,658	Hire school resource officers
	Minimum amount	\$1,577	\$1,577	\$1,666	to teach juveniles problem solving skills. Diversion
	Actual amount	\$19,103	\$10,000	0\$	officers were also hired to find alternatives to detaining
	Number of tribes receiving funds	Т	1	00	juveniles.
Maine	Formula grant award	\$325,000	\$325,000	\$343,658	Provide programs for juveniles
	Minimum amount	\$415	\$415	\$438	vandalism problems experienced
	Actual amount	\$0	0\$	\$10,000	by the tribe.
	Number of tribes receiving funds	p0	0 9	1	
Montana	Formula grant award	\$325,000	\$325,000	\$343,658	Conduct a needs assessment of the drug and alcohol use of
	Minimum amount	\$7,618	\$12,225	\$12,916	juveniles needing placement in juvenile facilities. Funds
	Actual amount	\$10,000	\$25,924	\$10,000°	
	Number of tribes receiving funds	1	1	1	alternative to placing youth in adult jail facilities.
Nebraska	Formula grant award	\$325,000	\$325,000	\$343,658	Operate a nonsecure youth
	Minimum amount	\$787	\$787	\$831	shelter for temporary and emergency placements of
	Actual amount	0\$	\$32,773	\$0	juveniles.
	Number of tribes receiving funds	0 [£]	1	0	

			Fiscal years		Examples of what state
State		1991	1992	1993	-thro
Nevada	Formula grant award	\$325,000	\$325,000	\$343,658	Diversion programs for
	Minimum amount	\$1,563	\$1,563	\$1,651	, sucn as as alterna
	Actual amount	\$1,904	\$3,808	\$11,139	judicial proceedings and detention for vouth.
	Number of tribes receiving funds	1	1	ī.	
North Carolina	Formula grant award	\$1,170,000	\$1,167,000	\$1,167,000	
	Minimum amount	\$6,664	\$6,646	\$6,635	as providing mentors who help youth with school work and self-esteem problems. Adult
	Actual amount	\$15,000	\$30,000	\$30,000	mentors were usually tribal elders, and they spend at least bour per day with juveniles,
	Number of tribes receiving funds	1	1	1	tribal
North	Formula grant award	\$325,000	\$325,000	\$343,658	
Dakota	Minimum amount	\$8,250	\$8,250	\$8,715	e attendant es and to pa
	Actual amount	\$4,000	\$5,790	\$0	workers' time while supervising youth in these facilities.
	Number of tribes receiving funds	19	19	0	
Oregon	Formula grant award	\$497,000	\$526,000	\$526,000	Hire a Youth Justice
	Minimum amount	\$1,909	\$2,024	\$2,019	with their planning and
	Actual amount	\$16,500	\$30,000	\$3,000	<pre>coordination efforts. Funds were also used to conduct a</pre>
	Number of tribes receiving funds	9	9	9	juvenile needs analysis.

			Fiscal years		Examples of what state
State		1991	1992	1993	their pass-through funds for
South	Formula grant award	\$325,000	\$325,000	\$343,658	Emergency shelter placements of
Dakota	Minimum amount	\$12,122	\$15,195	\$16,082	juvenites.
	Actual amount	\$6,061 ^h	\$8,028 ¹	\$0	
	Number of tribes receiving funds	1	13	0,	
Utah	Formula grant award	\$450,000	\$456,000	\$456,000	Provide transportation services
	Minimum amount	\$1,812	\$1,837	\$1,831	
	Actual amount	0\$	\$1,500 ^k	0\$	having youth jailed in a tribal facility.
	Number of tribes receiving funds	01	p-red.	0,1	
Washington	Formula grant award	\$866,000	\$917,000	\$917,658	Provide juveniles with alternatives to jail, such as
	Minimum amount	\$4,444	\$4,425	\$4,416	community placement, counseling, and treatment
	Actual amount	\$97,000	\$35,000	\$92,000	t t
	Number of tribes receiving funds	8	1	2	complies with the JJDP Act and the state's juvenile code.
Wisconsin	Formula grant award	\$894,000	\$937,000	\$937,000	Operate a nonsecure holdover
	Minimum amount	\$2,434	\$2,554	\$2,549	
	Actual amount	\$9,400	*0\$	\$0 _m	secure detention facilities several counties away.
	Number of tribes receiving funds		0	0	

			Fiscal years		Examples of what state
State		1991	1992	1993	their pass-through funds for
Wyoming	Formula grant award	\$325,000	\$325,000	\$343,658	\$343,658 Provide a short-term shelter
	Minimum amount	\$3,836	\$3,836	\$4,053	care program as an arcentarive to detaining juveniles.
	Actual amount	\$26,410	\$4,000	\$0 _u	
	Number of tribes receiving funds	2	2	00	

frequently receive the funds in subsequent years. States may have added pass-through funds from one year to funds is the number of tribes that officials said received funds. This number may differ from the number of is the amount, calculated according to OJJDP's Indian pass-through formula, that states are required to pass the amounts those states claimed as their pass-through proportions for some of the fiscal years, rather than nearest whole number. However, for Alaska, Florida, Montana, South Dakota, and Washington we are including with information on how tribes used their funds. In some cases, this information was broken down by tribe, tribes. OJJDP officials said that states may not receive its formula grant funds in the year awarded, but The minimum amount The number of tribes receiving tribes in the state eligible to receive funds according to state officials. State officials provided us through to the Indian tribes. In most cases we included OJJDP estimates which have been rounded to the OJJDP's estimates. The actual amount are funds that state officials said were provided to the Indian Note: The formula grant award is the total formula grant amount awarded to the state. the next creating a larger amount of available money in the latter year. and in others general information was provided.

^aAn Alaska official said that the state was not in compliance with the act's mandates and that the state had through funds in January 1994. In addition, the official said that in 1992 the eligible Indian tribes had not received its formula grant funds for fiscal years 1992 and 1993. Because of this, tribes were not notified to apply for funds. An Alaska official said that four tribes were awarded fiscal year 1991 passbeen awarded \$13,512 from its 1989 formula grant award, and in 1993 the Indian tribes had been awarded \$16,967 from its 1990 formula grant award.

the state to have met its pass-through obligation if the state made adequate efforts to notify the tribes of received the amount of funds they applied for. The official recognized that the total amount awarded the four tribes was less than the minimum pass-through amount. An OJJDP official said that he would consider ^bAn Alaska official said that applications from two additional tribes were expected. The four tribes

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^cAn Idaho official said that five tribes had developed a juvenile justice committee and that the money would Indian tribes had been increased for fiscal year 1993 from \$10,000 to \$20,000 but had not been distributed. be distributed through this committee. The official also said that the amount of funds available for the The funds would be used for a comprehensive assessment of juvenile crime and court contact. The official said that one tribe had been awarded \$10,000 in 1989.

^dA Maine official reported that no tribes had applied for funds in fiscal year 1991 and fiscal year 1992.

eA Montana official said that his office had made a mistake and passed through only \$10,000, which was less than the minimum amount.

fA Nebraska official said that in fiscal years 1991 and 1993 no tribes applied for grant funds.

applied for. The official recognized that the total amount awarded to the tribe was less than the minimum pass-through amount. An OJJDP official said that he would consider the state to have met its pass-through 9A North Dakota official said that one tribe was awarded money. The tribe received the amount of funds it obligation if the state made adequate efforts to notify the tribes of available funds. hA South Dakota official said that this amount had been awarded to one tribe that was less than the minimum pass-through amount. An OJJDP official said that he would consider the state to have met its pass-through obligation if the state made adequate efforts to notify the tribes of available funds.

be available for the tribes. Also, that official said that about \$6,000 had been left over from fiscal year ⁱA South Dakota official said that funds for fiscal year 1992 and fiscal year 1993 were received at the end of December 1993, and that the Indian pass-through amounts had been combined so that a larger amount would

requesting about \$29,000 were expected, but that these applications had not yet been received. Formula ¹A South Dakota official said that grant applications for fiscal year 1992 from three other tribes grant funds for fiscal year 1993 have not been received.

*A Utah official told us that no funds were awarded in fiscal years 1991 and 1993.

The Utah official said that an additional \$15,000 had been set aside for the tribes in fiscal year 1992, said that up to \$25,000 from fiscal year 1993 funds had been set aside for the Indian tribes. but that additional applications for this money had not yet been received from the tribes.

"A Wisconsin official said that \$25,000 had been allocated for both fiscal years 1992 and 1993 for Indian tribes. That official said that fiscal years 1992 and 1993 money became available in October 1993.

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APPENDIX IV

ⁿA Wyoming official said that the state had not received its formula grant funds for fiscal year 1993 since the state was not in compliance with the JJDP Act's mandates. Consequently, the Indian tribes would not be awarded pass-through funds.

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